

Manchester City Council Report for Information

Report to: Health Scrutiny Committee – 11 January 2023

Subject: Health Infrastructure Developments in Manchester

Report of: Interim Deputy Place Based Lead (Manchester)
NHS Greater Manchester Integrated Care

Director of Strategic Projects
Manchester University NHS Foundation Trust

Director of Finance, IM&T and Estates
Greater Manchester Mental Health NHS Foundation Trust

Summary

The report provides an overview of the key health infrastructure developments in Manchester. It covers:

- The Wythenshawe Hospital master plan
- The developments encompassed under the umbrella of the North Manchester Strategy. These include the redevelopment of the North Manchester General Hospital site and the re-provision of the Park House mental health facility
- Key developments in primary care and community estates in the city

Recommendations

The Committee is recommended to consider and comment on the information in the report.

Wards Affected: All

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

Health infrastructure investments have an important contribution to make to the city's zero-carbon target, through sustainable design and development methods and sustainable placemaking strategies.

Equality, Diversity and Inclusion - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments

Health infrastructure developments have an important role to play in improving quality, access and experience for service users – particularly where there are existing inequalities – and in driving wider economic and social benefits, reflecting the role of health and care organisations as Anchor institutions in their communities. The developments outlined in this paper vary in scale and timetable for delivery, but they

are all subject to assessment of equality impact. For some of the larger developments, this will take the form of multiple assessments and engagement with multiple community stakeholders, reflecting the many component parts of the plans.

Manchester Strategy outcomes	Summary of how this report aligns to the OMS/Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Health and care organisations, as Anchor institutions in their local communities, have a role to play in supporting employment and an inclusive economy in the city. Health infrastructure developments present opportunities to drive social value and wider economic benefit for the local area, both during the construction of new facilities and in promoting local recruitment into health and care services.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Health and care organisations, as Anchor institutions in their local communities, have a role to play in supporting employment and an inclusive economy in the city. Health infrastructure developments present opportunities to drive social value and wider economic benefit for the local area, both during the construction of new facilities and in promoting local recruitment into health and care services.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	In addition to promoting inclusive economic benefits (see above), the health infrastructure developments will improve health and care facilities and wider social assets and amenities; enable service integration; and support partners to work with communities to progress prevention and early intervention, thus contributing to improved experiences and outcomes.
A liveable and low carbon city: a destination of choice to live, visit, work	The health infrastructure investments have an important contribution to make to the city's zero carbon target and sustainable placemaking.
A connected city: world class infrastructure and connectivity to drive growth	The planned developments would bring significant capital investment and infrastructure improvements – both in facilities and digital capabilities – to the city.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

Revenue financing and affordability are central to any health infrastructure (capital) development and form a key part of the programmes to deliver the developments outlined in this report.

Financial Consequences – Capital

The report provides an overview of progress of key health infrastructure (capital) developments in the city.

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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.

Wythenshawe Hospital Campus Strategic Regeneration Framework – Economy Scrutiny Committee 11 March 2021 and Executive 17 March 2021.

North Manchester Strategy, Executive Summary – Health Scrutiny Committee, 12 January 2022.

North Manchester Health Campus Strategic Regeneration Framework – Economy Scrutiny Committee 5 November 2020 and Executive 17 March 2021.

Northern Gateway (now known as Victoria North) Strategic Regeneration Framework
– Executive 13 February 2019.

1.0 Introduction

1.1 This report provides an overview of the key health infrastructure developments in Manchester. It covers:

- The Wythenshawe Hospital master plan
- The developments encompassed under the umbrella of the North Manchester Strategy. These include the redevelopment of the North Manchester General Hospital (NMGH) site and the re-provision of the Park House mental health facility
- Key developments in primary care and community estates in the city

2.0 Background

2.1 Health and care partners, as set out in Manchester's Locality Plan, are committed to using health infrastructure developments to drive economic regeneration in the city; facilitate the delivery of major transformation programmes that change how health, care and the wider public sector deliver within a place for the benefit of improved patient care; and address inequalities and promote the social determinants of health. Each of the health infrastructure developments set out in this paper will contribute to the delivery of these ambitions.

3.0 Wythenshawe Hospital masterplan

3.1 Manchester University NHS Foundation Trust (MFT), in partnership with Bruntwood, developed a masterplan to support the development of Wythenshawe Hospital Campus as a sustainable health village over a 10 to 15 year period. The vision is to deliver exceptional health care and clinical facilities alongside inclusive growth, including local jobs that contribute towards a rise in productivity and pay in the foundation economy, within an environment that is welcoming for all. Net zero carbon ambitions are at the heart of the vision. The Wythenshawe Campus Strategic Regeneration Framework was endorsed by the City Council's Executive Committee in March 2021.

3.2 The masterplan proposals provide for population growth and changing demands; promoting a combination of retained estate with significant new build to create a modern, digitally enabled, net zero carbon facility. In addition, the proposals include significant residential provision which adds value back into the Trust and a commercial zone focused on healthcare research and innovation.

3.3 The strategy builds upon the opportunities presented by the devolution of health and social care, as well as existing Hospital strengths, including its research specialisms and unique position within the Greater Manchester life science cluster.

3.4 Wythenshawe holds unique opportunities specifically in relation to the commercial potential of the site and its attractiveness to the research and

development sector given its location next to the hospital which has specific research strengths, adjacency to Manchester Airport and the M60, the proposed High Speed 2 (HS2) station and significant neighbouring development sites as part of the Airport City Enterprise Zone.

- 3.5 MFT submitted an Expression of Interest to the government's New Hospital Programme in September 2021 and is keen to explore options for public investment and private partnership for specific elements of the masterplan that could unlock the benefits of this redevelopment.
- 3.6 In recognition of limited national public sector capital funds, the proposed alternative funding model for Wythenshawe is based on the delivery of healthcare related commercial accommodation on Trust Land that generates revenue which can be capitalised. Initial commercial analysis demonstrates that potential revenue per year from the commercial zone would be sufficient to fund commercial zone delivery and substantial clinical estate improvements. However, current treasury rules mean that even with a commercially fundable proposition, the Trust is unable to access the investment needed from the private sector.
- 3.7 An updated 'Case for Investment' was developed in 2022 to aid discussions with relevant regional and national colleagues with a view to unlocking investment and an active 'Stakeholder Plan' is in place to identify and manage engagements with policy makers.

4.0 Developments in North Manchester

4.1 The North Manchester Strategy

- 4.1.1 The North Manchester Strategy seeks to achieve civic regeneration through investment and innovation in healthcare and housing and, in doing so, address inequalities and improve outcomes for people in one of the most socio-economically disadvantaged parts of the country. The programme of work is overseen by the North Manchester Strategic Board (NMSB), which brings together senior leaders from healthcare and the City Council.
- 4.1.2 The North Manchester Strategy brings together three major capital developments in North Manchester:
 - The redevelopment of the NMGH site, which forms part of the national New Hospital Programme
 - The reprovision of the Park House inpatient mental health facility, with the new facility to be named North View
 - The residential-led Victoria North development
- 4.1.3 Strategically aligning these major programmes enables partners to maximise the social value of what would be the biggest combined investment ever made in North Manchester – in the region of £4.5bn over two decades – and to continue Manchester's longstanding collaborative work on service integration. Social value efforts across the three programmes are being coordinated

through the North Manchester Social Benefit Framework, which has been adopted by statutory and contractor organisations. This sets five priority themes for social value activity: education, employment and skills; health and wellbeing; community resilience; digital; and zero carbon 2038. To date, these efforts have secured benefits with a combined monetary value of upwards of £8m. This includes the creation of 1,015 jobs, 22 apprenticeships and the contribution of almost 500 hours of volunteering to initiatives supporting the community resilience, digital and zero carbon themes. The benefits of the North Manchester Strategy are therefore already being felt locally and in surrounding areas and this positive impact should increase in scale as the infrastructure developments progress.

4.1.4 Updates on the NMGH site redevelopment and the North View build are provided in sections 4.2 and 4.3 of this report.

4.1.5 Progress on the Victoria North development is not covered in detail here, as this reports to Economy Scrutiny Committee. However, the Strategic Regeneration Framework for Victoria North includes strategies for the provision of appropriate social and community infrastructure to serve a growing population. This includes a potential health facility and partners are working collaboratively to align plans for future health and care provision across the scope of the developments encompassed in the North Manchester Strategy (see section 5.12).

4.2 North Manchester General Hospital (NMGH) redevelopment

4.2.1 This section provides an update on the progress of the NMGH redevelopment proposals as part of the government's New Hospital Programme. The NMGH scheme is part of Cohort 3 within the programme which comprises eight large projects (NMGH, Leeds, Whipps Cross, Princess Alexandra, Hillingdon, Leicester, West Herts, and Epsom).

4.2.2 MFT understands from the national New Hospital Programme team that the second iteration of the Programme Business Case was considered by the Major Projects Review Group (MPRG) on 6 December 2022. The national team has also indicated that outcomes for individual Trusts will not now be clear until February 2023 due to the need for ministerial approvals, but that the programme will be focused on standardisation of design through the emerging 'Hospital 2.0' concept. NMSB assessed this position at its meeting on 14 December 2022 and agreed to escalate proactive communication with senior government figures to advocate for the preferred way forward as set out in the Outline Business Case (OBC) for the NMGH site redevelopment.

4.2.3 The expected post-MPRG outcomes should allow the NMGH scheme to progress to an OBC 'Refresh' process to reflect changes since the original OBCs were submitted in January 2021. The scope of the refresh is dependent to a large extent upon the identified 'cost envelope' and the extent to which the scheme will need to comply with 'Hospital 2.0'.

4.2.4 Whilst New Hospital Programme expectations of a 'refresh' are not yet clear, it is anticipated that the process would follow the Business Case Green Book guidance, focusing on the following key aspects:

- Review of clinical assumptions and demand / capacity modelling of the acute facility to note changes since 2020 when the assumptions for the original OBCs were set
- Review progress made or new understanding on the scope of the Health and Wellbeing Hub and non-clinical facilities to check assumptions remain valid
- Align scope to any guidance / requirements from the New Hospital Programme such as Hospital 2.0
- Review options in light of the indications on cost envelope
- Integrate the Redevelopment and Digital OBCs into one
- Development of a 'procurement strategy' which is likely to align to the national 'Alliance' proposal led by the New Hospital Programme

4.2.5 MFT will utilise New Hospital Programme programme fees for 2022/23 to fund resource to March 2023, noting that there is currently no funding beyond March 2023 in place.

4.2.6 In relation to site enabling works, the demolition of the former Trust Headquarters and Limbert House buildings has now been completed with early Enabling Works funding from the New Hospital Programme. The clearance of these two sites has facilitated the North View development (see section 4.3) and the Multi-Storey Car Park and Cycle Hub construction projects, which are both now underway.

4.2.7 The Multi-Storey Car Park and Cycle Hub is due to be operational in summer 2023 and will alleviate the current parking challenges on site as well as directly delivering a 'shovel ready' site for the proposed new hospital through the clearance of surface car parks.

4.2.8 New Hospital Programme projects within Cohorts 3 and 4 were invited to submit applications for further enabling funds for activity over the next three years. The Trust submitted an Enabling Works Phase 2 application which would facilitate the continued decants, demolitions and preparatory groundworks in readiness for the 'main scheme' start. MFT awaits feedback from the application which was considered by New Hospital Programme Investment Committee in November.

4.2.9 At the meeting of the North Manchester Strategic Board on 14 December 2022 it was agreed that Manchester partners would write to the Secretary of State for Health emphasizing again the vital importance of the NMGH redevelopment proposals.

4.3 North View

4.3.1 The building of North View has started, marked by a groundbreaking ceremony on 24 November 2022. Greater Manchester Mental Health NHS

Foundation Trust (GMMH) took site possession of the agreed land at NMGH from MFT on 15 August 2022, and IHP (GMMH's Construction Partner) are fully mobilised on site.

- 4.3.2 Detailed design meetings continue, with diverse representation at these and workstream meetings ensuring technical expertise, staff knowledge and experience, and the perspective of service users. A fully furnished mock bedroom supports the engagement and input from staff, service users and carers, as well as offering the opportunity to test the suitability and location of equipment and furnishings.
- 4.3.3 Close governance of the programme from a Project Board continues, with monthly reporting from all the workstreams via the Project Delivery Group. The project is scheduled for completion by August 2024, with occupation expected by November 2024. The programme is currently seven weeks behind plan due to several 'live' utilities, services and site constraints remaining in-situ across the plot, limiting the ability to progress in line with the original plan.
- 4.3.4 GMMH and site partners MFT are continuing to work closely together to mitigate all remaining site issues to allow the construction programme to continue and limit any further unnecessary delays, abortive works and associated incurred costs.

5.0 Infrastructure developments in primary care and community services

- 5.1 Manchester's General Practice estate is complex with 83 GP practices operating out of 87 buildings across the city. The tenure, size and quality of these buildings is varied with 37 operating out of self-owned buildings, 16 inhabiting via lease arrangements, 20 operating from NHS Property Services (NHS PS) venues, 12 operating from Community Health Partnerships buildings and 1 through a lease with Manchester City Council.
- 5.2 Responsibility for the allocation of capital funding, regulatory estates compliance and future estates strategy sits within the newly-formed GM ICB estates and finance function.
- 5.3 The Manchester Locality Care Team provides a local strategic role, developing a prioritised range of schemes for consideration for centralised capital funding working closely with key partners such as NHS Property Service to maximise the local GP and Community estate opportunities. Key to this role is the requirement to ensure that local estates are fully maximised, and local estates opportunities fully explored.
- 5.4 Close local partnership working around estates is achieved through the delivery of the Manchester Strategic Estates Group (MSEG) which ensures that strong connections are made between the estates functions of all public organisations in Manchester.

5.5 Achievements During 2022/23

- 5.6 Capital-Funded space upgrades for The Maples Medical Centre in Wythenshawe, which is due to complete in early 2023, and an extension to 'The Docs' Medical Centre in Bloom Street in the City Centre.
- 5.7 'Phase 3' estates works at Newton Heath Health Centre, which has brought over £600,000 of national estates funding into Manchester to reconfigure vacant space, modernising rooms and reception facilities, improving utilisation of the centre by primary care, ensuring that local GP estates pressures can be met. The previous estates phases enabled the locality primary care team to relocate Droylsden Road Family Practice into Newton Heath Health Centre, with their previous dilapidated premises being closed.
- 5.8 Urban Village Medical Practice and New Islington Medical Practice in Ancoats have been supported in Autumn 2022 to move into additional space within the health centre. This reflected significant population growth in recent years and has enabled Urban Village Medical Practice to respond to estates and workforce pressures and reopen a closed patient list earlier than expected.
- 5.9 Closure of Cornerstones Family Practice Branch in Droylsden which was deemed not fit for purpose, with the locality team facilitating this closure by funding records digitisation and additional space at the practices' main site.
- 5.10 New leases have been agreed for premises that were previously at risk and support has been provided to self-owner practices in making their own lease agreements, ensuring that the sites are available for longer term provision of services.
- 5.11 Works to further improve estates utilisation across NHS Property Services and Community Health Partnerships health centres, including use of the 'Openspace' room booking system.
- 5.12 Digitisation of paper patient 'Lloyd George' records and removing these records from site. 11 of 83 Manchester GP practices have been digitised to date, with full roll out expected to free up a significant amount of space which can be brought into alternative use. This is capital funding dependent, and further funding is being sought to continue this scheme, with the ultimate benefit being between 70-90 rooms being brought back into use for the local workforce, equivalent to several new hub developments. The first 11 practice digitisation projects have been focused on GP practices experiencing high levels of population growth.
- 5.13 The Locality Primary Care team has recently completed investment of £600,000 in a Staff Safety and Security fund, which has seen all 83 practices receive additional investment in key aspects of security including CCTV upgrades, screens and door improvements. This work was informed by a Task and Finish Group formed with Manchester and Greater Manchester health colleagues working with Greater Manchester Police following several practice incidents in Autumn 2021.

- 5.14 Development of 15 long term Primary Care Network (PCN) Clinical and Estates Strategies, ensuring locally-led estates development in future and delivery of fit for purpose, value for money, technically compliant and sustainable primary care developments and improvements. This also includes use of technology, collaborative care and PCN-level sharing of under-utilised space, whilst ensuring that primary care remains accessible to all who need it. These strategies will be developed between November 2022 and June 2023, with 5 of the 15 Manchester PCNs being included in the first wave of GM practices.
- 5.15 Manchester's Locality Primary Care Team is leading the continued operation of several Covid-19 Vaccination sites, including Plant Hill Clinic and the Rates Hall at the Town Hall Extension.
- 5.16 MLCO has conducted a programme of NHS Property Services backlog maintenance capital schemes and the 22/23 pipeline is progressing ten schemes including health centre roof replacements, lift replacement and clinical room upgrades.
- 5.17 MFT Community Services have utilised MFT capital spend to improve Dermot Murphy Continuing Health Care and a Capital refurbishment of Denmark Road Sickle Cell and Thalassaemia clinics and offices.

Future developments from 23/24

- 5.18 2023 will see several primary and community service infrastructure developments come on stream in Manchester. These schemes are as follows:
- 5.19 Development of new City Centre GP Premises at the New Jackson Health Centre in Elizabeth Tower in Spring 2023 which provides the capacity to support an expected additional 15-20,000 patients, with some additional bookable space for partner organisations. The formal name for this development is yet to be confirmed.
- 5.20 Expected completion of a move of Gorton Medical Centre GP services to the newly opened Gorton Hub during early 2023
- 5.21 The move of Jolly Medical Centre, Crumpsall, to the NMGH site in spring 2023 response to landlord-enforced closure of the estate. This is an exciting development which brings primary and secondary care closer through co-location.
- 5.22 Primary Care is proceeding with a joint scheme with NHS Property Services and Manchester Local Care Organisation (MLCO) at Alexandra Park Health Centre, which brings vacant pharmacy space back into permanent use to house MLCO teams and present the GP practice with additional clinical space.
- 5.23 A pipeline of twenty further GP estates projects (extensions, reconfigurations, and upgrades) that will be progressed, dependent on availability of capital and revenue funding.

5.24 Exploration of future health service space requirements within the Victoria North scheme, including a January 2023 discussion at the Manchester Strategic Estates Group. Health services are keen to be 'built into' the masterplan as early as possible to ensure an accessible health offer is secured.

6.0 Recommendations

6.1 The Committee is recommended to consider and comment on the information in the report.