

**Manchester City Council  
Report for Resolution**

**Report to:** Economy Scrutiny Committee – 5 November 2020  
Executive – 11 November 2020

**Subject:** Draft North Manchester Health Campus Strategic Regeneration Framework

**Report of:** Strategic Director, Growth and Development

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**Summary**

The Manchester University NHS Foundation Trust (MFT) has developed a draft Strategic Regeneration Framework (SRF) to support the proposed redevelopment of the existing North Manchester General Hospital site in Crumpsall. The intention is to transform the existing site into a modern Health Campus providing high quality hospital and health facilities in addition to providing complementary commercial, leisure and retail uses set within a high quality, greener public realm and a residential offer which is best in class in terms of healthy ageing.

Subject to approval by the Executive, the draft SRF will provide the basis of a public consultation exercise. A final version of the SRF will then be prepared, taking into account comments and representations made, and brought back to a future meeting of the Executive for approval; at which point it will form a material consideration in the assessment of any future planning applications relating to the site.

**Recommendations**

The Executive is recommended to:

- i) Endorse the draft North Manchester Health Campus Strategic Regeneration Framework attached as Annex 1 of this report as a basis for public consultation;
- ii) 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 incorporated into a final version of the SRF, which will be presented for consideration and approval.

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**Wards Affected:** Crumpsall

<b>Environmental Impact Assessment</b> - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city
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The draft SRF establishes clear principles to support the delivery of zero-carbon development across the campus and to promote enhancements to biodiversity.
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<b>Our Manchester Strategy outcomes</b>	<b>Contribution to the strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The North Manchester Health Campus will improve integration with the local area and will cement its role as a leading employment hub for North Manchester through the provision of new jobs and employment opportunities.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The North Manchester Health Campus will provide direct employment opportunities through the development and occupation stages of the programme.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The draft SRF will attract investment to North Manchester and catalyse the economic renewal of this part of the city. Jobs will be created during the construction of the facilities and during their operation. This will seek to spread the benefits of growth more evenly across Manchester.
A liveable and low carbon city: a destination of choice to live, visit, work	The North Manchester Health Campus development will support the delivery of new health and ancillary facilities using state of the art technologies and low carbon construction methods.
A connected city: world class infrastructure and connectivity to drive growth	The draft SRF includes robust approaches to traffic and transport planning, ensuring that various modes of transport (car, bus, rail, Metrolink, cycle, and walk) are provided for and that the site is better integrated into the local area.

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

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### **Financial Consequences – Revenue**

There are no immediate revenue consequences associated with the content of this report.

### **Financial Consequences – Capital**

There are no immediate revenue consequences associated with the content of this report.

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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.

- Manchester Locality Plan 2015 – ‘A Healthier Manchester’
- Manchester Locality Plan (refresh) 2018 ‘Our Healthier Manchester’
- Single Hospital Service progress report October 2018 – Manchester Health Scrutiny Committee
- Manchester Health and Wellbeing Board report – 30th October 2019
- Single Hospital Service Progress Report – Health Scrutiny Committee, 3 December 2019
- North Manchester General Hospital Update, Health Scrutiny Committee, 21 July 2020

## **1.0 Introduction**

- 1.1 This report seeks the Executive's endorsement of the draft Strategic Regeneration Framework (SRF) for the North Manchester Health Campus in advance of undertaking a public consultation exercise. The draft SRF envisages the redevelopment of the current North Manchester General Hospital estate as a sustainable healthy neighbourhood, anchored by modern health facilities, that is integrated into the wider community, and which includes complementary commercial, leisure, residential and retail uses set within a high quality, greener public realm.

## **2.0 Context and Drivers for Change in North Manchester**

- 2.1 Manchester's significant transformation over recent years is well documented. The city has seen strong economic growth, with large areas of the city successfully regenerated and the fastest growing population in the country. Manchester has a strong track record of driving change through regeneration which has enabled the city to develop globally recognised sector strengths, a vibrant cultural offer and a growing international profile.
- 2.2 However, in spite of the progress made to date, significant challenges remain. Many Manchester's residents are not connected to the opportunities of economic growth and are under-represented in higher paid sectors and occupations. Child poverty rates have continued to rise and many Manchester residents develop preventable health conditions a decade earlier than their peer groups across the UK.
- 2.3 These challenges are felt particularly acutely in the neighbourhoods in the north of the city. North Manchester is the most deprived area in England in respect of health and disability-related deprivation, the second most deprived in respect of income deprivation, and the fourth most deprived in respect of employment deprivation.
- 2.4 The area has a high proportion of low income households: over 16,500 working age adults in the locality receive out of work benefits, equating to 37% of the city's workless residents, and in some parts of North Manchester, over 35% of children live in low-income households. This is further compacted by the fact that many residents in North Manchester have significant ill health and disability problems, which is a significant factor in reducing economic activity and suppressing household incomes.
- 2.5 However, significant development opportunities that have the potential to act as catalysts for the wider regeneration of North Manchester are now in train – the largest being the residential-led Northern Gateway programme, which is seeking to deliver up to 15,000 new homes as part of £4 billion of investment over a 15 to 20-year period and, more recently, through the redevelopment of the North Manchester General Hospital site: the North Manchester Health Campus. These projects, and the significant associated investment, have the potential to dramatically improve the life chances of residents and provide the

opportunity for North Manchester to spearhead the city's continued transformation over the next 20 years.

- 2.6 The North Manchester Health Campus is therefore a key component of a programme of wider regeneration and renewal initiatives in North Manchester. Development of the Campus will provide the population of North Manchester with modern, integrated and high-quality healthcare services, promoting healthier lifestyles and improved wellbeing to tackle, at source, some of the root causes of ill health and mental illness in this part of the city.
- 2.7 North Manchester General Hospital is a critical anchor institution in the north of the city (the only organisation to employ over 2,000 people). The hospital still operates within much of its original estate but is in dire need of significant investment and redevelopment.
- 2.8 The facilities and infrastructure at the current hospital site are not fit for 21st Century health and social care services. The entire estate is in need of radical redesign and investment to enable high quality services and a modern, joined up and integrated care system. This will offer local people tailored services that will enable them to get well and stay well. Such services will help address the longstanding health inequalities in local communities in North Manchester and surrounding areas.

### 3.0 The Vision

- 3.1 The draft SRF attached as Annex 1 sets out a vision to build a new high quality and sustainable civic campus where people will want to get well, learn, and work rather than just function as a traditional hospital complex. It will provide a focal point for the community, with integrated health and social care facilities, high-quality new homes, and access to better education and training alongside more inviting public open spaces.
- 3.2 This transformational development will effect generational change for the North Manchester community, creating new jobs, promoting healthy lifestyles, developing skills and contributing to a zero-carbon environment for the benefit of adjacent local communities and beyond.
- 3.3 The draft SRF sets out an approach that challenges the long-standing perception of hospitals as places of illness, based on a reactive healthcare model. Instead, the aspiration and vision is to radically redesign healthcare services and provide an integrated health and social care offer. The redevelopment of this site is a critical part of Manchester's Single Hospital Service Programme and aims to be an exemplar of the NHS Long-Term Plan, which promotes an integrated care system.
- 3.4 The draft SRF Vision for the Campus comprises 5 key elements, as follows:
  - **Healthcare Hub:** A new acute hospital and a modern mental health hospital will anchor the Campus and complement the existing intermediate care facility and the new Wellbeing Hub. These new buildings will provide

a modern and best-in-class healthcare environment; embracing integration, innovation and technology.

- **Wellbeing Hub:** This will enable the delivery of modern, integrated community health, care and wellbeing services; responding to the specific health and care needs of the local population. The new building will become a destination for the local community, through its mixed service offer, meeting spaces and community café.
- **Education Hub:** This will allow all education teams to gather under one roof. The new building will provide the space to support the necessary training for staff as well as an insight into future roles. It will be charged with maximising the opportunity for local employment at the site. This might include taking positive action to support local residents to overcome any disadvantage they have by offering additional training and support, and targeting the promotion of opportunities.
- **Healthy Neighbourhood Hub:** There will be a new neighbourhood offer which will integrate with the wider health and social care proposition, playing its part to help tackle the fight against health inequalities with a focus on healthy ageing. This will include residential uses such as, key worker accommodation, social housing, stepdown care and extra care. There will also be the opportunity for new high quality commercial space to support local small and medium enterprises (SMEs).
- **Village Green:** At the heart of these hubs will be the village green. This will become a high quality outdoor space, acting as a focal point for the Campus. It will feature green spaces and water features, and patients, staff, visitors and residents will use the green as a place for relaxation, exercise, and meeting.

3.5 The draft Vision is underpinned by the following guiding principles:

- To deliver a modern and integrated health and social care environment.
- To add momentum to the wider economic, social and civic regeneration in North Manchester and maximise social value for local people.
- To create a high quality and sustainable health campus at the heart of the community.
- To deliver high-quality architecture and an attractive, safe and unified public realm (including a village green and attractive streetscapes) that provides new social places for the community to meet, exercise and relax.
- To take account of the site's heritage; considering the retention of heritage assets where possible and fully justifying any changes.
- To promote new connections and increased legibility around the site via new pedestrian and cycle routes, including integration with Crumpsall Park, Abraham Moss and Metrolink.
- To achieve the highest standards of sustainable design and biodiversity net gain to contribute positively to Manchester's zero-carbon ambitions.

## **4.0 Anticipated Socio-Economic Benefits from the North Manchester Health Campus Investment**

- 4.1 It is intended that the delivery of the North Manchester Health Campus will contribute significantly to the ongoing regeneration and transformation of North Manchester: environmentally, socially and economically. Major investment at this scale can kick-start economic renewal by sustaining job growth and boosting productivity whilst at the same time presenting an opportunity to build a safer and healthy neighbourhood that encourages social inclusion, community spirit, and healthy ageing.
- 4.2 The anticipated benefits associated with the delivery of draft SRF vision are as follows:
- The construction of the North Manchester Health Campus will take place over a 10-year period and its construction value will be in excess of £600million.
  - The total GVA impact relating to the housing construction is calculated to be up to £16.2 million and will generate up to 400 construction job years.
  - This will increase the overall economic prospects of residents in the North Manchester. It is estimated to be worth about £144 million in social value to local residents.
  - The total GVA impact of the hospital construction over the 10 year period is calculated at £350 million. This is equivalent to 6,000 construction job years.
  - The new hospital will result in operational savings of about £65million to the NHS.
  - The creation of high quality accessible public open space and quality new homes.
  - The Campus will deliver new affordable homes.
  - The Campus is expected to boost life expectancy in North Manchester by 1.3 years by 2030, which will bring it in line with the Manchester average.
- 4.3 At the heart of the North Manchester Health Campus will be an Education Hub. This will equip local people with the necessary healthcare training and skills to secure employment at the site. However, it will not be limited to healthcare-related training, and the hub will be available for use by other agencies. There will be clear goals regarding local employment rates and career path development.
- 4.4 Alongside this, a social value approach will be employed to ensure maximum local impact from the redevelopment process as a whole. Involving local people in the design and construction will provide the opportunity to bring local people back to work, or help them to develop and advance their careers. A significant focus on apprenticeships, use of local businesses, and the generation of social value within procurement will be promoted. Improvements in educational attainment can be converted into further education or aspirational career paths ensuring that local employment opportunities are not limited to lower-paid jobs.

- 4.5 As a key part of the process for securing the funding for the site, an Outline Business Case is due to be submitted to Government in December 2020. Manchester University NHS Foundation Trust (MFT) and partners, including the Council, will need to deliver a robust and evidenced social value and economic benefit plan detailing the ways in which local communities will be engaged and clear steps that will be taken to ensure that the investment demonstrates real and sustained benefit. This will be particularly important to this case as opposed to other NHS business cases due to the wider aims of the redevelopment, as set out in the draft SRF.
- 4.6 A team of consultants have been commissioned to undertake the economic and social benefits analysis, due for completion in November. At the same time, MFT have appointed a 'Social Value Lead' who will prepare a Social Value Action Plan that will align with the findings from the consultancy commission and which will clearly articulate the activities that will deliver the social and economic benefits.
- 4.7 This holistic approach has the potential to bring about a range of positive impacts for local people and local prosperity. Some of the tangible economic benefits could include increased household incomes, improved profitability for local businesses, reduced benefit claims, and enhanced local and national tax receipts.

## **5.0 Contributing to a Zero-Carbon City**

- 5.1 Reducing carbon emissions from its estate is a core objective of MFT. All NHS organisations must ensure that all new builds and refurbishment projects are delivered to net zero carbon standards. MFT has also joined the Greater Manchester Combined Authority (GMCA) and the Greater Manchester Health and Social Care Partnership (GMHSCP) in declaring a climate emergency, publicly recognising the threat that climate change poses to the world.
- 5.2 The draft SRF seeks to secure the highest standards of environmental, social and economic sustainability in the future redevelopment of the site. Primary environmental objectives include:
- significantly reducing energy demand and carbon emissions at source during construction and operation through appropriate design and specification;
  - protecting and enhancing site biodiversity;
  - minimising water consumption;
  - promoting sustainable transport;
  - ensuring high quality and healthy indoor and outdoor spaces;
  - utilising sources of renewable energy on-site, wherever possible; and,
  - the procurement of off-site renewable energy and high quality carbon offsets to address residual carbon emissions.
- 5.3 The draft SRF promotes these standards by applying the RIBA Sustainable Outcomes Guide (2019). This guide provides a concise and measurable set of sustainable outcomes and metrics across these key sustainability issues.

5.4 It is recognised, however, that sustainable buildings delivered in the mid-late 2020's and those in the 2030s may differ significantly to those delivered today due to new or matured technologies (e.g. battery storage) or the availability of new standards or industry approaches to emerging issues such as embodied carbon and climate resilience.

## **6.0 Next Steps**

6.1 Subject to endorsement by Executive, the intention is that the draft SRF is the subject of a public consultation exercise that will take place involving local residents, service users, staff, local businesses, statutory and non-statutory bodies and other local stakeholders. Feedback will be gathered to help refine and finalise the draft SRF.

6.2 Once the representations have been assessed, a final version of the SRF, incorporating any necessary amendments, will be brought back to a future meeting of the Executive for consideration and approval. Once approved, the SRF will then form a material consideration in the assessment of future planning applications relating to the site.

## **7.0 Concluding Remarks**

7.1 The draft North Manchester Health Campus SRF sets out a vision and guiding principles that will transform a hospital estate which, as a result of chronic and sustained underinvestment, is now dilapidated and is incapable of offering modern healthcare services to the population of North Manchester. The draft SRF will guide this transformation, delivering a high quality and sustainable health campus with integrated health and social care facilities, high-quality new homes, and access to better education and training alongside more inviting public open spaces.

7.2 The benefits that can be secured for North Manchester and the wider city and city region, as a result of the proposals set out in the draft SRF, could make a significant positive contribution to the ongoing regeneration and transformation of North Manchester; environmentally, socially and economically.

## **8.0 Contributing to the Our Manchester Strategy**

### **(a) A thriving and sustainable city**

8.1 The North Manchester Health Campus will improve integration with the local area and will cement its role as a leading employment hub for North Manchester through the provision of new jobs and employment opportunities.

### **(b) A highly skilled city**

- 8.2 The North Manchester Health Campus will provide direct employment opportunities through the development and occupation stages of the programme.

**(c) A progressive and equitable city**

- 8.3 The development envisaged by the SRF will attract investment to North Manchester and catalyse the economic renewal of this part of the city. Jobs will be created during the construction of the facilities and during their operation. This will seek to spread the benefits of growth more evenly across Manchester.

**(d) A liveable and low carbon city**

- 8.4 The North Manchester Health Campus development will support the delivery of new health and ancillary facilities using state of the art technologies and low carbon construction methods.

**(e) A connected city**

- 8.5 The draft SRF includes robust approaches to traffic and transport planning, ensuring that various modes of transport (car, bus, rail, Metrolink, cycle, and walk) are provided for and that the site is better integrated into the local area.

**9.0 Key Policies and Considerations**

**(a) Equal Opportunities**

- 9.1 The draft North Manchester General Hospital SRF will be consulted upon with a wide range of stakeholders, enabling all interested parties to engage in the process.

**(b) Risk Management**

- 9.2 No direct issues at this time.

**(c) Legal Considerations**

- 9.3 The draft SRF, if endorsed by the Executive, will be subject to public consultation. Following this exercise, and taking account of representations and comments made, a final version of the SRF will be brought back to a future meeting of the Executive for further consideration. If ultimately approved, the SRF will then become a material consideration in the assessment of future planning applications submitted within the SRF boundary.