

## Greater Manchester Combined Authority

Date: 17<sup>th</sup> December 2021

Subject: Growth Locations Update

Report of: Salford City Mayor Paul Dennett, Portfolio Lead for Housing, Homelessness and Infrastructure and Steve Rumbelow, Portfolio Lead Chief Executive for Housing, Homelessness and Infrastructure

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### Purpose of Report

To set out the six Growth Locations identified within the updated Greater Manchester Strategy (GMS) and the work progressing to support development of these Growth Locations.

### Recommendations:

The GMCA is requested to:





1. Endorse the six GM Growth Locations as set out in section 2/
2. Note the work plan and progress update and next steps set out in sections 4 and 5.

### Contact Officers

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## Equalities Impact, Carbon and Sustainability Assessment:

Impacts Questionnaire			
Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion	G	Growth locations work programme is aimed at levelling up across GM and connecting people to employment and skill opportunities.	
Health	G	The Growth Locations work includes proposals for growth in health innovation and increased public connectivity including to community / health facilities in some locations.	
Resilience and Adaptation	G	The proposals will be developed to support the GM carbon neutral objectives	
Housing	G	Significant new build housing anticipated across the Growth Locations in support of PfE objectives	
Economy	G	Growth Locations work will seek to support opportunities for economic growth	
Mobility and Connectivity	G	GMCA and TfGM will work together to coordinate opportunities for aligning growth with transport connectivity	
Carbon, Nature and Environment	G	The work programme will be underpinned by supporting GMs levelling up and low carbon ambitions	
Consumption and Production			
Contribution to achieving the GM Carbon Neutral 2038 target		Work through the Growth Locations is underpinned by levelling up and low carbon ambitions and will seek to identify specific opportunities to contribute to GM's Carbon Neutral target	
<b>Further Assessment(s):</b>	Carbon Assessment		
 <b>Positive</b> impacts overall, whether long or short term.	 <b>Mix of positive and negative</b> impacts. Trade-offs to consider.	 <b>Mostly negative</b> , with at least one <b>positive</b> aspect. Trade-offs to consider.	 <b>Negative</b> impacts overall.

## Risk Management

The proposed Growth Locations and any associated risks will be overseen and managed through the governance structure as set out within this report.

## Legal Considerations

The work programme does not currently have requirements for legal input. Should future legal input be required it will be managed through the proposed governance structure.

## Financial Consequences – Revenue

The proposed work plan is likely to result in requests for revenue funding through the Evergreen Surplus Funding. Approvals will be sought for allocation of revenue funding.

## Financial Consequences – Capital

Delivery of the growth locations will require significant capital investment from a range of sources. Approval would be sought for any specific requests for investment from GMCA.

**Number of attachments to the report: 0**

## **Comments/recommendations from Overview & Scrutiny Committee**

The Housing, Planning & Environment Overview and Scrutiny Committee met on 9 December and requested that the Scrutiny function be included as part of the governance structure as Growth Locations progress. This will be incorporated in the next report to the GMCA.

## **Background Papers**

- Updated draft Greater Manchester Strategy
- GM's Comprehensive Spending Review Submission

## **Tracking/ Process**

Does this report relate to a major strategic decision, as set out in the GMCA Constitution?

No

## **Exemption from call in**

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

No

**GM Transport Committee - N/A**

# 1 Background

1.1 Working with our district partners, we have identified six 'Growth Locations' which represent opportunities for the whole city-region to bring forward development at a scale that can drive the transformational change we want to see in GM. The six Growth Locations are:

- North East Growth Corridor
- Eastern Growth Cluster
- Airport & Southern Growth Corridor
- Central Growth Cluster
- Western Gateway
- Wigan & Bolton Growth Corridor

A summary profile for each Growth Locations is set out in Section 2 below.

1.2 As recognised in the updated GMS and also our Comprehensive Spending Review (CSR) submission to Government, the Growth Locations each include unique opportunities and assets to respond to the variety of needs and challenges present in different parts of the conurbation. The Growth Locations will provide the platform for a levelling up approach across GM, by creating value through new development and in turn ensuring that the resultant benefits and outcomes are experienced across wider GM communities.

1.3 The Growth Locations will make an important contribution to meeting the objectives of some of our key plans including the Greater Manchester Strategy (GMS), GM Five Year Environment Plan, Local Industrial Strategy, Transport Strategy 2040 and GM Places for Everyone (PfE) by supporting growth across the following key areas:

**Employment & Supply Chain** – The Growth Locations include proposals for significant new employment growth, supporting key sectors identified within the Local Industrial Strategy. The Growth Locations each present the opportunity to enhance existing sectoral strengths and supply chains (e.g. logistics and manufacturing in Wigan & Bolton) providing business support services to facilitate growth and also sets the platform for growth in new areas, such as advanced materials in the North Eastern area.

**Education & Skills** – A key strand to the Growth Locations activity will be to ensure that Higher Education (HE), Further Education (FE) and training providers are engaged and provide the necessary training and development to ensure that residents have the skills required to support growth in both current industries and the planned future growth in new industries. Work will consider the opportunity to create specialisms in each LA to support Growth Locations linked to the types of growth planned; whilst also ensuring provision responds to employer need.

**Housing** – The Growth Locations include proposals for thousands of new homes which will make an important contribution to our housing ambitions set out within PfE. Working with our key housing providers we will ensure that the housing offer in each location meets local need and offers a range of types and tenure to meet the

aspirations of residents at different points in their lives. The scale of housing planned also offers significant opportunity to take a coordinated approach and leverage economies in delivering low carbon housing.

**Transport** – A critical component of each Growth Location is the delivery of sustainable, accessible transport infrastructure to ensure that people are connected to employment and skills opportunities and promoting social inclusion and well-being through connectivity to town centres and community services. Working with TfGM, we will ensure that development opportunities are sequenced with key transport proposals including plans through the CRSTs programme.

**Innovation** – Plans include proposals to work with our academic institutions to drive innovation and R&D activity across the Growth Locations, supporting projects through Innovation GM and potential innovation deals. The Growth Locations cover significant innovation assets including Salford Innovation Triangle, Trafford Clean Energy Park, Oxford Road Corridor and the Advanced Machinery and Productivity Institute in Rochdale.

**Low Carbon** – It is essential that the plans for each of the Growth Locations build in GM's zero carbon ambitions as an integral element of design and delivery. The scale of development planned offers real opportunities to coordinate low carbon infrastructure (e.g. district heating networks) and drive economies of scale in low carbon construction which will ultimately set a platform for more affordable low carbon delivery across the rest of GM.

- 1.4 As set out in Section 2 below, the Growth Locations will facilitate growth across a range of different industries. The Growth Locations are not in direct competition with one another and instead growth across the six areas will be complementary, each making an important contribution to the GM economy and working in tandem to drive forward delivery of our levelling up ambitions.
- 1.5 Work is underway between GMCA, district authorities and TfGM to develop plans for each of the Growth Locations with the objective of targeting intervention, investment and delivery opportunities in an effective place-based approach. As identified within the CSR submission to government, there is a clear opportunity for GM to develop a place-based investment and accountability framework with Government across the Growth Locations which could set a platform for future devolved spending for GM.

## **2 Growth Location Profiles**

### **2.1 North East Growth Corridor**

- 2.1.1 The North East Growth Corridor includes significant opportunities for new employment and housing growth in the north of Greater Manchester, supported by key sub-regional town centres in Bury, Oldham and Rochdale. The North East Growth Corridor is the single largest employment opportunity for the city-region, delivering c1,500,000sqm of new employment floorspace, thousands of quality jobs and thousands of new quality, low carbon homes linked to sustainable transport.
- 2.1.2 Of fundamental importance to this growth location is the Northern Gateway. As one of the largest opportunities for employment development in the country, this site

alone has the potential to deliver transformational change with capacity for around 1,200,000 sq.m. of employment floorspace, including proposals to incorporate a significant element of advanced manufacturing and major investment in transport infrastructure.

- 2.1.3 Translating the work of our universities into reality, the employment growth will focus on creating an 'Advanced Materials City', and across the Growth Area establishing a national leading Advanced Manufacturing and Materials 'mega' cluster for Greater Manchester, building on the existing manufacturing supply chains and skills base.
- 2.1.4 Innovation and significant inward investment will be realised through the Advanced Machinery and Productivity Institute, creating the new machines and engineering skills needed to manufacture the technologies of tomorrow.
- 2.1.5 Local residents are being connected to the newly created opportunities in higher skilled manufacturing employment through the provision of training and development opportunities, and higher education offer through our universities and higher education providers.
- 2.1.6 The proposed creation of a Mayoral Enterprise Zone around Oldham Town Centre will ensure that the people of Oldham benefit from the value and growth created through this approach. The Town Centre focus and the Mills Strategy being adopted by Oldham will also imbed and deliver Greater Manchester's brownfield first policy as set out in Places for Everyone.
- 2.1.7 With sustainability and the ambition of zero carbon integral to the design of all the growth locations, it is proposed that the North East Growth Corridor will be connected to surrounding areas via sustainable public transport infrastructure, including proposals for tram-train developments connecting Bury, Rochdale, Oldham, Middleton and beyond, as well as a Bus Rapid Transit system.
- 2.1.8 The North East Growth Corridor is a key development for Greater Manchester, developing our connections with West Yorkshire and the collaboration work that is ongoing with Universities outside of the region on innovation and also with the West Yorkshire Combined Authority on skills.
- 2.1.9 The development of the site will also bring forward plans for investment in the key highway infrastructure which will support increased network capacity and ensure the scale of development can be delivered to raise the overall competitiveness of northern Greater Manchester.

## 2.2 **Airport and Southern Growth Corridor**

- 2.2.1 In support of realising Greater Manchester's international potential, the development of the Airport and Southern Growth Corridor will facilitate international business and tourism growth. The delivery of highspeed rail, through HS2, at the Airport and into the city centre will create further economic benefits and growth realised from the increase in ease and connectivity for international business and visitors.

- 2.2.2 The development of the Airport and Southern Growth Corridor supports the continued redevelopment of Stockport town centre. Supported by the Town Centre West Mayoral Development Corporation high quality housing will be delivered, sustainable transport connectivity improved, and there will be a focus on town centre employment growth.
- 2.2.3 The overall plan will transform the retail and culture offer of Stockport town centre, building on its unique heritage and assets and providing accessible opportunities benefitting local communities. The development will be underpinned by the expansion of Metrolink into Stockport town centre and redevelopment of Stockport Train Station as a southern transport gateway to the wider Greater Manchester area.
- 2.2.4 The airport's operations (i.e. emissions generated by the airport itself, including the operation of ground support vehicles but excluding emissions from aircraft are already certified carbon neutral. We want to make sure that our policy on aviation matches our ambition to be a world leader on climate action, in line with our carbon neutral 2038 target and our carbon budget. In driving this Greater Manchester partners will work with Government and other stakeholders to help to influence UK aviation policy, including development of an appropriate budget for UK aviation emissions, and ensure that this supports levelling-up.
- 2.2.5 Employment opportunities will be created through the development planned at Airport City, which will attract Head Offices to Greater Manchester, creating jobs across a range of sectors and at different levels. The development of these opportunities will be supported by the provision of a comprehensive skills offer, ensuring local people are able to access the opportunities created, through direct job creation, supply chain opportunities and wider distributed benefits.
- 2.2.6 Enhanced transport connections such as the new station at Cheadle will provide additional sustainable connections into the wider transport network from our local centres and reduce transport congestion.
- 2.2.7 Connecting opportunities across Greater Manchester's frontier sectors and foundational economy, the developments planned at Medipark, including the completion of the Metrolink loop from Medipark via Davenport Green to the Airport underpinning the opportunity to complimentary group and looking ahead to HS2, Roundthorn Industrial Estate and Wythenshawe Hospital will drive health-focused skills and employment creation in and around the Airport and Southern Growth Corridor. Linked to this are plans to redevelop Wythenshawe Town Centre, providing new jobs, homes and connections to employment, including at the Airport, in support of Levelling Up.

## 2.3 **Eastern Growth Cluster**

- 2.3.1 Providing the connection between need and opportunities in the east of the conurbation, the Eastern Growth Corridor will create a significant new employment engine in Tameside, by linking the key development opportunities of Ashton Moss and St. Petersfield in Ashton Town Centre.
- 2.3.2 The development will build upon Tameside's existing strengths in advanced materials and manufacturing of coatings, plastics and textiles. The Eastern growth

corridor can take advantage of the borough's city region leading digital connectivity, which puts advanced broadband infrastructure within 200m of 50% of the borough's industrial premises and over 50% of its housing. The existing road, tram and rail transport assets in the area, offer excellent transport links, which are being expanded through the beelines network and the proposed Rochdale-Oldham-Ashton Quality Bus Transit scheme.

- 2.3.3 To ensure local centres are adapting, developing and reflective of their communities, the investment planned for the town centres of Ashton-under-Lyne and Hyde will transform the retail and culture offers. Residents will enjoy the benefits of modern and well utilised town centres, which are physical and digitally connected to sustainable employment opportunities being created at Ashton Moss, and the better connectivity between local centres and communities.
- 2.3.4 The development of over 2,000 new high-quality, low carbon homes around Godley Green Garden Village, offers an opportunity to drive the development and adoption of advanced methods of construction, digital design, eHealth and health tech.
- 2.3.5 Through close collaboration and joint development with residents and the borough's FE institutions, and improved links to the city regions Universities, skills provision and investment will be developed and expanded to support residents of some of our more deprived communities, such as Aston-under-Lyne, Droylsden and East Manchester, to access the employment opportunities being created.
- 2.3.6 The development of Tameside College's new Construction Skills Centre, on the same campus as their manufacturing focused, Advanced Skills Centre, and ongoing work to establish additional Further and Higher Education provision into St. Petersfield, demonstrate the first clear steps of this strategy being put into action.

## 2.4 **Central Growth Cluster**

- 2.4.1 The Central Growth Cluster will create over 90,000 new jobs. Employment creation will be generated through the regional centre with direct opportunities through the Oxford Road Corridor, Manchester Piccadilly and Salford's Innovation Triangle comprising Media City and The Quays (including future growth at Wharfside), Salford Crescent and Salford Royal Foundation Trust.
- 2.4.2 The alignment of skills provision, across a range of levels and institutions will ensure a pipeline supply of skilled Greater Manchester residents to meet the expanding jobs markets, notably in digital, creative, media and broadcasting, and professional services.
- 2.4.3 The development of this growth cluster will be underpinned by the expansion and development of the public transport infrastructure, (delivery of HS2, NPR, Quality Bus Corridor and Metrolink extensions), which will connect people in all parts of the conurbation to the regional centre, enabling more parts of Greater Manchester to benefit from economic prosperity generated at the core.
- 2.4.4 The introduction of HS2 and NPR services, could make Manchester Piccadilly one of the best connected and productive locations in the North of England. The area has the potential to deliver 40,000 new and sustainable jobs, 13,000 new homes and close to a million square metres of commercial development.



- 2.4.5 The new skills being created in health innovation and R&D are being supported by our world class universities and plans for the redevelopment at North Manchester Hospital. Planning is underway to replace the current hospital buildings with a new hospital, which is proving to be an important catalyst for change, but the approach being taken by partners goes far beyond this narrow ambition. The new health and wellbeing campus is based on a fundamental rethink of the role of the hospital within the context of all the health and care services provided for residents.
- 2.4.6 New homes being created under the Central Growth Cluster will provide 58,000 new units on brownfield land. The housing created in the central area (around Victoria North, North Campus, the Eastern Gateway and Salford Crescent), maximise the proximity of the planned developments to the public transport networks. The Central Growth Cluster also spreads into the northern tip of Trafford offering further significant housing growth potential.
- 2.4.7 The Victoria North programme is the single largest residential development and regeneration programme in GM. Some 15,000 low carbon new homes will be delivered over the next 15 years through the repurposing and densification of under-utilised and brownfield land in a well-connected and sustainable location, at the core of the conurbation. Building on the growth of the city centre, and taken together with the plans for Manchester's Eastern Gateway, and major planned investment into the North Manchester General Hospital campus, Victoria North presents a major opportunity to rebalance and level up the northern neighbourhoods of the Regional Centre, facilitating sustained residential and population growth whilst knitting together a series of strategic national and local objectives concerning affordable housing, net zero, place creation, inclusive growth, health and education.
- 2.4.8 Our unique leisure and culture offer in Greater Manchester will be expanded upon and made more accessible through the Central Growth Cluster. Opportunities in the cultural and creative industries will be further grown, building on the existing major cluster in the regional centre, and new facilities such as The Factory. Major sporting, leisure and recreational infrastructure around the Eastern Gateway area will help drive Greater Manchester's tourism offer, supported by enhanced connectivity through HS2 at Piccadilly.

## 2.5 **Western Gateway**

- 2.5.1 The Western Gateway is a key development for Greater Manchester, developing our connections with the Port of Liverpool, and the rest of the world. The Port of Liverpool now has Freeport Status, and can accommodate the largest container vessels. Greater Manchester's further development of our trade connections with the Port of Liverpool are therefore paramount. The Western Gateway also provides for the economic growth of the Central Growth Cluster core economic area through the development of a tri-modal freight hub at Port Salford.
- 2.5.2 Port Salford's further development will provide sustainable freight transport operations which will include rail and road links, on-site canal berths, rail spur and container terminal.
- 2.5.3 The Western Gateway has the potential to create 25,000 new jobs, capitalising on the unrivalled port connectivity and planned employment space at Carrington, Port Salford, Partington and Trafford Park, alongside the regional leisure, retail and

hospitality destination at Trafford City. Logistics and distribution sector employment will be created, with opportunities accessible to local communities with existing skills in this sector and further opportunities for development. Employment growth will also be created in the low carbon energy sector, linked to the development of a low carbon energy innovation park at Trafford Park.

2.5.4 Significant brownfield sites will also be utilised for the creation of c.21,000 new high quality homes, bringing forward new sustainable integrated urban neighbourhoods. These new settlements will provide enhanced connectivity to ensure residents have access to key employment opportunities including major improvements in highway access, such as the Carrington Relief Road, and upgrades to the Carrington Spur and Junction 8 of the M60 alongside sustainable transport links.

## 2.6 Wigan & Bolton Growth Corridor

2.6.1 The development of the Wigan & Bolton Growth Corridor will provide radial transport infrastructure across Wigan and Bolton. The development of a quality bus corridor, motorway link road and enhanced rail, will connect residents to employment and skills opportunities within the Boroughs and across Greater Manchester.

2.6.2 In line with residents needs and aspirations, c.12,000 new quality homes will be created. These will include family homes, and will be delivered across the distinctive communities with access to green space.

2.6.3 Building on the corridor’s existing strengths and strategic transport links, employment growth will be driven by logistics, manufacturing (notably food) and distribution.

2.6.4 Health Innovation opportunities will be realised through the delivery of the GM Health Innovation Campus linked to the Royal Bolton Hospital.

2.6.5 The Wigan & Bolton Growth Corridor will provide for the development and resetting of the images of both Boroughs as places to live, work and invest. The development will be delivered drawing on distinctive cultural assets and improved sustainable transport choices. As with all the growth locations the Corridor will be delivered to provide opportunities to drive the benefits of economic growth into more of our communities.

## 3 Governance

3.1 A governance structure has been put in place to coordinate activity, opportunities and engagement with key stakeholders across the six growth locations. The governance structure is shown in appendix 1 attached. The key roles and responsibilities of each group are summarised in the table below:

Group	Chair	Key Members	Key Responsibilities
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Chief Execs Investment Group	Eamonn Boylan, GMCA CEO	CEXs of each of the 10 Local Authorities	<ul style="list-style-type: none"> <li>• Overall oversight and accountability for the programme of work.</li> <li>• Approval of key investment decisions.</li> </ul>
GM Growth Locations Steering Group	Simon Nokes, GMCA Exec Director	DoP members GMCA director(s) TfGM director(s)	<ul style="list-style-type: none"> <li>• To support coordinated activity across the 6 Growth Location areas. Working with Directors of Place and to recommend prioritisation of resource and investment support.</li> <li>• Coordination of GM-wide workstreams and GM activity across different functions e.g. research, skills, economy, digital.</li> <li>• Facilitate engagement and support from key Government agencies.</li> <li>• Makes recommendations to the Chief Executives Investment Group for key decisions.</li> </ul>
Steering Group for each Growth Location (x6)	Andrew McIntosh, GMCA Place Director	DoP from each relevant district TfGM GMCA officers	<ul style="list-style-type: none"> <li>• Coordinate and prioritise business case preparation and resource support to facilitate investment and delivery of the various opportunities in each of the Growth Locations.</li> <li>• Oversee funding applications / investment prioritisation within the Growth Location area.</li> </ul>

3.2 In order to ensure a holistic place based approach is adopted in delivery of the Growth Locations, the governance structure includes input and engagement from across key GMCA directorates including Place, Economy, Education & Skills, Environment, Digital and Public Sector Reform. TfGM are also included in all levels of governance to ensure that the plans for key transport infrastructure are considered alongside wider place-based delivery plans. This will enable GM to demonstrate how levelling up can be achieved across the conurbation.

3.3 The governance arrangements are intended to coordinate activity at a GM level and will not supersede or duplicate any local project governance that is already in place. The arrangements allows for a coordinated GM approach to engagement and lobbying with our key external stakeholders including Government departments, National Highways, Homes England, Environment Agency and utility providers.

## 4 Work Plan & Progress Update

4.1 Work is already underway with our district partners, coordinated through Directors of Place, to set out the vision and plans to support the opportunities identified in each of the Growth Locations. Each of the Growth Location steering groups have already met and agreed plans for the preparation of the following key documents:

- 4.2 **Growth Plan** – The Growth Plan sets out the strategic narrative for each growth location and describes the type and scale of growth the area can support. The Growth Plan considers the key employment sectors, development opportunities, significant infrastructure and anticipated benefits of each location. A growth plan has been drafted for each of the Growth Locations in collaboration between GMCA and districts.
- 4.3 **Local Investment Frameworks (LIFs)** – A number of LIFs will be developed for each of the growth locations to set out a more detailed proposal for specific opportunity areas / projects that require significant public sector intervention and the appropriate sequencing of such intervention. The purpose of the LIF is to develop the early framework for an investment proposition, which could be progressed into a full business case or funding application in response to specific investment opportunities. It is intended that the LIFs will facilitate engagement and potential coordination of investment activities with our key partners and place GM in a stronger position for lobbying for future funding opportunities. The LIF document provides key project information including outputs, infrastructure requirements, delivery timescales and phasing, key partners, funding requirements.
- 4.3.1 The intention is for the Growth Location Steering Groups to identify key gaps in information through preparation of the LIFs and, where appropriate, target Evergreen Surplus funding to commission the required work. A similar approach would be adopted for utilising partner resource support including revenue funding for 2021/22 which has been made available through Homes England.
- 4.3.2 Three LIF pilots have been prepared to date and further LIF areas are currently being agreed by each of the Growth Location Steering Groups.
- 4.4 **Business Case / Funding Applications** – The intention is to use the information and project planning developed through the LIFs to prepare full business cases and make targeted funding applications to secure the required investment in priority projects to enable projects to move into delivery and deliver the anticipated benefits for GM residents.

## 5 Next Steps

- 5.1 The next steps for the Growth Locations work include:
- Continue the preparation of key documentation and project planning described in section 4 above. Seeking approval to use Evergreen surplus funding (or partners' resource support) to commission key feasibility studies or required evidence to support delivery and investment proposals;
  - Coordinate engagement with key external stakeholders on the Growth Location opportunities and seek their input and support to target resource as plans progress; and
  - Consider opportunities from the imminent CSR announcement and ensure the Growth Location activity responds accordingly.

## 6 Recommendations

6.1 Recommendations are set out at the beginning of this report:

**Appendix 1 – Growth Locations Governance Chart**

