

# MIDDLESBROUGH COUNCIL

## Recovery Solutions Delivery Model: Delivery Site Options Appraisal

**LMT Lead:** Director of Public Health for Middlesbrough and Redcar & Cleveland

**Date:** 26/09/2025

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### 1 PURPOSE OF THE REPORT

This report sets out future site delivery options for Recovery Solutions, our in-house substance misuse service, in response to recent operational challenges:

- There are ongoing concerns about the impact of increased client traffic moving eastward through the area, to access assessment or re-assessment appointments at Live Well East, as the assessment function is centralised there. This affects both service accessibility and the local community.
- The proposed relocation of the Neighbourhoods team into the library has introduced a significant Community Safety and Police presence, which is not appropriate for the Recovery Solutions client group and raises concerns about maintaining a therapeutic environment.
- Changes to the library layout resulting from that relocation will also reduce the available space. This would require service users to be seen in staff areas, which is not conducive to safe or effective care.

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.

This report establishes the options available and the finance required and recommends a preferred option.

### 2 BACKGROUND AND LOCAL CONTEXT

In 2023, the Service moved to a locality-based service model with the aim of increasing engagement and community integration. The Service currently operate from three delivery bases: Live Well East, Live Well West, and Live Well South.

Whilst all bases offer comprehensive clinical and structured interventions for those in treatment, Live Well East is the main assessment site for new entrants and re-entrants to the service and provides open access for those entering treatment.

## 2.1 **Live Well East (Berwick Hills)**

Live Well East is the largest building and main delivery base. Due to its large capacity, it serves a large geographical area covering some central areas of Middlesbrough as well as east Middlesbrough, both of which have high levels of need within communities. It currently serves between 750 and 800 service users. The original plans were to extend into the old library space in the building and Levelling Up funding was secured to fund this development.

Due to recent restrictions within the library area of the building, service delivery within the main site has been impacted and compromised, with service users having to access the same areas as enforcement services.

There is proposed to be a significant Police presence based within the building with Community Safety. This means we must offer an alternative location to those accessing treatment and must have an alternative venue for assessments to offer confidential, safe and effective care. Service users must be informed that there is Police presence at the venue prior to attendance. The service is unable to accommodate increased numbers at Live Well West and Live Well South with current building capacity, therefore cannot offer an alternative place to access if they do not want to attend for treatment where there is an enforcement presence.

## 2.2 **Live Well West** (Ayresome Green Lane, former Holgate Depot)

Live Well West has very limited capacity due to its size, therefore covers a small geographical area as there is a high level of need in west Middlesbrough. Currently, it serves around 400 individuals. This site is well established within the community.

## 2.3 **Live Well South** (Viewley Centre, Hemlington)

Live Well South covers a very large geographical area; however, there is a very low level of need in these wards. There is adequate capacity on this site for those currently served by the site, which is around 180 individuals. Opening this site has increased engagement from Hemlington and surrounding areas, which historically was identified as a ward with high levels of unmet need due to challenges travelling to access the previous service.

## 2.4 **Demographics**

Live Well East currently serves an average of 750-800 people, located within seven surrounding wards (three East Middlesbrough and four that are more central Middlesbrough) plus those with no fixed abode and some temporary accommodation, and is the base for assessment.

Live Well West currently serves an average of 350-400 people, located within six wards, comprising of five West Middlesbrough plus one more central.

Live Well South serves an average of 200 people, all wards south of central Middlesbrough.

3 SUMMARY OF RECOMMENDATIONS

The **recommended option is Option 2**, which involves developing a new central assessment site and maintaining the offer at other existing sites (including assessment at LWE).

A central offer would alleviate capacity issues at Live Well West, which would cost approximately £100,000 in capital costs to remedy in order to carry building work to enable more one to one rooms.

The central site can be offered to any service users in East Middlesbrough who are not comfortable attending a building where police and enforcement officers are based.

There are additional costs and capacity requirements for running and staffing an additional site. There is not funding within substance misuse or wider Public Health to fund either capital costs or recurring costs associated with this.

Additional Costs for Middlesbrough Council:

Running costs for central:	£85,960
Staffing Cost with estimated pay award	£390,641
Total recurring cost with estimated pay award	£476,561
Capital Costs	£189,744 + VAT

3.1 Funding

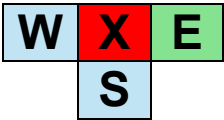
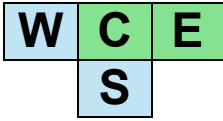
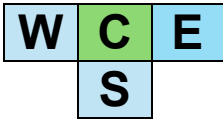
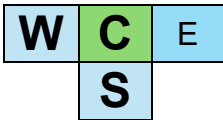
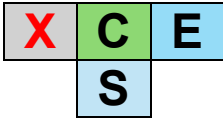
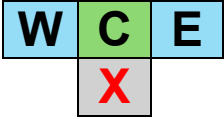
The running costs for the first year of operation will be funded from the Public Health Grant Reserve to allow for a lead time to develop the MTFP to pick up the costs recurrently from year 2.

Capital costs will be funded from the Levelling Up funding secured for the service.

4 OPTION APPRAISAL

Option 2 is recommended after consideration of the potential risks and benefits associated with each alternative option as highlighted over the page. The full option appraisal is detailed in appendix 1.

	Cost (excl Capital)	Configuration
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Option 1	Do nothing <ul style="list-style-type: none"> <li>Significant risks to service CQC compliance.</li> <li>Insufficient space to safely deliver the offer</li> <li>Community issues unchanged</li> </ul>	-	
Option 2	Two assessment & treatment centres at LWE and a new central site, maintaining the offer at other existing sites.  This option provides the most local service offer, providing accessible services and reduced travel and associated costs for service users.	£476,561	
Option 3	Localised offer at LWE (serving a smaller geographical footprint), LWS, and LWW, and a new central assessment and treatment site.  This option would improve the accessibility of treatment, however it would maintain existing issues of accessibility for assessments and re-assessments.	£324,774	
Option 4	As Option 3 but with reduced staffing at LWE <ul style="list-style-type: none"> <li>Creates risks around management of the space and limits the offer for service users</li> </ul>	£212,360	
Option 5	As Option 3 but with LWW closed <ul style="list-style-type: none"> <li>The closure of Live Well West could disrupt service users and leading to a decline service engagement.</li> </ul>	£167,360	
Option 6	As Option 3 but with LWS closed <ul style="list-style-type: none"> <li>Limited financial savings</li> <li>Significant disruption for service users.</li> <li>The minimal financial benefits don't balance the upheaval for service users and potential decline in service quality and accessibility.</li> </ul>	£212,360	

Note: **Green** = assessment centre and treatment service; **Blue** = treatment service; **Red** = No service delivery

#### 4.1 Central Site

A suitable building has been identified for the new central site: Park House, a Tees Esk and Wear Valleys NHS Foundation Trust (TEWV) building located in central Middlesbrough on Park Road North.

Additional running costs have been established, and capital costings have been advised by TEWV (see appendix 1).

The TEWV Care Programme Board have approved the service delivery plans in principle, but we are still awaiting formal approval.

## 5 IMPACT

The impact on local communities includes:

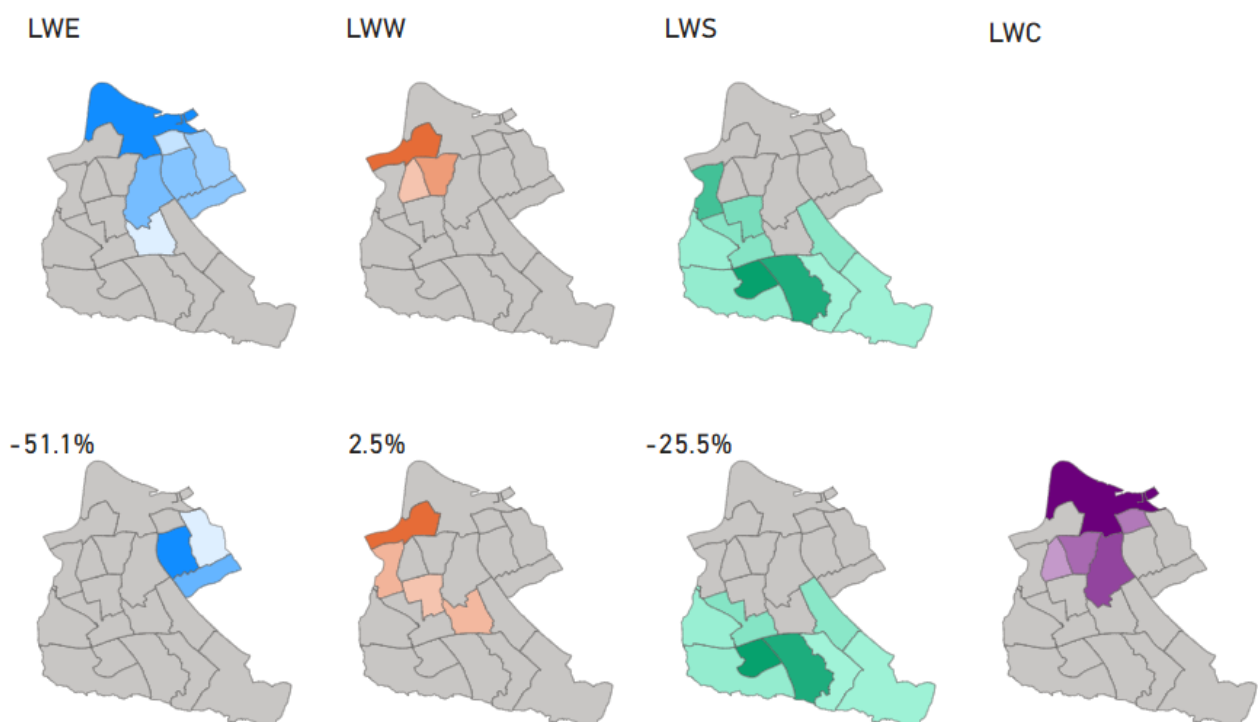
- reduced travel between wards and reduced client traffic through problematic hotspot areas;

The impact on service users includes:

- enhanced accessibility and reduced travel, with services closer to home;
- option to attend central base if they will not access where police and enforcement are present.

The impact on the distribution of clients from the current three-centre model to the proposed four-centre model is detailed below.

**Distribution of Clients by Ward, current and proposed locations.**



The impact on the Council includes:

- Improved service delivery, closer to where people live and compliance with CQC and NICE guidelines.
- Facilitates co-location of community safety and police at LWE in dedicated space in line with the locality working model and local strategy.

## 6 APPENDICES

Appendix 1	Full options appraisal
Appendix 2	Full Staffing Costs Breakdown
Appendix 3	Caseload numbers for current and proposed building distribution
Appendix 4	Wards currently served by each site compared to distribution within the recommended option.

## Appendix 1: Full Options Appraisal

Green = assessment centre

Blue = treatment service

Red = No service delivery

### Option 1: Do nothing



Pros	Cons
<ul style="list-style-type: none"> <li>No further action needed.</li> </ul>	<ul style="list-style-type: none"> <li>Current LWE delivery will not be able to continue when police move into the building without compromising safe and effective care.</li> <li>Alternative venue required for service delivery.</li> <li>LWW building work would need to proceed to support safe practice with current numbers.</li> <li>Not enough space to operate.</li> </ul>

### Additional Cost Middlesbrough Council:

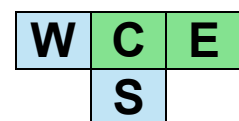
£100,000 for building work to LWW to create more one to one rooms and clinic capacity.

**Staffing Cost: N/A**

**Total Recurring Cost: N/A**

### Option 2:

- Additional delivery site in central Middlesbrough.
- Continue delivery at East, South and West.
- Open access assessment centre at East and Central**



Pros	Cons
<ul style="list-style-type: none"> <li>A Central offer would alleviate capacity issues at LWW, saving approx. £100,000 in capital costs.</li> <li>Additional centre would significantly improve accessibility</li> <li>The central site can be offered to any at East Middlesbrough who will not attend a building where Police/Enforcement are based.</li> </ul>	<ul style="list-style-type: none"> <li>Additional costs and capacity of running and staffing an additional site.</li> <li>Service pressure to staff four locations if impacted by sickness or staff shortage.</li> <li>East assessment centre would need to be advertised with disclosure of having police collocated, complicating advertising.</li> </ul>

### Additional Cost Middlesbrough Council:

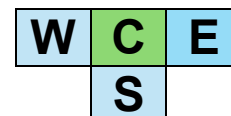
Running costs for central:	£85,960
Staffing Cost with estimated pay award	£390,641

Total recurring cost with estimated pay award	£476,561
Capital Costs	tbc

The additional staffing includes 2 x admin to cover reception and general duties, 2 additional assessment case workers to support the delivery of open access in both east and central, 2 x team leads to provide duty cover in the additional building, 2 specialist prescribers (one would be dedicated to the open access in the additional site and one would cover the reviews).

### Option 3:

- Additional delivery site in central Middlesbrough.
- Continue delivery at East, South and West.
- **Open access assessment centre at Central only**



Pros	Cons
<ul style="list-style-type: none"> <li>▪ A Central offer would alleviate capacity issues at LWW, increasing capacity would occur £100,000 in capital costs to create additional one to one rooms.</li> <li>▪ Additional centre would improve accessibility</li> <li>▪ The central site can be offered to any at East Middlesbrough who are will not attend a building where Police/Enforcement are based.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Additional costs and capacity of running and staffing an additional site.</li> <li>▪ Service pressure to staff 4 locations if impacted by sickness or staff shortage.</li> <li>▪ Maintains existing issues of accessibility for assessments and re-assessments.</li> </ul>

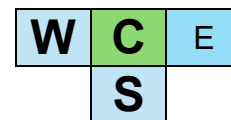
### Additional Cost Middlesbrough Council:

Running costs for central:	£85,960
Staffing Cost with estimated pay award	£238,814
Total recurring cost with estimated pay award	£324,774
Capital Costs	£189,744 + VAT

The additional staffing includes 2 x admin to cover reception and general duties, 2 additional assessment case workers to support the delivery of open access in both east and central, 2 x team leads to provide duty cover in the additional building, 1 specialist prescribers (As open access will only be at one site with this open only 1 additional prescriber is needed as East would no longer have an open access offer and the current prescriber covering this at East would move to the central base).

### Option 4:

- Additional delivery site in central Middlesbrough.
- Continue delivery at East, South and West.
- **Open access assessment centre at Central only.**
- **Reduced offer at LWE in line with the reduced numbers.**



Pros	Cons
<ul style="list-style-type: none"> <li>▪ A Central offer would alleviate capacity issues at LWW, saving approx. £100,000 in capital costs.</li> <li>▪ Assessment centre would move to central base, which is more accessible, preventing some community issues in LWE area and impact from police presence.</li> <li>▪ The central site can be offered to any at East Middlesbrough who are not happy to attend a building where Police/Enforcement are based.</li> <li>▪ Reduced building space would alleviate some ongoing building costs.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Additional costs and capacity of running and staffing an additional site.</li> <li>▪ Service pressure to staff 4 locations if impacted by sickness/staff shortage.</li> </ul>

#### Additional Cost Middlesbrough Council:

Running costs for central:	£85,960
Staffing Cost with estimated pay award	£126,400
Total recurring cost with estimated pay award	£212,360
Capital Costs	£189,744 + VAT

The additional staffing includes 1 x admin to cover reception and general duties (As the reduced offer at LWE will free up one of the current admin to support the 2 needed for the central offer), 1 x team leads to provide duty cover in the additional building (again a reduced offer in LWE offers flexibility to move one of the current team leaders to the central location), 0.6 specialist prescribers (As open access will only be at the central site and with LWE having a reduced offer prescribing capacity from LWE can be moved to the central base). No additional case workers are required for this offer.

#### Option 5:

- Additional delivery site in central Middlesbrough.
- Continue delivery at East and South
- **Open access assessment centre at Central only**
- **Close West and relocate service users to Central.**



Pros	Cons
<ul style="list-style-type: none"> <li>▪ The cost savings from closure of LWW would contribute to the costs of the central base, and staffing can be relocated reducing additional staffing costs.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Approx 400 people currently seen at LWW would need to be seen at the central site, risking enforcement complaints.</li> </ul>

Pros	Cons
	<ul style="list-style-type: none"> <li>▪ Risk of disengagement and discontent from current LWW users.</li> <li>▪ If full capacity of LWW was absorbed by the central offer, LWE would still need to retain its current geographical area, which is not possible when police move into the building. Service users need to be offered an alternative site to access.</li> </ul>

#### Additional Cost Middlesbrough Council:

Running costs for central:	£85,960
Minus running cost of LWW	£45,000
Staffing Cost with estimated pay award	£126,400
Total recurring cost with estimated pay award	£167,360
Capital Costs	£189,744 + VAT

The additional staffing includes 1 x admin to cover reception and general duties (As closing LWE would free up admin to support the central location), 1 x team leads to provide duty cover in the additional building (again closing LWW offers flexibility to move one of the current team leaders to the central location), 0.6 specialist prescribers (As open access will only be at the central site and closing LWW enables prescribing capacity be moved to the central base). No additional case workers are required for this offer.

#### Option 6:

- Additional delivery site in central Middlesbrough.
- Continue delivery at East and West
- **Open access assessment centre at Central only.**
- **Close South and relocate service users to Central.**



Pros	Cons
<ul style="list-style-type: none"> <li>▪ Some saved staffing resource can be reallocated to support the central site.</li> <li>▪ Town centre offer will alleviate capacity pressure on LWW and reduce the large geographical area LWE serves.</li> <li>▪ The central site can be offered to any at East Middlesbrough who are not happy to attend a building where Police/Enforcement are based.</li> </ul>	<ul style="list-style-type: none"> <li>▪ No building costs associated with this site, so no cost savings and minimal staffing efficiencies.</li> <li>▪ Risk of disengagement from LWS service users due to reduced accessibility.</li> </ul>

#### Additional Cost Middlesbrough Council:

Running costs for central:	£85,960
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Staffing Cost with estimated pay award	£126,400
Total recurring cost with estimated pay award	£212,360
Capital Costs	£189,744 + VAT

The additional staffing includes 1 x admin to cover reception and general duties (as closing LWS would free up admin to support the central location), 1 x team leads to provide duty cover in the additional building (again closing LWS offers flexibility to move one of the current team leaders to the central location), 0.6 specialist prescribers (As open access will only be at the central site and closing LWS enables prescribing capacity be moved to the central base). No additional case workers are required for this offer.

## Appendix 2: Full Staffing Costs Breakdown

### Option 1

N/A

### Option 2

		Current	Cost	Assumed 3.2% Pay Award	Cost
2 admin	D Grade	31,998	63,996	33,022	66,044
2 Assessment Caseworker	H Grade	39,680	79,360	40,950	81,900
2 Team leads	K Grade	49,827	99,654	51,421	102,843
2 Specialist Prescribers	N Grade plus 10% Market Supplement	67,759	135,518	69,927	139,854
Total:			<b>378,528</b>		<b>390,641</b>

### Option 3

		Current	Cost	Assumed 3.2% Pay Award	Cost
2 admin	D Grade	31,998	63,996	33,022	66,044
2 Team leads	K Grade	49,827	99,654	51,421	102,843
1 Specialist Prescriber	N Grade plus 10% Market Supplement	67,759	67,759	69,927	69,927
Total:			<b>231,409</b>		<b>238,814</b>

### Option 4

		Current	Cost	Assumed 3.2% Pay Award	Cost
1 admin	D Grade	31,998	31,998	33,022	33,022
1 lead	K Grade	49,827	49,827	51,421	51,421
0.6 Specialist Prescriber	N Grade plus 10% Market Supplement	67,759	40,655	69,927	41,956
			<b>122,480</b>		<b>126,400</b>

### Option 5

		Current	Cost	Assumed 3.2% Pay Award	Cost
1 admin	D Grade	31,998	31,998	33,022	33,022

1 lead	K Grade	49,827	49,827	51,421	51,421
0.6 Specialist Prescriber	N Grade plus 10% Market Supplement	67,759	40,655	69,927	41,956
			<b>122,480</b>		<b>126,400</b>

### Option 6

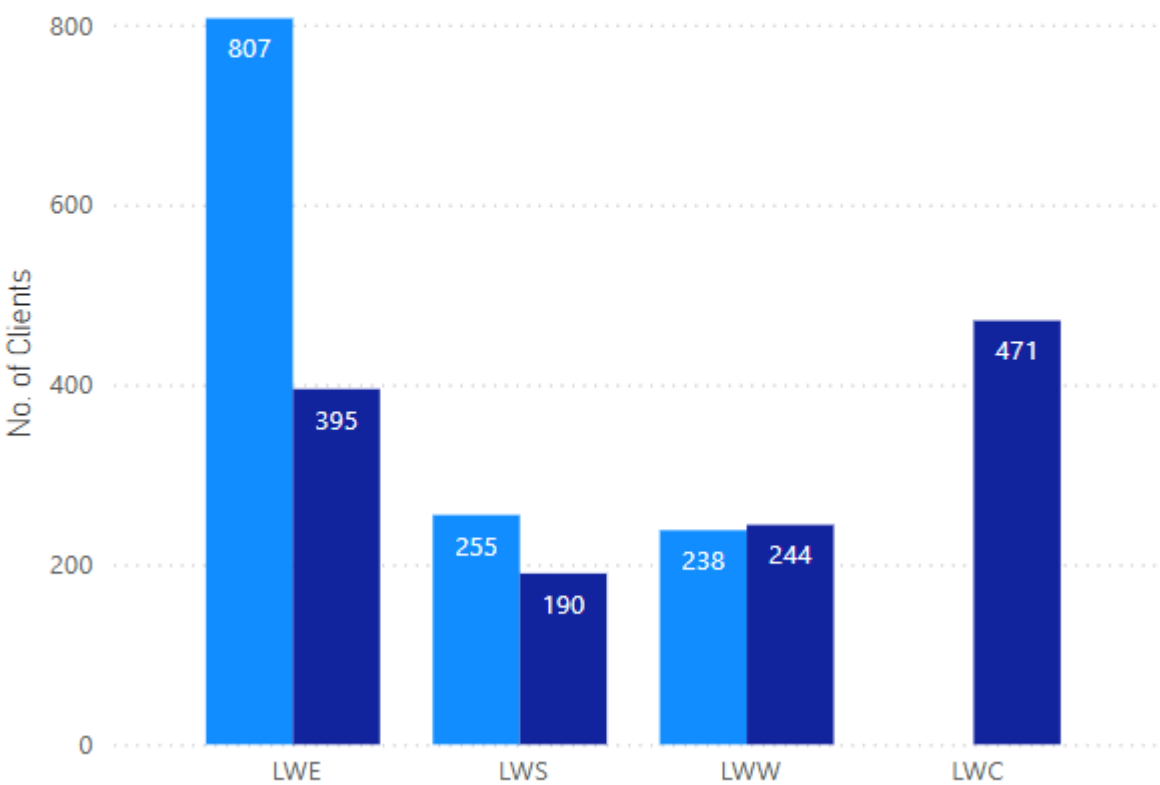
		Current	Cost	Assumed 3.2% Pay Award	Cost
1 admin	D Grade	31,998	31,998	33,022	33,022
1 lead	K Grade	49,827	49,827	51,421	51,421
0.6 Specialist Prescriber	N Grade plus 10% Market Supplement	67,759	40,655	69,927	41,956
			<b>122,480</b>		<b>126,400</b>

**Appendix 3:**

**Number of Clients at Current and Proposed Location**

Based on current caseload numbers

● Current ● Proposed



Appendix 4:

Distribution of Clients by Ward, current and proposed locations.

