

Greater Manchester Combined Authority

Date: 26th September 2025

Subject: Mayoral Development Corporation for the Old Trafford Regeneration MDC – Consultation Results & Approval to Designate

Report of: Councillor Bev Craig, Portfolio Lead for Economy, Business and Inclusive Growth and Tom Stannard, Portfolio Lead Chief Executive for Economy, Business and Inclusive Growth

Purpose of Report

This report sets out the results of the consultation on the establishment of a Mayoral Development Corporation (MDC) covering the Old Trafford Regeneration area and seeks approval for the next steps in the process.

Recommendations:

The GMCA is recommended to:

1. Note the results of the consultation exercise in respect of the designation of a Mayoral Development Corporation for the Old Trafford Regeneration area.
2. Note the Mayor's response to the consultation.
3. Note the support for designation of the 'Old Trafford Regeneration' MDC approved by Trafford Council at their meeting on 15th September 2025 - **The Member for Trafford is asked to confirm at this time if they consent to the designation of the proposed mayoral development area.**
4. Give due consideration to the proposal by the Mayor to designate an area, identified on the plan at Appendix 3, as a Mayoral Development Area and notify the Mayor within the consideration period if it proposes to reject the proposal.
5. Note that subject to the GMCA not rejecting the proposal as set out at recommendation 4 above, the Mayor shall publicise the designation, notify the Secretary of State of the designation and the name to be given to the Mayoral

Development Corporation, as follows: “Old Trafford Regeneration Mayoral Development Corporation”.

Contact Officers

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Report authors must identify which paragraph relating to the following issues:

Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers

The GMCA is recommended to:

1. Agree in principle to the creation of an MDC for the regeneration of Old Trafford.
2. Endorse the Mayor undertaking a consultation exercise in respect of the designation of a Mayoral Development Corporation for the f Old Trafford Regeneration area.
3. Agree that GMCA officers can explore with Trafford Council detailed options for an MDC to be created for Old Trafford, with these matters to be decided upon by GMCA and Trafford in due course.
4. Approve the proposal for contact to be made with the relevant Government department to outline proposals for the Old Trafford Regeneration MDC and obtain support for the proposed MDC to be decided upon by GMCA and Trafford Council in due course.
5. Request that a further report be brought back setting out the outcome of the consultation and further investigation work to a future meeting of the GMCA for approval.

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	Delivery of the Old Trafford Regeneration (OTR) project will provide access to homes across a range of types and tenures and high-quality employment opportunities to a part of Greater Manchester which has been relatively economically disadvantaged. The development will also enhance access to social and transport infrastructure for new and existing residents. This proposal recommends a consultation on the delivery route for OTR which gives the affected communities the opportunity to make their views known.
Health	G	Detailed development proposals are to be agreed but the OTR will support the development of high-quality homes and encourage active travel as well as provide high quality services to help improve the health and wellbeing of its residents.
Resilience and Adaptation	G	The OTR boundary covers an areas of already developed land and brownfield sites limiting the need to use greenfield land elsewhere. While the proposals are in the early stages the development will look to improve the quality of housing, green spaces and services to create a thriving community within the OTR area.
Housing	G	Detailed development proposals are to be agreed including final housing numbers. However, the proposal will support the delivery of new homes as part of the OTR project, a proportion of which will be affordable homes of various tenures. It will also support economic development with local employment benefits, enhancing access to and affordability of homes for local residents.
Economy	G	The OTR project is one of Greater Manchester's and the UK's most significant development projects and is a site of international significance. The OTR area, within Trafford Wharfside, presents a remarkable opportunity to create one of Europe's most significant investment and regeneration initiatives. This transformative project promises to dramatically enhance economic performance and quality of life for the region and beyond. It will deliver new housing and employment space with significant associated employment, GVA, and growth implications. Its strategic location has the ability to attract national and international inward investment.
Mobility and Connectivity	G	OTR area will bring significant investment in transport infrastructure to the Western Gateway, including Strategic Road Network and Local Road Network improvements. Alongside this will be enhancement of existing public transport provision and creation of new public transport options and sustainable travel modes serving the new developments. Modern businesses, require high-quality digital connections. The development will be underpinned by provision of this digital infrastructure for both employment and residential uses.
Carbon, Nature and Environment	A	The OTR area is already a significantly developed area with current heavy industrial use which will mean the regeneration of the area will have a less significant environmental impact than developing a Green Field Site. Although, any physical development has unavoidable impacts on the environment, but these will be managed and mitigated as much as possible, and the most material impacts will be largely confined to the delivery phase. Mitigation against long-term environmental impacts will be incorporated into development proposals. Delivery of new low- and zero-carbon homes and commercial premises will improve the average efficiency of properties across Greater Manchester and contribute to the achievement of carbon neutrality by 2038. Detailed development proposals are not fixed but biodiversity enhancement is a mandatory requirement for all new developments.
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		Delivery of new low- and zero-carbon homes and commercial premises will improve the average efficiency of properties across Greater Manchester and contribute to the achievement of carbon neutrality by 2038.
Further Assessment(s):		Carbon Assessment
G	Positive impacts overall, whether long or short term.	A Mix of positive and negative impacts. Trade-offs to consider.
R	Mostly negative, with at least one positive aspect. Trade-offs to consider.	RR Negative impacts overall.

Carbon Assessment		
Overall Score		
Buildings	Result	Justification/Mitigation
New Build residential		Details of development proposals are to be determined, however there is an overarching commitment to deliver in accordance with requirements for biodiversity, energy efficiency, and carbon reduction set out in Places for Everyone and GMS.
Residential building(s) renovation/maintenance	N/A	
New build non-residential (including public) buildings		Details of development proposals are to be determined, however there is an overarching commitment to deliver in accordance with requirements for biodiversity, energy efficiency, and carbon reduction set out in Places for Everyone and GMS.
Transport		
Active travel and public transport		Details of public transport and active travel interventions are to be determined but will represent an enhancement over existing.
Roads, Parking and Vehicle Access		Details of development proposals are to be determined but principles of decreased personal vehicle use and increased sustainable transport modes as proportion of overall travel are agreed.
Access to amenities		Details of development proposals are to be determined but principles of decreased personal vehicle use and increased sustainable transport modes as proportion of overall travel are agreed. Allocations within Places for Everyone include local amenity uses alongside residential and employment development, improving access to these services by sustainable modes of transport.
Vehicle procurement	N/A	
Land Use		
Land use		The majority of the land being developed is land which has already had significant previous development including industrial use. New green spaces will be created
No associated carbon impacts expected. High standard in terms of practice and awareness on carbon. Mostly best practice with a good level of awareness on carbon. Partially meets best practice/ awareness, significant room to improve. Not best practice and/ or insufficient awareness of carbon impacts.		

Risk Management

None.

Legal Considerations

The Localism Act 2011, as amended by the Greater Manchester Combined Authority (Functions and Amendment) Order 2017, sets out the parameters for creation of locally-led Mayoral Development Corporations (MDCs).

Consultation must be carried out in accordance with the requirements of the relevant legislation (see para 3.3). The GMCA legal team, in consultation with Trafford Council counterparts, ensured the appropriate processes were followed.

Financial Consequences – Revenue

None.

Financial Consequences – Capital

None.

Number of attachments to the report: 3

Appendix 1- Consultation Results Summary

Appendix 2 – Mayor’s Response to Consultation

Appendix 3 – MDC Boundary Map

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

1. Greater Manchester’s Approach to Delivering Growth Ambitions – 31st January 2025
2. Trafford Council Executive Committee – 27th January 2025
3. Proposed Old Trafford Regeneration Mayoral Development Corporation (MDC) - 27th June 2025

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

Bee Network Committee

N/A

Overview and Scrutiny Committee

N/A

1. Introduction/Background

- 1.1 In January 2025, GMCA endorsed the preparation of an updated Greater Manchester Strategy (GMS) (subsequently approved on 27th June 2025) and underpinning 10-year Growth & Prevention Delivery Plan ('Delivery Plan'), which brings together priority actions to be delivered over the coming years to realise the GMS vision.
- 1.2 A key focus for the Delivery Plan will be the activity required to unlock growth through the successful development and regeneration of our places, working collaboratively with our public and private sector partners. Our collective approach will need to ensure the continuation of a growing global city centre, along with a wider city region of thriving boroughs and vibrant town centres across GM. Fundamental to this will be the delivery of well-connected employment and housing sites with our growth plans benefitting all our residents over the 10-year period.
- 1.3 This paper sets out the approach as it relates to the Old Trafford Regeneration Area, focusing on the proposed implementation of a Mayoral Development Corporation (MDC) to support delivery of this transformative project. The Old Trafford Regeneration Area has been identified as a key location for such regeneration, in alignment with Greater Manchester's ambitions for growth.

2. Mayoral Development Corporation for the Old Trafford Regeneration Area

- 2.1. The Old Trafford Regeneration area is a flagship Greater Manchester development that presents a remarkable opportunity to create one of Europe's most significant investment and regeneration initiatives. This transformative project promises to dramatically enhance economic performance and quality of life for the region and beyond.
- 2.2. In June 2025 GMCA agreed in principle to the creation of a Mayoral Development Corporation (MDC) for the Old Trafford Regeneration area after a detailed options review for an appropriate delivery vehicle was explored with officers from Trafford Council.
- 2.3. The GMCA endorsed the MDC option and the undertaking of a consultation exercise in respect of the proposal. The Mayor approved the undertaking of the consultation.

3. MDC Consultation

- 3.1 As noted above, the designation of Mayoral Development Corporations is governed in Greater Manchester by the Localism Act 2011 Part 8, Chapter 2, as modified by the Schedule to the Greater Manchester Combined Authority (Functions and Amendment) Order 2017 ("The Act").
- 3.2 This provides that the Mayor may designate a Mayoral development area only if consultation has been concluded, and responses considered, in accordance with the Act.
- 3.3 The Act requires the Mayor to consult with members of the GMCA; MPs whose parliamentary constituency contains part of the proposed area; and each district council whose areas are within the proposed boundary, in this case Trafford Council.
- 3.4 The Mayor may also consult with any other person who he considers it appropriate to consult. In this case, as for the Stockport MDC, the Mayor decided to make the consultation accessible to the public, with this hosted on the 'GM Consult' engagement platform. Supporting information about MDCs and the reasons one is proposed for the Old Trafford Regeneration Area were provided with the consultation questions.

- 3.5 Consultation on the Old Trafford Regeneration MDC allowed statutory and additional consultees to provide a response to the proposals, and for these responses to be reflected as part of subsequent work to progress the implementation of the MDC.
- 3.6 The consultation was launched on 9th July 2025 and closed on 20th August 2025, a period of 42 days.
- 3.7 All residents and businesses located in the proposed MDC area were written to, inviting them to participate in the consultation. In addition, a press release and social media posts highlighted the consultation process and informed people how they could participate.

4. Consultation Results

- 4.1 In summary, the consultation received 36 responses through the GM Consult platform plus a further 2 letters. Of the online responses, 50% were from respondents who indicated they live in Trafford. Organisations provided 6 of the online submissions; all but 1 supported the proposal.
- 4.2 Responses to individual questions can be summarised as follows:
 - 4.2.1 77.78% of respondents agreed with the creation of an MDC for the Old Trafford Regeneration area.
 - 4.2.2 77.77% of respondents strongly agree or agreed, that an MDC for the Old Trafford Regeneration area would support development, growth, and improvements across Trafford while 11.11% were neutral and 11.11% disagreeing or Strongly Disagreeing.
 - 4.2.3 39.88% of respondents strongly agreed or agreed with the proposed “The Old Trafford Regeneration Mayoral Development Corporation” name. A further 41.67% were neutral with only 19.45% Disagreeing or Strongly Disagreeing.
 - 4.2.4 44.45% of respondents strongly agreed or agreed with the proposed boundary of the MDC with a further 19.44% being neutral. 36.11% of respondents Disagreed or Strongly Disagreed. Some objections were about extending rather than reducing the boundary to include areas such as further along the waterfront, inclusion of more industrial areas, deeper into Trafford Park, up Stretford Road near Seymour Grove or to include Chorley

Street. There was one opposition to the inclusion of the waterfront, due to concerns it will not remain a public promenade. Concerns were raised about the inclusion of the Old Trafford Stadium and Manchester United owned land. Preservation of existing landmarks and cultural sites was also noted as being important. An organisation objected to the inclusion of the rail freight terminals stating it is a nationally significant asset and that Manchester needs an intermodal terminal for sustainable growth.

4.2.5 Respondents could provide text responses to add additional comments, and it was noted that the proposed regeneration of the Old Trafford area presents a generational opportunity to transform a key part of Manchester and will be great for the area, with another comment noting it is a good start but not going far enough. The main concern raised was on the potential impact the development could have on transport infrastructure and public services. Businesses expressed their concern regarding compulsory purchases with a need for relocation support. The importance of local business representation on the board as well as further local engagement was raised. Also, ensuring value for money and that no public funding is being used to build the stadium was highlighted. Further comments stated the need for affordable housing, asked why an MDC is needed, stressed the importance of an Industry focus, stated other areas in GM should be prioritised and expressed concerns regarding the rail terminal.

4.3 In addition to the online responses the GMCA received two letters from organisations. One letter was broadly supportive of the proposals but wanted to ensure critical data centres were safeguarded in plans. The second letter also concerned data centres with the organisation objecting to their site being included within the boundary but were supportive of wider regeneration efforts. The GMCA and Trafford Council will respond directly to these letters.

4.4 As part of the consultation process, the Member of Parliament for Stretford and Urmston was engaged regarding the proposed Mayoral Development Corporation. A positive meeting was held with the Mayor, Trafford Council officers, and the MP who was supportive of the proposed MDC.

4.5 Appendix 1 to this report sets out the specific consultation questions and responses in more detail. Responses will be published on GM Consult and be publicly available where respondents did not choose to make their responses confidential. The webpage for consultation responses is <https://www.gmconsult.org>

- 4.6 The approach adopted by the MDC will take account of the concerns raised through the consultation and seek to mitigate those concerns as far as practical. It is considered that this approach provides a reasonable basis for addressing those concerns effectively.

5. Response to the Consultation

- 5.1 Development Corporations can be important tools for delivering large-scale development, including mixed-use regeneration, transformational urban extensions, and new settlements.
- 5.2 In the right circumstances, these powerful vehicles can bring a number of advantages to complex projects, including:
- 5.2.1 A focus on coordination and consistent delivery from a dedicated body with a specific purpose to develop and deliver a strategic vision for a defined area;
 - 5.2.2 Highly visible public sector commitment coupled with broad public- and private-sector expertise at board level as a driver for private investment; and
 - 5.2.3 Powers to facilitate the delivery of the project.
- 5.3 As outlined in section 4.2, there is significant support from those who responded to the creation of an MDC within the Old Trafford Regeneration area. Additionally, in the cases where there were concerns, such as public transport and services, the creation of the MDC would be intended to address or at least mitigate a number of these concerns.
- 5.4 One of the principal motivations for proposing an MDC for the Old Trafford area is to ensure the development is brought forward in line with the public sector vision for the area and delivered in a way that maximises the benefits to the public, including ensuring that the concerns expressed as part of the consultation are mitigated as much as possible.
- 5.5 In line with the support expressed within the consultation, the Mayor is satisfied that the designation of the MDC for the Old Trafford Regeneration area will support better outcomes for the development and will deliver economic growth and regeneration across Trafford and Greater Manchester. He is supportive of the process for the designation of the Old Trafford Regeneration area MDC.
- 5.6 Where the Mayor does not accept consultation responses from certain specified consultees, the Localism Act (as amended) requires the Mayor to publish a statement giving the reasons for that position. Although none of the responses expressing concerns/objections were from those specified consultees the Mayor

has nonetheless decided to publish a response to the main themes highlighted in the consultation. This response is therefore attached to this report as Appendix 2.

6. Recommendations and Next Steps

- 6.1. The Mayor may designate the Old Trafford Regeneration mayoral development area if he is satisfied that designation is expedient for furthering economic development and regeneration of the area and after:
 - 6.1.1. The Mayor has carried out a consultation in accordance with the Act and had regard to any comments made in response by the consultees; and
 - 6.1.2. The expiration of the 21 day consideration period where the GMCA has not rejected the proposal.

and with the consent of the Members of the GMCA representing Constituent Councils of Greater Manchester within whose boundary the proposed mayoral development area will sit.
- 6.2. Once the designation is made, the Mayor must:
 - 6.2.1. Publicise the designation; and
 - 6.2.2. Notify the Secretary of State of the designation and the name to be given to the MDC.
- 6.3. Once the Secretary of State has received notification of the designation, they will prepare and lay the appropriate Orders before Parliament under the negative procedure, which means the Orders will come into force and the MDC formally created, subject to no motion from either house to reject the Orders within a specified period, usually 40 sitting days. Engagement with MHCLG officials indicates that subject to the above, it may be possible for the MDC to be created later this year.
- 6.4. Further to previous reports and approvals in relation to this matter, work has been ongoing to develop all of the things the MDC will need if it is established such as the rationale for intervention; purpose, aims and objectives of the MDC; governance and decision-making; financial considerations; risks and resources for the MDC. This work is now well developed, and it has strongly informed the Mayor's response to the consultation and his decision to propose the designation process set out at paragraphs 6.1 – 6.3.

- 6.5. This work has also informed the draft business plan for the MDC. It is envisioned that the MDC will prepare an annual performance report that will be put to Trafford Council and GMCA at forthcoming meetings. The MDC will also produce a 5-year business plan and annual delivery plan which will be subject to approval by Trafford Council and GMCA at forthcoming meetings.
- 6.6. The recommendations are set out in the front of the report.