

MIDDLESBROUGH COUNCIL	
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Report of:	Director of Adult Social Care & Health Integration – Louise Grabham
Relevant Executive Member:	Executive Member for Adult Social Care and Health Integration – Cllr Julia Rostron
Submitted to:	Executive
Date:	12 November 2025
Title:	Reprovision of Levick Court
Report for:	Decision
Status:	Public
Council Plan priority:	Safe and resilient communities
Key decision:	Yes
Why:	Decision(s) will incur expenditure or savings above £250,000
Subject to call in?	Yes
Why:	Non-urgent report

Proposed decision(s)	
That Executive: • APPROVES the provision of health respite services at Levick Court, subject to the formal standstill period following a procurement exercise conducted by the Integrated Care Board • APPROVES the revised fees and charges schedule for Adult Social Care as outlined in Appendix 1.	

Executive summary
As part of the Adult Social Care 2024/25 Transformation Programme, Levick Court was identified as a service that required improved efficiency through transformation of the service delivery model. The current model for delivery within Levick Court is no longer sustainable and all avenues have been explored to increase utilisation of Levick Court, which has included working with partner agencies and exploring alternative service delivery.

The proposed model seeks to partner with health services to deliver both health and social care respite at the site, which was its original purpose when constructed.

The proposed model will provide 8 health respite beds and 8 social care respite beds for people who have learning disabilities, ensuring their families and carers retain a local provision of short break support.

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

1.1 The reprofiling of Levick Court will ensure that a high-quality respite/short breaks service will be provided for residents and will ensure sustainability within the workplace.

Our ambitions	Summary of how this report will support delivery of these ambitions and the underpinning aims
A successful and ambitious town	Reprovisioning Levick Court supports Middlesbrough's ambition to be a place where people want to live and work. By ensuring sustainable respite/short breaks care for adults with learning disabilities, the Council demonstrates that high-quality specialist provision exists locally. This helps retain families in the town, reassures prospective investors and employers of strong community infrastructure, and supports independent living, linking to the ambition to attract and grow businesses, improve skills, and ensure housing meets diverse needs.
A healthy Place	Levick Court's transformation will strengthen early intervention and prevention in Adult Social Care by maintaining accessible respite services. This directly addresses health inequalities by providing tailored support to some of the most vulnerable residents and ensuring carers receive essential breaks to protect their own wellbeing. The redesigned model promotes inclusivity, enhances life chances, and reduces long term dependency on higher cost residential placements, aligning with the ambition to help residents live longer, healthier lives.
Safe and resilient communities	High-quality respite provision reduces crisis situations for families and carers, supporting independence for longer and promoting community resilience. By providing a modern, fit-for-purpose facility in collaboration with NHS partners, the proposal enhances safeguarding, ensures compliance with clinical standards, and prevents vulnerable adults being placed outside Middlesbrough.

	The Levick reprovision also creates safe spaces for meaningful activity and engagement, contributing to reduced isolation and stronger community networks.
Delivering best value	The Levick reprovision is rooted in collaboration with the North East and North Cumbria Integrated Care Board (ICB) and Tees, Esk & Wear Valley NHS Foundation Trust (TEWV), ensuring joint commissioning and efficient use of public resources. By avoiding duplication, maximising occupancy, and embedding clinical support within a council-led model, the service demonstrates cost effective outcomes.

2. Recommendations

2.1 That the Executive

- APPROVES the provision of health respite services at Levick Court, subject to the closure of the Most Suitable Provider (MSP) process being conducted by the Integrated Care Board (ICB).
- APPROVES the revised fees and charges schedule for Adult Social Care, as outlined in Appendix 1.

3. Rationale for the recommended decision(s)

- 3.1 The proposed revised model will deliver the efficiencies identified within the Adult Social Care Transformation Programme and will make best use of an existing asset. More importantly, it will ensure the ongoing delivery of short breaks and respite care at a local level, while fostering greater collaboration between health and social care partners. This approach aims to deliver improved outcomes for residents and their families.

4. Background and relevant information

- 4.1 In 2010, discussions began with TEWV and the Levick Trust regarding the relocation of existing respite services from the Council's provision at 4 St. Paul's Road and TEWV's Bankfields Court, Eston, to a new site of the former Levick House Care Home on land owned by the Levick Trust.
- 4.2 Construction commenced in 2011 to develop a 16-bed respite unit for adults aged 18 - 64, alongside 20 Older Person's Housing apartments. These apartments, intended to replace the previous care home on the site, and were designed to meet the housing needs of older people in Middlesbrough. North Star Housing took on responsibility for managing the apartments as well as the building's repairs and maintenance.
- 4.3 However, in 2012, as the site neared completion, TEWV withdrew from the project, citing concerns about the ongoing revenue funding required to operate their element of the service. Their withdrawal also resulted in the loss of a £500,000 capital

contribution, even though the building had been designed to meet clinical standards in line with their requirements. Following TEWV's withdrawal, the Council proceeded to move its respite service from St. Paul's Road and repurposed the remaining capacity at Levick Court to provide residential care. This facilitated the relocation of permanent residents from St. Paul's Road, and the service opened later in 2012.

- 4.4 Levick Court, operated directly by Middlesbrough Council, offers both residential and respite facilities for adults with learning disabilities aged 18 to 65. Historically the unit comprised of 8 residential and 8 respite beds. It has now been operational for over a decade. During this time, the age profile of residents has increased, with the average age now around 60 years and some residents nearing 65. The facility was originally developed for a younger, working-age group, with a staffing model based on residents spending much of the day accessing community services. Staffing was therefore modelled on staff presence in morning and evening, as a result the staffing model has not been able to accommodate individuals with increased daytime needs.
- 4.5 Respite care is vital for adults with learning disabilities and their families. It provides essential breaks, reduces carer stress, and improves the wellbeing of both carers and those receiving care. Respite services can help maintain family relationships, promote independence, and reduce the likelihood of long-term or permanent care placements.
- 4.6 However, demand for the service has declined in recent years, and the unit currently operates at around 37% occupancy. In some cases, Continuing Health Care (CHC) funding has supported the service to sustain capacity for individuals with complex needs, ensuring that appropriate placements remain available when required. During the COVID-19 pandemic, the service was temporarily closed, leading to a loss of income from both user contributions and CHC-funded placements. Since reopening, revenue has only partially recovered, and a significant service redesign has been undertaken. Social care demand projections indicate that only eight respite beds will be required to meet future needs. Given the current low occupancy levels and high unit costs, Levick Court has been identified as a service in need of substantial transformation
- 4.7 An option appraisal was undertaken to determine the future of Levick Court. Currently, on average 20 clients access respite services at Levick Court on a regular basis, with support ranging from 20 to 88 nights per year. Four of these clients receive some level of health funding toward their care. The service currently employs 22.4 full-time equivalent (FTE) staff, including 3.09 FTE vacancies.
- 4.8 To meet the objectives of the transformation programme, alternative delivery models were considered, and included:
 - Developing an all-age short breaks provision, potentially merging with children's respite services.
 - Creating an integrated health and social care respite service.
 - Full closure of Levick Court.

- 4.9 The option to develop a full residential unit was not pursued, as the local market is deemed sufficiently strong to meet residential care needs. Instead, the service has focused on addressing the identified shortfall in respite provision. In line with this approach, residents previously occupying the long-term residential beds have since been supported to move into alternative accommodation.
- 4.10 Staff consultation regarding potential closure was also progressed, while alternative models were being explored. During this period, TEWV, who operate health-focused respite at Bankfields Court, in Redcar & Cleveland and Aysgarth, in Stockton-on-Tees, served notice to North East & North Cumbria Integrated Care Board ICB (ICB) that they could no longer deliver respite services from their current accommodation. They advised that the accommodation was no longer suitable to meet the evolving needs of service users and their families.
- 4.11 TEWV identified several concerns, including the inability to accommodate necessary equipment (e.g., hoists, specialist chairs and beds), inadequate space for therapeutic interventions (e.g., physiotherapy), and a lack of appropriate facilities. The buildings have only one shared activity room, limiting the scope of support offered. The building fabric is also deteriorating, with temporary repairs in place for windows, roofs, and other features. Rooms lack ensuite facilities and handwashing stations, and the clinical room is inadequate at Bankfields.
- 4.12 Given the high cost of capital investment needed, TEWV determined that continuing to operate respite was no longer feasible and issued formal notice to the ICB. Following this the ICB and the Council began exploring alternative options, with a shared priority of retaining services locally for residents and carers. The staff consultation was paused to allow for further exploration of options.
- 4.13 At this juncture some preliminary work to consider an all-age respite service for individuals with learning disabilities was progressed, however it was evident that significant capital work would be required to operate a safe service, as such the partnership with health respite was progressed as the primary opportunity.
- 4.14 Extensive engagement has taken place over several months with families and carers using respite services. Their feedback has been critical in shaping the design and operational elements of the proposed model.
- 4.15 The model has been developed through genuine co-production with families, carers, healthcare professionals, local authorities, and partners from across the sub-region. Since TEWV issued notice, both the Council and the ICB have Maintained ongoing engagement with stakeholders throughout the Tees Valley. The proposed model has received strong support from families, professionals, and carers, who regard it as the preferred option.
- 4.16 The Local Implementation Group (LIG) supports joint working across the Tees Valley to ensure high-quality local services for people with learning disabilities, autism, and mental health needs. The group includes representatives from social care, health commissioning, VCSE partners, and private organisations, and focuses

on care across the lifespan—from transition into adulthood to permanent residential placements.

- 4.17 LIG members from Hartlepool, Stockton, Middlesbrough, and Redcar & Cleveland have been involved since December 2024 and were kept informed prior to this via regular meetings. At the meeting held on 21 May 2025, LIG commissioners unanimously supported Levick Court as the most viable alternative for continued respite provision. They endorsed the ICB's development of the service model in partnership with TEWV and the Council and agreed to commence the Most Suitable Provider (MSP) process. Stakeholders identified no other suitable local alternatives.

Proposed Model

- 4.18 Levick Court is a purpose-built, modern facility with 16 bedrooms and a range of high-quality amenities designed to support individuals with complex needs. The building includes a sensory room, games room, several communal lounges for group and individual activities, three gardens offering therapeutic space, and two clinical rooms—creating a flexible, person-centred, and therapeutic environment.
- 4.19 Under the revised service model, the ICB will commission a block contract for eight health respite beds within Levick Court. These beds will be supported by specialist clinical staff from TEWV, providing clinical oversight and nursing input. This approach reflects the successful collaboration already established between the Council, the ICB, and TEWV at The Orchard Day Service, ensuring a consistent standard of quality and clinical practice across services
- 4.20 To support the delivery of the new model, a dedicated staffing structure has been developed with active involvement from the Levick Court team throughout the planning process. Staff have contributed to shaping the model, defining roles and responsibilities, and identifying development needs. Where TUPE applies, colleagues currently delivering health respite services at Bankfields and Aysgarth will transfer to the Council, bringing valuable expertise and ensuring continuity of care. Job roles have been carefully mapped to create a balanced team with the right skills, experience, and capacity.
- 4.21 A comprehensive induction and training programme has been introduced, focusing on clinical competencies, person-centred care, and integrated working. The inclusion of experienced staff from TEWV will strengthen the team's clinical capability and embed shared values and practices, helping to create a cohesive, stable care environment. This collaborative approach is expected to enhance service continuity and contribute positively to outcomes for individuals accessing respite care.
- 4.22 Levick Court was originally designed for this type of service, so only minimal capital adaptations are required. The ICB has provided funding to carry out these initial changes, while the responsibility for ongoing repairs and maintenance will remain with the Council. Shared operational costs are factored into the overall commissioning agreement, ensuring a sustainable financial framework for the service.

- 4.23 The transition has been approached with a commitment to supporting staff through change. Clear communication, training opportunities, and ongoing supervision have been prioritised to ensure staff feel supported and confident in their roles. This transition marks an exciting opportunity to strengthen the overall service at Levick Court. Through greater flexibility, integrated team working, and a shared commitment to high-quality, person-centred care, the new model positions Levick Court to better meet the evolving needs of the people it supports.
- 4.24 The ICB, through their recommissioning activity, have co-produced this integrated care delivery model with families and their representatives. Following the necessary levels of approval within the ICB, including their own Executive Board, a Most Suitable Provider (MSP) opportunity was published in September 2025. This MSP opportunity was published for a two-week period to ensure transparency, allowing potential providers to express interest or raise queries, and giving the wider market an opportunity to respond.
- 4.25 Following successful contract award, the mobilisation of the new service at Levick Court will commence in January 2026 and support the transition of those currently accessing services at Aysgarth and Bankfields.

5. Ward Member Engagement if relevant and appropriate

- 5.1 Not applicable as the service is already in existence

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

- 6.1 We explored a number of options before considering engagement with the ICB which included:
- Remaining as is, however, was not financially viable.
 - Work with children's services to explore respite – this was not viable to the capital investment required to modify the building due to the requirements around CQC and OFSTED.
 - Working with a private organisation to deliver services – this was not financially viable.

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

Topic	Impact
Financial (including procurement and Social Value)	The financial implications of the proposed reprovisioning of Levick Court have been assessed in line with the Council's Medium Term Financial Plan (MTFP) and Adult Social Care budget strategy. The proposal is fully aligned within the MTFP and will not require amendment to future budget forecasts. Partnering with the Integrated Care Board (ICB) provides a financially sustainable model for the future operation of

	Levick Court, enabling joint commissioning and the integration of clinical support through Tees Esk and Wear Valleys NHS Trust (TEWV). This partnership also creates the opportunity to generate additional revenue by selling Council-designated respite beds, should demand for health-commissioned beds exceed the initial allocation of eight. A full financial appraisal has been undertaken alongside the proposed staffing model to ensure that the value of the block contract will cover the operational costs of delivery. The proposal supports the delivery of the £311,000 savings/efficiency target set within the 2024/25 budget, as a result of achieving full service utilisation. Amendments to the 2025/26 Fees and Charges schedule are required to reflect the revised service model and pricing structure, as detailed in Appendix 1 of the report. A VAT assessment has been undertaken, and the proposal is considered to be outside scope. There are no implications for the Council's partial exemption position, and advice has been sought from the VAT team where appropriate. There are no procurement implications regarding this proposal. Social value is embedded in the proposal through the continued provision of high-quality respite care for adults with learning disabilities, supporting carers, reducing crisis placements, and promoting independence. The facility's design and staffing model will enable meaningful activity, clinical interventions, and community engagement, contributing to improved outcomes for service users and their families. The financial risks associated with non-progression of the proposal include imminent closure of the facility and loss of a vital local service. The recommended approach mitigates these risks and ensures the long-term viability of Levick Court as a key component of Middlesbrough's adult social care infrastructure.
Legal	This arrangement will be covered by a 5 year contract with and option to extend for a further 5 years with the North East and North Cumbria Integrated Care Board outlining the

	service to be delivered. Clinical input and supervision will be covered by this contract.
Risk	If the reprovisioning of Levick Court did not progress, then closure would be imminent. This would result in users of the service and their carers having to consider out of area facilities for both social care and specialist health respite. In addition this links to the following risks: Strategic Risk 3 - the potential for underlying demand and cost pressures to arise in adult social care presents a significant risk to the Council's overall financial viability and measures must be put in place to manage within approved budget. Strategic Risk 13 - If the Council fails to transform its service delivery model to a model that can deliver outcomes for residents at a reduced cost base, then the Council's financial position will be placed under significant pressure.
Human Rights, Public Sector Equality Duty, and Community Cohesion	The proposal will have no negative impacts on Human Rights, Public Sector Equality Duty, and Community Cohesion.
Reducing Poverty	This proposal ensures that services remain local to residents in Middlesbrough reducing the need to travel to receive the required support.
Climate Change / Environmental	The proposal would not have any disproportionately negative impacts on Climate Change or the Environment.
Children and Young People Cared for by the Authority and Care Leavers	The proposal would not have any disproportionately negative impacts on Children and Young People Cared for by the Authority and Care Leavers.
Data Protection	There are no Data Protection issues of consequence for this proposal.

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

Action	Responsible Officer	Deadline
Development of Contract documentation	Head of Prevention, Provider & Support Services	End February 2026
Mobilisation Plan agreed	Head of Prevention, Provider & Support Services	End December 2025
TUPE consideration progressed	Head of Prevention, Provider & Support Services	End March 2026

Families / Carer consulted with regard to mobilisation arrangements	Head of Prevention, Provider & Support Services	End March 2026
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Appendices

1	Adult Social Care Revised Fees & Charges Schedule
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3	

Background papers

Body	Report title	Date

Contact: Suzanne Hodge
Email: 18th September 2025

Appendix 1- Revised Fees and Charges Schedule 2025/26 (Adult Social Care only)

Detailed Service - current fees and proposed increased fees from 1st November 2025*

*unless an alternative date is indicated

ADULT SOCIAL CARE	Current fees from 1st April 2025 (approved as part of 25/26 budget report 19/02/25)	Revised fees from 1st November 2025	% increase	
	£	£	%	
Prevention, Provider & Support Services				
Day Centre Meal (2 course lunch & drink)	5.00	5.00	-	
Day Centre Meal (1 course lunch & drink)	4.20	4.20	-	
Levick Court : Standard weekly rate (including care)	1545.00	3136.00	103.0	note 1
Levick Court : Standard weekly rate (excluding care but support if needed)	1004.22	2038.40	new	note 2
Levick Court : Room only (no care provided only meals/laundry)	0.00	1558.00	new	note 2
Levick Court : Additional daytime hourly rate if 1:1 support is required	0.00	25.80	new	note 2

Levick Court : Additional overnight hourly rate if 1:1 support is required	0.00	34.31	new	note 2
North Ormesby Day Centre (chg./wk. re Service User funded by external organisations)	248.00	248.00	-	
The Orchard Complex Needs Service (chg./wk. re Service User funded by external organisations)	747.00	747.00	-	
Community Inclusion Service (chg./wk. re Service User funded by external organisations)	411.00	411.00	-	
Community Inclusion Service - Autism (chg./wk. re Service User funded by external organisations)	586.00	586.00	-	
Connect : Bronze - Monitoring & Response (base unit only)	6.50	6.50	-	
Connect : Silver - Monitoring & Response (base unit + up to 2 add-ons)	8.15	8.15	-	
Connect : Gold - Monitoring & Response (base unit + up to 5 add-ons)	11.20	11.20	-	
Connect : Platinum - Monitoring & Response (base unit + up to 8 add-ons)	16.30	16.30	-	
Connect : Additional Pendant	1.10	1.10	-	
Connect : Extra Charges : Damaged/Lost Equipment	Cost of item	Cost of item	-	
Connect : Extra Charges : Reassurance Visit (per visit)	25.50	25.50	-	
Connect : Extra Charges : Carer Support (per visit)	25.50	25.50	-	
Connect : Extra Charges : Client Support - Property (per visit)	25.50	25.50	-	
Connect : Extra Charges : Prescription collection (emergencies only)	5.10	5.10	-	
Connect : Extra Charges : Toilet Calls (per visit)	15.30	15.30	-	
Connect : Extra Charges : Telephone calls for Client (per call)	1.00	1.00	-	
Connect : Sheltered Out of Hours	4.00	4.00	-	
Connect : Sheltered - One off call for non-Out of Hours Client (per visit)	25.50	25.50	-	
Connect : Sheltered Housing : Fire Alarm Monitoring (non-council)	3.05	3.05	-	
Connect : Sheltered Housing : System Faults Monitoring Evening & Weekend (per call)	3.05	3.05	-	
Connect : Sheltered Housing : Building Repairs monitoring Evening & Weekend (per call)	3.05	3.05	-	
Connect : Sheltered Housing : Bank Holiday & Training day cover monitoring (per resident)	0.75	0.75	-	
Connect : Sheltered Housing : Bank Holiday & Training day cover response (per resident)	25.50	25.50	-	
Connect : Lone Working (non-social care services) Careium Abby (per unit per worker)	109.00	109.00	-	
Connect : Lone Working (non-social care services) : Monitoring & Sim card (per month)	7.65	7.65	-	
Connect : Lone Working (non-social care services) : Base Unit for building (monitor only) /wk.	6.65	6.65	-	
Connect : Non-Council Building alarms (per alarm)	3.05	3.05	-	
Connect : Schools Building alarms (per alarm)	3.05	3.05	-	
Social Worker Basic (per hour) - charges to Other Local Authority's for Out of Area Assessments	50.35	50.35	-	
Social Worker Complex (per hour) - charges to Other Local Authority's for Out of Area Assessments	66.80	66.80	-	
Estates Services				
Estates Team : Banking Fees (Residential) (savings £1000+) - per month	16.50	16.50	-	
Estates Team : Banking Fees (Community) (savings £1000+) - per month	21.50	21.50	-	
Estates Team : Funeral Admin fee	320.00	320.00	-	
Estates Team : Account closure fee	213.00	213.00	-	
Estates Team : Deputyship - Court Order Initial fee - statutory fees set by OPG	944.00	944.00	-	
Estates Team : Deputyship - Annual Report fee - statutory fees set by OPG	274.00	274.00	-	
Estates Team : Deputyship - Annual Management fee (Year 1 maximum) - statutory fees set by OPG	982.00	982.00	-	
Estates Team : Deputyship - Annual Management fee (Year 2 + maximum) - statutory fees set by OPG	824.00	824.00	-	
Estates Team : Deputyship - Annual Property Management fee - statutory fees set by OPG	380.00	380.00	-	

Note 1 : This has increased significantly as the activity base for council beds has reduced from 16 to 8

Note 2 : These rate have been previously been charged on an informal basis to increase revenue, formal approval to adopt these rates is sought