

TEES VALLEY COMBINED AUTHORITY CABINET

Friday, 28 March, 2025 at 10.00am Teesside Airport Business Suite, Teesside International Airport, Darlington

These Minutes are in draft form until approved at the next Cabinet meeting and are therefore subject to amendments.

ATTENDEES	
Members	
Mayor Ben Houchen (Chair)	Tees Valley Mayor
Councillor Brenda Harrison	Leader Hartlepool Borough Council
Councillor Stephen Harker	Leader, Darlington Borough Council
Mayor Chris Cooke	Leader, Middlesbrough Council
Councillor Alec Brown	Leader, Redcar and Cleveland Borough Council
Councillor Bob Cook	Leader, Stockton-on-Tees Borough Council
Siobhan McArdle	Chair of Tees Valley Business Board
Officers	
Tom Bryant	Interim Chief Executive, TVCA
Gary Macdonald	Group Director of Finance and Resources, TVCA
Emma Simson	Group Chief Legal Officer and Monitoring Officer, TVCA
Sarah Walker	Interim Director of Business Solutions, TVCA
Victoria Smith	Group Financial Controller, TVCA
Jacqui Banks	Business Solutions Manager, TVCA
Alan Weston	Head of Transport, TVCA
Sarah Brackenborough	Director of Operations, TVCA
Denise McGuckin	Managing Director, Hartlepool Borough Council
Erik Scollay	Chief Executive, Middlesbrough Council
John Sampson	Chief Executive, Redcar and Cleveland Borough Council
Mike Greene	Chief Executive, Stockton on Tees Borough Council
Rose Rouse	Chief Executive, Darlington Borough Council
Sally Henry	Governance Officer, TVCA
Apologies	
Helen Kemp	Director of Business Solutions, TVCA



	CHAIR'S OPENING REMARKS
	The Chair opened the meeting and welcomed everyone in attendance.
TVCA	APOLOGIES FOR ABSENCE
54/24- 25	Apologies for absence were noted as above.
TVCA	DECLARATIONS OF INTEREST
55/24- 25	Mayor Houchen declared a non-pecuniary interest in his capacity as Chair of STDC Board, HDC Board and MDC Board.
	Councillor Brown declared a non-pecuniary interest in his capacity as a member of the STDC Board and Freeport Board.
	Councillor Harrison declared a non-pecuniary interest in her capacity as a member of the HDC Board.
	Mayor Cooke declared a non-pecuniary interest in his capacity as a member of the MDC Board.
	All Leaders declared an interest in the Investment Plan Refresh and the Adult Skills items.
TVCA	MINUTES OF PREVIOUS MEETING
56/24- 25	RESOLVED that the minutes of the meeting held on 31st January 2025 were confirmed as an accurate record.
TVCA	MAYORS UPDATE
57/24- 25	The Chair introduced a report providing a general update on the key activities of the Mayor and Combined Authority since the last Cabinet meeting.
	In addition, the Mayor verbally discussed the following items:
	 They are awaiting notices for Net Zero Teesside, contractors are on site testing at the moment. They discussed the concerns of the British Steel announcement and the potential fallout from potential closure of the Scunthorpe location.



Cabinet members were invited to ask questions or comment on the report.

Councillor Harrison raised a query on careers, noting that she felt it was a fantastic initiative, however, she noted the decline in careers support in education over the years, with the loss of dedicated teachers and advisors being of concern.

The Mayor acknowledged Councillor Harrison's concerns and discussed several programmes being delivered by central Government to bridge the gap.

RESOLVED that Cabinet noted the update.

TVCA 58/24-25

GOVERNANCE & APPOINTMENTS

The Appendix to this Report is exempt from publication by virtue of paragraph 3 (information relating to the financial or business affairs of any particular person (including the authority holding that information)) of schedule 12A of the Local Government Act 1972

The Chair advised that the appendix to this report was confidential so if the details were to be discussed, then members of the press and public would need to be excluded. Cabinet received a report from the Group Chief Legal Officer which set out a number of appointments to be noted and provided an update in relation to any Delegated Decisions taken by officers since the last Cabinet meeting on 31 January 2025.

The Mayor advised Cabinet that the version presented had minor amendments due to typographical errors. Members were given an opportunity to comment or ask questions.

RESOLVED- That Cabinet noted:-

- i. the appointment of Owen Williams to Middlesbrough Development Corporation Audit and Governance Committee;
- iii. the appointment of Owen Williams to Hartlepool Development Corporation Audit and Governance Committee;
- iv. the appointment Gerry Stapleton to South Tees Development Corporation Audit and Governance Committee;
- iv. the appointment of Councillor Mohammed Mazi to Tees Valley Combined Authority Audit and Governance Committee; and
- v. The position in respect of Delegated and Urgent Decisions.



	RESOLVED- That Cabinet APPROVED the publication of the appendix to the Governance & Appointment paper with redactions as shown.
TVCA	ANNUAL GOVERNANCE STATEMENT
59/24- 25	Cabinet received a report which presented the Annual Governance Statement for 2023/2024 for approval.
	Members were given an opportunity to comment or ask questions. None were raised.
	RESOLVED that Cabinet APPROVE the Annual Governance Statement, as drafted.
TVCA 60/24- 25	MAYOR'S QUESTION TIME, PUBLIC PARTICIPATION & RECORDING OF MEETINGS
	Cabinet members received a report which summarised the Tees Valley Mayor's proposals for a Mayoral Question Time, proposed changes to the present arrangements for public participation and informed members of the intention to record its public meetings.
	Members were given an opportunity to comment or ask questions.
	Councillor Brown raised concerns with removing the public question facility and felt it would be against the principles of transparency and openness.
	The Mayor expressed his own view on the public questions received from the public. During this process, members of the public expressed concern around this item from the public gallery, but were advised by the Chair that continuance of disruption of proceedings may result in members of the public being removed from the meeting.
	There was an extensive discussion around the issue. During this, Councillor Brown proposed the amendment to reduce public questions to 3 per person.
	Mayor Cooke discussed the Scrutiny Protocol and queried its adoption. Emma Simson advised that the recommendation from the Overview & Scrutiny Committee to Cabinet regarding the adoption of the Scrutiny Protocol in full had not been accepted by Cabinet, as Cabinet did not approve the recommendation regarding remuneration of members – adoption of all other elements of the Scrutiny Protocol had been approved



by Cabinet. Mayor Cooke also made a comment around reports to Cabinet, and a recommendation in the scrutiny protocol that reports should be presented by relevant portfolio holders and not officers. Emma Simson confirmed that she did not recognise this as one of the recommendations in the Scrutiny Protocol, but confirmed she would review this and confirm the position to Cabinet.

Members discussed the proposed amendment to retain public questions, but with a limit on the questions. Leaders were asked what process is delivered in each of the constituent authorities. Clarity was sought on the details within the public participation protocol for rejecting questions.

Mayor Cooke raised that for other Combined Authorities there was often alternate solutions on the 'contact us' section of their websites to provide additional routes for public enquiry.

Councillor Brown again proposed a limit in the number of public questions at statutory meetings to 3 per person. This proposal was seconded by Councillor Harrison. Members then moved to vote and the amendment was passed unanimously.

RESOLVED that Cabinet:-

- Approved the proposals regarding the Mayor's Question Time;
- Noted TVCA's intention to record its public meetings;
- Proposed an amendment to the recommendation within the report so that public participation is limited to 3 questions per person per statutory meeting. Questions must be linked to the agenda. The amendment was proposed by Cllr Brown and seconded by Cllr Harrison.

TVCA 61/24-25

GRESHAM REGENERATION – MIDDLESBROUGH DEVELOPMENT CORPORATION

Cabinet received a report from the Interim Chief Executive providing an update on the progress of the Gresham regeneration project led by Middlesbrough Development Corporation (MDC).

The report set out the work progressing to determine the preferred option of capital raising required to fund the first phase. External advice has been procured to carry out financial due diligence and risk analysis to provide a recommendation to TVCA Cabinet.



The outcome of the advice will inform the recommendation to Cabinet at the June 2025 meeting.

Members were given an opportunity to comment or ask questions.

Mayor Cooke noted the error in author on the last page of the item.

RESOLVED that Cabinet:

- i. **NOTED** the update provided in this report.
- ii. <u>NOTED</u> the requirement for market engagement to inform future funding decisions.

TVCA 62/24-25

TREASURY MANAGEMENT STRATEGY 2025/26

Cabinet was provided a report which presented Authority's Treasury Management, Capital and Investment Strategies for the financial year 2025/26. The Capital Strategy incorporates within it the Minimum Revenue Provision Policy.

It is recommended that the Combined Authority Cabinet approves the Treasury Management Strategies for 2025/26.

Members were given an opportunity to comment or ask questions. None were raised.

RESOLVED that Cabinet noted the contents of the report.

TVCA 63/24-25

QUARTER 3 BUDGE REPORT & MEDIUM TERM FINANCIAL PLAN UPDATE

Cabinet was provided with an update on the financial position of the Combined Authority for the period ending 31 December 2024 and present an updated Medium-Term Financial Plan (MTFP).

It is recommended that the Combined Authority Cabinet:

- i. Note the guarter 3 outturn position for 31 December 2025; and
- ii. Note the revised Medium-Term Financial Plan.



Members were given an opportunity to comment or ask questions. None were raised.

RESOLVED that Cabinet:-

- i. Noted the quarter 3 outturn position for 31 December 2025; and
- ii. Noted the revised Medium-Term Financial Plan.

TVCA 64/24-25

SOUTH TEES DEVELOPMENT CORPORATION UPDATE REPORT

Cabinet received a report which provided a general project update setting out the background to the development of the site and its strategic importance, along with major milestones to date, challenges and the immediate next steps in its development. This was the first such update and recognised that TVCA cabinet members have changed during the lifespan of STDC. The report provided a historical summary of STDC.

Members were given an opportunity to comment or ask questions. None were raised.

RESOLVED that Cabinet: **NOTED** the contents of the report.

TVCA 65/24-25

TRANSPORT PROGRAMME UPDATE

Elements of Appendix 2 to this Report are exempt from publication by virtue of paragraph 3 (information relating to the financial or business affairs of any particular person (including the authority holding that information)) of schedule 12A of the Local Government Act 1972

The Chair advised that elements of appendix 2 to this report are confidential so if the details were to be discussed, then members of the press and public would need to be excluded.

Cabinet received a report from the Director of Infrastructure on the transport programme, including:

 Details of the transport capital investment programme comprising Transforming Cities Fund, City Region Sustainable Transport



Settlements 2022-2027 (CRSTS1) and 2027-2032 proposed allocation (CRSTS2), together with other funding which TVCA has been able to secure to support the delivery of the Strategic Transport Plan (2020-2030).

- Details of the development funding committed since the last report to Cabinet to commence CRSTS2 project development.
- An update on the Bus Service Improvement Plan (BSIP) programme and approval of funding from the 2025/26 BSIP allocation to continue to provide a series of subsidised services from 1st April 2025.

Members were given an opportunity to comment or ask questions.

Mayor Cooke raised query on Middlesbrough Railway Station and the anticipated completion of the undercroft. Alan Weston advised that they could not provide a specific date, but completion is moving as fast as possible. An additional query was raised on the expansion on the station, Alan Weston advised that work package 3 was going through detailed feasibility stage.

Councillor Brown raised a query on the South Bank Station bridge. Alan Weston advised that there would be a proposal from Network Rail in the coming weeks to provide a temporary solution. He stated that he cannot confirm timings until details have been provided by Network Rail.

Councillor Harrison raised concern about the lack of interconnectivity between the towns within the Tees Valley noting challenge in moving around the location. Alan Weston advised that the delivery of the Hartlepool Station improvement was key to improving services in the area, he further highlighted that the potential rail devolution changes presents an opportunity for further service enhancements.

Tom Bryant, interim Chief Executive, raised that there are frequent conversations with Transport Committee on a wide range of proposals to improve connectivity within the region.

Councillor Brown raised the West Dyke Road feasibility study. Alan Weston advised it will take some time for consultants to consider proposed solutions. Alan agreed to provide additional information in future reports as the work progresses.

RESOLVED that Cabinet:



- NOTED the update on the development of the transport capital investment programme as set out in paragraphs 1-29 and detailed in Appendix 1.
- ii. **NOTES** the delegated decisions taken by the Director of Infrastructure to approve CRSTS2 development funding as set out in paragraphs 30 and 31 and detailed in **Appendix 3**.
- iii. **NOTES** the update on the Bus Service Improvement Plan (BSIP) funding allocation for 2025/26 and the delegated decision taken by the Director of Infrastructure to approve the use of some of this funding as set out in paragraphs 32-36 and detailed in **Appendix 4**.
- iv. **DELEGATES** authority to the Director of Infrastructure to take all decisions required to manage the CRSTS revenue funding for 2025/26, as set out in paragraphs 37 and 38, to support the development and delivery of the transport capital investment programme, in accordance with the grant conditions and agreement of the Department for Transport.
- v. **DELEGATES** authority to the Director of Infrastructure to take all decisions required to manage the Consolidated Active Travel Fund allocation for 2025/26, in consultation with Tees Valley Management Group / Transport Advisory Group as set out in paragraphs 43 and 44. It is proposed that the funding will be used to support the development and delivery of the transport investment programme, in accordance with the grant conditions and agreement of Active Travel England.
 - APPROVED DELIVERY OF THE PROPOSED autonomous vehicle pilot project, included in the CRSTS2 programme, and to DELEGATE authority to the Director of Infrastructure to take all decisions required to progress the project as set out in paragraphs 26-29 of this report and detailed in the feasibility study in Appendix 2, subject to approval of the Business Case. In accordance with the Tees Valley Assurance Framework, the approval of business cases is delegated to the Tees Valley Combined Authority Chief Executive, in consultation with the Tees Valley Management Group, and the Tees Valley Combined Authority Section 73 Officer and Monitoring Officer. The outcome of the business case appraisal will be reported to Cabinet, in accordance with the approval of the CRSTS2 Transport Programme in January 2024.

TVCA 66/24-25

INVESTMENT PLAN REFRESH

Elements of Appendix 3 to this Report are exempt from publication by virtue of paragraph 3 (information relating to the financial or business affairs of any particular person (including the authority holding that information)) of schedule 12A of the Local Government Act 1972



The Chair advised that elements of appendix 3 to this report are confidential so if the details were to be discussed, then members of the press and public would need to be excluded.

Cabinet was presented with a report which set out a refreshed Investment Plan for approval. It outlined the inclusion of the allocation and programme for the UK Shared Prosperity Fund 2025/26, funding for infrastructure and a hangar to unlock further business investment at Teesside International Airport, the adoption of the Tees Valley Investment Zone, adoption of the Youth Trailblazer programme and incorporation of the Intra-City Transport Fund into the Investment Plan to bolster the Bus Service Improvement Plan (BSIP) funding for 2025/26.

Members were given an opportunity to comment or ask questions.

Mayor Cooke noted the redactions with the public pack which did not have detailed exemptions and sought clarity. Emma Simson advised that the specific information was redacted.

Mayor Cooke further raised concern that the approvals were combined, which could prevent members from splitting off decisions on the specific elements within. Mayor Houchen discussed that the combined approach is due to the inter-relationship between many of the projects. Mayor Cooke also felt that there hadn't been enough pre-engagement with the leaders and that this process should be improved.

Mayor Houchen discussed the different revenue streams and form in which funding will pass through, and that whilst it is a grant to Airport, there would be business rates generated.

Councillor Harrison raised concern with UKSPF capital spend and that funding going to the Airport is hard to agree on when they have already received a significant sum – she queried if the money could be shared further afield. Mayor Houchen discussed the Airport Business Plan and the details presented in there and provided clarity on the reason for the proposed funding and potential jobs created.

Mayor Houchen raised the process of the Airport Board asking this request of TVCA, and noted that each LA is a shareholder.

Councillor Brown raised concern with the amount of money already spent on the Airport itself. How was it decided that £6.5 was to be allocated to this? Mayor Houchen discussed the UKSPF process that had been agreed



by Cabinet previously and the additional processes in advance of Cabinet where papers are reviewed by Tees Valley Management Group (TVMG) and Chief Executives before publication.

Councillor Brown raised an additional query on the proposed RCBC package of £1.6m and sought to understand when RCBC may receive this. Tom Bryant advised that the reference within the paper was an options assessment and that it was not proposed that RCBC would receive any funding. Councillor Harrison mirrored concerns raised by Mayor Cooke regarding process, however, clarified that she understood that it was proposed the RCBC bid was not supported. Further discussion was held on the process.

Mayor Cooke requested that the minutes of TVMG be shared with Leaders so they can understand the process. Mayor Houchen discussed the commitment to collaboratively develop a longer-term strategic investment pipeline.

Mayor Houchen discussed the lack of capital available to the Airport to deliver the hangers and raised that the proposed investment has been assessed in line with the Treasury Green Book. Councillor Brown queried concern that if the Airport funding was not approved, would it cease to be viable. Mayor Houchen clarified that the Airport would still be financially viable without this grant. A secondary query was raised on the implications of not providing this grant, with Mayor Houchen informing Cabinet that it would be that 250 jobs would not be created.

Councillor Harker felt that the associated borrowing costs for the Airport grant should sit with the Airport rather than TVCA and requested a greater understanding of the financial status of the Airport. Gary Macdonald provided clarity on the financial arrangements for the grant and that the Airport would be purely getting a grant and that the financing costs would not be with them. Councillor Harker felt that the taking on of financial risk should be passed onto the Airport rather than the Authority. Members discussed the concerns around the Airport being unable to access private sector funding to deliver on the scheme directly and subsequently the requirement for grant funding.

Members raised concern about potential future requests from the Airport for funding, and sought assurance that it would not be a re-occurring request. Discussion was held on the differing operational capacities of other regional airports.



Mayor Cooke mirrored the points raised by Councillor Harker and expanded by raising concern on the liability of financial arrangements.

Councillor Harrison noted that she accepted the timeframe challenge and issues with other schemes, but wanted to understand if the Mayoral Development Corporations (MDC) had viable schemes ready to go. Mayor Houchen stated that consideration needed to be given to the MDC schemes as part of the long-term work on developing a strategic pipeline.

Mike Greene requested clarity on the financial elements on the Airport allocation, as there is a grant element via UKSPF and then a loan taken by TVCA with the total sum being provided as a grant to the Airport. Mayor Houchen noted that on other projects, it was not typical for a grant to have a return to the grant provider.

Councillor Cook raised a query on the Investment Zone and how Stockton represented 35% of the regional digital sector and would like to understand how the Borough would benefit from the Zone. Mayor Houchen noted that most of the capital funding would be specifically for Hartlepool and Middlesbrough, however, the remaining funding would be Tees Valley wide. Additionally, he noted that this is the first allocation of £80m and there would be further funding. Sarah Walker informed members that the government were clear that there must be two distinct zones to deliver at speed, but there will be future development. She provided clarity to members on the investment programme and the agreement with government.

Mayor Cooke discussed the Investment Zone business rate retention and reference to the Competition & Markets Authority (CMA) in relation to the proposed airport project. Sarah Walker discussed that business rate retention would require an MOU with the respective authorities. She also informed members that the CMA reviews any investments over £10m and they provide advice on the lawfulness of the subsidy. There is early engagement with the CMA as part of the process before the final advice is provided.

Additional assurance was sought by Mayor Cooke, who wanted confirmation that the investment represented value for money and that the concerns raised around the borrowing taken on by TVCA had been addressed. Mayor Houchen highlighted that previous grants to local authorities had required borrowing in order to deliver. He also discussed how officers would manage the transaction and impact on TVCA budget.



Mayor Houchen moved to approve the recommendations. Councillor Harrison asked for it to be noted that in her opinion the process of identifying projects for the UKSPF capital was flawed and that changes should be made to improve early involvement of Cabinet in the future.

RESOLVED that Cabinet:-

- i. **APPROVED** the Investment Plan refresh, including:
- Accepting the UK Shared Prosperity Fund 2025/26 into the TVCA Investment Plan as a named programme with a confirmed allocation of £21.5m, and approving the priorities set out in the report and Appendices 1a & b.
- An allocation of £12.52m grant to fund infrastructure works and a hangar, to unlock real estate investment opportunities with Draken, Willis Lease Finance Corporation and Airbourne Colours Ltd at Teesside International Airport (TIA) as set out in the report and Appendices 2-3.
- Accepting the Tees Valley Investment Zone into the TVCA Investment Plan as a named programme with a confirmed allocation of £80m and approval of the TVIZ Business Rate Retention Reinvestment Strategy as set out in the report and Appendices 4-6.
- Accepting the Tees Valley Youth Trailblazer programme into the TVCA Investment Plan as a named programme with an allocation of £5m and approving the proposed core interventions set out in the report and Appendices 7-8.
- Accepting the £3.5m Intra-City Transport Fund to bolster the Bus Service Improvement Plan (BSIP) funding for 2025/26 to enable the extension of the under 21 fares offer and the introduction of a care leaver pass, and noting that the Director of Infrastructure has an existing delegation from Cabinet approved on the 22nd July 2022: That Tees Valley Combined Authority (TVCA) become party to the 'shell' Bus Enhanced Partnership agreement, noting that there are no direct obligations at this stage, and delegate authority to the Assistant Director for Transport & Infrastructure to engage through the Bus Partnership governance structure and agree further detail in relation to any element of the delivery plan, which has implications on TVCA, subject to confirmation of funding and satisfactory completion of the necessary statutory processes.
- ii. **NOTED** the update on the Tees Valley Connect to Work programme and that the programme's Five-Year Delivery Plan will be reported back to Cabinet for approval at a future meeting.



iii. **NOTED** the update on the Tees Valley Business Growth Service and that the programmes delivery plan will be reported back to Cabinet in June 2025.

TVCA 67/24-25

ADULT SKILLS

Appendix 1 to this Report is exempt from publication by virtue of paragraph 3 (information relating to the financial or business affairs of any particular person (including the authority holding that information)) of schedule 12A of the Local Government Act 1972

Cabinet was presented with a report which provided the background information to the 2025/26 procurement of the Adult Skills provision, an overview of the outcomes of the procurement and made recommendations on the allocations to be awarded to the successful providers as set out in the confidential appendix. The report also set out the approach for adult skills from the 2026/27 academic year, which includes a commitment to working collaboratively with providers to shape this approach.

Emma Simson provided clarity on the reasoning for exempting the names of providers within the proposed allocations appendix. She informed members that this would typically be made public once Cabinet has approved the item.

Mayor Houchen advised that should Cabinet wish to discuss the confidential appendix; they must move to closed session.

Members were given an opportunity to comment or ask questions.

Councillor Harker raised concern with the late provision of some of the information presented to them, but acknowledged that the process was difficult. He felt that members did not have the opportunity to fully understand the reasoning for allocation. Mayor Houchen indicated that he was happy to move into closed session to provide clarification on the questions that members have.

Sarah Walker informed members that the open procurement process had recently closed and that they had brought this report to Cabinet earlier, following feedback from providers, to ensure they could access funds earlier.

Councillor Cook noted the issues with the single year funding and that there is hopefully going to be improvements to multiyear funding opportunities to remove some of the bottlenecks in the process.



A query was raised on the process given there are bids from the individual local authorities.

Mayor Cooke noted that other combined authorities produce an annual report with additional detail and felt it would be of benefit to move to that format. Sarah Walker noted that a skills analysis piece of work has been undertaken to inform future provision and commented that TVCA could move to presenting information in this way.

At this point of the meeting, Mayor Houchen proposed the exclusion of press and public.

The press and public were invited back into the meeting. No press and public returned to the meeting.

RESOLVED that Cabinet APPROVED both the ASF and Level 3 FCFJ allocations to providers with additional funding of £3,873,802 from the adult skills accrued underspend and the operational management costs of £930k, which remains at the same level as 2024/25. Following the prioritisation of the Delivery Plans, this option will support 100% of remaining delivery.

Before closing the meeting, the Chair offered his thanks to Councillor Bob Cook who was attending his last TVCA Cabinet meeting. The Chair highlighted Cllr Cook's contributions and stressed what a stable and helpful member of TVCA Cabinet he had been and added that he will be sorely missed.

The Chair also welcomed Rose Rouse to her first TVCA Cabinet meeting

DATE AND TIME OF FUTURE MEETINGS

• 10am Friday, 27 June 2025

Anything is possible