

# Background Paper F(iii): The Universities, Hospitals and Medical Research

## 1 Introduction

1.1 Policies CS31 and CS32 of the Core Strategy set out spatial policy to support continued excellence in the higher education and medical services and research sectors. Two key elements of the evidence base support these policies:

- consultation with Oxford's two Universities and the Hospital Trusts, to gauge future patterns of development likely to occur;
- an in-depth study commissioned to examine the economic role of the higher education, health and retail sectors in the Oxford economy.

1.2 This paper sets out the key conclusions from these elements of research, as relate to the Universities, and the main Hospitals, respectively. The medical research sector is associated closely with both the Universities and the Hospital Trusts, and evidence of its implications for spatial planning is also summarised in this paper.

### Overview of issues

1.3 The Spatial Portrait identifies Oxford as a "major centre for education, healthcare, [and] bioscience...". The Vision to 2026 confirms that the Local Development Framework "will support carefully managed growth and innovation where Oxford already excels, such as education, healthcare, scientific research...". These overarching objectives support Oxford's aspiration to develop as a world class city.

1.4 The approach taken with respect to the health and academic sectors of the economy also reflect the draft South East Plan (incorporating the Government's Proposed Changes), Regional Economic Strategy and draft Sustainable Community Strategy for Oxford. Policy RE2 of the SEP (as amended) promotes the fostering of nationally and regionally important sectors and clusters, and use employment land reviews to identify opportunities for the development or expansion of sectors and clusters. The Regional Economic Strategy designates central Oxfordshire as a Diamond for Investment and Growth, reflecting its important role in the knowledge-based economy, with the potential to support sustained growth of its economic clusters. The draft Community Strategy for Oxford <sup>1</sup>supports the management of economic development so as to maximise sustainable high value jobs in a low carbon economy. In order to establish the existing and future significance of the higher education and health economic sectors (as well as the retail sector), the City Council commissioned Nathaniel Lichfield and Partners<sup>2</sup> to examine:

- the contribution of each of these sectors to the local economy;
- the level of employment and economic value generated by each;

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<sup>1</sup> *Oxford: A World Class City. Oxford's Sustainable Community Strategy 2008-2012* (draft for consultation)

<sup>2</sup> *The Economic Role of the Higher Education, Health and Retail Sectors in the Oxford Economy* (2008) Nathaniel Lichfield and Partners

- other direct and indirect effects on the local economy, and
- future growth prospects and land requirements for the health and higher education sectors.

1.5 The headline conclusion of the study is that the higher education and health sectors, and the wider activities generated by them, make a significant contribution to the growth and competitiveness of Oxford's economy. These sectors represent key drivers of the knowledge-based economy, and perform a significant role at both the local and the regional levels.

1.6 The study identified the following drivers for change, relevant to the spatial strategy for Oxford:

- Continued high levels of spending are likely to result in future growth of capital investment and jobs in the health and education sectors;
- As a result of strong national policy emphasis on investing in academic research and activity, thus strengthening high technology clusters, this sector is likely to grow in Oxford. This should be compounded by increasing participation levels;
- However expansion elsewhere will mean increasing competition for research funding;
- Continued spending growth on medical research and facilities is likely nationally – both from public and private sources. This has implications for Oxford with its major research hospitals;
- Government emphasis on encouraging the bioscience sector will also support growth in Oxford, reinforced by the City's recent designation as a Biomedical Research Centre;
- However other UK centres are also strong; this may moderate Oxford's future growth.

1.7 The remainder of this paper draws together information from the Nathaniel Lichfield report (NLP Report) summarised above, with spatially relevant plans, policies and the strategies of organisations that will be driving forward progress in these sectors. An explanation is given as to how these have translated into Core Strategy policy.

## 2 The Universities

2.1 Oxford benefits greatly from the presence of the two universities, Oxford Brookes University (OBU) and the University of Oxford (OU) in terms of the skills emerging from them, and employment and wealth creation. The NLP Report quotes from the 2006 world university rankings published by the *Times Higher Educational Supplement*, in which Oxford was ranked third, behind Harvard and Cambridge. In national terms, the 2007 *Times Good University Guide* league table ranked the University of Oxford at 1st, while Oxford Brookes was ranked 49th, the highest ranking 'new' university.

2.2 The two universities have important roles in Oxford not just in terms of education but also employment. In the year 2006-07 some 36,000 students attended the two

universities and 11,300 people were employed by them in 2005-06 (for comparison, the 2001 Census found some 88,240 people in total to be working in Oxford). Jobs in higher / further education account for about 18% of Oxford's total employment, compared with the regional average of 3.1% and 2.9% nationally. This sector contains double the proportion (70%) of higher skilled jobs than are found in other parts of the Oxford economy. Furthermore, indirect and induced employment (i.e. with providers of goods, supplies and services to the higher education institutions) also arises; this has been roughly calculated at around a further 4,300 jobs (full time equivalent) supported within Oxford.

- 2.3 It is clear, therefore, that the higher education sector, and the wider activities generated by it, makes a significant economic contribution to both the growth and competitiveness of Oxford's economy more generally, and to employment and economic development.

#### **Oxford Brookes University**

- 2.4 At Oxford Brookes, some 17,320 students were enrolled at 2006-07. Student numbers overall are anticipated to increase in line with the historic trend, typically 1-2% per academic year, for the foreseeable future. Staffing levels are expected to remain broadly at current levels.
- 2.5 Oxford Brookes University occupies several sites within Oxford as well as two sites outside (at Wheatley and Harcourt Hill). Within the city the campus consists of a series of loosely connected sites in and around the Headington area (Gipsy Lane, Headington Hill and Marston Road).
- 2.6 Oxford Brookes' University submitted a masterplan to the City Council which was endorsed (with some caveats) in September 2007. The masterplan sets out details to substantially redevelop the Headington Hill Hall site (consisting of listed structures in a parkland setting with some more recent additions), and the Gipsy Lane site (the larger site with a disparate collection of buildings of various architectural styles and eras, dating from the 1950s onwards). The OBU masterplan seeks to form a framework within which a series of major redevelopment proposals will be brought forward for these sites over a projected period of 10 – 20 years. Key aims of the masterplan include:
- Provision of new and improved facilities with more efficient and flexible use of space (with a target reduction of 10% in academic floorspace across the whole estate);
  - Making the two sites work together successfully as one campus;
  - Providing a better public face of the university onto London Road;
  - Enhancing the historic and parkland setting, in particular on the Headington Hill Hall site;
  - Sustainability and environmental mitigation at the heart of the masterplan.
- 2.7 The University expects that its entire core academic needs will be accommodated by the intensification and better use of its existing sites.

## **University of Oxford**

- 2.8 The University of Oxford is a world-renowned centre of academic excellence as well as one of the largest employers in Oxford. The majority of its buildings are in central Oxford with some sites in east Oxford, Summertown, Headington and outside of Oxford at Begbroke.
- 2.9 Over the past 50 years, student numbers at Oxford University have grown by 1.5% per annum. There were some 17,500 students enrolled at 2006-07. The University's expectation is that student numbers will level off at about 18,000 students, with growth at 1-2% per annum until this level is reached. Within these figures, the proportion of postgraduates to undergraduates is likely to increase. Staffing levels are anticipated to remain at broadly current levels.
- 2.10 The University has identified that medical and clinical research is likely to be the largest single area of future growth. These types of facilities typically need to be located close to hospitals, and while some recent development has been brought forward at the Churchill Hospital site for this purpose, further research space is likely to be developed at other hospital sites. The NLP Report states that while the scale of the future requirement is currently unclear, the specific requirements of such facilities may generate some demand for additional land close to the main hospital sites. However discussion with the main Hospital Trusts suggests that rationalization of space for clinical and acute medical services and ancillary functions will eventually free up space on the hospital sites for other uses, including research.
- 2.11 The Oxford University Corporate Plan 2005-2010<sup>3</sup> identifies the following sites as the focus for future development:
- Former Radcliffe Infirmary – to provide the main area for expansion in the centre of Oxford for the next 20-30 years, with new facilities for 'dry' science, humanities and social science activities;
  - Science Area, South Parks Road – a number of existing buildings are to be redeveloped, and facilities increased to match the planned growth in research activity, but all within the existing occupied area;
  - Old Road Campus, Headington – being developed for new medical facilities, with a masterplan developed to accommodate planned growth on the site;
  - Manor Road – now fully developed as a focal point for social science, with some scope for further small-scale redevelopment and refurbishment.
- 2.12 Taken together, the University anticipates that the capacity on the above sites will be able to meet the University's core needs over the next five years, within the context of the broad increase in student numbers identified. Further growth is also anticipated at the Begbroke Science Park, although this is outside of the City's boundaries. There may also be potential for an extension to the Oxford Science Park (being promoted by

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<sup>3</sup> Source: <http://www.ox.ac.uk/gazette/2004-5/supps/corporate.pdf>

Magdalen College/Prudential) as part of the proposed South Oxford Strategic Development Area.

- 2.13 In addition to the Collegiate University, many of the individual Colleges have either had planning permission for new development or are contemplating expansion plans in future, primarily for improved teaching accommodation or additional student accommodation. However, the majority are relatively small-scale and are accommodated on existing College sites, or acquisitions of sites owned by the Collegiate University.
- 2.14 The NLP Report also identifies a pressure to transfer some existing industrial premises and sites to university uses. This is principally occurring at Osney Mead Industrial Estate, where Oxford University has recently been acquiring land, and is hoping to relocate a number of library depository and archiving facilities to meet ongoing and future needs (for the next 25 years).<sup>4</sup> The City Council would wish to resist the co-location of core academic uses on this site, as these would not readily fit within the designation of Osney Mead Industrial Estate as a protected key employment site (OLP policy EC.2).

### **Conclusions**

- 2.15 The NLP Report found that for the higher education sector, the space requirements of core academic and research activities can largely be accommodated on established or committed university sites. For ancillary uses, such as student and staff accommodation, there will be a need for sites elsewhere in the City, although many of the development sites designated in the Local Plan are already identified to meet some of these needs.
- 2.16 In addition they found that the extent to which higher education growth will compete for land with other sectors therefore appears relatively limited. Overall, the core teaching/research needs of the universities look unlikely to generate significant additional land requirements over and above their existing commitments and what is available on established university sites and other land holdings within the City. Core Strategy Policy CS31 therefore sets out a positive framework for further university development to focus on existing sites. However, it is worth noting that the sector is generally susceptible to any new research/funding initiatives or donations that might come forward and affect priorities.

## **3 The Hospitals**

- 3.1 The principal organisations responsible for delivering acute and specialist healthcare in Oxford are the Oxford Radcliffe Hospitals NHS Trust (ORHT), the Oxfordshire and Buckinghamshire Mental Health NHS Foundation Trust (OBMH), the Nuffield Orthopaedic Centre (NOC), the Oxfordshire Learning and Disability NHS Trust, and the Oxfordshire Ambulance NHS Trust. Together with the Oxfordshire Primary Care Trust

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<sup>4</sup> Planning application 07/00392/FUL (subject to Appeal Inquiry)

(PCT) and university medical schools, these organisations directly employ about 14,500 people (15% of Oxford's total workforce), indirectly support a further 2,760 jobs, and inject some £20 million into the local economy through spending on supplier goods and services. The health sector in Oxford contains a much higher proportion (nearly 70%) of higher skill jobs compared with the overall local and national economies. The NLP Report states that the critical mass of health facilities, teaching and research space, and expertise has greatly influenced the growth of Oxford's cluster of biotechnology firms (recognised as one of the largest, most mature and innovative biotechnology clusters in the UK).

- 3.2 The NLP Report also highlights the importance of the synergy that exists between the hospitals and Universities. NHS Trusts in Oxfordshire have a long-standing partnership with the Oxford universities, with many of the specialist units within the hospitals having been established and operated with University support. The Oxford Research and Development Support Consortium (ORDC) facilitate much NHS research collaboration. This group of Oxford academic units is one of the largest in the country, and includes the OU Medical Sciences Department, the OBU School of Health Care and the OBU School of Biological and Molecular Sciences. It is funded by the NHS Research and Development programme (comprising the four main NHS hospital trusts). Collaboration in this sector ensures a much higher level of specialist healthcare and pioneering clinical research in Oxford than would otherwise be possible, and also ensures that Oxford's universities remain leaders in medical research, and therefore competitive in terms of securing grants and sponsorship.
- 3.3 The NLP Report states that the high quality medical facilities available in Oxford add significantly to the quality of life enjoyed by Oxford residents, helping to make the City and attractive place to work and live. NLP consider this may help in attracting footloose businesses to Oxford.

#### **Oxford Radcliffe Hospitals NHS Trust**

- 3.4 ORHT in Oxford consists of two large sites: The John Radcliffe Hospital in Marston, and the Churchill Hospital in Headington. Almost 10,000 staff are based at these sites, which include the following acute or specialist services:
- Accident and Emergency
  - Intensive Care Unit
  - Women's Centre
  - Children's Hospital
  - Cardiac Services (extension to Cardiac Unit under construction)
  - Surgical Emergency Unit
  - Day surgery
  - Specialist surgery (includes facial surgeries, Orthodontics/Dentistry, the Oxford Eye Hospital and plastic surgery)
  - Neurosciences
  - Trauma Unit
  - Centre for diabetes, endocrinology and metabolism

- Chest unit day centre
- Transplant unit
- Renal Services
- Haemophilia
- Oncology (new Cancer Centre due to open in 2008)
- Dermatology
- Palliative care purpose-built accommodation
- Sexual health unit.

3.5 In addition to these clinical surgeries, the two sites accommodate a number of University of Oxford medical research units. These include (amongst others) Cardiovascular Medicine, Clinical Neurology, Paediatrics, and the Nuffield Department of Surgery. The Institute of Health Sciences, located adjacent to the Churchill Hospital site, also accommodates the Wellcome Trust for Human Genetics, the Clinical Trial Service Epidemiological Studies Unit, the Cancer Research UK Epidemiology Unit, and the Nuffield Department of Clinical Medicine. The Oxford Brookes University School of Healthcare Studies is also located on the Churchill Hospital site.

3.6 ORHT sites have, in the last few years, seen a significant expansion of facilities on their sites. The most notable change has been the relocation of all clinical and research units from the former Radcliffe Infirmary site in the City centre to the John Radcliffe and Churchill Hospital sites (included in list above). In particular, the John Radcliffe Hospital was significantly extended in 2006 to form the new West Wing, which now accommodates the new Children's Hospital as well as a number of other relocated and modernised units. On the Churchill Hospital site, recently built facilities include the new Centre for Diabetes, Endocrinology and Metabolism, and the near-completed Private Finance Initiative (PFI) project to accommodate a new Cancer Centre, a new surgery and diagnostics centre, and a private patients facility.

3.7 The ORHT are committed to some further expansion and modernisation on their sites, most significantly an expansion of Cardiac Services at the John Radcliffe Hospital to include 59 additional beds, dedicated intensive care facilities, increased laboratory, office and consulting space, additional research facilities, and reconfiguration of existing facilities. The Trust has aspirations to modernise some existing services, such as improvements or expansion of the Women's Centre on the John Radcliffe, and substantial replacement and rationalisation of the main Churchill Hospital buildings complex (which consists of outdated single storey buildings built during the 1940's). However delivery of these projects is dependent on future funding decisions by the Department of Health. The Renal & Transplants unit is likely to be replaced within the next 1 to 2 years.

3.8 Overall, however, the Trust's main focus will be on improving the interface between medical research and clinical services. As suggested in the NLP Report, there is potential for both frontline healthcare and economic benefits through nurturing the synergy that exists between the cluster of research units based on or near the ORHT

sites and the NHS Trust. A crucial driver for this is Oxford's designation as a national Centre for Biomedical Research. It is hoped that the Trust may in future be granted Foundation Trust status, which would allow this relationship to be further nurtured alongside a greater degree of public participation.

- 3.9 In common with the policy of the PCT to provide more traditionally hospital-based routine healthcare procedures in community-based health centres, the Trust expect patients in the future to rely more on PCT services away from the hospital sites.<sup>5</sup> This will allow for some degree of space rationalisation for hospital services, particularly with respect to inpatient care.

#### **Oxfordshire and Buckinghamshire Mental Health NHS Foundation Trust**

- 3.10 The OBMH provides mental healthcare services to Oxfordshire, Buckinghamshire and surrounding counties. The Trust also provides some highly specialist mental and forensic services to national patients. Oxford accommodates a number of these services on three main sites: the Littlemore Mental Health Centre in Littlemore, and the Park Hospital and Warneford Hospital in Headington (close to the Churchill Hospital and Institute of Health Sciences).
- 3.11 OBMH will continue to occupy their main sites in Oxford for the foreseeable future. The Park and Warneford Hospitals are currently undergoing some modernisation, however there are no plans currently to expand existing services on these sites. The Trust has an aspiration to expand facilities at Littlemore, where there remains some land available. This is likely to include expansion of the main building that accommodates medium security patients, and the site may also accommodate a new building to house services provided by the Ridgeway Trust (see below). Significantly more space is likely to be needed for OBMH facilities over the next 10-15 years, however additional sites for these have not yet been identified, and it is presumed this will be accommodated on existing sites through consolidation and modernisation.

#### **The Ridgeway Partnership (Oxfordshire Learning Disability NHS Trust)**

- 3.12 The Ridgeway Partnership provides a range of health care and social support services for people who have a learning disability (generally adults who have moderate to severe learning disabilities). As well as serving Oxfordshire, the Trust currently has services commissioned by Wiltshire and Swindon PCTs, and Reading PCT. Whilst its core business will remain focused on Oxfordshire, the Partnership intends to extend its commissioning and service base further to cover areas outside the County.
- 3.13 The Trust is based at the Slade Hospital in the Headington (Wood Farm) area. However there is an aspiration to consolidate its medium secure patient services on a single site. The Trust is yet to fully formulate its estates strategy relating to Oxford; options for

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<sup>5</sup> In Oxford, the PCT LIFT project is delivering new one-stop facilities such as the new East Oxford and Dunnock Way Health Centres (a further two centres are being planned). These centres accommodate GP practices as well as complimentary health and community facilities such as a pharmacy, dental surgery, community nursing unit, speech therapy, advice and counselling, and physiotherapy services.

expansion include developing a vacant plot at Littlemore (Oxfordshire Mental Healthcare Trust site), and/or making more efficient use of the existing Slade site.

#### **Nuffield Orthopaedic Centre NHS Trust**

- 3.14 The Nuffield Orthopaedic Centre (NOC) is sited at Windmill Road, Headington, and provides routine and specialist orthopaedic and rheumatological services to the people of Oxfordshire, as well as more specialist services for patients from across the UK and abroad. As well as accommodating NHS patient services, the site also hosts the University of Oxford Botnar Research Centre, accommodating the Nuffield Department of Orthopaedic Surgery, a leading academic unit that provides research and teaching in musculoskeletal conditions and treatments. The Oxford Clinic is also based on the site, which provides a private patient facility for orthopaedic surgery.
- 3.15 The NOC have recently completed a five-year, £42 million buildings and facilities PFI project, which has seen redevelopment of most of the site to provide a state-of-the-art buildings project. The Botnar purpose-built research building was constructed in the last few years, and the Trustees are currently fundraising towards building a Phase 2 extension, to further extend research activities. Any further expansion would take place on the existing site.
- 3.16 At the time of writing, the Strategic Health Authority is investigating new business or management models for the NOC Trust, as it considers the Trust not to be suitable for consideration as a Foundation Trust. This is likely to result in a new partner organisation being found to take over the management of the hospital, whilst preserving the specialist services provided by the NOC. A draft timetable suggests a transfer of services to the new organisation in 2010.<sup>6</sup>

#### **Conclusions**

- 3.17 The NLP Report makes clear that the Health sector plays a hugely significant role in the economy of Oxford and its sub-region. As well as employing around 14,500 people within Oxford (about 15% of the total workforce), it supports a further 2,765 indirect and induced jobs in the City. The synergy between the health sector and the Universities is critical in attracting biotechnology and medical research clusters, and nurturing the continued success of these inter-related industries will be important in maintaining Oxford's world-class status within the knowledge-based economy, and as a centre of academic and clinical excellence in this field.
- 3.18 The Hospital Trusts are generally working to modernise and consolidate medical and research activities on their existing main sites. Indications are that more patient care activities will in future be undertaken on a more local level (either in terms of supported accommodation or home support, or at enlarged primary healthcare facilities). Thus, some degree of space rationalization will take place on hospital sites, with a greater focus on specialist health treatments, drawing on improved interface with associated medical research and teaching activities. Some further expansion is currently taking

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<sup>6</sup> Source: Strategic Health Authority (South Central) website - [www.southcentral.nhs.uk](http://www.southcentral.nhs.uk)

place on the John Radcliffe and Churchill Hospital sites, and future capital investment is likely to see further modernisation of existing services. The only new site being considered for hospital expansion at present is at Littlemore, adjacent to Littlemore Hospital (OBMH), potentially for a medium secure OBMH or Ridgeway Partnership patient unit.

- 3.19 To reflect this, Core Strategy Policy CS32 sets out a positive policy framework to encourage co-location of clinical services and research development on the existing hospital sites in Headington and Marston. However there is some flexibility built-in to allow consideration of further sites at the site allocations stage, recognising the importance of maintaining growth in this sector.