

## Greater Manchester Combined Authority

Date: 27 March 2026

Subject: Proposed Oldham Town Centre Mayoral Development Corporation (MDC)

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

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### Purpose of Report

To seek approval to consult on the establishment of a Mayoral Development Corporation (MDC) in Oldham (see Appendix One), enabling it to become the delivery vehicle for regeneration of the area.

### Recommendations:

The GMCA is requested to:

1. Endorse the Mayor undertaking a consultation exercise in respect of the designation of an MDC for Oldham.
2. Note the indicative timeline, next steps, and the requirement for a further report detailing the outcome of the consultation and detailed delivery plan following consultation.

The Mayor of Greater Manchester is recommended to:

Approve the undertaking of a consultation exercise as described above and in this report.

### Contact Officers

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# Equalities Impact, Carbon and Sustainability Assessment:

## Recommendation - Key points for decision-makers

1. Agree in principle to the creation of an MDC for the regeneration of Oldham.
2. Endorse the Mayor undertaking a consultation exercise in respect of the designation of a Mayoral Development Corporation for Oldham.
3. Note the indicative timeline, next steps, and the requirement for a further report detailing the outcome of the consultation and detailed delivery plan following consultation.
4. Note that if the consultation is approved it is proposed that contact will be made with the relevant Government department to outline proposals for the Oldham MDC and obtain support for the proposed MDC.

## Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	Delivery of regeneration in Oldham 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. It will also increase and enhance access to social and public transport infrastructure for new and proposed residents. The proposal recommends a consultation the delivery route for the Oldham MDC which gives the affected communities the opportunity to make their views known.
Health	G	Detailed development proposals are to be agreed but the programme of development will support the delivery 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		The boundary covers areas of previously Developed land and brownfield sites and proposes to increase the density of development on these sites which are located in close proximity to existing transport nodes. While the proposals are in the early stages development the regeneration will look to improve the quality of housing, green spaces and services to create a thriving community within the
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 regeneration proposals. It will also support economic development with local employment benefits, enhancing access to and affordability of homes for local residents.
Economy	G	The Oldham MDC includes significant development projects. The area presents a remarkable opportunity to deliver an exemplar for health and sports led regeneration. This transformative project promises to enhance economic performance and quality of life within Oldham and the City Region. It will deliver new health and sports facilities, housing and employment space with a focus on health innovation, this will have significant associated employment, GVA and growth implications.
Mobility and Connectivity	G	Oldham MDC will bring significant investment in transport infrastructure and will seek to maximise the benefits of existing and proposed transport infrastructure investments. 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.
Carbon, Nature and Environment	G	Delivery of development will have short- and long-term environmental impacts but significant mitigation will be required as part of proposals to address these. The development proposals will primarily be located on brownfield sites within close proximity to public transport. 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. Biodiversity enhancement is a mandatory requirement for all new developments.
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		

### Further Assessment(s): Carbon Assessment

<b>G</b>	<b>A</b>	<b>R</b>	<b>RR</b>
Positive impacts overall, whether long or short term.	Mix of positive and negative impacts. Trade-offs to consider.	Mostly negative, with at least one positive aspect. Trade-offs to consider.	Negative impacts overall.

## Carbon Assessment

### Overall Score



Buildings	Result	Justification/Mitigation
New Build residential	High	Details of development proposals are to be determined, however there is an overarching commitment to deliver in accordance with requirements set out in Places for Everyone and GMS. The proposed MDC boundary includes two town centres and is therefore highly accessible and sustainable.
Residential buildings (e.g. renovation/maintenance)	N/A	
New build non-residential (including public) buildings	High	Details of development proposals are to be determined, however there is an overarching commitment to deliver in accordance with requirements set out in Places for Everyone and GMS. The proposed MDC boundary includes two town centres and is therefore highly accessible and sustainable.

### Transport

Active travel and public transport	High	Details of public transport and active travel interventions are to be determined but will represent an enhancement over existing.
Roads, Parking and Vehicle Access	High	Details of development proposals are to be determined but principles of decreased personal vehicle use and increased sustainable transport modes are agreed.
Access to amenities	High	Details of development proposals are to be determined but principles of decreased personal vehicle use and increased sustainable transport modes are agreed.
Vehicle procurement	N/A	

### Land Use

Land use	High	Details of development proposals are to be determined, however there is an overarching commitment to deliver in accordance with requirements set out in Places for Everyone and GMS.
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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.
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## Risk Management

None.

## Legal Considerations

1. It is subject to the requirements of Part 8 Chapter 2 (Mayoral Development Corporations) of the Localism Act 2011 as amended by the Greater Manchester Combined Authority (Functions and Amendment) Order 2017.
2. The below table details the process which must be followed under the legislation to designate an area of land as a Mayoral development area and for the establishment of an MDC.

<b>Statutory Consultation</b>	<p>Prior to the Mayor designating land in the GMCA's area as a Mayoral development area the Mayor must consult with:</p> <ul style="list-style-type: none"> <li>• the members of the GMCA who are appointed by the constituent councils;</li> </ul>
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	<ul style="list-style-type: none"> <li>• each MP whose parliamentary constituency contains any part of the area;</li> <li>• the district/ county council whose borough contains any part of the area;</li> <li>• a National Park authority if any part of area is within a National Park; and</li> <li>• any other person the Mayor considers it appropriate to consult.</li> </ul>
<b>Report to GMCA</b>	The Mayor must put forward a report to the GMCA proposing to designate an area as a Mayoral development area and gain approval of the GMCA.
<b>Publicity &amp; Notification to Secretary of State</b>	<p>A consultation exercise must be conducted on the proposed MDC as outlined in this report.</p> <p>The designation must be publicised, and the Secretary of State must be notified of the designation and the name of the MDC.</p>
<b>Establishment</b>	Once notified the Secretary of State will, by an order, establish the MDC. The order establishing an MDC is a statutory instrument which is subject to the negative procedure. This means it will automatically become law without a debate by either of the Houses of Parliament provided there is no objection from either House within a 40 day period.

### **Financial Consequences – Revenue**

None

### **Financial Consequences – Capital**

None

**Number of attachments to the report: 1**

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

N/A

**Background Papers**

- Greater Manchester's Approach to Delivering Growth Ambitions – 31<sup>st</sup> January 2025
- GMCA - Mayoral Development Corporation for Oldham – In Principle Decision – 30<sup>th</sup> January 2026
- Oldham Council Cabinet – Oldham MDC Report – 23 March 2026

**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 July 2025, GMCA launched the Greater Manchester Strategy 2025-35 (GMS) which is the collective vision for the next decade to see a thriving city region where everyone can live a good life. It provides the strategic framework and overarching narrative for the city region, enabling GM to develop and capitalise on the opportunities of the coming decade. To accompany this, a GMS delivery plan was approved by GMCA in November 2025. The delivery plan underpins the GMS and outlines the 7 workstreams and priority actions to be taken across the GM system to achieve our growth and prevention ambitions, supporting the realisation of the GMS vision and the fulfilment of our pledges. A collective approach is needed 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.
- 1.2 The Integrated Pipeline represents these ambitions spatially, focusing on unlocking six Growth Locations, regenerating town centres, and delivering critical transport infrastructure aligned with the Local Transport Plan. Achieving this vision requires over £10 billion in public investment over the next decade, leveraging government partnerships, utility investment and private capital. To lead this effort and to enable this, we have created and launched the Good Growth Fund, a £1 billion investment pot, to invest in our key pipeline opportunities supporting our plans for a decade of good growth.
- 1.3 Alongside this, a range of tools and vehicles are required to underpin the continued delivery of a growing global city centre and wider city region with thriving boroughs and vibrant town centres.
- 1.4 This paper sets out the approach as it relates to Oldham, focusing on the proposed next steps to progress the implementation of a Mayoral Development Corporation (MDC) to support the town centre's future.

## 2. Mayoral Development Corporations

2.1 Development corporations are important tools for delivering large-scale development, including mixed-use regeneration, transformational urban extensions, and new settlements.

2.2 In the right circumstances, these powerful vehicles can bring a number of advantages to complex projects including:

- The focus, coordination, and consistent delivery of a dedicated body with a specific purpose to develop and deliver a strategic vision for a defined area;
- Highly visible public sector commitment coupled with broad public and private sector expertise at board level as a driver for private investment; and broad powers to facilitate delivery of the project.
- Powers to facilitate the delivery of the project.

2.3 The Localism Act 2011, as amended by the Greater Manchester Combined Authority (Functions and Amendment) Order 2017, gives the Mayor of Greater Manchester the power to designate a Mayoral Development Area subject to public consultation. The powers that can be conferred upon the MDC for a Mayoral Development Area comprise:

- The provision of new infrastructure.
- Powers to hold, acquire, develop, improve, or regenerate land and buildings.
- Powers to provide financial assistance.
- Subject to a decision of the relevant LA, plan-making and development control powers can be delegated to an MDC, resulting in its own Planning Committee.
- Subject to a decision of the relevant Local Authority, powers can be delegated to grant discretionary Business Rates relief.

2.4 These powers were used by the Mayor of Greater Manchester in September 2019 to establish an MDC for Stockport Town Centre West, which has gone on to deliver the ambitious regeneration programme for that part of the town, and more recently the Atom Valley Northern Gateway MDC and Old Trafford Regeneration

MDC - established in January 2026.

### **3. Oldham MDC**

3.1 Since the In Principle decision was approved in January 2026, GMCA have been working alongside Oldham Council to assess potential delivery vehicles. Deloitte were instructed to assess potential vehicle options for the delivery of Oldham Sportstown, Northern Roots and the town centre, with the aim to identify the delivery vehicle that would best meet both the community and stakeholder needs for the town.

3.2 Following Deloitte's evaluation, and given the nature of the different projects as well as Oldham's its assets and aspirations, an MDC was concluded to be the optimal delivery vehicle to support regeneration across the area (Appendix 2).

3.3 A range of Delivery Vehicles were considered as part of an options assessment undertaken by Deloitte. The longlist included:

- Private sector-led development
- Strategic Partnership.
- Public Sector Company (limited by shares or guarantee)
- Local Authority Asset Backed Vehicles
- Joint Venture
- Local Authority Direct Delivery
- Mayoral Development Zone (MDZ)
- Mayoral Development Corporation (MDC).
- Unitary Development Corporation (UDC)
- Locally-led Urban Development Corporation (LLUDC).
- New Town Development Corporation
- Locally-Led New Town Development Corporation

3.4 It was concluded that an MDC for Oldham will enable blockers to delivery to be addressed, whilst balancing the needs and aspirations of the community.

3.5 It is for these reasons that it is recommended that work continues to establish an MDC for Oldham, with the next stage being a formal consultation.

3.6 The proposal is that the MDC will collaborate with the Council as Local Planning Authority (LPA) as a key stakeholder from a plan making and development control perspective, with plan making within the MDC boundary being a joint endeavour. Oldham Council would therefore remain the Local Planning Authority and retain overall plan making and development management responsibility. The MDC would however be a key stakeholder to all planning applications submitted in the MDC boundary.

## **4. MDC Consultation**

4.1 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”).

4.2 This provides that the Mayor may designate a Mayoral development area only if consultation has been concluded in accordance with the Act. Authorisation is sought within this Report to carry out this consultation.

4.3 The proposed consultation will be carried out in accordance with the Act, which stipulates the following statutory consultees:

- Members of the GMCA;
- MPs whose parliamentary constituency contains part of the proposed area
- Each district council whose areas are within the proposed boundary (in this case Oldham); and
- Any other person whom the Mayor considers it appropriate to consult.

4.4 For the Oldham area, similar to the process for other MDC’s in Greater Manchester, the consultation is proposed to be extended to all residents and businesses within the red line, and Council Members in the district for the proposed MDC area.

4.5 Accordingly, it is proposed that the consultation will also be publicly accessible through the GM Consult engagement platform, providing information about the proposal and appropriate supporting materials which will run for six weeks. The consultation materials will be prepared by Oldham Council and GMCA officers and

hosted on the GM Consult website.

- 4.6 The name and boundary of the proposed MDC will be included as part of the consultation, as follows: Oldham Mayoral Development Corporation .
- 4.7 At the end of the consultation , if the Mayor wishes to proceed, and designate the area as an MDC, the Mayor will notify the Secretary of State, who will then make the Order to establish the MDC.

## **5. Next Steps**

- 5.1 If approved, it is proposed that statutory consultation will open on the 20th May, after the consultation has concluded, responses will be analysed and a report drafted outlining the results of the consultation process for Oldham Council, the GMCA and the Mayor.
- 5.2 In accordance with the Act, when deciding whether to proceed to designate an Mayoral Development Area, the Mayor must have regard to any comments made in response by the consultees; and in the event any comments received are not accepted by the Mayor, the Mayor must publish a statement giving the reasons for non-acceptance.
- 5.3 In alignment with the consultation, a Business Case will be developed building on Deloitte's work and define the detail of the key matters for determination if an MDC for Ashton and Stalybridge were to be pursued following consultation . This work will include details of a developed rationale for intervention; purpose, aims and objectives of the MDC; governance and decision-making; financial considerations; risks and resources. These will be set out in a future report to GMCA alongside the consultation responses.
- 5.4 As well as assisting the Mayor in deciding whether or not to designate a Mayoral Development Area for Oldham, if designation does proceed then consultation on the Oldham MDC will allow statutory and additional consultees to provide responses that can be reflected as part of subsequent work to progress the implementation of the MDC, including the development of a constitution and confirmation of resources.

## **6. Recommendations**

6.1 Recommendations are as set out at the beginning of the report.

## Appendix 1 – Proposed boundary



## **Appendix 2 - Delivery Vehicle Options Appraisal (DVOA)**

Please see attached.