

## **AGENDA**

## MIDDLESBROUGH TOWNS FUND BOARD

## 20 August 2021 1pm – (virtual meeting)

1.	Apologies and declarations of interest
2.	Minutes from previous meeting
3.	Centre Square Development Business Case (Confidential Item)
4.	Historic Buildings Business Case
5.	Community Hubs Business Case
7.	Date and time of next meeting: Provisional date - 1p.m. Friday 24 September subject to further business case development.





## Towns Fund Board Friday 30<sup>th</sup> July 2021 at 1.p.m. via Webex

## Present:

Andy Preston, Mayor of Middlesbrough

Tony Parkinson, Middlesbrough Council Chief Executive

Andy McDonald, Member of Parliament for Middlesbrough

Adam Suleiman, Cities and Local Growth Unit BEIS

Sara Marshall, Middlesbrough College (sub for Zoe Lewis)

Marc Anderson, Cleveland Police (sub for Richard Lewis)

Rachel Anderson, Assistant director of Policy NECC

Cllr Mieka Smiles, Deputy Mayor and Executive Member for Culture and Communities MBC Chris Smith, Executive Director of Business Growth – Thirteen Group (Sub for Ian Wardle)

Nicolas Baumfield, Arts Council

Kim Purcell

### In attendance

Richard Horniman, Director of Regeneration MBC
Andrew Perriman, Head of Legal Services MBC
Sam Gilmore, Head of Economic Growth and Infrastructure MBC
Andrew Glover, Head of Marketing and Communications
Louise Antill, Towns Fund Programme Manager
Charlotte Nicol, Head of Culture Middlesbrough Council AGENDA ITEM 6

**1.** Apologies and declarations of interest

## **Apologies:**

Laura Sillars, Dean of mima School of Art & Design Teesside University Simon Clarke, MP for South Middlesbrough and East Cleveland Zoe Lewis – Sara Marshall is attending on her behalf Richard Lewis, Chief Constable Cleveland Police (Marc Anderson substituting) Ian Wardle, Group Chief Executive Thirteen Group (Chris Smith substituting)

## **Declarations of Interest:**

- a) Andy Preston nominated to withdraw from the Boho residential Business Case discussion and voting.
- b) Andy McDonald highlighted a non-pecuniary interest in Middlesbrough College as no agenda business relates to this status discussion and voting is approved.
- c) Rachel Anderson highlighted a non-pecuniary interest in Middlesbrough College as no agenda business relates to this status discussion and voting is approved.

#### Other:

Sam Gilmore updated the board on the administrative omission of Cllr Mieka Smiles from the Board Membership and Constitution. The record is to be amended to show full membership of Cllr Mieka Smiles.

2. Minutes from previous meeting

Minutes of last meeting agreed as a true record.

## 3. Boho Residential Business Case (paper issued prior)

Andy Preston withdrew from the discussion and voting on the item.

Sam Gilmore introduced the business case as presented and outlined the necessity for gap funding to enable private sector interest to support the delivery of urban housing products. Up to £2m of a £10m development value may be awarded to support the delivery of urban housing.

The next step includes actively marketing the opportunity and considering the private sector options which result.

Andy McDonald raised some queries with the employment figures quoted, masterplanning, type of unit, local amenities and lettings criteria.

Employment figures were sourced from recognised employment multiplier figures quoting an employment impact of 27.9 jobs per £1m funding – direct, indirect and supply chain.

Richard Horniman cited that a tenancy mix is anticipated to reflect a cohort of young professionals and those starting on the housing ladder, this will involve some social and aspirational housing in the mix. Some ancillary local services are likely to emerge as housing in the area reaches critical mass. The schooling pressures are assessed to source from Secondary ages rather than Primary capacity. The new Middlehaven School will bridge any required provision.

A masterplan for Middlehaven is in the final stages of development and will be presented to the Town Deal Board at the earliest opportunity.

The business case was passed with seven votes for and two abstentions.

Chris Smith – For

Andy McDonald MP - For

Cllr Mieka Smiles - For

Sara Marshall – For

Mayor Andy Preston – N/A

Nicholas Baumfield – Abstain

Tony Parkinson - For

Rachel Anderson – For

Marc Anderson - For

Kim Purcell - Abstain

## 4. North Ormesby Nature Reserve Business Case (paper issued prior)

Land at Cargo Fleet / Gateway Middlehaven includes a beck corridor which hosts significant habitat for flora and forna.

Working with local communities, a proposal has been developed to enhance the habitat in this area and improve access for communities, schools and volunteers.

The land is in Middlesbrough Council ownership and approval is already in place to commit this land to the creation of a nature reserve.

Andy McDonald cited that the proposal was an excellent example of community engagement and had the potential to offer a real asset for the town.

Cllr Mieka Smiles asked whether play areas or viewing platforms could be built into the proposals – this will be fed back to the project team.

Marc Anderson suggested that liaison with Cleveland Police crime prevention / Secured by Design officer may support the proposal in terms of preventative measures to deter ASB.

Thirteen Group and Middlesbrough College also expressed an interest in supporting the community engagement aspect of the delivery programme.

The business case was passed with nine votes for and one abstention.

Chris Smith – For

Andy McDonald MP - For

Cllr Mieka Smiles - For

Sara Marshall – For

Mayor Andy Preston - For

Nicholas Baumfield – Abstain

Tony Parkinson – For

Rachel Anderson – For

Marc Anderson – For

Kim Purcell - For

## 5. Ward Initiatives Business Case (paper issued prior)

The findings of the recent consultation questionnaire were discussed along with the scope of the proposals.

The board shared some concerns that the feedback sample was indicative but insufficient to progress without comprehensive additional public consultation. It was added that significant consultation was a major expectation of the Towns Fund Programme governance arrangements and award of Middlesbrough's Town Deal.

It was agreed that an average of £50k will be proposed to each ward but that this figure is not absolute and can fluctuate with need / scope of intervention.

It was discussed that it is critical that any project can fully assess, and seek approval for, the management and maintenance costs arising from any investment; and that this should form part of Council approvals, where necessary.

Thirteen Group also offered support in terms of community engagement.

## **Recommendations for delivery**

It is recommended that:

- a) Additional significant consultation is carried out in areas to determine exact preferences and requirements of each area;
- b) On average, to allocate Middlesbrough wards up to £50k\* each to deliver projects for community-identified priorities;
- c) An option to pool or allocate additional funding can be progressed in areas where public assets serve more than one ward, in areas of most need, significant dilapidations or deprivation – where a compelling case can be made;
- d) Further consultation with the public, Ward Councilors and community councils engaged to identify, design and deliver projects for their local areas;
- e) Each project will consider any ongoing maintenance and management liability; and will be subject to the Council accepting the maintenance liability of any proposed interventions, in perpetuity;
- f) All progressed schemes will be monitored and reported back to the Town Deal Board for information.

\*maximum allocation and subject to value engineering with available funds.

The business case was passed with nine votes for and one abstention.

Chris Smith – For

Andy McDonald MP - For

Cllr Mieka Smiles - For

Sara Marshall – For

Mayor Andy Preston - For

Nicholas Baumfield – Abstain

Tony Parkinson – For

Rachel Anderson – For

Marc Anderson - For

Kim Purcell - For

## 6. Cultural Development Fund – Board Endorsement of Expression of Interest

Charlotte Nicol delivered a presentation outlining the opportunity and rationale for a bid to the Cultural Development Fund.

This proposal seeks no financial contribution from the Town Deal Board, rather it seeks endorsement of the principles.

The Board Endorsed the proposals and submission of an Expression of Interest.

## 8. Any other business

In reflecting the points raised with relation to long term management and liabilities, Andrew Perriman suggested that other Town Deal Boards operate a shadow assurance group which assesses the Town Investment Plan business cases for longevity and long term viability / management.

Tony Parkinson suggested that a paper be brought to the Town Deal Board which outlines the membership and function of a Shadow Assurance Board, to vet

	business cases for long term implications, priori to submission at the Town Deal Board.
9.	Date and time of next meeting
	Provisional: 1p.m. Friday 20 August 2021- location / online TBC

#### **TOWNS FUND**

**BUSINESS CASE** – Commercial proposition: AXA relocation, securing up to 700 professional service jobs at 6 centre square, Middlesbrough

### **PROJECT SUMMARY**

#### WHAT IS THE INVESTMENT PROPOSAL?

Middlesbrough Town Deal Board is requested to invest in the provision of £2m Town's funding to Tees Valley Combined Authority (TVCA) to enable the delivery of 39,898 sq. ft of Grade A office space at 6 centre square.

The development at centre square has been identified as the only suitable location for AXA who are consolidating (and growing) their operations from across the Tees Valley, and beyond) in the local area. If this project were not to progress, the 480 jobs which are currently located on Teesside cannot be safeguarded, and AXA will move its operations to another location.

AXA has signed Heads of Terms for a pre-let agreement with Ashall Developments to lease 60% of the office space. On completion of the works, TVCA will hold the freehold of the building, and the investment will be repaid from rental income and business rates, over a 15-year term with an estimated residual value at the end of the term of c£3.5m.

Ashall Developments owns the site of the former Melrose House Building and has cleared the site in preparation for development. This company also led on the development of the existing C.100k sqft of office at Centre Square in Middlesbrough – demonstrating the demand and quality for the facilities.

TVCA funding of £9.68m will be matched with £2m of Towns Fund resource to build 39,898 sq. ft of Grade A office space.

TVCA aims to secure a long term return on investment which can support the delivery of major investments into the future.

## KEY MILESTONES

The legal timescale is currently being developed by the legal agent working on behalf of the TVCA to facilitate this commercial transaction.

Appropriate approval at the August 2021 Meeting of Middlesbrough Town Deal Board with the Ministery of Housing, Communities and Local Government (MHCLG) will allow TVCA to progress with confidence in obtaining the necessary corollary loan from the Public Works Loan Board (PWLB). Once funding is confirmed and outstanding legal issues overcome, the funding will be transferred to the developer and subsequent agreements with the principal contractor can be entered into.

AXA's decision to stay in Tees Valley and expand operations is timebound, requiring completion of 6 Centre Square by Q3 2022.

Planning approval is in place and the development aims to mobilise in late 2021/early 2022. The proposed timescale is deliverable.

### STRATEGIC CASE What we re doing, and why

### **Background**

AXA currently employ 480 people in Tees Valley and have plans to create between 100-220 additional jobs. Over the last two years they have undertaken a detailed exercise to determine what their future office arrangements should be. They want to expand their operations and create a centre of excellence in the North East where they can build on their existing operations in Middlesbrough and employ additional staff to undertake new roles.

Having reviewed their existing accommodation options they have determined that the benefits of lower rents available from existing 20+ year old buildings are far outweighed by the benefits from a Grade A office. After reviewing potential office buildings in the region, they have chosen 6 Centre Square as their preferred location. This proposal is being considered to build suitable office accommodation to keep existing professional services jobs in Tees Valley.

### **MHCLG** intervention

This is the only suitable location for AXA and if this project does not progress, the 480 jobs cannot be safeguarded, and AXA will move its operations to another location.

Research commissioned by TVCA in 2019 on the availability of Office and Industrial Workspace in Tees Valley found that in general almost all new build developments are unviable without public sector intervention.

The private sector could contribute to the capital costs with some debt or equity finance, however due to the high commercial and financial risk there are viability challenges. The risk is too high for sources of private finance that would be accessible to the project which would result in either the inability to access funds or the interest rate to account for the high risk, increasing the viability gap. The risk is not reduced for the public sector, but the rationale and mitigation are the safeguarding of Tees Valley jobs.

This project represents a key progression from previous investments. Centre Square development has increased average rents in Middlesbrough significantly. Whilst the rates are still not quite enough for a purely private sector-led development, this development has secured a pre-let agreement which significantly protects the investment of public funds. In time, the density of occupation and demand works to a point where private sector ability to speculatively develop, is incrementally improved.

## **Objectives**

This investment fits with the strategic goals of TVCA and Middlesbrough council in driving the development and regeneration of Middlesbrough Town centre. The end goal of the project is safeguarding existing and securing new jobs, which will be lost to Tees Valley in the event the investment is not approved.

## **Key Risks**

Key risks and Mitigations:

- Timing of funding approval and receipt processes are in place to draw down funding to fit with project timescales.
- Project timeline completion experienced project manager, project team, project management tools and contract terms will be utilised to ensure programme stays of track.
- Cost overruns fixed cost contract agreed at procurement stage.

MHCLG	Towns Fund	£2,000,000	Retainment of local jobs	N/A
			in area	

<u>Total</u> £11,680,000

**ECONOMIC CASE** Our options and the extent to which they provide VFM

## **Option Analysis**

Shortlisted options (Min. 3)	Meeting Spending objectives	Strategic fit	Achievability	Supplier capacity and capability	Affordability	Potential VFM	Conclusion
Do nothing	Yes	No	Yes	Yes	No	No – would lead to significant job loss in the local community	Discard
Request M/Boro Council fill cost Gap	No	No – Too much leverage in Centre square for M'Boro Council	No	No	NO	Places too much risk on Middlesbrough council to proceed with scheme as sole liable party	Discard
TVCA act as lead investor with supporting grant funding from M'Boro Council	No	Yes	Yes	Yes	Yes	Significant VfM return in event of prudent occupancy assumptions.	Proceed

If all new jobs are created, this equates to a cost of circa £5,714 per job. This is considered good value for money in line with existing capital grant schemes

## **COMMERCIAL CASE** How will the project or programme be delivered?

## **Market Analysis**

A KPMG Market Analysis Report commissioned by Middlesbrough Council in February 2016 provided an initial feasibility analysis of a new Grade A Office development in the town centre. With no new office space since the 1980s, the town has struggled to retain and attract new business to the town due to the lack of quality office space available.

The report identified the risk that having no quality space available will result in further businesses exiting the town altogether. 14. The Business Case for Buildings 1 and 2 at Centre Square were based upon an average 65% occupancy over 35 years at the target rent. Currently

78% of the floorspace is leased, all on leases of greater than 5 years term certain, and there is strong interest in the remaining floor of Building 2.

## **Delivery Confidence**

Ashall Developments has successfully delivered flagship developments at Centre Square, including Grade A office accommodation and the Holiday Inn Hotel, with the support of Middlesbrough Council. They have actively progressed with a vacant site on Melrose Street, to be known as 6 Centre Square, and have plans to build 39,898 sq. ft of office space over four floors.

**MANAGEMENT CASE** How will delivery of the programme/project be planned, monitored and overseen to evaluate and ensure its success?

## KPIs, Monitoring and oversight

How will you monitor spending and delivery against expected milestones and outputs and outcomes?

## Project plan

Upon the agreement of funding, Ashall's will be able to engage with the principal contractor and devise a construction plan with the relevant timescales. This programme can be shared with all involved parties.

BNP Paribas have been appointed to act as an advisor for the TVCA on the commercial property transactions. They will provide specialist advise and guidance regarding the suitability of the investment and assurance around the financial assumptions that underpin the decision to invest.

## **Evaluation and benefits realisation**

The project will be evaluated on the buildings ability to attract and retain businesses to the office premises which will translate into an occupancy rate that will equate to a break even or profit for the public investment.

# Confidential Project Financial flows

## **REDCATED FOR PUBLICATION**

#### **TOWNS FUND**

#### **BUSINESS CASE – Historic Buildings**

#### **PROJECT SUMMARY**

### WHAT IS THE INVESTMENT PROPOSAL?

Please provide an overall summary of your proposed project.

Both the Captain Cook Pub (CCP) and the Old Town Hall (OTH) are Grade II Listed heritage assets, dating back to 1893 and 1846 respectively, which have come into significant disrepair. Emergency remedial works have begun at the CCP and are also required at the OTH to prevent structural collapse, harm to human life and loss of historical asset.

It is dually important that we ensure both buildings are structurally sound and safeguarded. Failure to invest now will result in a significant loss of heritage assets.

These heritage assets are key in the development of the Middlehaven area. The renovations and reuse of these buildings tie Middlesbrough's industrial past to new developments and the town's economic future.

Middlesbrough Council has already invested £538k to address the structural works required at the CCP. A further £400k is required from the Town's Fund to enable all exterior works to be completed, including the façade and the windows in line with the Planning Authority's direction. This sum of money would allow the CCP to be brought up to a useable, water tight shell including windows / roof coverings ready for the next stage of development and placed on the market to seek commercial interest, resulting in a revenue return for the Council.

The remainder of the £1m allocation would be used to undertake surveys at the OTH and design and deliver a scheme of works to prevent further deterioration of the asset with some possible demolition and safeguarding works subject to the Conservation planning team's agreement. Similar to the CCP this will likely involve the demolition of modern extensions, removal of plaster and repairs to brickwork and removal of redundant M&E.

It is unlikely that the £1m available will allow for both projects to be completed in their entirety, however it would allow:

- for the CCP, which fronts a major thoroughfare in Middlehaven and is nestled in the heart of an established and growing residential area to be presented to the market in a leasable shell state and;
- for analysis, structural and safeguarding works to be undertaken on the OTH; and,
- the project to seek additional external / investment funding (complementary to the emerging Middlehaven Masterplan) to explore options for the final restoration works and sustainable reuse of the OTH.

## **KEY MILESTONES**

5-10 bullet points or a diagram for key events, such as: when project is expected to begin and completed. Other important key milestones e.g. final consultation, completion of bidding process, contracting third party, evaluation etc.

Develop package of costed proposals	October 2021
Go out to tender/quotes for any relevant surveys/works	November 2021
Commence delivery	January 2022
Works Complete	March 2022 for the CCP and August 2022 for the OTH
Management and maintenance plans	March and August 2022

## STRATEGIC CASE What we re doing, and why

## Background

This investment is required to cease any further deterioration, to bring both assets up to a level to seek market interest and ensure that they are both brought back into use in as Middlehaven grows. A total of £538k Council capital funding is currently being invested in to the CCP, delivering the emergency remedial works to protect this heritage asset. The needs of the building and the viability of its commercial future are such that a further £400k is required from the Towns Fund to complete the works, bringing the building to a marketable state.

The OTH is a significant cultural, community and political asset. Unused since 1996 its structural integrity and future uses were assessed in 2019, at which time it was determined that refurbishment works would require significant enabling investment to both restore each building and bring back into a serviceable use. This is considered beyond the scope of the base commercial value, but necessary given the heritage importance. The works required at the OTH are estimated to cost £963k. From a successful Town's Fund bid £600k would be invested, and additional funding sought.

The aim is to bring each building back into functional uses, which are complementary to both the future aspirations for Middlehaven (and wider digital cluster) and are sensitive to the historical significance of the civic birthplace of Middlesbrough.

The OTH sits as a centre piece within the proposed Middlehaven masterplan and needs immediate emergency repairs to ensure this remains the case.

## **MHCLG** intervention

The decay of these buildings is such that MBC has insufficient capital funding to ensure they avoid further ruin. Failure to undertake these works would almost certainly result in the irrecoverable loss of two heritage assets, with both continuing to be a hotspot for anti-social behaviour, which the Council can ill afford to monitor and address. The structural integrity of the OTH, especially, presents a possible risk to human life.

**Market failure:** In the case of the CCP a failure to expend the stated amount would result in a conservation deficit, significantly impacting the market appetite and commercial viability of the unit. The OTH is set to be the focal point of Middlehaven's residential regeneration zone with utility befitting the needs of a residential community, possibly with a commercial arm which would result in revenue gains for the Council. Without the intervention of the MHCLG these assets are not only at risk of permanent loss but also present an ongoing and significant risk and expenditure to the Council.

## **Objectives**

The investment will contribute towards the following objectives:

- Two derelict buildings are brought back into use
- Two heritage building are restored and saved from loss
- The first step in allowing both buildings become useable community or commercial assets
- Physical, social and economic regeneration of Middlehaven

## Stakeholder issues

The Captain Cook Pub is now the Old Town's last surviving public house. In 2020, the Victorian Society listed it as one of the Top Ten Most Endangered Buildings. The project team has worked closely with Middlesbrough Council's Conservation Officer to carefully repair the CCP. A loss of this building would bring local and national attention. The pub is adjacent to the site of Boho

Village, which is currently under construction. As key stakeholders, Middlesbrough Council has worked closely with Bright Ideas and Middlesbrough Development Company to ensure both projects are delivered without cause of delay, loss or harm to the other. The Council's Executive has approved capital spend for the restoration of this building.

There is significant public will to see the OTH restored and brought back in to use, with over 800 people following the Save Middlesbrough Old Town Hall Facebook group.

BCEGI, Middlesbrough Council's Development Partner are leading on the practical delivery of infrastructure and residential build in Middlehaven. The OTH will be a focal point of their residential scheme and as such they are key stakeholders who provide full support to the restoration of the heritage asset.

## **Dependencies and Constraints**

Works at the Captain Cook Pub have dependencies with the Boho Village Development which have largely been addressed, and are likely to be nullified by Autumn. The OTH has no known dependencies at present. Both projects are constrained entirely by cost.

## **Key Risks**

The key risks to the success of the project include:

- Insufficient funds to complete all required structural works lead to further deterioration of a heritage assets and exponential costs to the Council
- Lack of funds means the buildings are not finished to a marketable standard
- Without the £400k allocation requested from the Towns Fund the Captain Cook Pub there
  will be insufficient budget to install the windows, significantly reducing kerb appeal and
  marketability and heightening public frustration
- Without the allocation for the CCP it would be impossible to install the windows, meaning
  that a full retrospective Listed Buildings Consent will be required covering all of the works
  undertaken to date, along with a commitment placed on either the potential tenants or
  MBC to undertake the remaining works by a set date impacting the assets commercial
  viability and increasing MBC's financial burden (this cost may be higher if delayed as
  additional access / prelims would be applicable)
- The cost advice for the OTH is £963k. Without the availability of match funding outside of the Town's Fund the ability to make the building structurally sound and weather tight will not complete in its entirety
- Restoration needs are greater than projected and funding available
- Supply chain issues caused by Covid resulting in delays on site and increased prelim costs
- Increased materials costs due to supply and demand issues relating to Covid and manufacturing / supply chain issues
- The OTH is the focal point of the Middlehaven residential regeneration zone (funded by the Brownfield Housing Fund). If works are not undertaken this heritage asset will remain an eyesore with increased exposure to incidents of antisocial behaviour and further risk of loss

FINANCIAL CASE	How much it will cost, and how it will be funded	
		_

Expenditure Item	Cost 2021/22	Cost 2022/23	Towns Fund Resource	Other funding	Total Funding
Captain Cook Pub	£350k	£50k	£400k	£538k Capital Funding	£938k
Old Town Hall	£100k	£500k	£600k	Unconfirmed	£600k
Total	£450k	£550k	£1m		

## **ECONOMIC CASE** Our options and the extent to which they provide VFM

Shortlisted options (Min. 3)							
(IVIIII. 3)	Meeting Spending objectives	Strategic fit	Achievability	Supplier capacity and capability	Affordability	Potential VFM	Conclusion
1. Do nothing	Does not meet spending objectives.	Does not deliver strategic outcomes.	Will not be achieved.	Not required.	Does not require any additional funds.	Does not require and funds and will not achieve efficiencies	Does not meet investmen priorities and will no achieve the desired outcomes
2.Do minimum	Meets some but not all spending objectives.	Delivers some strategic objectives but not all.	Will reduce the dilapidation of the buildings but would not support bring them back in to use.	Reduced scheme and supplier capacity required.	Requires some Towns Funding approval.	A reduced Towns Fund investment will deliver far less impact and will not fully address the conservation and reuse of the buildings.	Meets some but not all investment priorities. Outcomes not optimised.
3. Preferred Option	Meets all spending objectives.	Delivers all strategic objectives.	Can be achieved within timescales.	Delivery can be scaled to fit resource available.	Requires £1m of Towns Fund grant. Project at risk without funds.	A £1m Towns Fund investment will facilitate bring added value to the wider Middlehaven investment.	Meets all investment priorities.

## **Market Analysis**

The Captain Cook Pub is now the Old Town's last surviving public house. In 2020 it was listed as one of the Top Ten Most Endangered Buildings by the Victorian Society. The project team has worked closely with Middlesbrough Council's Conservation Officer to carefully restore the CCP. A loss of this building would bring local and national attention. The pub is adjacent to the site of Boho Village, which is currently under construction.

As key stakeholders, Middlesbrough Council has worked closely with Bright Ideas and Middlesbrough Development Company to ensure both projects are delivered without cause of delay, loss or harm to the other.

There is significant public will to see the OTH restored and brought back in to use, with over 800 people following the Save Middlesbrough Old Town Hall Facebook group.

Middlehaven's residential regeneration development will be centred around the OTH. Numerous attempts have been made to seek commercial investment in the facilities. The financial conservation deficit has been too great to allow the assets to be funded and restored through commercial means, as such it is critical that the assets secure the investment which will make them commercially viable and sustainable with an appropriate community, commercial or cultural use.

## **Delivery Confidence**

Significant amounts of internal structural works have been undertaken at the CCP. There is great momentum to see this project completed on site by the current target date of October 2021 (a successful Town's Fund bid would see an extension of this date), not least to avoid increased prelim costs but to also provide Bright Ideas with unfettered access to progress their development to completion.

Cost analysis has been undertaken to determine the budget required to complete this scheme outside of the existing capital allocation. The delivery of this project is overseen and monitored in house by the Council's Design Services Team.

Works to the OTH will be delivered by the same in house team, using the same governance and project management framework as the CCP to ensure delivery is on schedule and on budget.

The scale and scope of works is generally well understood but additional surveys are also required to allow for the most appropriate response which protects the heritage assets. Middlesbrough Council's Conservation officer, Planning team and Historic England, are fully engaged in the sensitive and appropriate restoration of the assets.

## **Delivery model**

Middlesbrough Council are using a "Cost Plus or Prime Cost contract" in respect of the works at the CCP, due to the urgent nature of the works. This arrangement would continue for the Town's Fund funded element of the works. The contractor is paid the prime cost (the actual cost of labour, plant and materials) and a fee for overheads and profit. The fee would be agreed by negotiation at the point of invitation along with any known elements priced accordingly if possible. This is a high risk form of procurement which does not provide cost certainty as we are reliant on the contractor working efficiently and procuring sub-contracts economically.

The needs of the OTH are, as far as is known, less urgent allowing time for tender information to be prepared to allow a contractor to be procured competitively through the NEPO Portal process. A contractor would be selected based on their resource availability, suitability, knowledge and experience in working with the Council in a collaborative manner.

Expressions of interest will then be sought from potential users to allow the development of options for the long term occupation of the assets.

Contractual issues - Not anticipated.

## **MANAGEMENT CASE** How will delivery of the programme/project be planned, monitored and overseen to evaluate and ensure its success?

The project will be delivered by the Council's Housing Growth team.

Key project management tools will be employed to manage the scheme, such as Gantt charts and Risk Logs to ensure milestones and tasks are being met. The project team will work closely with the Council's Procurement/Commissioning and Legal teams to make the contractual elements of the project as efficient and effective as possible. The Finance team will also support delivery through constant monitoring of expenditure.

Regular progress reports will be made to the Towns Deal Board, regarding expenditure and the achievement of the key milestones.

Any performance issues will be reported immediately and action will be taken to mitigate risks and approve key decisions in order to ensure performance issues are addressed accordingly.

## **PPM strategy and Project framework**

Middlesbrough Council has implemented a bespoke solution for programme and project management, based on an interlinked process of Start-Plan-Deliver-Review/Close, which applies at both the programme and project level. All projects undertaken within the Council must comply with this framework.

In order to ensure that projects have the greatest possible chance of success, a governance structure and process has been developed. The structure ensures that projects / programmes are scrutinised in a uniform way with Directorate Project Boards and the Corporate Programme Management Board being utilised to check and challenge progress and provide support to unblock issues.

A core document is developed against a standard template at each stage and must then be approved by a robust governance structure prior to commencement of the next stage. Once the project is in the delivery stage the following documentation must be produced ad maintained:

- Project initiation document (PID)
- Project plan
- · Risk and issues log
- Decision log
- Project finances
- Change control
- Benefits management

The process also allows for relevant change controls to be submitted for approval and they are formally recorded so any changes to the project are tracked.

This robust project management process is well embedded at Middlesbrough Council and helps demonstrate the comprehensive approach taken. The monitoring of spend and delivery against the key milestones, outputs and outcomes will be achieved through utilisation of the Council's framework.

## Project plan

MILESTONE	DATE
Develop package of costed proposals	October 2021
Go out to tender/quotes for any relevant surveys/works	November 2021
Commence delivery	January 2022
Works Complete	March 2022 for CCP and August 2022 for the OTH
Management and maintenance plans	March and August 2022

## Change or risk management strategy

As set out above, the Council has a very rigorous approach to project management. Good risk management is proactive, systematic and looks to find the problems before they happen. All projects have a risk element and the aim is to eliminate, identify and control them.

The Council follows the principles set out in its Project Risk Management Guidance. The risks identified fall into three main categories: business, service and external non-systemic risks.

The risks for this project have been identified and opportunities assessed to mitigate those risks, especially those that can lead to reduced costs, prevent failures and minimise reputational damage, as well as ensuring compliance with regulations. All mitigating actions are task driven and will have an owner and timescale assigned to them.

A dedicated Project Manager will be assigned to the delivery of the project. The risk register will be reviewed and updated on a regularly basis by the Project Manager throughout the project. The risk register will be reviewed at monthly Project Board meetings, as this allows for all stakeholders to have an input into the review.

#### Evaluation and benefits realisation

Monitoring of the project will be aligned with the monitoring and evaluation methods set out by MHCLG and the Town Deal Management Board.

The benefits arising from the project will be recorded and monitored through the project management framework. A tracking sheet will be completed, which will allow for automated reports to be run for the various governance boards. The benefit tracker is used for all non-financial and non-cashable financial benefits (financial benefits are recorded on the financial tracking sheet).

The benefits will be tracked throughout the lifetime of the project by the Project Manager. Once the project has been delivered, the project will be reviewed and closed. A post implementation review will measure the actual achievement of benefits after the project. The benefits will be reviewed by the Town Deal Board.

#### **TOWNS FUND**

### **BUSINESS CASE – Community Hubs**

### **PROJECT SUMMARY**

### WHAT IS THE INVESTMENT PROPOSAL?

Invest in the creation of a number of community hubs / assets for communities, which need capacity. Enhancing community engagement and delivering vital community resources at an estate level.

### Southlands Community Centre

Following consultation with the local community in 2018 it is clear there is a need for fit-for-purpose community facilities in East Middlesbrough to replace the old and dilapidated Community and Sport Centre.

The Southlands site represents the best option in terms of providing a range of both indoor and outdoor activities.

The new Southlands Centre will be built in phases, subject to the available funding. Phase 1 consists of a standalone community centre compromising of three large multi-purpose rooms, a community café and offices. Phase 1 will have the capacity to accommodate a broad range of public, private and third sector groups, services and activities that will benefit the whole community.

Phase 2 & 3 consist of a Sports Hall with adjoining changing and shower facilities. Phase 4 consists of a social club, which will be linked to a possible future partnership agreement with a local Football Club.

## **Nunthorpe Community Centre**

For many years, the community of Nunthorpe have been advocates for the provision for a Community Centre. In 2020 Middlesbrough Council, in conjunction with community representatives, developed the Nunthorpe 19 Commitments. The Nunthorpe 19 Commitments acknowledges the need for a new Community Facility and looks to provide assurances to the people of Nunthorpe that one will be delivered.

A working group called Nunthorpe Vision, compromising members from the Local Authority, local community groups and local politicians, has been established to develop and drive forward the Nunthorpe 19 Commitments, including the development of a new Community Centre. The group plan to conduct further community consultation, appoint a design consultant and seek to establish a sustainable management option for the centre moving forward.

Middlesbrough Council has identified a parcel of land to accommodate the new facility and will provide match funding through existing Section 106 contributions to help fund the centre.

#### **KEY MILESTONES**

## Southlands Community Centre

- Sept 2021 Secure future Management Agent to run the Community Centre.
- Oct 2021 Undertake review to design work to reduce delivery costs.
- Nov 2021 -Submit planning application for the construction of the facility.
- Dec 2021 Liaise with Sport England to ensure location meets playing field requirements of the Marton Avenue housing scheme.
- May 2022 Commence construction.

## **Nunthorpe Community Centre**

- Aug 2021 Understand potential management option for the building once constructed.
- Oct 2021 Carryout community consultation to identify Community Centre requirements.
- Oct 2021 Carryout site investigation at identified site to ensure suitability.
- Dec 2021 Submit planning application for the construction of the facility.
- Apr 2022 Agree future management arrangements to run the new Centre.
- Jun 2022 Commence construction.

## STRATEGIC CASE What we re doing, and why

## **Background**

As a Council we understand the importance of delivering improvements in our residents' lives and our physical environment and in being as effective as we can be to support growth in Middlesbrough.

This ambition accords with the Council's strategic priorities for People, set out in the Strategic Plan 2020-23, which states that the Council will:

- work with our partners to establish a stronger and more visible presence in the town centre and in local communities,
- work with communities to improve local health and wellbeing, focusing in particular on tackling obesity, poor mental health and substance misuse.
- work with local communities to redevelop Middlesbrough's disadvantaged estates, and introduce locality working with our partners, placing services at the heart of communities.

The delivery of these Communities Centres will play a vital role in achieving the strategic priorities mentioned above.

## **MHCLG** intervention

To invest in the creation of a number of community hubs / assets for communities which need capacity. Enhancing community engagement and delivering vital community resources at an estate level. Middlesbrough Council require MHCLG intervention to help with gap funding to enable delivery of facilities that meet the needs of the community.

### **Objectives**

The investment will contribute towards the achievement of the following outputs and outcomes:

## **Outputs:**

Number of temporary FT jobs supported during project implementation	66
Number of full-time equivalent (FTE) permanent jobs created through the projects	2

Number of sites cleared	2
Number of new community/sports centres	2
Number of new community/sports centres	1000 m2

#### **Outcomes:**

Increased engagement and participation by community

Resident satisfaction of their local area

Perceptions of the place by businesses

### Stakeholder issues

### Southlands Community Centre

A working group has been created compromising members from the Local Authority, local community, local community groups and local politicians. This group enabled a two-way conversation, helping the Council to understand stakeholder's requirements.

## Nunthorpe Community Centre

A working group called Nunthorpe Vison has been created comprising members from the Local Authority, local community, local community groups and local politicians. This group enabled a two-way conversation, helping the Council to understand stakeholder's requirements, which has led to the development of the Nunthorpe 19 Commitments.

The Nunthorpe 19 Commitments acknowledges the community need for a new Community Facility and looks to provide assurances to the people of Nunthorpe that one will be delivered.

## **Dependencies and Constraints**

Land at Southlands identified to replace lost playing pitches due to a development at Marton Avenue. This may constrain location of a new community facility. If replacement of the playing pitch is not delivered, the Marton Avenue housing development cannot proceed, affecting the Councils Medium Term Financial Plan.

The long-term success and sustainability of the new Community Centres will be dependent upon successful appointment of suitable managing organisations.

## **Key Risks**

- Lack of funding to deliver facilities that meet the needs of the community
- Failure to obtain Planning Permission
- Unable to locate Community Centre in identified location
- Community unable to agree managing option for completed building

## FINANCIAL CASE How much it will cost, and how it will be funded

Expenditure Item	Cost 2021/22	Cost 2022/23	Towns Fund Resource	Other funding	Total Funding
Southlands Community Centre	£300,000	£1,400,000	£500,000	£1,200,000	£1,700,000
Nunthorpe Community Centre	£100,000	£800,000	£750,000	£150,000	£900,000
Total	£400,000	£2,200,000	£1,250,000	£1,350,000	£2,600,000

## **ECONOMIC CASE** Our options and the extent to which they provide VFM

Shortlisted options (Min. 3)	SWOT Analysis						
· _	Meeting Spending objectives	Strategic fit	Achievability	Supplier capacity and capability	Affordability	Potential VFM	Conclusion
1. Do nothing	Does not meet spending objectives.	Does not deliver strategic outcomes.	Will not be achieved.	Not required.	Does not require any additional funds.	Does not require and funds and will not achieve efficiencies	Does not meet investment priorities and will not achieve the desired outcomes.
2.Do minimum	Meets some but not all spending objectives.	Delivers some strategic objectives but not all.	Will reduce the dilapidation of the buildings but would not support bring them back in to use.	Reduced scheme and supplier capacity required.	Requires some Towns Funding approval.	A reduced Towns Fund investment may allow some of the preparatory works to go ahead, however the centres could not be built as planned.	Meets some but not all investment priorities. Outcomes not optimised.
3. Preferred Option	Meets all spending objectives.	Delivers all strategic objectives.	Can be achieved within timescales.	Delivery can be scaled to fit resource available.	Requires £1.25m of Towns Fund grant. Project at risk without funds.	A Towns Fund will create significant social investment in the two locations,	Meets all investment priorities.

## **Market Analysis**

The need for a fit-for-purpose community facilities in Nunthorpe and East Middlesbrough is evidenced through the outcome of the community engagement exercise and the on-going dialogue with residents over a number of years. The facilities will have positive impact in terms of community cohesion and health outcomes across Middlesbrough.

## **Delivery Confidence**

Delivery confidence is high, as Middlesbrough Council has a great deal of experience in delivering schemes such as this. The scheme will be overseen by the steering group and council officers and community representatives, to ensure the buildings meet local need.

All spend commitments will be scrutinised and approved by the group before signing off.

As highlighted above the steering groups has adequate skills and a vested interest in the delivery of the scheme and willingness to see it come to fruition and flourish. There will be an ongoing commitment from the council, partners and residents to take the project forward and manage the buildings in the long term.

## **Delivery model**

The council and partners will deliver the scheme using a project team with a main contractor to carry out the infrastructure works, which will need to be tendered through a rigorous procurement process.

The long term management and operation of the facilities is envisaged to be led with a high level of community involvement and autonomy. For the Southlands site, a procurement process is now underway to lease the completed facility to a 3rd party for long term management and operations. This would be delivered under a 25 year lease and would require the operator to demonstrate a robust business plan which demonstrates self-sufficiency.

With respect to the Nunthorpe facility, further options are being considered for the long term management regime. An options paper is being developed in conjunction with the Nunthorpe Vision Group on management options. Currently, options include:

- MBC construct and lease the facility, in much the same way as The Southlands model, to go to market for managing agent to run via a lease;
- MBC oversee the grant funding for the Community to construct and manage the asset themselves; or,
- MBC provide oversee the funding to enable the community to lead on the design and construction phase, with support through the process for the community to procure a managing agent.

All management and delivery options will be assessed for any likely management and maintenance liability, which would burden Council resources. Any such liability would seek formal approval through Middlesbrough Council's Executive processes and budget framework.

#### **Contractual issues**

The main works will need to be tendered, therefore no issues anticipated.

## **MANAGEMENT CASE** How will delivery of the programme/project be planned, monitored and overseen to evaluate and ensure its success?

The project will be delivered by the Council's Housing Growth team.

Key project management tools will be employed to manage the scheme, such as Gantt charts and Risk Logs to ensure milestones and tasks are being met. The project team will work closely with the Council's Procurement/Commissioning and Legal teams to make the contractual elements of the project as efficient and effective as possible. The Finance team will also support delivery through constant monitoring of expenditure.

Regular progress reports will be made to the Towns Deal Board, regarding expenditure and the achievement of the key milestones.

Any performance issues will be reported immediately and action will be taken to mitigate risks and approve key decisions in order to ensure performance issues are addressed accordingly.

## **PPM strategy and Project framework**

Middlesbrough Council has implemented a bespoke solution for programme and project management, based on an interlinked process of Start-Plan-Deliver-Review/Close, which applies at both the programme and project level. All projects undertaken within the Council must comply with this framework.

In order to ensure that projects have the greatest possible chance of success, a governance structure and process has been developed. The structure ensures that projects / programmes are scrutinised in a uniform way with Directorate Project Boards and the Corporate Programme Management Board being utilised to check and challenge progress and provide support to unblock issues.

A core document is developed against a standard template at each stage and must then be approved by a robust governance structure prior to commencement of the next stage. Once the project is in the delivery stage the following documentation must be produced ad maintained:

- Project initiation document (PID)
- Project plan
- Risk and issues log
- Decision log
- Project finances
- Change control
- Benefits management

The process also allows for relevant change controls to be submitted for approval and they are formally recorded so any changes to the project are tracked.

This robust project management process is well embedded at Middlesbrough Council and helps demonstrate the comprehensive approach taken. The monitoring of spend and delivery against the key milestones, outputs and outcomes will be achieved through utilisation of the Council's framework.

### Project plan

MILESTONE	DATE		
Southlands Community Centre			
Secure future Management Agent to run the Community Centre	September 2021		

Undertake review to design work to reduce delivery costs	October 2021	
Submit planning application for the construction of the facility	November 2021	
Liaise with Sport England to ensure location meets playing field requirements of the Marton Avenue housing scheme	December 2021	
Commence construction	May 2022	
Nunthorpe Community Centre		
Understand potential management option for the building once constructed	August 2021	
Carryout community consultation to identify Community Centre requirements	October 2021	
Carryout site investigation at identified site to ensure suitability	October 2021	
Submit planning application for the construction of the facility	December 2021	
Agree future management arrangements to run the new Centre	April 2022	
Commence construction	June 2022	

#### Change or risk management strategy

As set out above, the Council has a very rigorous approach to project management. Good risk management is proactive, systematic and looks to find the problems before they happen. All projects have a risk element and the aim is to eliminate, identify and control them.

The Council follows the principles set out in its Project Risk Management Guidance. The risks identified fall into three main categories: business, service and external non-systemic risks.

The risks for this project have been identified and opportunities assessed to mitigate those risks, especially those that can lead to reduced costs, prevent failures and minimise reputational damage, as well as ensuring compliance with regulations. All mitigating actions are task driven and will have an owner and timescale assigned to them.

A dedicated Project Manager will be assigned to the delivery of the project. The risk register will be reviewed and updated on a regularly basis by the Project Manager throughout the project. The risk register will be reviewed at monthly Project Board meetings, as this allows for all stakeholders to have an input into the review.

#### **Evaluation and benefits realisation**

Monitoring of the project will be aligned with the monitoring and evaluation methods set out by MHCLG and the Town Deal Management Board.

The benefits arising from the project will be recorded and monitored through the project management framework. A tracking sheet will be completed, which will allow for automated reports to be run for the

various governance boards. The benefit tracker is used for all non-financial and non-cashable financial benefits (financial benefits are recorded on the financial tracking sheet).

The benefits will be tracked throughout the lifetime of the project by the Project Manager. Once the project has been delivered, the project will be reviewed and closed. A post implementation review will measure the actual achievement of benefits after the project. The benefits will be reviewed by the Town Deal Board.

## Towns Fund Board Friday 20<sup>th</sup> August 2021 at 1.p.m. via Webex

## Present:

Andy Preston, Mayor of Middlesbrough
Tony Parkinson, Middlesbrough Council Chief Executive
Andy McDonald, Member of Parliament for Middlesbrough
Cllr Mieka Smiles, Deputy Mayor and Executive Member for Culture and Communities MBC
Laura Sillars, Dean of mima School of Art & Design Teesside University
Sara Marshall, Middlesbrough College (sub for Zoe Lewis)
Daryl Thomlinson – Cleveland Police (Sub for Richard Lewis)
Miranda Jupp, (substituting for Simon Clarke MP)

#### In attendance

Richard Horniman, Director of Regeneration MBC Charlotte Benjamin, Director of Legal and Governance Services MBC Sam Gilmore, Head of Economic Growth and Infrastructure MBC Louise Antill, Towns Fund Programme Manager

**1.** Apologies and declarations of interest

## Apologies:

Simon Clarke, MP for South Middlesbrough and East Cleveland (Miranda Jupp substituting)

Richard Lewis / Marc Anderson, Chief Constable Cleveland Police Rachel Anderson, Assistant director of Policy NECC Adam Suleiman – Cities and Local Growth Unit

Thomas Smith – Public Engagement Specialist

Zoe Lewis, Principal and Chie Executive Middlesbrough College

## **Declarations of Interest:**

- a) Andy Preston nominated to withdraw from the Heritage Property Business Case discussion and voting.
- b) Andy McDonald highlighted a non-pecuniary interest in Middlesbrough College as no agenda business relates to this status discussion and voting is approved Taken as registered.
- c) Cllr Mieka Smiles nominated to withdraw from the Community Hubs Business Case discussion and voting; given her membership of the Nunthorpe group involved in one of the proposed developments.
- d) Miranda Jupp highlighted Simon Clarke MP's involvement in the Nunthorpe hub development.

## 2. Minutes from previous meeting

Andy McDonald highlighted that the conditions set out within the report for the Ward Initiatives Item should be set out explicitly, in the minutes.

The report on the Assurance group which assesses the Town Investment Plan business cases for longevity and long term viability / management, will be deferred to the next meeting.

The record will be changed to reflect this.

## 3. COMMERCIALLY CONFIDENTIAL – Centre Square 6 Business Case (paper issued prior)

Sam Gilmore introduced the business case as presented and outlined the necessity for gap funding to enable Tees Valley Combined Authority (TVCA) to mitigate risk in the development of new office space at Centre Square. A tenant is in place for part of the development (Confidential) and surplus space will be available at market rates.

Andy Preston highlighted that this was a credible business case worked up to capture job security and growth for both Middlesbrough and the Tees Valley.

Andy McDonald supported the business case. However, concerns were raised over whether TVCA should have the role of 'bank', using public funds to invest in developments which may have commercial potential.

Richard Horniman clarified that the employer's leverage was not a threat to the area, rather it was an opportunity and an acknowledgement of Middlesbrough's growing commercial reputation.

The business case also requires Middlesbrough Council to enter into a risk share arrangement with TVCA whereby some of the generated business rates income can offset some of the vacancy risk for the development. This facility would be considered by Middlesbrough Council Executive if it had any implications which met the key decision threshold.

The business case was passed unanimously, without abstention.

## 4. Historic Buildings Business Case (paper issued prior)

Andy Preston sat out the item and Tony Parkinson Chaired.

Sam Gilmore presented the business case for investment in the Captain Cook Public House and the Old Town Hall; both at Middlehaven.

The projects require funding to protect the heritage assets and bring them back into commercial use. The Captain Cook Pub will be brought back into a weatherproof and habitable condition, albeit future users will need to fit out the building to the required specification.

The Old Town Hall investment will weatherproof the building and address significant structural issues. Additional resources will be required to restore the building to a modern use and opportunities are being explored with Heritage Lottery / Historic England.

Laura Sillars asked what thought had been given to end users. Richard Horniman explained that opportunities range from community uses, cultural uses, commercial and F&B uses. At the moment, commercial office interest has been expressed for

Captain Cook Pub although the restoration will be generic to allow for alternative uses coming forward.

Cllr Mieka Smiles asked where the balance of the money for the Old Town Hall was likely to come from. It was explained that there are some Middlehaven resources which may be unlocked in the near future but an expectation was to explore heritage grants in the first instance.

Andy McDonald asked whether there were any internal features which were worthy of being retained / restored. RH explained that heritage officers and Historic England have been engaged throughout and will ensure that all historically-significant items are retained.

The business case was passed unanimously.

## 5. Community Hubs Business Case (paper issued prior)

Cllr Mieka Smiles withdrew from the meeting for this item.

Sam Gilmore presented the business case for investment in two community hubs at Nunthorpe and the Southlands Centre site.

Both schemes benefit from significant community-led engagement and offer good examples of community leadership and participatory budgeting.

Andy McDonald queried the rationale for supporting these two areas with these facilities and how their selection related to 'levelling up' and an equitable distribution of resources.

Laura Sillars asked how groups could work up their own proposals for such support.

It was highlighted that these two schemes are the most developed and no other groups have come forward to develop similar opportunities. Council officers would work with any group expressing an interest in developing a credible proposal.

The business case was passed with six votes for and one abstention.

## 7. Any other business

None.

## 8. Date and time of next meeting

Provisional: 1p.m. Friday 24th September 2021- location / online