

# **The North Manchester Strategy**

**Civic regeneration through investment and innovation in  
Healthcare and Housing**

**Executive Summary**

**December 2021**

**Final version**

### 1. Introduction

This document is a summary of *The North Manchester Strategy: Civic regeneration through investment and innovation in Healthcare and Housing*. The full strategy document was developed between July and October 2021 and was formally approved by the North Manchester Strategic Board on 1 November 2021. The organisations involved in developing the strategy include Manchester City Council (MCC), Manchester Local Care Organisation (MLCO), Manchester Health and Care Commissioning (MHCC), Greater Manchester Mental Health NHS Foundation Trust (GMMH), and Manchester University NHS Foundation Trust (MFT).

The North Manchester Strategy sets out the shared ambition of the key partner organisations in Manchester to deliver much-needed investment in North Manchester, and to use this as a stimulus to drive economic regeneration and improved health and wellbeing for the local population. Importantly, these benefits will reach beyond the city boundaries into the neighbouring areas of Heywood, Middleton, Rochdale, Bury, Oldham and Salford.

The strategy brings together three significant investment opportunities:

- The reprovision of Park House mental health inpatient unit on the North Manchester General Hospital (NMGH) site.
- The redevelopment of the NMGH site, encompassing a redesigned and substantially rebuilt hospital; Wellbeing and Education Hubs; a 'Healthy Neighbourhood' with residential and commercial space; and a Village Green.
- The development of 15,000 new homes (20% affordable), improved connectivity and amenities at Victoria North.

- **Challenges to address**

There are many challenged communities in Manchester and Greater Manchester but North Manchester and the surrounding areas in the north of Greater Manchester have some important characteristics that require a specific strategic response.

Whilst Manchester as a whole has seen significant economic growth over the past 20 years, North Manchester has not been connected to this transformation as much as other areas, and so has not experienced the benefits of regeneration.

Despite a long history of community and industry, and the pride people feel in their communities, the local population in North Manchester consistently experiences some of the worst health outcomes and highest levels of deprivation in England:

- In the Index of Multiple Deprivation, most areas in North Manchester are routinely in the most deprived 10% in England.
- Rates of preventable deaths from respiratory disease, cardiovascular disease and cancer; and premature mortality in people with severe mental illness are amongst the worst in the country.
- Men and women in North Manchester can expect to live nine fewer years in good health than the England average.

The Covid-19 pandemic has highlighted and exacerbated inequalities, particularly for people from Black, Asian and Minority Ethnic (BAME) groups, disabled people, older people, children and young people, women, and those living on low incomes. There have been disparities in the risks of illness and death from Covid-19 itself – with mortality in Greater Manchester 25% higher than in the rest of England – and in the socio-economic impacts of the response to the pandemic (e.g. the effect of lockdown on local employment). For North Manchester as a place with high levels of ill health and disability, high socio-economic disadvantage, and a diverse population (particularly in relation to ethnicity and age), the consequences are profound.

Healthcare services also have a major challenge to deal with in recovering from the effects of the Covid-19 pandemic, including restoration of services; managing waiting lists; adapting to on-going endemic Covid-19 illness in the community; and supporting a growing group of people who have longer-term health problems following Covid-19.

It is important to recognise that critical elements of infrastructure in North Manchester have experienced systematic under-investment over many decades, limiting how effectively local health and care needs can be addressed. In particular:

- Inpatient care in the Park House mental health facility is largely provided in dormitory wards that provide a suboptimal care environment and are not compliant with national standards.
- NMGH still provides much of the care for local communities from Victorian buildings which are in an advanced stage of dilapidation, not capable of being brought up to an acceptable standard for modern healthcare, and not suitable for models of service focused on providing care closer to home.
- Overall, the health and care capacity is skewed towards traditional inpatient facilities and care homes. There is a lack of appropriate capacity for primary / community services, integrated care, supported living / extra care residential space, and facilities for Voluntary, Community and Social Enterprise (VCSE) organisations.
- Historic underinvestment in informatics means that health and care systems are not able to capitalise on the opportunities that are emerging for digital technologies and data to improve care and outcomes.
- Lack of investment in housing stock means that too many people are living in poor quality accommodation that is not energy efficient and may be contributing to health problems, and in neighbourhoods that do not contribute positively to residents' wellbeing.

Importantly, North Manchester currently has no other major economic players outside the health service and the local authority. For example, there are no other enterprises employing more than 200 people. As such, these entities and their partners must function as the “Anchor” institutions for the locality.

- **Strengths to build on**

It is in seeking to address these challenges that the Manchester partners have developed the North Manchester Strategy. In progressing this work, it has been recognised that there are a number of important strengths which can be built on.

At the present time there is a set of investment opportunities in North Manchester which have the potential to create powerful positive synergies. The Victoria North residential development has commenced and is expected to underpin major inward investment into the local area over

an extended period; the NMGH site redevelopment has received significant enabling monies and the business case for the comprehensive renewal and restructuring of the site is currently being reviewed; and the capital to fund the New Park House scheme at NMGH has recently been approved and construction will begin next year.

North Manchester also has a very important asset in its diverse, vibrant and growing population, which possesses enormous potential to take advantage of increased opportunities for education, training, improved lifestyles and greater economic activity.

At a national level, the government has set out a clear policy agenda around “levelling up” which seeks to address the needs of places like North Manchester and surrounding areas: Manchester and Greater Manchester have a strong track record of working constructively with central government to deliver regeneration and there is clear potential to develop a creative partnership approach.

Finally, local partner organisations have well established and effective mechanisms for working together, and a strong commitment to seeking improvement and regeneration in North Manchester. This is evidenced from the original North Manchester Proposition (2019) through to the development of this document, which is referenced explicitly in the priorities of the Manchester Partnership Board through the Manchester Locality Plan. At the same time, work on developing MLCO, on transferring NMGH into MFT, and on bringing Northwards Housing back into MCC has minimised many of the previous barriers to collaboration and integration.

The objective of the North Manchester Strategy is to build on existing strengths and new opportunities to address historic challenges in North Manchester and the surrounding areas, and so ensure that the life chances of local people are levelled up in terms of health, wellbeing and prosperity.

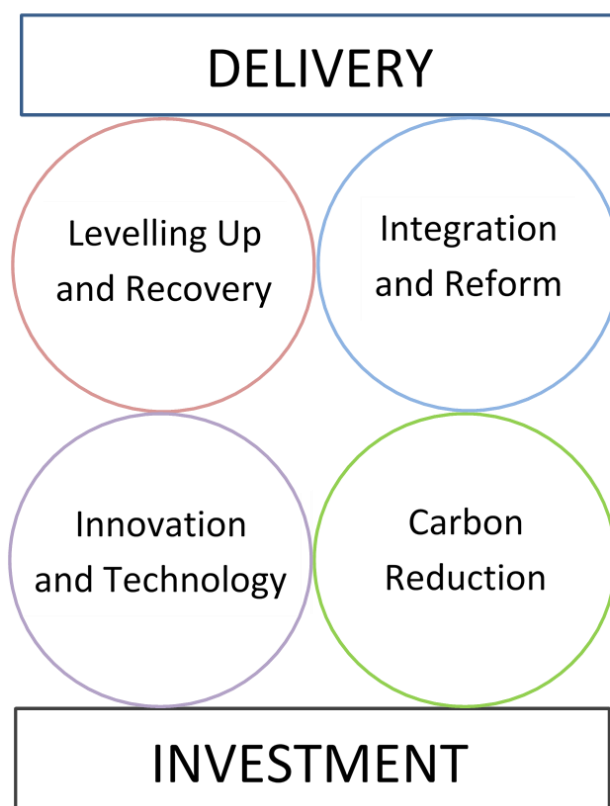
- **Getting the right approach**

The approach taken in the North Manchester Strategy focuses on four key areas for action:

- Levelling up and recovery.
- Integration and reform.
- Innovation and technology.
- Carbon reduction.

The strategy has a long-term timeframe, which seeks to build on the convergence of the planned major investments over five to fifteen years, working through the four key policy themes, and capitalising on Manchester’s proven ability to deliver regenerative change. Implemented with confidence and conviction, the strategy will optimise early opportunities that can then become the sustained benefits that transform the future of North Manchester and the north of Greater Manchester in the medium and long term.

## North Manchester Strategy



These building blocks are mutually supportive and interdependent, and each is essential to the overall strategic approach. More details on the key elements of the strategy are given in the following sections.

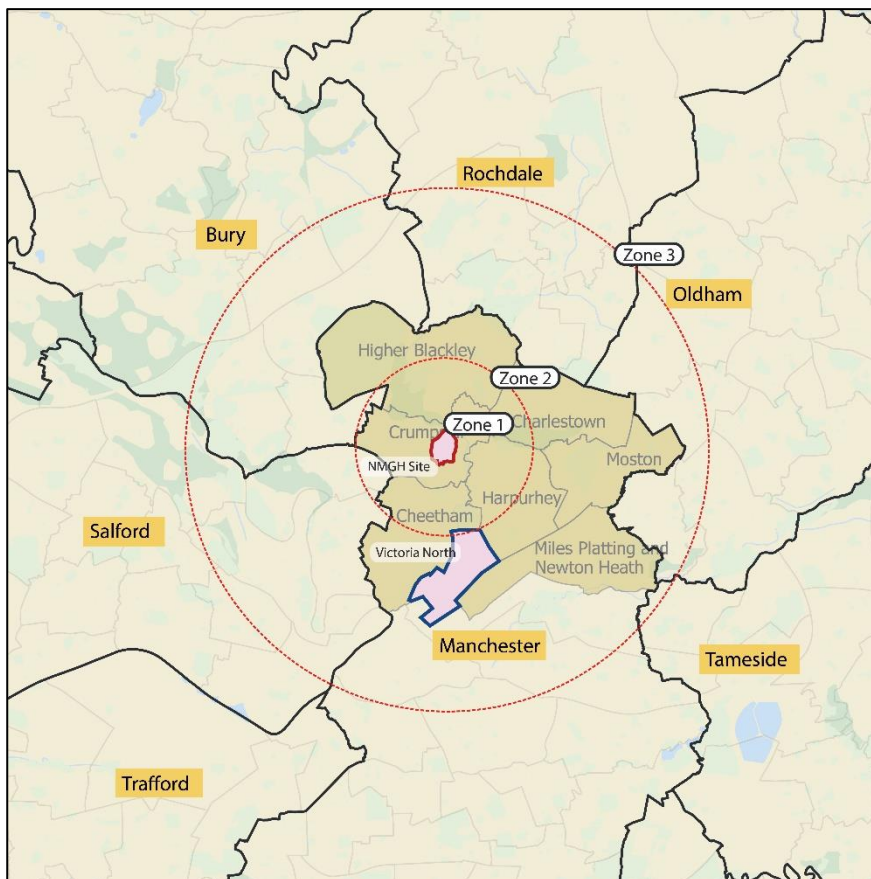
The North Manchester Strategy is intended to have wide-ranging benefits from improving healthcare, to strengthening communities, connecting local people to the benefits of enhanced economic activity, and addressing the wider determinants of health. These are set out in the North Manchester Social Benefits Framework and focus on:

- Education, employment and skills: supporting young people's work readiness and reducing the rates of young people who are not in education, employment or training; maximising new job creation and supporting residents into these opportunities.
- Health and wellbeing: improving physical and mental health outcomes and ensuring good access to integrated health and care services.
- Community resilience: developing a VCSE ecosystem that reflects the needs of North Manchester, makes a positive contribution, and retains money in the local economy.
- Digital: Ensuring that North Manchester is digitally inclusive, with better digital infrastructure, access to digital technology, and strong digital skills.
- Zero carbon: North Manchester projects to result in the city's first low / zero carbon communities / neighbourhood / hospital.

These benefits are likely to have a differential impact on different communities and localities. The strategy has been designed to operate at three main geographical levels:

- The redeveloped NMGH health and care campus will provide specific benefits for people living in the proposed new Healthy Neighbourhood and for those working in the new facilities.
- For communities living in the local neighbourhoods, in addition to ensuring high quality integrated health and social care, the redevelopment of the NMGH site and the wider strategy will bring benefits by optimising the relationship between the campus and the rest of the locality, including Crumpsall Park, the Abraham Moss Centre, local residential areas and the shops and other amenities in and around Cheetham Hill Road and Rochdale Road.
- The wider catchment area brings together the healthcare infrastructure developments on the NMGH site and the residential investment in Victoria North, and takes account of the importance of NMGH for surrounding boroughs. For towns such as Middleton (in Rochdale) and Prestwich (in Bury), NMGH is the community's local general hospital, and many NMGH staff also live in these areas. The economic and social value benefits described in the strategy (including training and employment opportunities) can be best understood in relation to this wider geography.

These geographies are illustrated in the image below (source: Sheppard Robson).



- Zone 1: NMGH health campus
- Zone 2: immediate surrounding wards
- Zone 3: the wider geography across the north of the conurbation, including communities in surrounding boroughs

### 2. Investment

The planned major capital investments are the foundation of the North Manchester Strategy. The NHS and the local authority are the only major economic players in North Manchester and healthcare and housing investment is effectively the only route to improving infrastructure and catalysing broader economic regeneration and community development of the scale required to level up health and economic outcomes and address longstanding socio-economic inequalities in North Manchester and the surrounding towns. To this end, the North Manchester Strategy seeks to align the three major developments in the north of the city.

- **New Park House**

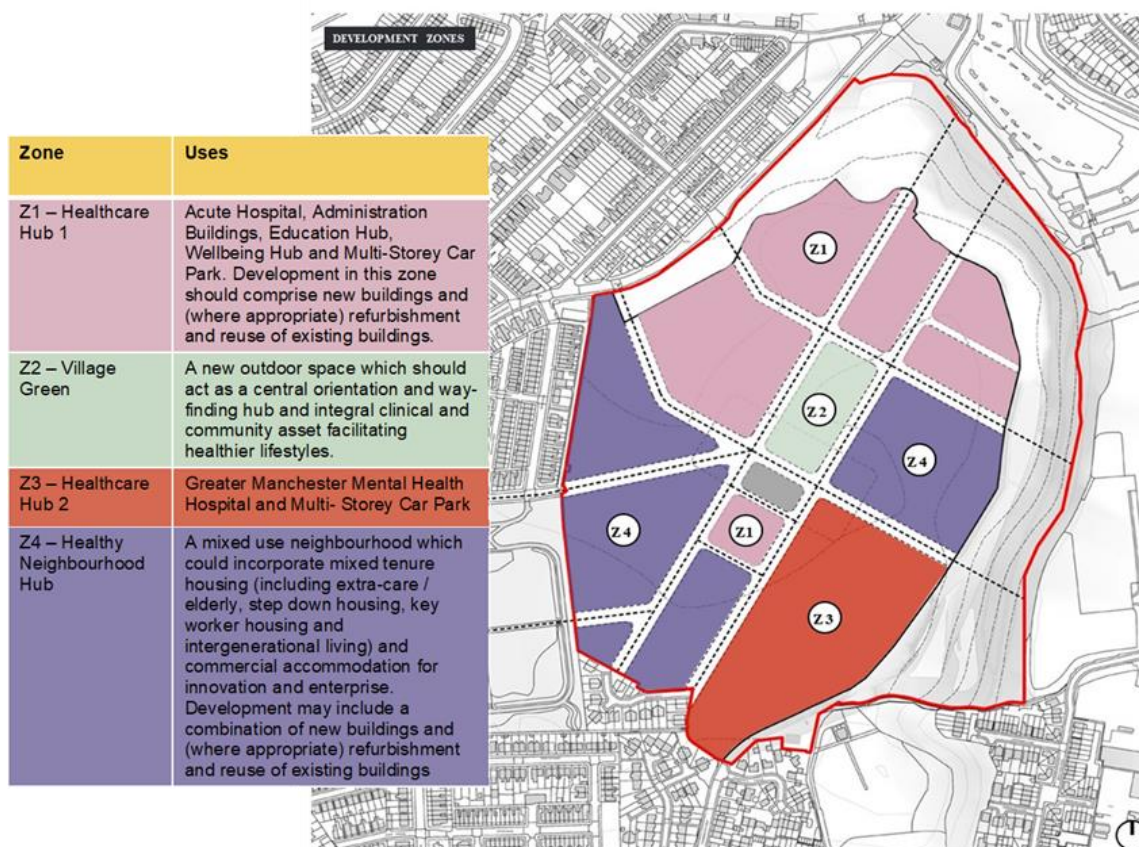
The new state-of-the-art unit will see a great improvement to patient experience, with spacious single bedrooms each with private en-suite bathrooms, a variety of indoor activity areas, and multiple outside garden spaces. The modern facilities will utilise the latest technology and therapeutic design, to ensure an environment that is both conducive to recovery and pleasant to live in, work at and visit.

The development was formally approved by Treasury on 11 November 2021. Enabling works are already proceeding on site, and the construction programme will commence in April 2022. The total overall investment is £105.9m, and the new facility is scheduled to be operational in Q2 2024.

- **NMGH site redevelopment**

This programme encompasses the redevelopment of the hospital and the creation of integrated health and social care facilities alongside high-quality new homes, access to better education and training and inviting public spaces which support wellbeing. As the illustration shows, this civic campus will provide a focal point for the community and will include:

- A redesigned hospital providing modern best-in class facilities that will embrace new technologies and innovation.
- A Wellbeing Hub delivering integrated community-based care and wellbeing services that will impact on the factors that determine health.
- An Education Hub at the heart of the site providing education and learning opportunities for healthcare staff and the local community.
- The creation of a Healthy Neighbourhood combining residential and commercial space with a focus on healthy ageing, flexible accommodation, and training and education to meet the needs of the local community.
- A new Village Green for use by patients, residents and staff that will serve as the spatial and psychological focus of the site.



The Outline Business Cases for the redevelopment of the site and associated digital investment seek a combined funding package of £768.2m. These were submitted in January 2021 to the national New Hospitals Programme and are awaiting approval. In the meantime, the Strategic Regeneration Framework for the site has been approved and enabling funding to the value of £69.7m has been secured and is being deployed on decanting and site preparation works.

- **Victoria North**

The Victoria North development strategy encompasses 15,000 new homes (20% affordable) across seven new and improved sustainable, healthy and connected neighbourhoods in 155 hectares of land north of Manchester city centre in the coming two decades, along with improved connectivity and amenities including a city river park. Over a strategic timescale, it is expected that the programme will have a value of more than £4bn. Manchester City Council in partnership with commercial partners Far East Consortium (FEC) have secured £51.6m investment from the Housing Infrastructure Fund to facilitate the initial phases of the programme, and the first development (Victoria Riverside) has now commenced.

The figure below shows the relationship between the three major investments over the strategic timescale.



**Major Investments in North Manchester**

Project	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035
Victoria North	Strategic redevelopment and construction														
New Park House		Construction													
NMGH Redevelopment		Enabling			Construction*										

\* Subject to business case approval

**3. Levelling up and recovery**

The North Manchester Strategy presents the opportunity to improve the experience of living and working in North Manchester by bringing health outcomes, economic opportunities and life chances up to the levels experienced more broadly across the city, keeping pace with the conurbation as it recovers from Covid-19 and continues its journey of growth and development.

- Levelling up health and healthcare**

The North Manchester Strategy pursues a unique opportunity to develop place-based, integrated health, care and wellbeing services to meet the needs of its local communities. This encompasses the new acute hospital; the new mental health hospital; the existing Crumpsall Vale intermediate care facility; the new Wellbeing Hub; and new therapeutic green spaces. Together, these facilities will enable the delivery of ambitious, best-practice, multi-disciplinary care.

In parallel with improvements to service, a new model of care will be developed which focuses on prevention, keeping people well and getting people back to health, restoring independence and helping to get people back into employment quicker. At the heart of this are proposals for a Wellbeing Hub on the NMGH campus focused on health and wellbeing and the wider determinants of health.

- Levelling up housing**

The Victoria North development will radically improve access to good quality, affordable housing in North Manchester, regenerating some of the most deprived communities in the city and creating more attractive neighbourhoods of choice. At the same time, the Healthy Neighbourhood on the NMGH site will provide a variety of extra care or supported living environments, alongside affordable and market rate accommodation in a multi-generational, age-friendly community. The lives of residents in existing social housing stock will also be

improved through an extensive retro-fitting programme to improve environmental performance.

As well as delivering homes that provide safe, secure places for individuals and families to live, thrive and grow old in, and avoiding the negative effects of poor housing on health, these initiatives will regenerate key areas within North Manchester, providing a much improved living environment and public realm.

The approach encompasses further work on developing transport links, planning education and healthcare provision for new and growing communities, and creating new green and blue infrastructure connecting the development areas.

- **Levelling up employment and training**

Economic inclusion is a crucial cornerstone to effect long term, sustainable change in health and wellbeing. Through the implementation of the North Manchester Strategy, people who live and work in North Manchester and the north of Greater Manchester will have access to new education and training opportunities and routes into more rewarding and better paid work suited to their needs. Partners are committed to working with local communities to maximise their work readiness and access to high quality employment opportunities.

Activities highlighted in the strategy include prioritising local recruitment, improving work readiness through the delivery of employability programmes, providing more internships and apprenticeships, and working with local schools and colleges to raise aspirations for local young people. In essence widening participation and capitalising on the role of the NHS as an anchor institution.

A North Manchester Social Benefits Framework has been developed, and this will support the overall approach on levelling up. As part of this, all key organisations and supply chain partners are being asked to commit to the North Manchester Social Value Charter.

## 4. Integration and reform

Manchester and Greater Manchester have been leading the national agenda on system-wide working and service integration for many years, but there is still more progress to be made. The North Manchester Strategy pursues several integration and public service reform themes, and focuses particularly on transformation of services, workforce and systems.

- **Service transformation**

This area of work is focused on identified priority service areas for North Manchester, including:

- The first 1,000 days of life and early years.
- Cardiovascular Disease, Respiratory Disease and Cancer.
- Mental health.
- Frailty.
- Outpatient reform.
- Alternatives to A&E.

The work aims to reduce variation, improve equity of access, ensure services are provided close to home, and enable people to live well at home. Emerging themes from this on-going work include identification of:

- Areas where more progress is needed locally – e.g. the development of prehabilitation / rehabilitation community models.
- Areas where there are issues around interfaces and / or gaps between organisations – e.g. around care home provision.
- Services for groups and communities which are currently underserved by the existing health and care system – e.g. transient and vulnerable communities.

### • **Workforce transformation**

The workforce transformation approach within the strategy includes thinking on the development of new health and care roles (particularly in the context of digital technology deployment and service integration), optimising employment opportunities for local people, progressing future workforce planning, and supporting and developing current staff. It is recognised that there are further benefits to be gained from the partner organisations working together more closely on developing novel roles and aligning approaches to workforce planning: going forward, it is important that a credible collaborative approach is adopted to ensure the synergies are exploited and roles that operate across organisational boundaries are effectively planned and provide access to good employment and career progression.

### • **System transformation**

The strategy recognises that much has already been done to optimise the provider structure in Manchester, and we now benefit from effective single provider functions for local and specialist hospital care (MFT), community / primary / social care (MLCO), and mental health services (GMMH). The challenge is to utilise these structures to deliver greater benefits for patients and local communities, including:

- A consistent level of specialist expertise across all of the city's hospitals.
- Increased resilience in hospital care through the operation of Trust-wide services and use of capacity across the city.
- Whole-system pathway design and delivery with a particular focus on transitions of care between community and hospital settings and services tailored to neighbourhood need.
- The electronic integration of care records to aid the quality and efficiency of care.

Our health and care joint working arrangements remain strong, with the ambitions of the North Manchester Strategy being aligned to the Manchester Locality Plan and the Our Manchester Strategy, and featuring explicitly in two of the Manchester Partnership Board's eight priorities:

- Using health infrastructure developments as a driver of economic regeneration.
- Major transformation programmes, such as the North Manchester Strategy, as game changers for how health, care and the wider public sector deliver within a place.

Furthermore, the strategy has a vital role to play in the Manchester Partnership Board's aim to tackle inequalities within the city, based upon geography, deprivation and protected characteristics; by focusing efforts and resources on one of the city's most disadvantaged areas.

The approaches set out in the North Manchester Strategy, supported by the planned investments, offer the opportunity to deliver significant benefits through the radical transformation of how services are organised and delivered, and how staff are deployed.

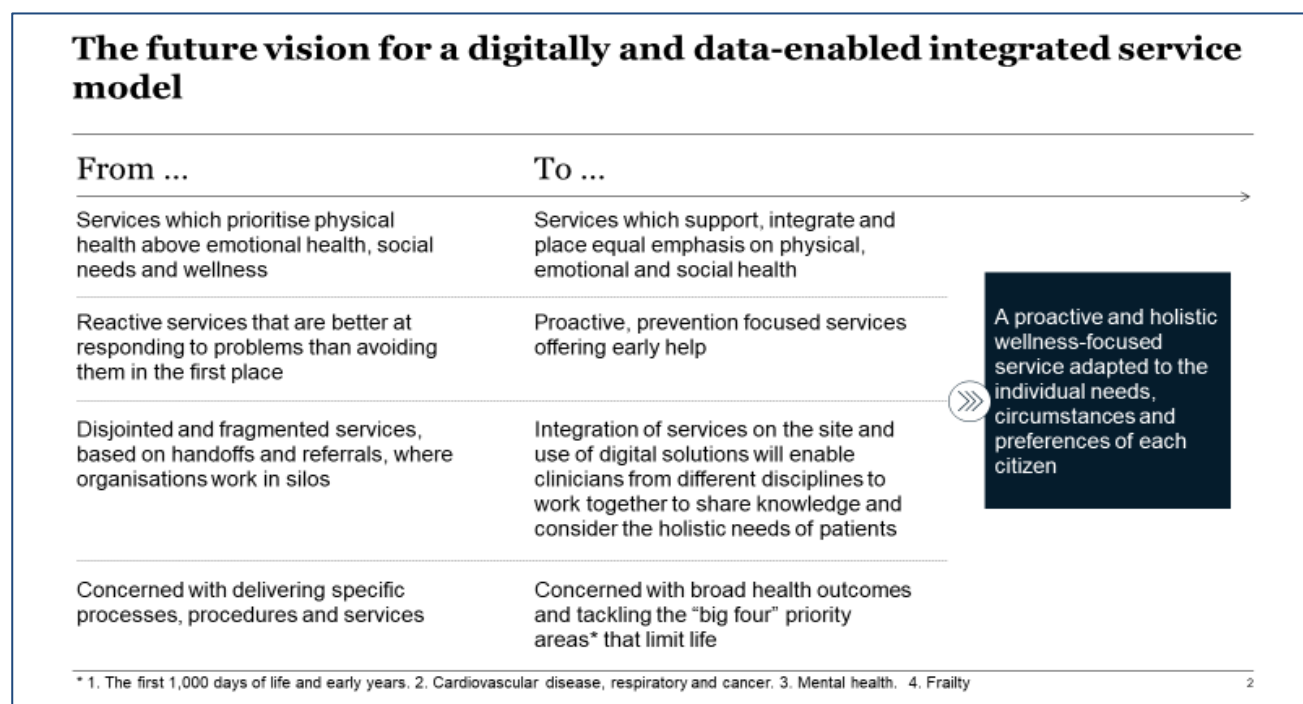
## 5. Innovation and technology

- **Digital and technology innovation**

Innovation and the deployment of novel technologies will be at the centre of the approaches adopted in the North Manchester Strategy. Digital technologies will be deployed in an increasingly wide variety of settings and scenarios. In the context of the development of the NMGH site, the Healthy Neighbourhood will have a particularly strong emphasis on innovation.

Underpinning the new model of care delivered from the North Manchester site will be the thoughtful application of digital technology and better use of data. Embedded from the outset, digital technology and enhanced use of data will support service integration and inclusion and will drive the reduction of health inequalities. North Manchester will be at the forefront of Greater Manchester’s ambition to be an international centre of excellence for digital innovation and it will become a blueprint for whole system digital transformation for the wider NHS.

These ambitions will be delivered across the full landscape of health and care, social services, community services, and into people’s homes and daily lives. This will enable more person- and wellness-focused care, extending the reach and impact of services whilst empowering people and better meeting their needs. At the same time, digital innovation will contribute to improved productivity in the way services are provided. The shift towards proactive, wellness-centred care is illustrated below.



### • System innovation – the Healthy Neighbourhood

The plan to establish a Healthy Neighbourhood as part of the NMGH site redevelopment represents a key opportunity to innovate in housing, in supported living, in community development, in commerce, in technology, and in the way the whole health and care system operates – all in the context of an overarching focus on healthy ageing.

The master plan for NMGH identifies areas that can be released on the western edge of the site, contiguous with Crumpsall Park and local residential accommodation, and on the eastern perimeter overlooking the Irk Valley. This space has great potential to facilitate innovation in several fields that would help address the major challenges in North Manchester. As such, the rationale for the utilisation of this space has been focused on optimising its contribution to innovative thinking in:

- Transforming the local health and care system, particularly through the creation of a Wellbeing Hub.
- Improving access to good quality affordable housing, including addressing supported living needs.
- Creating commercial opportunities and fostering economic regeneration, including the development of an International Centre for Action on Healthy Ageing.
- Enhancing education, training and access to work.
- Developing community infrastructure and organisations.

The illustration below (source: Pozzoni) shows how the Healthy Neighbourhood will be an integrated part of the NMGH campus, whilst functioning as a crucial interface between the health and care facilities and the neighbouring locality.

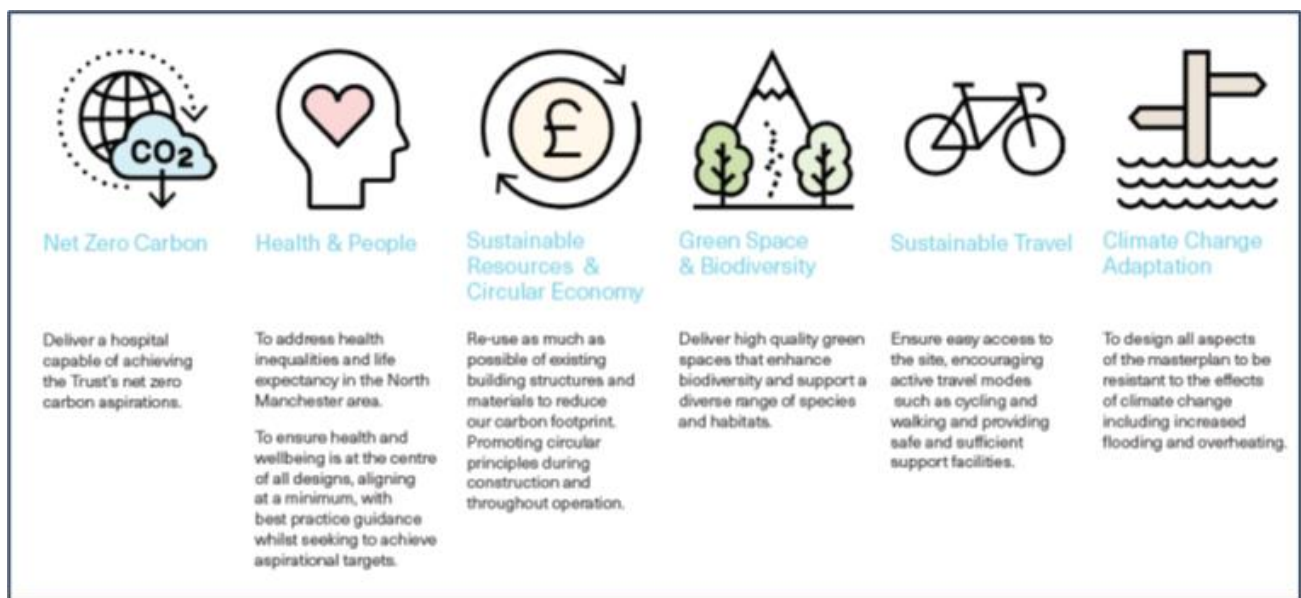


## 6. Carbon reduction

Manchester City Council declared a climate emergency in July 2019, setting a target to be carbon neutral with an aspiration of making Manchester a zero carbon city by 2038. To achieve this, Greater Manchester's Plan for Homes, Jobs and the Environment specifies that all new developments are to be net zero carbon by 2028 and are to keep fossil fuels in the ground i.e. no gas combustion. This was shortly followed by a climate emergency declaration from the NHS Trusts in Greater Manchester in August 2019. The global significance of addressing the climate emergency was reinforced at the COP26 Climate Summit in 2021.

The redevelopment of the NMGH site with both the MFT and GMMH developments, alongside the Victoria North programme represents the greatest opportunity for North Manchester to significantly contribute to net zero aspirations and align with the best practice guidance by industry bodies. These challenging targets have been captured in the NMGH Sustainable Placemaking Strategy which was endorsed as part of the NMGH Strategic Regeneration Framework in March 2021. As illustrated below, the strategy is built around the following six key themes:

- Net zero carbon.
- Health and People.
- Sustainable resources and circular economy.
- Green Space and biodiversity.
- Sustainable travel.
- Climate change adaptation.



### 7. Delivery

The communities of North Manchester and surrounding areas experience significant disadvantage in several ways, but particularly in respect of health and wellbeing. The effects of long-term underinvestment are evident. When the Covid-19 pandemic began, many people in North Manchester were already unusually vulnerable, and this has resulted in the pre-existing disadvantage being exacerbated, and pressures on health, care and wider public services being amplified. There are four factors which are now creating a once in a generation opportunity to turn around the fortunes of communities in and around North Manchester:

- Opportunities to secure major investment in healthcare and housing have been identified and are in the process of being secured.
- Health service and local authority partners in Manchester have developed a shared agenda to optimise the beneficial impact of investment in the north of the city and surrounding areas, to achieve civic regeneration and growth.
- The government has made commitments to its Levelling Up agenda, and the focus in local plans is on North Manchester.
- The potential of the vibrant and diverse communities in North Manchester is waiting to be realised.

The work that has been done so far has been supported partly by contributions in kind from partner organisations, and partly by one-off funding sources that have been available in 2020/21 and 2021/22. There is on-going commitment to make contributions in kind, and discussions are continuing around resourcing for the North Manchester programme management function, to ensure that momentum is maintained in taking forward the North Manchester Strategy.

### 8. Next steps

Key next steps in the development and deployment of the North Manchester Strategy include:

- Maintaining effective mechanisms, within Manchester, and in discussion with external decision-makers, to ensure delivery of the three major health and housing investment programmes at the planned scale and timing.
- Continuing to enhance the partnership working that supports the strategy, with the contributions of the supporting programmes organised around the four key policy imperatives of:
  - Levelling up outcomes and recovering from the pandemic.
  - Integration and public service reform.
  - Innovation and technology.
  - Carbon reduction and a green recovery.
- Developing better connected work on:
  - Education / skills.
  - Service transformation.
  - Workforce transformation.
  - Digital (particularly digital inclusion).
- Considering the most appropriate mechanism and timing to carry forward the Placemaking Partnership work.
- Maintaining a keen focus on addressing inequalities and disparities in outcomes.
- Extending involvement and engagement activities with the VCSE sector, patient and public fora, neighbouring boroughs, the local community, and a broader range of partner organisations (including housing, academic, industrial / commercial and technology partners).
- Progressing the Social Benefits Framework and the Social Value agenda, including the development of Anchor strategies and social / economic inclusion.
- Ensuring effective deployment of any bespoke funding that becomes available in the short- to medium- term (e.g. Innovation Deal monies).
- Seeking opportunities to secure resourcing for those elements of the North Manchester Strategy that do not yet have a funding stream.
- Developing and maturing discussions between partner organisations about how to resource effective programme management arrangements for the North Manchester Strategy going forwards.

Although the current challenges are significant, this strategy attempts to demonstrate the potential for optimism about the future, if an effective and consistent approach is agreed and maintained between all parties.