

MIDDLESBROUGH COUNCIL	
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Report of:	Director of Public Health South Tees - Mark Adams
Relevant Executive Member:	Executive Member for Public Health - Jan Ryles
Submitted to:	Executive
Date:	8 October 2025
Title:	Recovery Solutions Delivery Model
Report for:	Decision
Status:	Public
Council Plan priority:	A healthy place
Key decision:	Yes
Why:	Decision(s) will incur expenditure or savings above £250,000 and have a significant impact in two or more wards
Subject to call in?	Yes
Why:	Non-Urgent Report

Proposed decision(s)	
<p>That Executive:</p> <ul style="list-style-type: none"> ▪ APPROVES the establishment of a new central assessment site to support safe and effective care; ▪ NOTE the revenue impact in the Medium-Term Financial Plan (MTFP) from year 2 onwards and that these will be considered for approval by Council as part of the budget setting process; ▪ NOTE the capital implications on the Levelling Up Partnership funding secured for Live Well East and; ▪ NOTE the process and timescales to progress the preferred option and ensure continuity of service during library redevelopment. 	

Executive summary

This report recommends adjustments to the Recovery Solutions delivery model in response to:

- The council's decision to change to how the Live Well East (LWE) building in Berwick Hills is utilised;
- Operational challenges resulting from that decision, including enforcement presence and space constraints.

To address these changes an option appraisal was completed (see appendix 1), with the recommended option to operate two assessment and treatment sites at LWE and a new central site and maintain a local offer at Live Well South (LWS) and Live Well West (LWW).

Public Health South Tees secured Levelling Up Partnership funding of £1.15 million for the development of LWE. This was to support infrastructure improvements that would enable the growth of the service offer through increased building capacity to meet demand. Following changes to the proposed use of LWE the original plan needs to be amended, and further investment is required to establish the new central site.

The impact of the proposed decision on the Medium-Term Financial Plan (MTFP) from year 2 onwards will be considered for approval by Council as part of the budget setting process.

The service area has been proactive in planning the original solution and securing the necessary funding to deliver that solution and in responding to changing circumstances through this proposed revised delivery model.

The recommended option improves accessibility and ensures compliance with Care Quality Commission (CQC) requirements and National Institute for Health and Care Excellence (NICE) guidelines.

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

- 1.1 To seek Executive approval for the reconfiguration of Recovery Solutions delivery sites, ensuring safe, accessible, and compliant service provision.
- 1.2 This proposal contributes to the achievement of the Council Plan for a healthy place and safe and resilient communities as described in the table below.

Our ambitions	Summary of how this report will support delivery of these ambitions and the underpinning aims
A successful and ambitious town	The substance misuse system includes the Individual Placement Service that supports people who have successfully completed treatment into employment. The local offer should see more people engage in treatment, successfully complete treatment and be supported into employment, contributing to a successful and ambitious town.

Our ambitions	Summary of how this report will support delivery of these ambitions and the underpinning aims
A healthy Place	This supports the Council's ambition for a Healthy Place, improving life chances of our residents by responding to health inequalities. The proposed model delivers a more local service, giving enhanced accessibility and reduced travel, with services closer to home for the most vulnerable people in Middlesbrough.
Safe and resilient communities	The proposal will reduce client traffic through problematic hotspot areas by providing a much more local model of treatment and support.
Delivering best value	

2. Recommendations

2.1 That the Executive

- APPROVES the establishment of a new central assessment site to support safe and effective care;
- NOTE the revenue impact in the Medium-Term Financial Plan (MTFP) from year 2 onwards and that these will be considered for approval by Council as part of the budget setting process;
- NOTE the capital implications on the Levelling Up Partnership funding secured for Live Well East and;
- NOTE the process and timescales to progress the preferred option and ensure continuity of service during library redevelopment.

3 Rationale for the recommended decision(s)

- 3.1 Recovery Solutions provides support for people with drug or alcohol issues, including prescribing, psychosocial interventions, counselling, and recovery support.
- 3.2 In February 2025 Recovery Solutions had its first CQC inspection since bringing the Clinical Prescribing Service in house (previously provided through Foundations GP Practice). CQC rated all three current sites as "good" overall and the elements Safe, Effective, Responsive and Well-Led with an "outstanding" rating for Caring.
- 3.3 The performance of the Service has continued to improve since clinical provision was brought in-house and integrated with the wider offer. The service delivers more than 8,000 individual interventions each month to 2,000 adults in structured treatment, with an increasing number of new presentations and increasing numbers of clients making substantial progress. The rise in new presentations is linked to the development of the locality-based delivery model, which has made treatment easier to access, offering support closer to where people live.
- 3.4 The Service continues to develop and improve the offer to support some of the most vulnerable people in Middlesbrough into recovery, including:

- A dedicated team to support people in temporary accommodation and their own tenancies to prevent eviction, secure housing, and move into more suitable homes. Working alongside neighbourhood safety wardens, the anti-social behaviour officer, and the substance use service, the team provides wraparound support that benefits clients and the wider community;
- Early screening has been introduced in partnership with both Adult and Children's Social Care to ensure individuals identified at referral with substance-related needs are engaged at the earliest opportunity;
- The Outreach Team works closely with neighbourhood wardens and other partners to engage people in the community who appear to need support with substance misuse. The team proactively targets hotspots and individuals, delivering an average of 300 interventions per month. In 2025 alone, 85 clients were assessed directly in community settings;
- Young People's Team provides tailored drug and alcohol support across all Middlesbrough schools, alternative education, and post-16 settings. This includes one to one student support (143 young people supported through drop-in), assemblies (over 5,000 students reached), staff training (334 youth professionals trained), and parent resources;
- The service has also been recognised for its innovative work: awarded Team of the Year by Middlesbrough Council for new pathways in lung health; and a Bronze Award for Public Health Nurse of the Year at the national Nursing Times Awards for the work of the Night Clinic, which engages vulnerable women with complex health needs.

- 3.5 As part of the Neighbourhoods model the former Library part of the building is to be used as the Neighbourhood Hub for East Middlesbrough. The Hub will be the platform from which a range of council services will be engaging with communities in East Middlesbrough. It will also be a space where residents can engage with the council to resolve complex problems and from which they can be directed to appropriate services where required. It will also allow the council to host partner organisations such as the police and housing providers to enhance joint working a focus on the improvement of the physical appearance of East Middlesbrough. It will also be where partner organisations implementing locally derived joint problem-solving plans to tackle issues such as crime and anti-social behaviour.
- 3.6 The relocation of the Neighbourhoods team into the library at LWE will introduce a significant Community Safety and Police presence, which is not appropriate for the Recovery Solutions client group and raises concerns about maintaining a CQC compliant therapeutic environment. The changes also reduce the available space that would require service users to be seen in staff areas, which is not conducive to safe or effective care.
- 3.7 If LWE were to remain the main assessment site with the largest footfall, there would be serious risk of service users disengaging and deterring individuals from seeking treatment due to fear of stigma or criminalisation. If service users are not aware of the police presence, they cannot make informed decisions about accessing care, undermining the principle of person-centred care.
- 3.8 These factors collectively compromise the service's ability to operate in compliance with CQC requirements and NICE guidelines, necessitating a review of alternative delivery models.

3.9 Providing services closer to where people live by localising LWE for nearby residents and providing a new, town centre offer that serves central, North Ormesby and other wards in the vicinity. This will reduce travel and associated costs and ensure there is a recovery-focused site that is not intimidating or distressing for service users.

3.10 Six options were considered:

Option	Summary assessment
1 Do nothing	This option poses risks in relation to non-compliance with CQC clinical requirements and unsafe care
2 Two assessment centres at LWE and a new central site, maintain local offer at LWS and LWW.	Developing a new central assessment and treatment site and maintaining the offer at other existing sites (including assessment and treatment at LWE) provides the most local service offer, providing accessible services and reduced travel and associated costs for service users.
3 Localised offer at LWE (serving a smaller geographical footprint), LWS, and LWW, and a new central assessment site.	Developing a new central assessment site and maintaining the treatment offer at other existing sites. This option would improve the accessibility of treatment it would maintain existing issues of accessibility for assessments and re-assessments.
4 As Option 3 but with reduced staffing at LWE	This option presents significant service quality risks and capacity issues
5 As Option 3 but with LWW closed	This option would cause disruption for 400 current service users and create less accessible services by re-locating their care to a different site
6 As Option 3 but with LWS closed	This option provides minimal savings, displaces the current service users and results in reduced accessibility

3.11 Option 2 provides the most local service possible within an affordable cost envelope (£476,561 revenue and £189,744 + VAT capital) providing care closer to where people live. Options are described in greater detail, including the impact on communities, service users and the Council, in appendix 1.

4. Background and relevant information

4.1 Nationally, Middlesbrough has one of the highest levels of need in relation to substance use, highlighted by the prevalence of both drug and alcohol-related deaths. This links to the considerable levels of deprivation locally with Middlesbrough having high numbers of people engaged with our services.

4.2 We currently have ambitious government targets, including to further increase both numbers accessing treatment and those completing treatment successfully. To meet these challenging targets, our services need to be able to work collaboratively with key partners and be open and accessible to those who need support.

4.3 Recovery Solutions currently operates from three sites:

- **Live Well East** (Berwick Hills) – this is currently the main assessment centre; serves between 700-750 clients. Changes to the building usage and enforcement presence have compromised care and restricted the opportunity for the site to offer the necessary capacity required;
 - **Live Well West** (Ayresome Green Lane) - serves approximately 400 clients and has limited capacity;
 - **Live Well South** (Hemlington) - serves between 180-200 clients; offers adequate capacity and has improved the engagement rate.
- 4.4 The proposed relocation of the Neighbourhoods team into the LWE library introduces a significant police presence, which is unsuitable for substance use client group. The presence of Police and enforcement staff in close proximity to a substance misuse treatment service will place the service in breach of critical CQC regulations under the Health and Social Care Act 2008 (Regulated Activities) Regulations 2014. This risk is escalated substantially if they are within a shared space, which would be the case with the space constraints introduced at LWE.
- 4.5 The new plans for LWE also introduce physical space reductions. These further impact service delivery capacity, which result in the service not being able to accommodate the necessary range of roles and support key partner organisations to work into the setting. This severely restricts the ability to provide a full, person-centred treatment and recovery offer.
- 4.6 A new central site, Park House, on Park Road North, has been identified. This is located adjacent to Parkside Mental Health Resource Centre and both buildings are owned by Tees Esk and Wear Valley (TEWV) NHS Foundation Trust. Public Health and the substance misuse services work in partnership with TEWV across South Tees as the services share many clients.
- 4.7 The TEWV Care Programme Board has approved in principle the plan for Public Health South Tees to utilise their building.
- 4.8 Collaborative substance use and mental health services are vital because they improve patient outcomes. This is achieved by providing integrated, co-ordinated care for complex co-occurring issues, moving away from siloed systems. The integrated approach in South Tees enhances treatment engagement and recovery, leading to reduced severity of symptoms, lower rates of hospitalisation and a decrease in people falling into the cracks between services.
- 4.9 Levelling Up Partnership funding of £1.15 million was secured for LWE as part of a wider £20.816 million capital investment programme for Middlesbrough. Due to the changes and resultant challenges, consideration must be given to how the new plans can be delivered, based on which option is approved.

5. Ward Member Engagement

- 5.1 Members of the Public Health team have met with elected members from Central ward to discuss the proposals and committed to engagement with members and the local community throughout the development of the site, mobilisation and operation of the service.

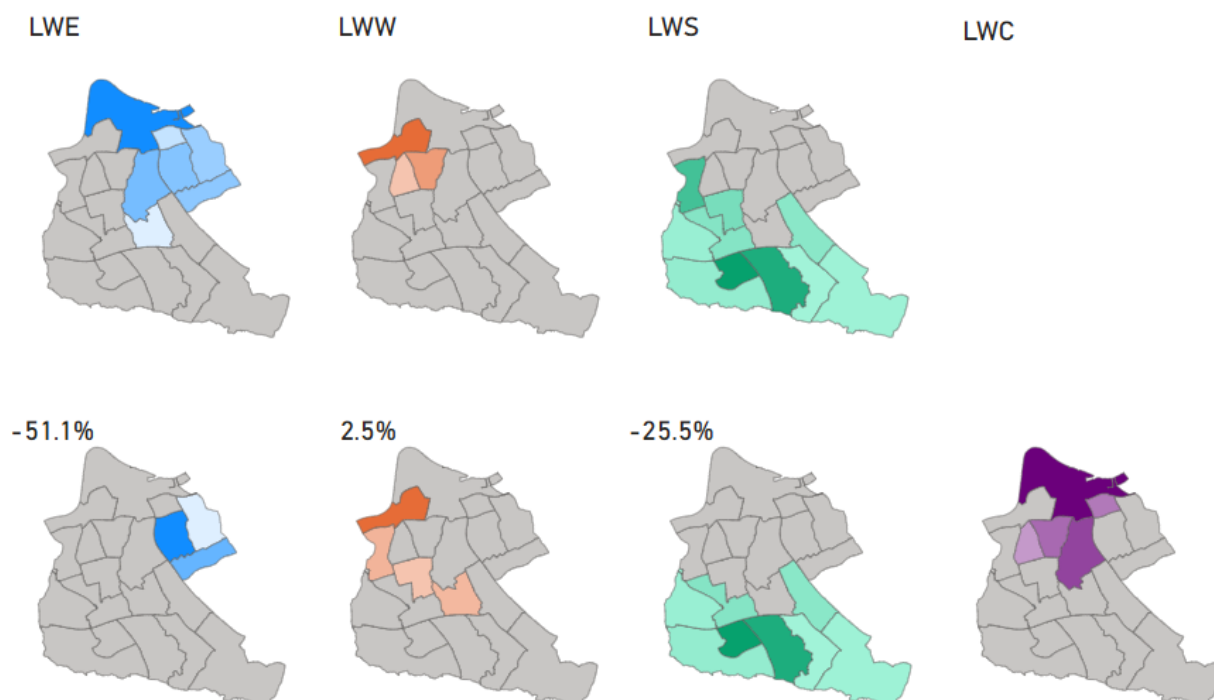
6. Other potential alternative(s) and why these have not been recommended

6.1 Six options were considered and described briefly in 3.10 and in more detail in appendix 1.

7. Impact(s) of the recommended decision(s)

7.1 The more local offer provided by the proposed option would result in the footprints for treatment to each site as detailed below. This significantly reduces the footprint of LWE, with an associated drop in client numbers from more than 800 now to less than 400 in the proposed model and provides a much more local central presence with around 470 local clients.

Distribution of Clients by Ward, current and proposed locations.



7.2 Additional impacts are described in the table below.

Topic	Impact
Financial (including procurement and Social Value)	<p>The running costs for the first year of operation will be funded from the Public Health Grant Reserve to allow for a lead time to develop the MTFP to pick up the costs recurrently from year 2. The impact of the proposed decision on the Medium-Term Financial Plan (MTFP) from year 2 onwards will be considered for approval by Council as part of the budget setting process.</p> <p>Capital costs will be funded from the Levelling Up funding secured for the service.</p>

Topic	Impact
	The costs of the recommended option are £476,561 per annum revenue and £189,744 + VAT capital.
Legal	Requirement to work with TEWV to ensure relevant lease is secured.
Risk	There are greater risks with doing nothing – approving the recommendation of Option 2 will alleviate the significant CQC and clinical risks associated with co-location of the service with police and enforcement.
Human Rights, Public Sector Equality Duty and Community Cohesion	As with the risk impact, the new, central building proposal will ensure that service users feel that their human rights and equality has been respected. Community cohesion will be improved by providing services closer to where people live, providing the assessment function more centrally and through localising LWE for nearby residents.
Reducing Poverty	Providing a more person-centred and localised support offer will positively impact uptake of support and in turn support more people to improve their circumstances.
Climate Change / Environmental	The more local offer will reduce travel that will positively impact on climate change.
Children and Young People Cared for by the Authority and Care Leavers	The enhanced accessibility of support should ensure greater engagement and retention levels. Substance use treatment and recovery services are proven to have positive influence on reducing the need and demand for social care.
Data Protection	The new, central site reduces the risk of information regarding people accessing support services being used in breach of CQC regulations.

8. Actions to be taken to implement the recommended decision(s)

Action	Responsible Officers	Deadline
1. Secure formal approval for the central site from TEWV and complete lease documentation	Strategic Asset and Business Development Manager	30 November 2025.
2. Allocate funding and complete site development.	Strategic Asset and Business Development Manager	31 January 2025.
3. Communicate changes to service users and stakeholders.	Service Manager (Recovery Solutions)	31 March 2026.

4. Ensure year two and onwards funding is reflected in the MTFP.	Director of Finance and Transformation	28 February 2026
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Appendices

1	Delivery Site Options Appraisal Including: <ul style="list-style-type: none"> ▪ Full options appraisal ▪ Full Staffing Costs Breakdown ▪ Caseload numbers for current and proposed building distribution ▪ Wards currently served by each site compared to distribution within the recommended option.
2	Equality Impact Assessment

Background papers

Body	Report title	Date
LMT	Recovery Solutions Delivery Model	19/06/25
Executive	Levelling Up Partnership Funding Paper	14/02/24

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