

**Manchester City Council
Report for Resolution**

Report to: Executive - 11 March 2020

Subject: Wythenshawe Hospital Campus Strategic Regeneration Framework

Report of: Strategic Director (Growth & Development)

Summary

This report sets out a proposed Strategic Regeneration Framework for the Wythenshawe Hospital Campus and its environs. The Manchester University NHS Foundation Trust have developed a draft Framework that seeks to support the development of the Hospital Campus as a sustainable health village over a 10 to 15 years period, enhancing the Hospital Campus site by diversifying uses to include complementary commercial, leisure and retail set within a high quality, greener public realm. These proposed outcomes are in line with the Council's existing Core Strategy policies for the Hospital and its environs. The final version of the Framework will be subject to Executive approval following public consultation.

Recommendations

The Executive is recommended to:

- 1) Endorse the Wythenshawe Hospital Campus Strategic Regeneration Framework in Annex 1 of this report as a basis for public consultation; and
 - 2) Request that a further report be brought back to the Executive following the public consultation exercise, summarising the consultation responses and any amendments that have been made to the Framework as a result, in advance of a final version of the Framework being approved by the Executive.
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Wards Affected: Baguley

Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city

Any development proposals for the Wythenshawe Hospital Campus site will contribute towards the city's ambition to be a zero-carbon city by 2038. Delivering net zero carbon ambitions are at the heart of the vision for the transformation of the Wythenshawe Hospital Campus and its environs.

Manchester Strategy outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The transformation of the Wythenshawe Hospital Campus and its environs will sustain and provide additional local employment opportunities as well as contributing towards a rise in productivity and pay in the local economy.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The development of Wythenshawe Hospital Campus and its environs will facilitate the continued economic growth and the prospects of attracting employers in key economic growth sectors. The phased transformation of the hospital site will provide a number of significant construction projects which will provide both training and employment opportunities for the local community.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The development of Wythenshawe Hospital Campus and its environs will create a new high quality environment and provide amenities and facilities that are accessible to the local community.
A liveable and low carbon city: a destination of choice to live, visit, work	The redevelopment of Wythenshawe Hospital Campus and its environs will help contribute a liveable and zero carbon city.
A connected city: world class infrastructure and connectivity to drive growth	The redevelopment of Wythenshawe Hospital Campus and its environs will contribute to the vibrancy and attractiveness of the area.

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences

None

Contact Officers:

Name: Eddie Smith
Position: Strategic Director, Growth & Development
Telephone: 0161 234 3030
E-mail: e.smith@manchester.gov.uk

Name: Julie Roscoe
Position: Director of Planning, Building Control & Licensing
Telephone: 0161 234 4552
E-mail: j.roscoe@manchester.gov.uk

Name: Fiona Ledden
Position: City Solicitor
Telephone: 0161 234 3057
Email: f.ledden@manchester.gov.uk

Name: Carol Culley
Position: Deputy Chief Executive & City Treasurer
Telephone: 0161 234 3406
Email: c.culley@manchester.gov.uk

Name: Bernie Enright
Position: Executive Director of Adult Social Services
Telephone: 0161 234 4314
Email: b.enright@manchester.gov.uk

Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

Climate Emergency Motion to Council, Executive, 24th July 2019

1.0 Introduction

- 1.1 This report seeks the Executive's endorsement of the Strategic Regeneration Framework for the Wythenshawe Hospital Campus and its environs for the purpose of then undertaking a public consultation exercise. The draft Framework envisages the development of the Wythenshawe Hospital Campus and its environs as a sustainable health village over a 10 to 15 years period, enhancing the Hospital whilst diversifying uses to include complementary commercial, leisure and retail set within a high quality, greener public realm. These proposed outcomes are in line with the Council's existing Core Strategy policies for the Hospital and its environs. The final version of the Regeneration Framework will be subject to Executive approval, following the public consultation exercise.

2.0 The Wythenshawe Hospital Campus: A Draft Regeneration Framework

- 2.1 Manchester University NHS Foundation Trust (MFT) have developed a draft Strategic Regeneration Framework for the transformation of the Wythenshawe Hospital Campus. This draft is in accordance with the existing Manchester Core Strategy Policy EC12 University Hospital South Manchester Strategic Employment Location. The strategy builds upon the opportunities presented by the existing strengths of the Hospital (as part of one of the largest life science clusters in the region) and those presented by the devolution of health and social care within Greater Manchester to significantly improve health outcomes for residents whilst reducing the barriers that poor health creates.
- 2.2 The draft Framework attached in Annex 1 of this report addresses the opportunities to deliver a range of economic, social and environmental benefits for local residents and across Greater Manchester, whilst also placing net zero carbon ambitions for the Campus at the heart of the strategy. Importantly, the masterplanning work and strategy has considered future changes in accessibility and transport, which may happen over the short, medium to long term including major investment in public transport and other strategic transport infrastructure that will enhance the accessibility of the Site, as well as opportunities for improved walking, cycling and other sustainable transport planning.
- 2.3 The following key objectives are at the forefront of the ambitions set out in the Wythenshawe Campus Strategic Regeneration Framework (SRF):
- To create an enhanced clinical environment that is in line with modern standards and deliver a hospital that is accessible and welcoming for patients and visitors.
 - To achieve net zero carbon development across the masterplan in line with the commitments of MFT, Bruntwood and Manchester City Council.
 - To deliver inclusive growth, ensuring that the local community derives maximum benefit from the investment into the Campus including through job creation, local employment and training opportunities.

- To support a masterplan that provides a range of employment, including jobs that could contribute towards a rise in productivity and pay in the foundational sectors of the economy, such as retail and social care.
- To create world class research facilities to support the work of clinicians and academics in keeping MFT at the forefront of innovative developments in healthcare.
- To ensure that MFT continues to attract the best people to work at the Wythenshawe Campus and to create a safe, efficient and stimulating work environment.
- To maximise the opportunities to develop MFT land for commercial uses which support the work of MFT.

2.4 Within the context of the existing Core Strategy planning policy for Manchester the Wythenshawe Hospital Campus represents a significant new opportunity to contribute towards the economic, social, environmental and health priorities for Greater Manchester, building on its significant advantages and future planning in respect of strategic transport connections and the wider sphere of influence. The draft Strategic Regeneration Framework identifies the following objectives.

Clinical Requirements

2.5 It is an opportunity to rationalise the existing facilities to enable the delivery of modern, efficient clinical facilities that incorporate the latest technology and are designed to meet the health and social care challenges of Greater Manchester, including the ageing population. In addition, there is an opportunity to co-locate these clinical facilities with a wider commercial Research and Development / Training offering that supports the continued success of Wythenshawe Hospital's clinical strengths and expertise.

De-centralising Non Acute Care

2.6 There is a clear recognition in the strategy of the GM Health & Social Care Partnership that too many people are treated in hospital when their care needs could be better met elsewhere. This places pressure on services, and is not cost efficient. In addition, it does not always deliver the best outcomes for patients.

2.7 The Wythenshawe Hospital Campus presents an opportunity to make provision for alternative models of care that could include step-down pathways for people with urgent care, rehabilitation and / or re-ablement needs, in a manner that will also contribute towards identified social objectives within existing local and national planning policy.

2.8 This may include a mix of longer-term accommodation as well as shorter-term apart-hotel style units, where patients can benefit from proximity to hospital care and easier access to home care by specialist clinicians and nursing staff.

- 2.9 Investing in this type of care, which is integrated within a hospital and research and development complex, is also in line with and supportive of Central Government's Industrial Strategies to address the challenges of an ageing population and also growing the med-tech sector.

A Sustainable Health Village

- 2.10 There is a prevention-focused approach to health and social care at Greater Manchester level, which is driven by primary care and an objective to integrate and lead a wider public service community-based model.
- 2.11 New models will look to expand the role of services like leisure and libraries, and to develop alternative community-based approaches.
- 2.12 Through the draft Framework there is an opportunity to create a sustainable health village, which incorporates a range of health and social infrastructure set within a green and welcoming environment that is more attractive to patients and the wider local community.
- 2.13 Bringing facilities together and making connections between social and medical support will help to encourage better health outcomes and strengthen communities, contributing towards established social objectives in existing local and national planning policy.
- 2.14 In delivering new development, there will be a focus on achieving Manchester Foundation Trust and Bruntwood's Net Zero Carbon commitment, in terms of construction, operation and management of buildings, and delivery of care making a clear contribution to the environmental objectives of local and national policy.

Research, Innovation and Education Skills Opportunities

- 2.15 Wythenshawe Hospital has a strong culture of clinical research in specialities including respiratory medicine, academic surgery, academic oncology, cardiology and cardiothoracic surgery and a series of medical specialities.
- 2.16 It has also confirmed that it will be a centre of excellence for heart and lung services and research within MFT.
- 2.17 The Manchester eco-system of healthcare R&D activity also has real strength in diagnostics and MFT has launched the Diagnostics and Technology Accelerator offering industry access to resources from informatics and imaging to genomics and pathology to enable rapid clinical implementation of new technologies in practice.
- 2.18 There is an opportunity to support the further growth in research innovation and implementation of new technologies through the rationalisation of the estate to enable delivery of new clinical facilities, co-location of commercial

R&D space and commercial training, education and potentially simulation facilities.

- 2.19 The Wythenshawe Hospital Campus could also provide space for new medical training facilities, which would act as a driver for academic activity, research and innovation; for example, this could include undergraduate medical facilities (of which there is currently a shortage in Manchester) and a facility for Nursing and Midwifery, where nurses are advanced clinical practitioners.
- 2.20 Such activity would contribute towards the delivery of established economic and social objectives within existing local and national planning policy.

Leveraging the Hospital's Strengths

- 2.21 There is a significant opportunity to leverage the Hospital's knowledge capital and research capabilities to deliver complementary, added-value economic growth through the masterplan, which in turn will contribute towards the continued success of the clinical facilities and delivery of the best health care outcomes.
- 2.22 In the context of the UK and regional market, there is a clear demand for further commercial life science space. The examples of clustering across the region demonstrate the need to cluster a range of companies working within a broad life science sector to create a unique selling point and a position on the national stage. The range of companies could include large internationals and small, local SMEs, a combination that could create value and give a location identity.
- 2.23 Co-locating a commercial cluster with the research and health innovation of an acute hospital gives Wythenshawe Hospital the potential to become the next life science R&D destination within Greater Manchester.
- 2.24 The existing clinical campus is unique. It sits within the Greater Manchester life science cluster, which itself is a strong pull for companies and is a region that competes directly with the golden triangle of Cambridge, Oxford and London. Added to this, the Hospital is an internationally renowned centre for respiratory and cardiac research and clinical services. These specialisms are a subsector of the life-science market and are a strong pull for companies. It is one of the reasons companies like Chiesi Ltd (a drug development company specialising in respiratory medicine) are located in the south Manchester area. However, there is currently insufficient and inadequate accommodation to attract more of these types of occupier.
- 2.25 Delivery of a cluster of strategically located, modern, flexible and appropriately serviced commercial buildings on a clinical campus serviced by an international airport will attract a range of international research and development companies specialising in such fields. In doing so Manchester's track record in fostering new ideas and growth will create the nurtured

environment needed to encourage spins outs and start-ups, meaning a fully integrated and collaborative business park for cardiac and respiratory companies will be created.

- 2.26 Further research into the Manchester market for life sciences space has proven that the anticipated demand for space across Greater Manchester will come from a broad range of users, but the key target areas include:
- Commercial R&D related to respiratory medicine research and clinical activity.
 - Commercial R&D related to cardiac research and clinical activity.
 - R&D activity related to diagnostics and devices across the range of clinical activity at Wythenshawe Hospital Campus.
 - Training facilities for devices and surgical equipment companies.
 - Requirements from businesses where there is an element of light manufacturing/prototyping space, which would be lower specification than space provided elsewhere in Manchester for the sector, and where the agglomeration benefits of proximity to the Wythenshawe Campus is identified as being important to the occupier operational requirements.
- 2.27 Across MFT there is a range of existing relationships and collaborations including with pharmaceutical companies, multi-national medical technology companies and other technology firms that could provide a demand base for new commercial floorspace within the masterplan.
- 2.28 Demand is anticipated for multi-occupancy buildings of modest scale, which are an important part of the eco-system on this type of campus, together with a product that has the flexibility to provide some smaller suites of circa 1,000 sq.ft. to enable small developing companies to utilise the infrastructure in their early stage development.

Key Worker Accommodation

- 2.29 Key worker accommodation in close proximity to the Wythenshawe Hospital Campus will play an important role in attracting and retaining talent, including medical staff and those undertaking research and development.
- 2.30 Whilst there is an existing supply of rental key worker accommodation locally to the site (primarily in apartments), the provision is limited and it is considered that there is scope for further accommodation that would meet both demand from existing clinical staff and future employment growth generated by the proposed commercial uses.
- 2.31 By incorporating this type of accommodation within the Campus, it could contribute towards delivery of affordable housing and diversification of the housing market as well as creating the opportunity for more staff to live within walking or cycling distance of the site, thereby making a contribution towards the achievement of identified economic, social and environmental objectives within existing local and national planning policy.

3.0 Next steps

- 3.1 Subject to the Executive's approval, the intention is that the draft Framework will be the subject of a public consultation exercise that will take place between March and June 2020 involving landowners, local residents, businesses, developers, statutory and non-statutory bodies and other local stakeholders. Feedback will be gathered to help refine and finalise the Framework.
- 3.2 Once the representations have been assessed, a final version of the Framework, incorporating any necessary amendments, will be brought back to a future meeting of the Executive for consideration and approval.

4.0 Concluding Remarks

- 4.1 The benefits to be secured for Wythenshawe, Manchester and Greater Manchester that arise from the proposals set out in the draft Framework for the Wythenshawe Hospital Campus and its environs are potentially very significant. New employment and apprenticeship opportunities, new amenities, new health and social care facilities and services along with a very clear commitment to securing zero carbon outcomes that should arise from the proposals to remodel the Hospital estate are to be welcomed. Other proposals contained in the draft Framework will support a continued strengthening of Greater Manchester's position as a leader in clinical research and innovation particularly in respect of heart and lung services and the commercialisation of research that attracts companies and employers in Manchester's key growth sectors. The economic growth and employment that should flow from the realisation of these opportunities is similarly to be welcomed.

5.0 Contributing to the Manchester Strategy

(a) A thriving and sustainable city

- 5.1 The transformation of the Wythenshawe Hospital Campus and its environs will sustain and provide additional local employment opportunities as well as contributing towards a rise in productivity and pay in the local economy.

(b) A highly skilled city

- 5.2 The development of Wythenshawe Hospital Campus and its environs will facilitate the continued economic growth and the prospects of attracting employers in key economic growth sectors. The phased transformation of the hospital site will provide a number of significant construction projects which will provide both training and employment opportunities for the local community.

(c) A progressive and equitable city

- 5.3 The development of Wythenshawe Hospital Campus and its environs will create a new high quality environment and provide amenities and facilities that are accessible to the local community.

(d) A liveable and low carbon city

- 5.4 The redevelopment of Wythenshawe Hospital Campus and its environs will help contribute a liveable and zero carbon city.

(e) A connected city

- 5.5 The redevelopment of Wythenshawe Hospital Campus and its environs will contribute to the vibrancy and attractiveness of the area.

6.0 Key Policies and Considerations

(a) Equal Opportunities

- 6.1 The draft Wythenshawe Hospital Strategic Regeneration Framework will be consulted on with a wide range of stakeholders, enabling all interested parties to engage in the process.

(b) Risk Management

- 6.2 None directly.

(c) Legal Considerations

- 6.3 The draft Framework, if endorsed by the Executive, will be subject to public consultation. The Executive will then receive a final version of the draft Framework which will consider the responses raised. Ultimately, if the document is approved following the public consultation, it will become a material consideration for the Council in determining planning applications as the local planning authority.