

INVESTMENT ZONE BUSINESS CASE TEMPLATE

RESTRICTED: BUSINESS CASE

FOR TVCA USE ONLY – INITIAL GATEWAY CHECK	
TVCA Reference Number	PRGM-1345 PROJ-2913
Programme / Project Name	Programme - Tees Valley Investment Zone Project – Making Middlesbrough Town Centre Safer for People & Business
TVCA Group Company / Directorate	N/A
TVCA Cabinet Allocation Amount	£80m
Cabinet Decision reference & date	28/3/25 TVCA 66/24-25
Equality Impact Assessment Signed?	Yes
Mayoral / Corporate Policy fit	MDC / IZ / Place / Growth
Subsidy Control Checklist Reviewed by Legal	Yes - No subsidy
Is CMA referral required ?	No
Outline Stakeholder Management Plan?	Yes - completed
Contractual structure eg JV, partnership	Partnership – Middlesbrough Council lead applicant
Date of receipt of completed application	
Priority Project?	Yes
Form signed	
PROJECT DEVELOPMENT INTIATION DECLARATION	
I declare that the proposed programme / project referred to above has received the appropriate authorisation to proceed into Business Case Development. I declare I have considered the roles and responsibilities of the internal team members and external advisors appointed to develop the project further, and confirm they present no conflict of interest.	
SRO Signature:	
Project Development Manager Allocated: Sue Donnelly	

TVCA DISCLAIMER

Submitted Business Cases are subject to TVCA's appraisal process including appropriate due diligence. Following this process, a decision to fund or not will be made under the Local Assurance Framework.

There should be no expectation of funding assistance unless and until both parties sign a Funding Agreement. All the project sponsor's costs and charges incurred in making this Business Case shall be for the project sponsor's account and cannot be claimed as part of the Programme / Project.

--

FOR DEVELOPMENT USE ONLY: VERSION CONTROL

Date	Version No	Section Ref	Summary of Significant Change	Initials
02.03.26	1.0	All	First Draft	SD/AP/MS
	2.0		Final Draft	SD/AP/MS

PROJECT SPONSOR DETAILS

Lead Organisation:	Middlesbrough Council
Registered Address:	Fountain Court, Grange Road, Middlesbrough
Type of Organisation:	Local Authority
Date of Formation:	1 April 1996
Company Registration Number:	N/A
VAT Registration Number:	GB 259 087 232
Are you part of a group of companies?	No
If so, who is the parent company?	N/A
Lead Sponsor: name	Geoff Field
Lead Sponsor: telephone number	01642 729701
Lead Sponsor: email address	Geoff_Field@middlesbrough.gov.uk
Lead Sponsor: position in organisation	Corporate Director of Environment, Communities & Culture
Contact address if different from above:	
Project Manager: name	Adam Parkinson
Project Manager: telephone number	01642 727692
Project Manager: email address	adam_parkinson@middlesbrough.gov.uk
Project Manager: position in organisation:	Neighbourhood Manager North Middlesbrough
Contact address if different from above:	

PUBLICITY STATEMENT

The Investment Zone funded Making Middlesbrough Town Centre Safer for People & Business is a three-year pilot scheme to tackle crime and anti-social behaviour (ASB) in Middlesbrough town centre.

The aim of the project is to create a safer, more welcoming town centre through a coordinated, holistic and sustainable multi-agency approach that prioritises **protection**, strengthens **prevention** and enhances **provision** of effective support. This approach will

reduce crime and anti-social behaviour, improve public confidence and perceptions of safety, support business vitality, and harness the growth of all town centre businesses, enhancing the town's reputation as a vibrant, innovative and secure destination.

The objectives are to:

- Reduce crime and ASB
- Improve perceptions of safety and public confidence
- Increase footfall in the town centre
- Retain and attract businesses to reduce vacant units
- Stimulate private investment and positive economic activity

The project will build on the existing night-time economy project with extended operation of the existing hub at Middlesbrough Bus Station. There will be a multi-agency presence within the hub, together with dedicated provision for more intensive support for top repeat offenders such as through a dual diagnosis team which sit outside of enforcement. This will enable those individuals who are the most vulnerable and with the most complex needs immediate and direct access to the necessary support services such as drug and alcohol support.

Accessing Change Together (ACT) services will form part of the support offer linked to the hub, providing tailored interventions for people experiencing domestic abuse, homelessness or substance misuse. This will strengthen the project's prevention and provision approach by helping vulnerable individuals access the right support at the right time, reducing escalation, improving personal outcomes and supporting longer-term change.

There will also be additional 2 PCSOs and the introduction of 4 dedicated town centre Neighbourhood Safety Wardens with enhanced powers via the Community Safety Accreditation Scheme (CSAS). Neighbourhood Navigators will also be employed to provide 1-1 intense support to those with the most complex needs.

There will also be a new CCTV Operator which will proactively monitor town centre cameras, gather evidence and support teams on the ground.

The pilot scheme will be funded from the Tees Valley Investment Zone programme, and will operate until March 2029.

EXECUTIVE SUMMARY	
TVCA Ref:	PROJ-2913
Programme / Project Name:	TV IZ / Making Middlesbrough Town Centre Safer for People & Business
Location:	Middlesbrough
TVIZ Intervention	Crime and Safety
Total Programme / Project Cost:	£80m Programme/£1.3m Middlesbrough allocation
TVIZ funding requested: £	£1.3m
Total of other funding sources: match £	£1,077,949
Total of other funding sources: leverage £	

Delivery route (including when route to market form signed off)	Partnership project
TVIZ Annual Delivery Plan allocation	£2.6m total/£1.3m Middlesbrough
<p>The Making Middlesbrough Town Centre Safer project is a multi-agency, cohesive approach which will build on the existing Street Warden presence in the town and the night-time economy pilot at SafeHaven, to reduce the incidence of crime and anti-social behaviour, resulting in improved safety and a more positive perception of the town centre. It will also provide a single point of access to services such as drug and alcohol support, homelessness and housing for those that are most vulnerable, enabling early intervention and coordinated case management.</p> <p>Key partners are Middlesbrough Council (MC) acting as the lead partner, Cleveland Police (CP), the Office of the Police Crime & Commissioner (OPCC) and Tees Valley Combined Authority (TVCA).</p> <p>Issues of crime and anti-social behaviour are prevalent; such issues being associated with long-term deprivation of the area and the left behind status of the town centre. These ingrained issues detract from the attractiveness of the town centre and are a barrier to attracting investment and the associated workforce required to stimulate growth. It is imperative to address these issues along with the regeneration of the physical fabric of the town centre.</p> <p>These barriers to growth are recognised in the Tees Valley Investment Zone proposal to Government.</p> <p>The overarching purpose of IZ policy is to support the delivery of plans for growth and prosperity by catalysing a small number of high potential clusters with scope to drive productivity and catch-up economic growth.</p> <p>IZ policy identifies five priority sectors for Investment Zones to focus on, these are Digital and Tech, Life Sciences, Creative Industries, Green Industries, and Advanced Manufacturing. The Tees Valley already enjoys comparative advantage over other parts of England in the Energy & Low Carbon, Advanced Manufacturing & Engineering, Chemical & Process, Digital, Creative, Healthcare & Life Sciences, and Automative and Aerospace sectors.</p> <p>The Tees Valley IZ applies the policy to enhance existing strengths and boost the growth potential of the Digital and Creative sector. This sector has been selected as the primary sector of focus. It is an existing driver of the Tees Valley economy and is the fastest growing Digital Sector of any Combined Authority area. The sector, and its wider cluster, has some of the highest levels of productivity in the UK.</p> <p>Digital cluster growth is typically town/city centre based and therefore represents a different opportunity for growth in our communities to other Tees Valley key sectors. It also typically attracts growth in other creative, cultural and leisure activities which is needed in the areas targeted in the IZ.</p> <p>In addition to growth in the Digital Sector itself, digitisation can be applied into other tech sectors, which will unlock high growth & innovation potential that will create high value and productive jobs for our local workforce and communities. Use of digital and tech crosses over into the secondary sector of our IZ, Creative.</p>	

The digital economic cluster has grown around the knowledge anchor, Teesside University, which is based in the town centre of Middlesbrough, and spread across our economic centres.

The types of workers sought to work in the growth enterprises based in the town centre are typically described as Generation Z. These people were shaped by growing up in the digital age, facing climate anxiety, a shifting financial landscape, and Covid-19. These influences shape their requirements for where they work, live and play; they seek a vibrant, creative environment. Well connected, urban living environments are required to meet the needs, retain and attract people to work in the jobs being created in towns across the Tees Valley.

To make the centre of Middlesbrough attractive to this workforce, overcoming negative perception and reducing actual crime and anti-social behaviour is imperative. This will increase retention of talent in the area, feed the growth of the digital sector and create a safer, more welcoming town centre.

Boho/Albert Road Corridor

The Boho/Albert Road corridor within Middlesbrough town centre is a key location for the town's digital media, digital technology and creative sectors. It will therefore be a central focus of the project, as current crime, anti-social behaviour and poor perceptions of safety are acting as a barrier to investment and growth in this area.

Delivery Options

A range of delivery options were assessed to identify the most effective and proportionate means of delivering the 3P model of Protection, Prevention and Provision. The preferred option is to pilot a multi-agency hub, together with additional staffing resource, as this provides the strongest strategic fit, makes best use of existing infrastructure, enables a coordinated response across enforcement and support services, and offers the greatest potential to address crime, anti-social behaviour and perceptions of safety in a sustainable way together with improving outcomes for vulnerable individuals.

The detailed options appraisal and assessment against the critical success factors are set out in the Evidence Pack.

Existing Security Arrangements

Teesside University provides onsite security within the confines of its campus. Security is 24/7 365 days per year and includes a 'SafeZone App'.

Outside of this boundary but within Middlesbrough town centre provision is as detailed below.

- 4 Street Wardens on duty daily from 8:00 am – 8:00 pm – not Town Centre focused & no enhanced powers
- 2 PCSOs
- 6 Police Officers allocated to the Town 6 Officers typically operating each day although not dedicated town centre presence, could be deployed anywhere if there is a need

- Cleveland Centre, Hillstreet Shopping Centre and Captain Cook Square each have their own security staff

Existing Safe Haven (Night-time Economy)

Middlesbrough SHS operates within the night-time economy, responding to problems arising from alcohol and substance misuse, violence against the person and all aspects of vulnerability in the town centre. It offers a place of safety for those in vulnerable and dangerous situations, providing treatment and care in a safe environment to protect from harm.

Middlesbrough SHS is a drop-in facility, service users tend to use the service for less than two hours on average. The service offers a wide range of care including minor and major clinical assessments and treatment, patient monitoring.

The SHS operates within the night-time economy every Friday from 10pm – 3.30am and Saturday 11pm – 4.30am (11 hours per weekend). It also operates at additional key times when the town centre is busy, such as Sundays prior to Bank Holidays, during Christmas and New Year periods, University 'Fresher's week' and for large events that encourage large crowds and the supply of alcohol.

Aims of the service include:

- Reducing attendances to local A&E departments and admissions to wards; Reducing demands on NEAS by providing an alternative option to 999 calls, an alternative drop-off point to A&E, reducing both journey and waiting times;
- Assisting Police by providing a safe place to for those not warranting arrest but require a protective intervention;
- Reducing crime, particularly substance-fuelled violence/domestic abuse and risks to vulnerable people and victims of crime;
- Increasing the number of clients accessing community services by making referrals
- Promoting positive lifestyle messages to increase awareness of alcohol-related harm;
- Increasing the number of brief interventions that are proven to reduce drinking to harmful levels and alcohol dependency.

Currently the service operates using the following model:

- 1 x Clinician either a registered nurse with pre-hospital experience or a registered paramedic
- 1 x Technician
- 2 x Medical Responders

Presenting issues to Safe haven range from falls related injury, head injury, laceration, intoxication, substance misuse and mental health. Intoxication is the largest presenting issue recorded, followed by injuries sustained due to violence against the person.

Interventions undertaken by Middlesbrough SHS are as follows:

- Monitoring patient need (until handover to NEAS staff or family members)

- Minor clinical attention
- Urgent clinical attention

The Safe haven also has a mobile service offering roadside medical assistance and support.

Proposed Enhanced Safe Haven (Multi Agency Hub) Pilot

Proposed hours of operation:
Monday to Saturday 8am to 6pm

NB. New Neighbourhood Safety Wardens and PCSOs will continue to be on shift outside of these hours, including Sundays, together with the ongoing monitoring of town centre CCTV.

Protection

Increase enforceable town centre presence to make immediate impact on crime, ASB, safety and positive perceptions.

Current Staffing	Future Staffing
6 PCs*	6 PCs (no change)
2 PCSOs	2 additional PCSOs (4 in total)
4 Street Wardens **	4 new Neighbourhood Safety Wardens*** (8 in total)
0 CCTV Operator	1 new CCTV Operator

- * Although allocated to town centre could be deployed elsewhere should the need arise
- ** Not TC focused and no enhanced powers.
- *** Addition of 4 town centre focused **Neighbourhood Safety Wardens** with enhanced powers (CSAS) – existing 4 Street Wardens have no enhanced powers.

There will also be a new CCTV Operator who will proactively monitor town centre cameras, gather evidence, and support teams on the ground to attend incidents in a timely manner as they arise.

Prevention

A multi-agency hub across public health (drug/alcohol), homelessness, housing etc. Proposed location is Middlesbrough Bus Station due to:

- It being where the CCTV control room already exists
- It being centrally located in the town centre
- It having existing infrastructure linked to the Safe Haven service (so will have minimum ‘start up’ costs)
- It being owned by Middlesbrough Council, enabling greater control & flexibility.

The service will provide a single point of access for individuals needing support, enabling early intervention and coordinated case management.

Provision

Provide 1-1 intense support for those that are most vulnerable/have complex needs to increase the chance of crime prevention in the future. Based on the current ‘navigator’ posts in neighbourhood services, to recruit **2** dedicated **Neighbourhood Navigator** posts

that would be focused on the town centre, located at the hub and can also have a presence in the town centre when required.

At present, there is limited outreach provision operating within Middlesbrough town centre, resulting in missed opportunities to engage individuals at an early stage and connect them with the support they require. The Navigator posts would help address this gap by providing a dedicated resource to build relationships, undertake targeted outreach and coordinate referrals into relevant support services including housing, health, substance misuse, mental health and wider community-based provision.

Staffing

Middlesbrough Council will employ the new Neighbourhood Safety Wardens and Neighbourhood Navigators. Cleveland Police will employ the new PCSOs and the CCTV Operator will be employed by Vistech via the existing CCTV/security contract with Middlesbrough Council.

Logic Model

The Logic model below summarises the proposed activities and expected outputs, outcomes & impacts. Also attached at appendix 14.

Inputs (Funding/Resources)	Activities (Monitor)	Outputs (Quantify & Monitor)	Outcomes (Monitor & Evaluate)	Impact (Evaluate)
TV IZ funding £1,300,000	Protection: Dedicated & Visible Town Centre Enforcement Presence	1 new partnership formed Patrols completed (number of hours to be tracked)	Improved perception of safety & increased confidence from residents, visitors, investors and students	£2,784,929 Increase GVA
Other match Middlesbrough Council £140,143	Protection: Dedicated Town Centre CCTV monitoring	60 businesses engaged 6 Enforcement Officer posts (4x NSW & 2x PCSO) created	5% Increase in town centre footfall	
Other match Cleveland Police £937,807	Prevention: Multi agency hub including safeguarding & vulnerability triage	1 multi agency hub created 2 Neighbourhood Navigator posts created	Number of recorded victim based crimes	
	Provision: Support workers	1 CCTV Operator post created	Number of reported incidents of nuisance asb in town centre	
			Number of suspects associated with victim based crime	
			Number of recorded victims associated with a victim based crime on 2 or more occasions in last 12 months	
			Number of arrests in town centre	
			Number of stop & searches in town centre	



By addressing the challenges set out in the Strategic Case, the project supports the vision to create a safer and more welcoming Middlesbrough town centre. It will improve public confidence and perceptions of safety, support business vitality, and help unlock growth across all town centre businesses, including those in the creative and digital sectors. In doing so, the project will enhance Middlesbrough’s reputation as a vibrant, innovative and secure destination.

The project will also help create a safer, more desirable urban living and working environment for the current and future workforce, supporting the wider ambition to make Middlesbrough town centre a place where people want to live, work, visit and invest.

At this stage, it is not yet clear whether the activities proposed within this Business Case will be sufficient to deliver a noticeable change. However, as this is a pilot project, and

following assessment of several alternative options against the critical success factors, the proposed approach was identified as the preferred way forward. It is therefore appropriate to test the model through this pilot. The project will be closely monitored throughout its lifetime so that any changes in behaviour, reporting patterns or outcomes can be identified, recorded and used to inform future decision-making.

Recorded Crime & Incidents of ASB

Crime is currently increasing and is anticipated to continue this trajectory as a result of a number of factors. These include increased presence and visibility, increased public confidence in reporting and the outcome of the sentencing act 2026 which will have a direct impact on how offenders are dealt with through the criminal justice system with more being managed in the community.

Incidents of anti-social behaviour are also expected to increase in the first instance. Again, this is due to increased visibility and police presence within the town centre area along with the public's confidence to report this activity to the police/local authority.

For information - Facial Recognition Technology

The inclusion of Facial Recognition Technology (FRT) within this pilot was explored and **ruled out** due to:

- High initial investment costs
- Privacy and legal concerns
- Algorithmic bias caused by bad data
- Potential to become over reliant

For information - Community Safety Accreditation Scheme (CSAS)

The Community Safety Accreditation Scheme (CSAS) provides non-police staff, such as security guards, wardens, and traffic officers, with targeted, accredited police powers under the Police Reform Act 2002 to help manage low-level crime and anti-social behaviour.

These powers, which vary depending on the local police force's agreement, may include:

- **Requesting Names and Addresses:** Power to require a person's name and address for acting in an anti-social manner.
- **Surrendering Alcohol/Tobacco:** Authority to confiscate alcohol from adults drinking in designated public places and remove alcohol or tobacco from minors.
- **Fixed Penalty Notices (FPNs):** Issuing FPNs for specific offences such as littering, graffiti or fly-posting.
- **Anti-Social Behaviour Management:** Power to deal with begging and other low-level nuisance behaviours

CASE 1: STRATEGIC CONTEXT

Key messages:

- Overcoming real and perceived crime and anti-social behaviour issues are key to rebuilding public confidence, regenerating the local economy and increasing footfall in the town centre
- Creating an urban living and working environment for the workforce, which is a safer more desirable place to be

- Important foundation to support growth in the digital & creative sector as proposed in the TVIZ
- Focus on 3Ps – Protection, Prevention & Provision – to provide holistic approach to tackling crime and ASB

1.1 What are the key SMART objectives of this Investment Proposal? Please demonstrate how it will contribute to the objectives of the TVIZ

Logic Model in the Evidence Pack to be completed.

Objective 1: Protection

Increase visible and enforceable town centre presence to make an immediate impact on crime, anti-social behaviour, safety and public confidence in Middlesbrough town centre.

Success Measures

- Reduce crime, including retail crime
- Reduce anti-social behaviour in the town centre
- Improve perceptions of safety in the town centre
- Increase the rate of crime reporting
- Increase the number of town centre patrols
- Increase CCTV monitoring hours
- Increase the number of businesses engaged
- Create enforcement officer posts

Objective 2: Prevention

Enable longer-term, more sustainable change by improving the effectiveness of prevention measures and strengthening access to existing support services, including public health, homelessness, housing, and drug and alcohol services.

Success Measures

- Increase the number of services working in a more coordinated way
- Establish an integrated partnership/hub model
- Increase the number of beneficiaries supported through better integrated services
- Reduce offending/repeat offending

Objective 3: Provision

Provide targeted support for individuals with the most complex needs, including those at risk of offending, repeat offenders, to complement prevention activity and improve outcomes for those who are hardest to reach.

Success Measures

- Number of support worker posts created
- Number of beneficiaries supported
- Number of secondary support services accessed

Within three years:

- Achieve reduction in anti-social behaviour

- Achieve reduction in reported crimes
- Improve perceptions of safety and public confidence
- Increase footfall in the town centre
- Stimulate private investment and positive economic activity
- Establish long-term partnership options for safety and regeneration

Key Outputs

Jobs created – 9 new jobs to be created

New Partnership formed – 1 new partnership

New Crime & Safety Initiative – 1 new initiative

Businesses engaged – 60 businesses engaged

Below are additional crime and ASB outputs & outcomes to be monitored. For full details with agreed definitions please see appendix 1.

With regards to these additional outputs & outcomes, where there is no historical data available, and as detailed in section 5.8, in terms of baseline data, it was agreed that May 2026 would be the starting point. Baseline data can be found at appendix 2.

Other Outputs

Town Centre Patrols - Number of hours spent in the town centre area on visible proactive patrols by Police Officers / PSCOs – to be expressed as a % of total hours available (excluding time spent in police buildings)

Arrests – Number of individuals arrested in the town centre for any offence & number of crimes occurring in the town centre where an arrest has been made – to be expressed as a % of the number of crimes occurring in the town centre

Stop and Search – Number of stop & searches carried out in the town centre area - proportion of stop and searches carried out in the town centre area which result in a positive outcome i.e. an arrest

NB. There are two volumetric measures relating to arrests. The first is based on a count of the number of people arrested in the town centre area (for any offence) whilst the second is based on a count of crimes occurring in the town centre which have resulted in at least one person being arrested. The latter figure has been used to calculate the 'arrest rate' and this remains subject to further change as and when subsequent arrests are made. So, they are counting slightly different things, but both are relevant and therefore have been included for full transparency.

Outcomes

Recorded crime - Number of recorded victim-based crimes occurring in the town centre – to be expressed as a % of the number of people visiting the town centre (footfall)

ASB - Number of reported incidents of nuisance anti-social behaviour occurring in the town centre – to be expressed as a % of the number of people visiting the town centre (footfall)

Repeat offending - Number of suspects associated with a victim-based crime occurring in the town centre who have been named as a suspect on 3 or more occasions in the last 12 months – to be expressed as a % of the total number of suspects committing crimes in town centre area

Repeat victimisation - Number of victims associated with a victim -based crime occurring in the town centre who are named as a victim on 2 or more occasions in the last 12 months – to be expressed as a % of the total number of victims associated with crimes in town centre area

Contribution to the objectives of the Tees Valley Investment Zone

- **Addresses a barrier already identified by Tees Valley Investment Zone (TVIZ)** by tackling crime, anti-social behaviour and poor perceptions of safety in Middlesbrough town centre, which affect economic growth, private sector confidence and inward investment.
- **Supports the growth conditions around key sector strengths**, including digital and creative, by helping make the town centre a safer and more attractive place for businesses, workers, students and visitors.
- **Strengthens the impact of wider IZ activity** by improving the environment around business support, innovation, specialist space and planning interventions already being brought forward through the programme.
- **Supports regeneration ambitions in Middlesbrough town centre**, including more homes, jobs, stronger links between the university, Boho and the wider centre, and a more mixed-use place where people want to live and work.

1.2 How will the proposal address opportunities and challenges identified for the Tees Valley Investment Zone?

This proposal addresses a challenge already identified through the TVIZ: Middlesbrough has clear economic growth potential, including recognised strengths in the digital and creative sectors, but the condition and perception of the town centre continue to hold that potential back. The TVIZ logic model identifies town centre safety and security as a barrier to economic growth, private sector confidence and inward investment.

That matters because Middlesbrough already has a strong platform to build on. The Middlesbrough Development Corporation (MDC) Masterplan sets out plans for more homes, jobs, better public realm, stronger links between the university, Boho and the wider town centre, and a more mixed-use environment that supports living, working and investment. The Economic Impact Assessment shows that Middlesbrough is already shifting away from reliance on traditional retail and towards a more varied town centre economy based on office space, leisure, culture, higher education and town centre living.

Recent local evidence shows why this still needs attention. Middlesbrough Council's TS1 data records 799 anti-social behaviour incidents in 2024/25, compared with 782 in 2023/24, alongside 3,730 recorded crimes in the town centre area in 2024/25. Although this is lower than the 4,159 crimes recorded in 2023/24, the council's own position is that crime and anti-social behaviour remain a significant issue in central Middlesbrough.

There are also signs that targeted action is having some effect. Cleveland Police reported in January 2026 that shoplifting in Middlesbrough was down 8.3% over the previous 12 months and commercial burglaries were down 22%, with December commercial burglaries down by more than 71% compared with December 2024. The same update noted that Middlesbrough neighbourhood policing teams had received six additional officers, four of them dedicated to town centre work. This shows that visible intervention can improve conditions, but also that sustained effort is still needed.

This has a direct bearing on the opportunities the Investment Zone is trying to unlock. Future growth in sectors such as digital and creative depends on more than business support, innovation funding and workspace. It also depends on whether the town centre works as a place for staff, students, visitors and investors. The wider TVIZ case recognises that concerns about crime, safety and anti-social behaviour affect staff attraction and inward investment.

That is particularly relevant at a point when Middlesbrough is trying to broaden its appeal. The latest footfall report shows 1,046,678 visitors in December 2025, down 3.8% year-on-year, with year-to-date footfall 4.8% down on the previous year. Footfall is influenced by a range of factors, but these figures reinforce the view that confidence in the town centre remains fragile.

The proposal helps by improving the conditions around wider Investment Zone activity already underway. A stronger visible presence, better coordination between agencies, and a clearer response to anti-social behaviour and crime should improve confidence in the town centre and support Middlesbrough's wider growth and regeneration ambitions.

1.3 Are there any other relevant plans and strategies that aren't included in IZ programme level Gateways that help demonstrate strategic fit?

In addition to the TVIZ programme-level gateways, the proposal aligns strongly with a range of local and national plans and strategies, which together demonstrate a clear strategic fit for intervention in Middlesbrough town centre.

At the local level, the proposal aligns with the Middlesbrough Community Safety Plan 2024–26, which is built around the priorities 'Feel Safe', 'Be Safe' and 'Stay Safe'. The Plan includes objectives to reduce crime and anti-social behaviour, improve community cohesion, reduce substance misuse, tackle violence, and address underlying neighbourhood issues through partnership working. The proposal supports those aims through a combination of visible reassurance, prevention and support for people with more complex needs.

The project is also closely aligned with the MDC Masterplan, which sets out a vision for a more connected, investable and liveable town centre. The Masterplan identifies the need for clean and safe streets, more homes, more jobs and stronger links between key parts of the centre, and treats community safety as a cross-cutting issue. Confidence in the town centre environment is essential if wider regeneration is to succeed.

There is also strong alignment with the Cleveland Police & Crime Plan 2024–29 which prioritises reducing crime, anti-social behaviour and harm; delivering more visible and effective policing; improving safety for women and girls; supporting victims and vulnerable people; and tackling offending and re-offending. The Plan also recognises the importance of safe and welcoming town centres for communities, businesses and visitors.

At the national level, the proposal also aligns with the Government's Safer Streets Mission, part of the wider Plan for Change. The Mission aims to reduce serious harm and increase public confidence in policing and the criminal justice system, with visible neighbourhood policing identified as a key part of that approach. It is particularly relevant here because it recognises that anti-social behaviour and shoplifting have left town centres exposed, and that safer high streets matter for businesses as well as communities.

Taken together, these documents show that the proposal has a strong strategic fit across community safety, town centre regeneration, Investment Zone delivery, digital-sector growth, public confidence, and the Government's wider ambition for safer streets and stronger neighbourhood policing.

A full list of documents used to support the Strategic Case can be found at appendix 3.

1.4 What are the key issues / gaps that the proposal will address? Include evidence of market failure and the need for public intervention.

A central issue this proposal addresses is that crime and anti-social behaviour continue to weaken confidence in Middlesbrough and reduce the attractiveness of the town centre as a place to live, work and invest in. While the town centre has an important role in Middlesbrough's wider regeneration and economic growth, crime-related deprivation remains a significant constraint on ambition.

The most up-to-date national evidence underlines the scale and severity of the issue. The Index of Multiple Deprivation 2025 shows that Middlesbrough is one of the most crime-deprived places in England. Middlesbrough ranks 2nd nationally on the crime domain by average score and 4th nationally by average rank, and more than 54% of neighbourhoods (LSOAs) in Middlesbrough fall within the most deprived 10% nationally for crime, the highest proportion of any local authority area.

The Town Centre Economic Impact Assessment reinforces this, identifying the high crime rate and negative perception of the area as continuing weaknesses even as the centre diversifies and shifts towards a more mixed-use economy. This means wider regeneration and business support activity may not achieve full impact if the surrounding environment continues to feel unsafe.

There is also a clear gap between the scale of the problem and the level of response that can be sustained. Crime and anti-social behaviour in the town centre are linked to a wider set of pressures, including offending, vulnerability, substance misuse, rough sleeping and environmental disorder. These issues cut across policing, council services, health partners, businesses, landlords and the university, which means effective action depends on visible presence, coordination and sustained partnership working rather than isolated or shorter-term measures.

This creates a clear case of market failure and the need for public intervention. A safer town centre generates benefits that are shared widely across the local economy and community, including improved business confidence, better recruitment and retention of staff, stronger conditions for inward investment, and a better environment for residents, workers and visitors. However, no individual business or organisation can capture those benefits on its own, or justify the level of investment needed to deliver them.

The proposal is therefore designed to address three linked gaps: the severity of crime-related deprivation and its effect on confidence in the town centre; the mismatch between the complexity of the issue and the level of coordinated, visible response that can currently be sustained; and a market failure where the benefits of a safer town centre are widely shared but the costs are not met by the market. Public, place-based intervention is justified not only to reduce crime and anti-social behaviour, but to support confidence, regeneration and longer-term economic growth in Middlesbrough.

1.5 Specify the main risks to delivery and mitigating actions. These should include:

- o **Business Risks** - retained by the organisation
- o **Service Risks** - may be shared with the supply side, as required i.e., funding and operational phases of the proposal
- o **External Risks** - such as inflation, legal, regulatory, etc.

Risk Register to be supplied as part of this Investment Proposal.

The main risks to delivery are summarised below. A detailed risk register will be maintained and reviewed through Middlesbrough Council's project management procedures and the project Steering Group.

Business risks

A key business risk is delay to recruitment of Middlesbrough Council posts, including Neighbourhood Safety Wardens and Neighbourhood Navigators, which could slow mobilisation and reduce the level of service available in the early months of the pilot. This risk is being mitigated by preparing recruitment documentation in advance, aligning approval timetables with Middlesbrough Council's Executive decision, and using phased mobilisation so that elements of the project can begin as posts are filled.

There is also a partnership and governance risk across Middlesbrough Council, Cleveland Police, the OPCC and TVCA. If roles, reporting responsibilities or decision-making routes are unclear, this could affect delivery, monitoring and claims. This will be mitigated through formal funding and partnership agreements, clearly defined responsibilities for each partner, and regular oversight through the Steering Group.

Should a decision be taken to sell the building in which the hub will be located there may be a need to relocate services and the CCTV suite. Middlesbrough Council own a number of other sites where services could be relocated but the CCTV suite would require specific consideration in terms of its technical requirements and any downtime that might be needed whilst relocating.

As a three-year pilot, there is a longer-term sustainability risk if the project demonstrates positive impact but no continuation funding is identified. This will be mitigated by embedding monitoring and evaluation from the outset, building the evidence base for continuation, and considering future funding or partnership options well before the end of the pilot period.

Service risks

A key service risk is delay to recruitment or onboarding of the additional PCSOs and other operational staff, which could reduce the visible enforcement and reassurance presence in the town centre. Cleveland Police has identified the additional PCSO requirement through recent recruitment activity, and delivery phasing will allow available resources to be deployed while any remaining posts are filled.

There is a risk that CSAS accreditation for the Neighbourhood Safety Wardens could take longer than expected, delaying the use of enhanced powers. This will be mitigated by beginning the accreditation process at the earliest opportunity, working closely with Cleveland Police on timescales and requirements, and phasing deployment so that wardens can begin core duties while accreditation is completed where appropriate.

There is also an operational risk that demand on the hub and wider town centre response exceeds planned capacity, particularly where individuals present with multiple and complex needs. This will be mitigated through detailed staffing and shift planning, proactive CCTV monitoring, multi-agency triage, and the ability to flex operational deployment in response to emerging demand.

A further service risk is that recorded incidents of crime and anti-social behaviour may initially increase because the project creates more visible presence, improves intelligence and increases public confidence in reporting. This could create a perception that the project is underperforming. To mitigate this, performance will be monitored using both volume measures and contextual indicators, with clear communications on the difference between improved reporting and underlying trends in safety and offending.

There is also a delivery dependency linked to the CCTV Monitoring Officer post being provided through an existing contract arrangement. This will be managed through early liaison with the contractor, confirmation of delivery arrangements, and ongoing contract and performance monitoring by Middlesbrough Council.

External risks

External cost pressures, including pay awards, inflation and wider operating cost increases, may place pressure on the fixed funding envelope and reduce flexibility within the pilot. This will be mitigated through regular budget monitoring, active management of spend profiles, and early escalation of any material cost pressures through project governance.

There is also a legal and regulatory risk associated with accreditation, data sharing, grant compliance and wider public sector governance. This will be mitigated through use of existing governance processes, legal review where required, clear information-sharing arrangements, and compliance with the conditions of grant funding and relevant legislation.

There will be local elections in Middlesbrough in 2027, and a change in political leadership could affect the priority given to the project. This risk will be mitigated through robust monitoring and evaluation arrangements to demonstrate successful delivery and positive outcomes for the town centre. In addition, formal legal agreements will be in place and adhered to by all parties, providing greater assurance that delivery will continue for the lifetime of the project.

Finally, there is a reputational risk if public expectations of immediate improvement are not met, particularly where the project makes issues more visible in the short term. This will be mitigated through a coordinated communications approach, regular reporting of progress and learning, and clear explanation of the pilot's phased implementation and intended outcomes.

Risk Register can be found within the Evidence Pack.

1.6 Specify any constraints that have been placed on the proposal, including any external conditions that could impact on deliverability e.g., geographical boundaries, timescales for expenditure, sector restrictions, etc.

- Geographical: The area of the pilot is defined by the MDC Boundary, in Middlesbrough town centre
- Duration: The pilot is time bound to 3 years
- Funding envelope: the sum has been allocated as part of the IZ programme.
- Regulatory: the operation of the scheme must comply with accredited security protocols
- Legal: the service must comply with subsidy control regulations
- Exit Strategy: the funding is for a pilot, the ongoing plan to fund the continued provision must be developed should the provision continue beyond the 3-year term.

1.7 Specify any dependencies outside of the proposal upon which successful delivery is dependent e.g., identifying appropriate partners for a consortium bid, etc.

The pilot is successful if it achieves a reduction in the levels of crime and anti-social behaviour in Middlesbrough town centre, and public perception is improved. This can be used to make the case for continuing the scheme.

This is dependent upon

- Successful partnership working, including with Cleveland Police, the OPCC and TVCA
- Stakeholder engagement with businesses to create neighbourhood collaboration to reduce crime
- Precise & timely communication plans with the public

CASE 2: ECONOMIC CONTEXT

Key messages:

- A long list of 11 options has been identified and considered against 6 Critical Success Factors.
- Five options have been shortlisted alongside Option 1 'do nothing'. Four further options have been taken forward all of which are variations of a multi-agency hub approach.
- There will be many social benefits from the project including providing intensive signposting/support to those that are vulnerable/with the most complex needs together with a reduction in crime and anti-social behaviour.
- The project will generate 9 new additional and accessible FTE jobs for the local population.
- Option 10 is the preferred way forward scoring highest across the options for economic considerations.

2.1 What is critical to the successful delivery of this Investment Proposal?

Note: Strategic Context, Business Needs, Benefits, Supply Chain, Affordability and Achievability should be considered where appropriate and tailored, as required, to this Investment Proposal

Critical Success Factor	Description and SMART Measure of Success
Support strategic fit and wider ambitions that maximises the growth potential of the town centre through ensuring it is a vibrant and secure destination	Must address/respond to the opportunities and challenges detailed within the IZ Programme, Middlesbrough Council's Community Safety Plan, MDC Masterplan & Middlesbrough's Place Strategy. Strategic vision is 'To transform Middlesbrough town centre into a dynamic, industrious and business-friendly destination evolving from a predominantly retail space into a vibrant, mixed-use hub that drives increased footfall, strengthens business confidence and enhances long-term viability through a collaborative, multi-agency approach'.
Adds value to existing services	Must fully utilise existing resource and activity wherever possible (including facilities and provision) to avoid duplication and unnecessary costs and add value to what is already in place to seamlessly support both the day-time and night-time economy.
Provides affordable intervention	Project to be delivered within the maximum budget of £1.3m (to include stakeholder engagement, marketing, data collection & evaluation). Minimum of £500k match to be provided.
Provides dedicated and visible Town Centre Safety protection and enforcement	Improved protection measures to improve safety in the town centre directly to reduce crime (including retail) and ASB. Must be a dedicated, visible resource within the Town Centre. Any additional resource to have maximum 'powers' of enforcement to ensure maximum impact.
Improves intelligence and monitoring of Town Centre safety (e.g. crime and ASB)	Improved monitoring of safety in the town centre such as through dedicated resource for CCTV monitoring.

Ensure long term sustainable and holistic change through maximising effectiveness of prevention measures and provision	Enhanced signposting to existing support services (such as public health, homelessness, housing, drugs and alcohol etc) that's accessible whilst also directly addressing any key gaps in provision.
--	--

2.2 What options for delivery have you considered and why were they discounted?

NOTE: This should include existing arrangements where they exist.

A long list of 11 options has been developed.

Options	Description
Option 1: Do nothing	Status quo is maintained
Option 2: Do minimum	Resource to monitor Town Centre CCTV . Put in provision to monitor CCTV & provide intelligence around crime and safety
Option 3: Do something	Increase visible presence in Town Centre - No delegated powers: 3a. Town Centre Ambassadors (volunteers) - Visible street presence from various outreach support services 3b. Street Wardens - Council employed uniformed wardens focusing on environmental issues, reassurance & compliance 3c. Private security - Contracted security staff to provide visible presence, responsible for escalating incidents to appropriate enforcement authorities
Option 4: Do something	Increase visible presence in Town Centre - With delegated powers: 4a. Introduce street wardens accredits via CSAS 4b. PCSOs - Uniformed PCSO staff focused on visibility, engagement & low level enforcement 4c. Contract private security firm with delegated powers - Contracted security staff operating under agreed protocols, potentially accredited via CSAS 4d. Increase Police Officers in Town Centre - More visibility of uniformed officers within the town centre
Option 5: Do something	Dedicated multi-agency Tasking Team (No physical hub) - A coordinated, intelligence-led team operating without a shared physical base but meeting daily/weekly for structures tasking
Option 6: Do something	Dedicated multi-agency hub through enhancing Safe Haven at Middlesbrough Bus Station - Builds on the existing Safe Haven model currently operating in the evenings to support the night-time economy, expanding it into a full-day, full-spectrum Safer Middlesbrough Hub operating as a visible, intelligence-led multi-agency tasking base in the heart of Middlesbrough town centre
Option 7: Do something	Dedicated multi-agency hub within Live Well Centre - Embed the Safer Middlesbrough Hub within an existing public health and wellbeing setting to integrate enforcement with support services. Full daytime ONLY operational hub
Option 8: Do something	Stand Alone Visible Hub (No Public Access) Secure a unit within a central shopping centre location (e.g. The Cleveland Centre or similar town centre retail location), highly visible but not directly accessible to the public. Create a town centre enforcement and disruption hub focusing specifically on ASB, crime, retail theft and persistent offenders, without co-located treatment services. Daytime ONLY
Option 9: Do something	Direct provision to support those with complex needs that are repeat offenders such as through a Dual diagnosis team/ support workers/ navigators which sit outside of enforcement
Option 10: Do something	Hybrid of options 2, 4, 6 and 9 - Protection measures through more presence and enforcement in the town centre, with prevention measures through a physical multi-agency hub (Bus Station) and dedicated provision for more intensive support for top repeat offenders
Option 11: Do maximum	Option 10 plus additional enforcement staff and extended multi-agency hub opening hours. Increase protection measures through greater numbers of enforcement staff recruited and deployed in the town centre and 24/7 opening hours of a multi-agency hub.

Also captured in tab 2.1 in the Evidence pack.

The do nothing or status quo option retains the current level of security in the town centre with no additional support from other agencies.

The do something options vary between increasing the visible presence on the streets either with the existing or increased delegated powers to the development of a number of different Hub options which would also include a resource for proactively monitoring the existing CCTV.

Each option can be varied with different delivery mechanisms, number of posts, duration and funding options.

A full options appraisal was carried out assessing each option against the critical success factors. A matrix can be found in tab

2.3 Confirm what the recommended option is together with justification for choosing this option and reference to critical success factors.

The preferred way forward is **Option 10** which is a hybrid of several of the long list options and includes an Enhanced Safe Haven Hub (at the Bus Station where there is existing infrastructure) with prevention measures through a multi-agency approach, together with increased presence and enforcement. Also dedicated provision for more intensive support for top repeat offenders and the most vulnerable individuals.
 Option 10 also provides the strongest BCR at 1.6.
 Calculations can be found at appendix 4.

2.4 Please state what TVIZ Outputs / Outcomes the investment proposal will achieve under the relevant Intervention?

CRIME AND SAFETY

Output Code	Output Indicator	Unit	25/26	26/27	27/28	28/29	Total
New partnerships formed		Number		1			
New crime and safety initiatives		Number		1			
Additional patrols completed		Number					
Businesses actively engaged		Number		60			
Enforcement officer posts created and deployed	Neighbourhood Safety Wardens	Number		4			
	PCSOs	Number		2			
Data collection and analysis - annual reporting		Number					

PLEASE INSERT ANY FURTHER SUGGESTED MEASURES FOR REVIEW

Suggested Output/ Outcome Indicator	Unit	25/26	26/27	27/28	28/29	Total
Jobs created – CCTV Operative	Number		1			
Jobs created – Neighbourhood Navigators			2			

Job descriptions can be found at appendix 5

As detailed in 1.1 above:

Other Outputs

Town Centre Patrols - Number of hours spent in the town centre area on visible proactive patrols by Police Officers / PSCOs – to be expressed as a % of total hours available (excluding time spent in police buildings)

Arrests – Number of individuals arrested in the town centre for any offence & number of crimes occurring in the town centre where an arrest has been made – to be expressed as a % of the number of crimes occurring in the town centre

Stop and Search – Number of stop & searches carried out in the town centre area - proportion of stop and searches carried out in the town centre area which result in a positive outcome i.e. an arrest

Outcomes

Recorded crime - Number of recorded victim-based crimes occurring in the town centre – to be expressed as a % of the number of people visiting the town centre (footfall)

ASB - Number of reported incidents of nuisance anti-social behaviour occurring in the town centre – to be expressed as a % of the number of people visiting the town centre (footfall)

Repeat offending - number of suspects associated with a victim -based crime occurring in the town centre who have been named as a suspect on 3 or more occasions in the last 12 months – to be expressed as a % of the total number of suspects committing crimes in town centre area

Repeat victimisation - number of victims associated with a victim -based crime occurring in the town centre who are named as a victim on 2 or more occasions in the last 12 months – to be expressed as a % of the total number of victims associated with crimes in town centre area

2.5 How were these outputs/outcomes calculated (include assumptions used and baseline information)

The staffing mix has been developed on the basis of identified need, delivery requirements and operational challenges, ensuring a balanced and proportionate approach to implementation.

Current Position

2 PCSOs

4 Street Wardens (standard powers)

No current Neighbourhood Navigators

No current CCTV Monitoring resource

Support from the Head of Performance, Quality and Review at Cleveland Police was provided to help determine the most appropriate measures of success for this type of project. For some indicators it was agreed to set a directional reduction target against the proposed baseline, this means that there is a commitment to reduce the incidences eg repeat offending whilst determining the baseline and final numbers.

CASE 3: COMMERCIAL CASE

Key Messages:

- There is no subsidy – public sector to public sector
- There is no procurement required. Delivery is via a multi-agency partnership
- The proposed location is within the ownership of Middlesbrough Council where there is existing infrastructure in place

3.1 Subsidy Control

Annex 1 of the Statutory Guidance for implementation of the Subsidy Control Act 2022 sets out a four limbed test to determine whether financial assistance meets the definition of a subsidy:

- Limb A: Financial assistance must be given, directly or indirectly, by a public authority from public resources
- Limb B: Financial assistance must be provided to one or more enterprises, that confers an economic advantage on that enterprise over other enterprise(s)
- Limb C: In order to constitute a subsidy, financial assistance provided by a public authority must benefit one or more enterprises over one or more other enterprises with respect to the production of goods or provision of services
- Limb D: Financial assistance which has or is capable of having an effect on competition or investment in the UK or international trade or investment

It is considered that the funding for this project is unlikely to constitute a subsidy:

- Limb A is Met - funding is provided by a public authority
- Limb B is Not Met – funding is not provided directly to an enterprise that confers and economic advantage as the funding will be provided to Middlesbrough Council as the lead partner and Cleveland Police (via the OPCC) which are not enterprises in this context within the meaning of the Subsidy Control Act 2022. It does not offer goods and services on a market and this funding will not fund economic activity.
- Limb C is Not Met – funding does not provide benefit with respect to the production of goods or services, as the funding is to pay for a public service pilot
- Limb D is Not Met – the use of funding for this local project is unlikely to have any effect on competition

TVCA's Legal checklist has been completed and reviewed by TVCA Legal Team. Copy on file.

3.2 Delivery Mechanism

This is a partnership project, with Middlesbrough Council acting as the lead applicant. TVCA will contract directly with Middlesbrough Council, which will in turn put a grant agreement in place with the Office of the Police and Crime Commissioner (OPCC). Middlesbrough Council will be responsible for recruiting to the new Neighbourhood Safety Warden and Neighbourhood Navigator posts, as well as for the direct delivery of the Enhanced Safe Haven Hub. The new PCSO posts will be recruited by Cleveland Police, although the associated funding will flow via the OPCC (see note below).

The new CCTV Monitoring Officer post will be recruited by Vistech through the existing CCTV/security contract with Middlesbrough Council.

Middlesbrough Council will also be responsible for obtaining quarterly financial and output information from the OPCC and/or Cleveland Police, and for compiling and submitting the

standard claims and monitoring returns to TVCA on a quarterly basis, in arrears. Payments will be made directly to Middlesbrough Council and, in accordance with the agreement with the OPCC, Middlesbrough Council will then pass on the relevant contribution in line with the financial and output information provided. Each partner organisation will have an agreed set of financial and output data to collect and share. During project development, all partners were involved in agreeing the definitions and measures to be used throughout delivery, ensuring that consistent and appropriate information is captured from the outset.

NB. PCC Offices receive funding from the Home Office together with the contributions from Local Authority council tax and are responsible for setting overall budgets for their local force. However Chief Constables have day-to-day responsibility for managing their budget within the framework set by the PCC.

When the PCC receives the funding from Middlesbrough Council, the OPCC will increase the amount of budget available to the Force to deliver against the agreement that is put in place.

The Force will manage and report against this increased funding and will be responsible for reporting back to the OPCC and the Council.

3.3 Procurement Approach

There is no procurement required.

3.4 External Permissions and Studies

3.4.1 Feasibility Studies

Not required

3.4.2 Land Ownership

Not required

3.4.3 Planning Permission

Not required

3.4.4 Detailed Design

Not required

CASE 4: FINANCIAL CASE

Key Messages:

- The overall revenue cost of the project is **£2,282,132** (£1,300,000 grant + £982,132 match)
- Costs are predominantly in relation to the extended opening and operation of the Hub and salaries for the additional staff together with associated equipment, training and accreditation costs
- Middlesbrough Council will be providing match funding in the form of covering the rental costs for the extended opening together with officer time needed to deliver the project successfully
- Cleveland Police are contributing match from April 2026 in the form of 4 PCs which were allocated to Middlesbrough Town Centre.

4.1 Summary of Expenditure and Funding

Guidance note: Record your calculations in the Evidence Pack workbook, copy and paste a jpeg of the annual summary information table below. Ensure the table shows the total expenditure each year of the Programme / Project, for capital and revenue expenditures; and will also show the sources of funding to cover these costs, from TVCA Investment Funds and elsewhere.

	2026/27	2027/28	2028/29	Total
	£	£	£	£
Rent	12,093	16,116	16,116	44,325
Running Costs	5,738	7,640	7,640	21,018
CCTV Monitoring Officer	33,849	45,132	45,132	124,113
NSOs-Salaries	110,115	188,784	188,784	487,683
Replacement Uniforms & Cameras	0	2,190	0	2,190
Radios, Uniforms & Cameras	10,944	0	0	10,944
CSAS Accreditation	10,840	0	0	10,840
PCSOs Salaries	68,512	117,448	117,448	303,408
PCSOs Training & Equipment	13,100	0	0	13,100
Neighbourhood Navigators	52,141	89,372	89,372	230,885
Project Manager	12,922	22,152	22,152	57,226
NSO	8,713	14,940	14,940	38,593
PCs allocated to town centre	312,600	312,600	312,607	937,807
Total Revenue Expenditure	651,567	816,374	814,191	2,282,132
Income				

Middlesbrough Council	12,093	16,116	16,116	44,325
Cleveland Police	312,600	312,600	312,607	937,807
IVCA -IZ Grant	326,874	487,658	485,468	1,300,000
Total Revenue Income	651,567	816,374	814,191	2,282,132

4.2 Programme / Project Match Funding Sources

£1,077,949 of match will be provided.

Middlesbrough Council match will be in the form of rent for the extended opening and operation of the Hub £44.3k, although the additional running costs will be covered by the project. There will also be officer time via the Project Manager and the Neighbourhood Safety Officer to a value of £95.8k over the 3 year life of the project.

Cleveland Police recruited 4 additional Police Officers to be allocated to the town centre. The costs associated with these posts (£937k) have been included from April 2026. See appendix 16 for letter of confirmation.

4.3 Leverage Funding

There will be no direct income generated by this project, as it is a crime and safety intervention rather than a revenue-generating scheme. However, crime and anti-social behaviour do create wider economic costs for public services, businesses and the local economy, and reducing these pressures is an important part of the project rationale.

If the pilot is successful, it is expected to contribute to wider economic benefits in Middlesbrough town centre, including increased footfall, reducing vacancy levels and higher town centre spend. However, these effects would be indirect and influenced by a range of factors beyond this project alone. For that reason, no formal leverage value has been attributed, and wider spend impacts will not be reported as a direct result of the project.

4.4 Operating Model: projected income and expenditure

There will be no operating income during the pilot period, as this is a grant-funded crime and safety intervention rather than an income-generating service. Operating costs will be met through the approved TVIZ grant allocation together with agreed match funding contributions from project partners.

The operating model is therefore based on a fixed funding envelope over the three-year pilot period, with expenditure focused on staffing, hub operations, training, accreditation, equipment and associated delivery costs. Any wider economic benefits, such as increased footfall or stronger business confidence, would be indirect outcomes of the project and are not treated as operating income within the financial model.

Longer-term sustainability beyond the pilot period will depend on the results of monitoring and evaluation, the strength of the evidence base developed through delivery, and future funding decisions by the project partners.

4.5 What will the TVCA funding be paying for?

TVCA IZ funding will pay for the running costs for the hub for the additional hours of operation and will include gas, electric, water, maintenance etc. Middlesbrough Council will cover the additional rent cost which will be included as cash match. See appendix 6.

IZ funding will also pay for salaries, equipment, training & accreditation where applicable for:

- 4 new Neighbourhood Safety Wardens
- 2 new PCSOs
- 2 new Neighbourhood Navigators
- 1 CCTV Operator
- Any associated equipment, training and accreditation costs

The CCTV Operator will be paid for by the project but via the existing contract with Vistech. Invoices submitted to Middlesbrough Council for payment will include a separate line identifying the salary costs associated with this post.

4.6 Details of other funding routes explored

Middlesbrough Council do not have any funding or the necessary resources to be able to deliver this project without external support. Existing services would continue ie. existing street wardens etc but this would not achieve the required impacts anticipated as a result of the proposed way forward.

Town Centre businesses – Middlesbrough Council has spoken with town centre businesses to discuss the option of them contributing to the delivery of an improved crime and safety service. However, due to the size and nature of many of the town centre business, the reduction in footfall and the associated impact on business income it is not possible for them to commit to such an initiative.

Business Improvement District - The creation of a Business Improvement District (BID) was explored and ruled out.

A BID is funded by a levy charged on all non-domestic ratepayers in the BID area in addition to their non-domestic rates bill. Usually, BIDs charge a levy rate of between 1% and 4% of rateable value.

Taking account of the MDC area, if an assumed 2% levy was applied on approx. £10m (assuming the £5m is rates payable) it would only generate around **£200k per annum**. Maximum yield would be double this.

We would also need to:

- Produce a project plan/business plan setting out how we propose to establish a BID
- Identify funding for the start-up costs
- Establish a BID body ahead of the ballot
- Engage with businesses and stakeholders
- Manage the ballot process

As well as the time the process would take and whilst we could present this to businesses to consider, launching a BID in and of itself, would not be hugely impactful and would not provide sufficient funding for this type of project.

4.7 Type of financial assistance sought

Grant is requested to deliver the project.

4.8 Financial Return to TVCA

There will be no direct financial return to TVCA from this project. This is a three-year grant-funded pilot designed to deliver public safety, regeneration and place-based economic benefits rather than repayable income.

The return to TVCA will therefore be strategic rather than financial, through delivery of Investment Zone objectives, improved conditions for business confidence and growth, and support for a safer and more investable town centre environment in Middlesbrough.

4.9 Financial Risks

The project will operate within a **fixed funding** envelope over a three-year period, and there are a number of financial risks that could place pressure on affordability if not actively managed. A key risk is that staffing costs may increase over the life of the pilot due to pay awards (although we have tried to factor this in), changes in employer on-costs, and any increases in the National Minimum Wage or National Living Wage that affect salary levels either directly or indirectly through contractor pricing. This could place pressure on the budget, particularly across front-line staffing and contracted provision. The risk will be mitigated through prudent budget setting, regular review of staffing cost assumptions, close monitoring of actual expenditure against profile, and early escalation of any material variance through project governance so that mitigating action can be agreed in good time.

There is also a risk that the **operating costs** of the hub, including utilities, maintenance and other day-to-day running costs, could increase above forecast over the three-year period. In addition, if partner use of the hub is lower than planned, there is a risk that the resource is not fully utilised and that value for money is reduced. This will be mitigated through active monitoring of utility and facilities costs, clear operational planning for hub use, regular review of partner attendance and service delivery from the hub, and ongoing management by Middlesbrough Council to ensure the facility is used efficiently and continues to support a coordinated multi-agency response.

A further financial risk relates to the **CCTV Monitoring Officer post** being delivered through the existing Vistech contract rather than by direct employment. This creates a dependency on contractor pricing, contractual performance and the continued availability of the required resource, and may also expose the project to cost variation if contract terms change or wider staffing costs increase. The risk will be mitigated through early confirmation of delivery arrangements with Vistech, clear identification of the cost associated with this post within invoicing, and ongoing contract and performance monitoring by Middlesbrough Council to ensure the service remains deliverable within budget.

There is also a financial risk arising from the project funding and claims process, as grant is expected to be paid **quarterly in arrears**. This means Middlesbrough Council and project partners may need to incur expenditure in advance of reimbursement, and any delay in partner information, evidence or claim submission could place short-term pressure on cashflow. This will be mitigated through a clear claims timetable, agreed responsibilities for the provision of financial and output data, regular liaison between partner finance leads, and early review of claim readiness ahead of each submission period.

Finally, there is a financial risk that some **match funding** contributions, particularly those made in kind through officer time, accommodation or partner resource, may not be evidenced or valued in the way required for audit and funding compliance. If this occurs, it could reduce the recognised level of match and place pressure on the overall funding package. This will be mitigated through clear agreement of match funding methodology at the outset, the use of supporting records such as timesheets and cost schedules, and regular review of evidence requirements with project partners and TVCA.

4.10 Cashflow of Programme / Project

Middlesbrough Council understands that payment will be quarterly in arrears with payments made by TVCA to Middlesbrough Council as the lead partner. Payment terms with the OPCC will be agreed in advance and recorded within the grant agreement. Draft agreement can be found at appendix 7.

CASE 5: MANAGEMENT CASE

Key Messages:

- Middlesbrough Council will be the lead partner
- A Grant Agreement will be in place between Middlesbrough Council and the OPCC due to the way in which funding flows to Cleveland Police
- A Steering Group including all key stakeholders will meet quarterly to monitor progress, risks & effectiveness of the project

5.1 Delivery Partners

Middlesbrough Council – Lead Partner

Middlesbrough Council will act as the lead partner and will be responsible for the recruitment of the additional Neighbourhood Safety Wardens and Neighbourhood Navigators, as well as for the operation of the hub.

The CCTV Operator/Monitoring Officer will be recruited by Vistech through Middlesbrough Council's existing contract for the CCTV suite.

Middlesbrough Council will also make an additional match contribution to the project through dedicated officer time from the Neighbourhood Manager and the Neighbourhood Safety Manager (see Appendix 8 for the breakdown). Any staff whose time is included as match funding will complete timesheets to evidence the work undertaken on the project.

Cleveland Police – will be responsible for the recruitment of the additional PCSOs and match has been included from April 2026 from the 4 additional PCs allocated to the town centre. Police colleagues have had significant involvement in the development of the project particularly in relation to ensuring the output/outcome definitions are correct and can be monitored and reported effectively.

Office of the Police & Crime Commissioner (OPCC) – funding for Cleveland Police flows through the OPCC and they will be responsible for completing and submitting their quarterly claim to Middlesbrough Council as will be laid down in their grant agreement.

Tees Valley Combined Authority – Is the administrator of the funding and will continue to be involved throughout the delivery of the project to ensure that it meets the needs and expectations of the key stakeholders and the wider IZ Programme.

All Chief Executive Officers from the partner organisations, together with the Tees Valley and Middlesbrough Mayors and the Police and Crime Commissioner, are fully committed to this project and agreed at an early stage to work together to deliver a true and effective multi agency approach to improve Middlesbrough town centre and public perception of safety.

5.2 Formal Partnership Arrangements

Middlesbrough will be the Lead partner and will contract directly with TVCA via TVCA's standard Funding Agreement.

Middlesbrough Council will then contract with the OPCC as the funding for the PCSOs to be employed by Cleveland Police flows via the OPCC as explained in 3.2 above.

A Steering Group will be created and all key partners will be represented, Middlesbrough will act as Chair. It will meet initially on a quarterly basis but once successfully in delivery the frequency may be reviewed.

5.3 Details of Programme / Project Management Structure

Middlesbrough Council – Lead Partner & Steering Group Chair

Adam Parkinson – Neighbourhood Manager North Middlesbrough – Project Manager
Lucy Green – Project Officer – Project Support
Lisa Weatherhead – Finance Business Partner
Gareth Robinson – Analytics Business Manager
John Kirk – Operational Manager
Stephen Wright – Neighbourhood Safety Officer

Office of the Police & Crime Commissioner - Partner

Rachelle Kipling – Head of Policy, Partnership & Delivery
Michael Porter – Chief Finance Officer

Cleveland Police – Partner

Supt Marc Anderson/Daryll Tomlinson – Middlesbrough District Commander
Chris Baxendale – Senior Performance Analyst
Michael Burke – Senior Finance Business Partner

Tees Valley Combined Authority – Funder & Partner

Charlie Kemp – Interim Head of Business Solutions (IZ lead)
Business Growth Programmes Manager tbc
Ian McNeal – Communications Manager
Claims & Monitoring Officer tbc – responsible for processing claims and monitoring of project. Any concerns throughout claims & monitoring to be raised with IZ lead to ensure appropriate escalation route eg Steering Group consideration.

A Governance structure is attached at appendix 9.

Project Management Process

Middlesbrough Council has an approved Programme & Project Management Policy, Framework and Workbook (copies attached at appendix 10-12) The project will be delivered in line with this policy/framework.

Middlesbrough Council delivers projects through a structured Programme and Project Management Framework designed to ensure effective governance, accountability and successful delivery of outcomes. All projects progress through defined stages of initiation, planning, delivery, and review, with clear decision-making processes, risk management arrangements and performance monitoring. Projects are aligned with the Council's strategic priorities and are subject to regular oversight through established governance boards and the Portfolio Management Office, ensuring that resources are managed efficiently and that benefits are realised.

The Council's project management approach incorporates robust controls for financial management, stakeholder engagement, risk assessment and progress reporting. Project performance is monitored throughout delivery using agreed milestones, key performance indicators and risk registers, with issues escalated through appropriate governance channels where required. Upon completion, projects undergo formal evaluation to assess outcomes, capture lessons learned and support continuous improvement, providing funders with confidence that investment will be managed transparently and effectively.

The Finance Business Partner for Neighbourhoods, Culture and Communities will be responsible for liaising with the Office of the Police and Crime Commissioner (OPCC) to obtain the financial and performance information required to support the management, monitoring and release of project funding. Acting as the key point of contact between Middlesbrough Council, as lead partner and the OPCC, the Finance Business Partner will ensure that all necessary documentation, monitoring data, expenditure information and evidence of delivery are received in a timely manner. This information will be used to satisfy funder requirements, facilitate the release of funding and ensure accurate financial reporting, compliance and effective oversight of project delivery throughout the funding period.

Steering Group

A Steering Group will be established with all partners represented. As lead partner, Middlesbrough Council will be the Chair. It will provide strategic oversight, direction and governance to ensure the project continues to deliver in line with its objectives, milestones and funding requirements. The Group will review performance, finance, delivery risks and emerging issues, and will provide a clear route for escalation and decision-making where corrective action is required.

It will also oversee partnership coordination, monitor delivery against agreed outputs and outcomes, and consider any changes needed to respond to operational learning or external factors. The Steering Group will meet on a quarterly basis initially, although this may be reviewed once delivery is established and governance arrangements are operating effectively.

5.4 Issue and Risk Management Processes

Middlesbrough Council operates a robust project risk management process as part of its Programme and Project Management Framework. Risks are identified at the outset of a project and are continuously reviewed throughout delivery to ensure that potential threats to project objectives, timescales, budgets and outcomes are effectively managed. A project risk register is maintained and regularly updated, with risks assessed according to their likelihood and potential impact. Appropriate mitigation actions are identified, assigned to responsible officers and monitored to reduce the probability or consequences of identified risks.

Risk management forms an integral part of project governance, with significant risks escalated through established reporting and decision-making structures where required. Regular project reviews ensure that emerging risks are identified promptly and that mitigation measures remain effective. This proactive approach supports informed decision making, protects public funds and provides assurance to funders and stakeholders that projects are delivered in a controlled and accountable manner

5.5 Key Milestones

Key Milestone Description	Expected Completion Date
Project start	1 April 2026
Middlesbrough's Exec Mtg to agree recruitment	8 July 2026
Recruitment - new MC posts	July/August 2026
Hub operational with limited services	1 July 2026
PCSOs in post	1 July 2026
CCTV Monitoring Officer in post	1 September 2026

Neighbourhood Safety Wardens in post	1 September 2026
Neighbourhood Navigators in post	1 September 2026
1 st quarterly claim	30 September 2026
Financial completion	31 March 2029
Final Claim	30 June 2029

5.6 Stakeholder Management and Communications Plan

The Stakeholder Management Plan has been developed and can be found at appendix 13.

A joint Communications Strategy is being developed with all partners. TVCA is leading this work in collaboration with communications leads from Middlesbrough Council, Cleveland Police and the Office of the Police and Crime Commissioner. This will help ensure consistent and timely messaging to the public and key stakeholders. An initial meeting has taken place, and a follow-up meeting is planned.

There has also been discussion about the branding of the hub, and this will continue to be developed. Branding options will be considered and agreed by all partners before any communications are issued.

NB. If not available at the time of appraisal it is understood that there will be a special condition included to provide details when available.

5.7 Social Value Generation: Environmental and Social Impacts

As no procurement is required for this project, there is no opportunity to include contractual social value requirements. However, the project is expected to generate a range of environmental and social benefits, as set out below.

Environmental Impacts

- **Better Use of Existing Infrastructure:** The proposed location at the Bus Station makes use of an existing town centre facility, helping to minimise additional resource use and avoiding the need for new premises or major physical works. By bringing services together in one location, it can also reduce duplication, improve coordination, and support a more efficient use of staff time and public resources.
- **Cleaner and Better Managed Public Spaces:** A coordinated hub model will help agencies respond more quickly to environmental issues linked to anti-social behaviour, rough sleeping and street activity, contributing to a cleaner, better managed and more welcoming town centre environment.

Social Impacts

- **Increased Perceptions of Safety:** Well-designed, clean, and well-maintained environments, including those with increased greenery, help lower fear of crime among residents, particularly women, who may otherwise restrict their movement.
- **Improved Mental and Physical Health:** Increased access to safe green spaces encourages physical activity, which improves mental health and reduces stress. Conversely, fear of crime can lead to social isolation, increased anxiety, and reduced physical activity.

- **Reduced Social Inequity:** Crime prevention projects in low-income or disadvantaged neighbourhoods can reduce social inequalities and improve the quality of life for residents

5.8 Monitoring and Evaluation Plan

During the initial three-year pilot period, the impact and effectiveness of the initiative will be reviewed regularly using a combination of:

- Data from Cleveland Police and Middlesbrough Council
- Feedback from local businesses and key stakeholders
- Public and business perception surveys measuring confidence and feelings of safety in the town centre

The quarterly claims process includes not only financial data but also detailed reporting against objectives and output targets. This should help identify any issues in delivery at an early stage so that corrective action can be taken promptly.

Outcome measures will be used to monitor and assess the impact of the activity delivered through this project. These measures link directly to the outcomes the project is seeking to achieve and represent the key success factors associated with it. Given that the stated outcomes may be influenced by a range of factors, not all of them directly attributable to the project, the initial direction of travel may not always be as expected. For that reason, contextualised rates and supporting qualitative evidence will be used alongside numerical indicators to provide a fuller understanding of performance.

In addition to the outcome measures set out above, a number of supporting output measures will be tracked throughout the life of the initiative. These will provide additional context to help explain the observed direction of travel and better understand the effect of project activity. Again, contextualised rates will be used alongside numerical indicators where appropriate.

In terms of baseline data it was agreed that May 2026 would be the starting point. This has now been collated where possible, although some measures, particularly those relating to patrol activity, may need to be developed later as the project is starting from a near-zero position in those areas.

A detailed Performance Monitoring Framework developed by Cleveland Police can be found at appendix 1, with baseline data set out at appendix 2.

Logic model is below and can also be found at appendix 14.

Inputs (Funding/Resources)	Activities (Monitor)	Outputs (Quantify & Monitor)	Outcomes (Monitor & Evaluate)	Impact (Evaluate)
TV IZ funding £1,300,000	Protection: Dedicated & Visible Town Centre Enforcement Presence	1 new partnership formed	Improved perception of safety & increased confidence from residents, visitors, investors and students	£2,784,929 Increase GVA
Other match Middlesbrough Council £143,210		Patrols completed (number of hours to be tracked)		
Other match Cleveland Police £937,807	Protection: Dedicated Town Centre CCTV monitoring	60 businesses engaged	5% Increase in town centre footfall	
		6 Enforcement Officer posts (4x NSW & 2x PCSO) created	Number of recorded <u>victim</u> <u>based crimes</u>	
	Prevention: Multi agency hub including safeguarding & vulnerability triage	1 multi agency hub created	Number of reported incidents of nuisance asb in town <u>centre</u>	
TEES VALLEY	Provision: Support workers	2 Neighbourhood Navigator posts created	Number of suspects associated with <u>victim based</u> <u>crime</u>	
		1 CCTV Operator post created	Number of recorded victims associated with a <u>victim based</u> <u>crime</u> on 2 or more occasions in last 12 months	
			Number of arrests in town <u>centre</u>	
			Number of stop & searches in town <u>centre</u>	

Evaluation findings will be reviewed throughout the pilot period and used to inform ongoing delivery, partnership decision-making and consideration of longer-term sustainability beyond the initial funding term.

5.9 Marketing Plan

As above in 5.6 TVCA is leading on marketing and communications working in partnership with each of the leads from the partners organisations. A meeting has taken place and there has been some discussion around branding. Further discussions to take place with a full marketing and communications strategy to be developed.

5.10 Exit Strategy

If the pilot demonstrates positive impact, the following options could be explored to support continuation beyond the initial funding period:

1. Identify and pursue alternative or future external funding opportunities.
2. Explore whether the existing partnership could support continuation through aligned resources or ongoing contributions.
3. Consider a broader group funding model by widening the partnership to include other major stakeholders, such as Teesside University, Middlesbrough College, hotels and shopping centre owners.

APPLICANT SIGN OFF

TO BE SIGNED BY PROJECT SPONSOR PRIOR TO SUBMISSION FOR APPRAISAL

I declare that to the best of my knowledge and belief, the information given within this application form is correct. I understand that acceptance of this application form does not in any way signify that Tees Valley Combined Authority has agreed to invest. I declare I

am an authorised signatory of the lead organisation, with the authority to sign off this application form and have notified the necessary senior finance officers.

FREEDOM OF INFORMATION

I understand the requirements of the Freedom of Information Act 2000. I understand that Tees Valley Combined Authority is subject to the provisions of the Freedom of Information Act 2000 (“the Act”). The Act provides for information to be exempt from the general right of access if its disclosure would, or would be likely to, prejudice the commercial interests of any person. A Project Sponsor may request that certain information in their submission and any subsequent Agreement is treated as covered by this exemption. However, if the information is requested the availability of this exemption will be subject to a test of whether the public interest lies in disclosing the information or keeping it confidential. We understand that while Tees Valley Combined Authority will endeavour to take into account the Project Sponsor’s views as to the keeping of information confidential, it reserves the right to disclose information if required to do so.

Signature:	
Name:	Geoff Field
Position / Title:	Director of Environment & Commercial Services
Company / Organisation:	Middlesbrough Council
Date:	
SECTION 151 OFFICER SIGN OFF	
Signature:	
Name:	
Position / Title	
Date:	

APPENDICES CHECKLIST

Guidance note: The purpose of this section is to ensure supporting evidence is provided and organised with reference numbers, prior to submission for appraisal.

Case	Document Required	Provided Y/N	Reference
	Evidence Pack workbook	Y	Evidence Pack
	Equality Impact Assessment	Y	Appendix 15
Case 1	Strategic Case		
	List of docs to support	Y	Appendix 3

Case 2	Economic Case		
	BCR calculations	Y	Appendix 4
	Logic model	Y	Appendix 14
Case 3	Commercial Case		
	Subsidy Control opinion – Middlesbrough Council	Y	Business Case
	Risk Register – Delivery & Financial	Y	Evidence Pack
Case 4	Financial Case		
	Business Case Cashflow	Y	Evidence Pack
	Safe Haven cost breakdown	Y	Appendix 6
	Middlesbrough Council Match funding breakdown	Y	Appendix 8
	Confirmation of match - OPCC	N to follow	Appendix 16
Case 5	Management Case		
	Job Descriptions	Y	Appendix 5
	Draft Grant Agreement Template/SLA – Middlesbrough/OPCC	Y	Appendix 7
	Organogram/Governance	Y	Appendix 9
	Project Management	Y	Appendix 10-12
	Stakeholder Engagement Plan	Y	Appendix 13