

Manchester City Council Report for Resolution

Report to: Economy and Regeneration Scrutiny Committee – 7 November 2023
Executive – 15 November 2023

Subject: Investing in Success: An Economic Strategy for Manchester

Report of: Strategic Director (Growth and Development)

Summary

This report presents the final economic strategy which will be taken to Executive on 15 November, and describes the development process followed in creating the strategy.

Recommendations

The Committee is recommended to:

1. Consider and comment on the contents of the report in advance of the strategy being taken to Executive.

The Executive is recommended to:

1. Adopt the new Economic Strategy for Manchester
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Wards Affected: All

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city

The report proposes that achieving a carbon neutral and climate resilient economy should be one of five outcomes of this work, and that the transition to a zero-carbon economy will in itself create new opportunities through investment in the wider low carbon sector. However, members should also be aware that increased wealth is also usually associated with increased consumption. By making Manchester's economy fairer and more inclusive, there is a risk that per capita emissions would rise, hence the importance of delivering the Climate Change Framework and ensuring a rapid transition away from fossil fuels. It is also relevant to note that denser, better-connected cities are usually more carbon efficient than less dense cities due to the increased viability of public transport and active travel.

Equality, Diversity and Inclusion - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments

The main focus of this work is to make Manchester’s economy fairer, to ensure that more people benefit from economic growth and that this benefit is equitable. The strategy suggests including more people in economic opportunity as an outcome.

A full equalities impact assessment has been completed and identified two actions that will need to be taken forward over the life of the strategy to consider the support mechanisms and specific interventions which can be implemented to minimise disadvantages, promote inclusion, and meet the needs of individuals or groups because of their characteristics, in particular older people, disability, race, and people living in poverty.

Manchester Strategy outcomes	Summary of how this report aligns to the OMS/Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	This report proposes a route to directly deliver on the Our Manchester priority <i>“We will work to ensure Manchester has a strong, inclusive and innovative economy with diverse growth sectors, where our residents are recognised for their contribution via fair contracts and are paid at least the Real Living Wage.”</i> By working to encourage inclusive growth, this strategy will contribute to all Our Manchester themes by: <ul style="list-style-type: none"> • Growing and diversifying the economy • Create new, highly skilled job opportunities • Working harder to connect our residents to the city’s economy success • Supporting the transition to a zero carbon economy • Supporting investment in the infrastructure we need to thrive and grow
A highly skilled city: world class and home grown talent sustaining the city’s economic success	
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	
A liveable and low carbon city: a destination of choice to live, visit, work	
A connected city: world class infrastructure and connectivity to drive growth	

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

There are no direct revenue budget consequences arising from this report. The delivery of the strategy will be met through existing resources.

Financial Consequences – Capital

None

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy, please contact one of the contact officers above.

- Economic Strategy Update, Economy and Regeneration Scrutiny Committee, 5 September 2023
- Economic Strategy Update, Economy Scrutiny Committee, 10 November 2022
- Developing a More Inclusive Economy; Our Manchester Industrial Strategy, Executive, 11 September 2019
- Powering Recovering: Manchester's Recovery and Investment Plan

1.0 Introduction

- 1.1 In September 2023 officers presented an update on work to develop a new economic strategy for Manchester which would set out how the city would continue to achieve economic growth while also making sure that Manchester's economy fulfils its function as the main driver of prosperity for people living in the city.
- 1.2 Development work on the strategy has now concluded. This paper presents the final strategy (appendix 1) and details the process followed in its development.
- 1.3 The final strategy will be considered at Executive in November 2023 with the recommendation to adopt the new Economic Strategy for Manchester. Which will supersede the previous Local Industrial Strategy and Powering Recover.
- 1.4 The detailed economic analysis that supports this work is included in the report prepared for Executive but has been omitted from this report due to being largely identical to the information presented at the September 2023 meeting. Other content that is similar to the previous report has seen some changes to wording or include new information.

2.0 The development process

- 2.1 Officers have used a mixed methods approach in developing the new strategy. This combines detailed research and analysis with listening and engagement activity to take on board and understand the views of Manchester residents and businesses. Officers in the Strategy & Economic Policy Team have led this process, working closely with officers in other departments across the Council.
- 2.2 The process has included the following components:
 - Literature review of recent research publications with analysis to identify common themes, trends and recommendations.
 - Academic engagement with University of Manchester (via Policy@Manchester) colleagues to gain academic input into the development process.
 - Development of a data baseline of relevant indicators and measures which describes Manchester's economic context and economic performance.
 - Direct engagement with business networks, partnership boards and resident's groups in Manchester, in particular targeting residents from diverse communities and those residents that we know are harder to reach.
 - Online engagement through social media, online surveys and events to reach a wider cohort of Manchester residents and businesses.
- 2.3 The findings from this work were presented in the September 2023 report to this committee, but is summarised here for ease of reference:

- Manchester has low productivity for a city of its size when compared to European and North American comparator cities.
- The level of political, economic and institutional centralisation in the UK is a major barrier to cities increasing productivity and growth.
- At a national level, there has been a lack of consistent and effective policy intervention to make any meaningful impact on the problem.
- Regional private sector investment is low when compared to other cities internationally, and in the UK is heavily weighted towards London.
- Regional research and development investment is also low when compared to other cities internationally and is again weighted towards London.
- The impact of austerity has reduced the capacity of public services to enact policies to support growth.
- UK regional investment in transport infrastructure is very low compared to other countries, with the bulk of spend going towards London and the south-east.
- Lack of affordable housing is a constraint on growth as housing expenditure eats up a greater proportion of incomes, and spending on housing doesn't directly support spending in the wider economy.

2.4 Outputs from these components have been used to develop the themes and priorities detailed later in this report. Further engagement with members will take place prior to a final strategy going to Executive in November 2023.

3.0 Resident and worker engagement

3.1 The first round of engagement with people who live and work in Manchester took place during July and August 2023 and provided an early opportunity for those living and working in Manchester to input into the development of the strategy. During the engagement we asked individuals to reflect on the challenges and opportunities created by growth in Manchester.

3.2 Engagement activities included in-person conversations with residents and workers, meetings with representative bodies, and a phase 1 city-wide online survey. To ensure a spread of responses from across the city, in-person conversations took place at 9 locations and community events across Manchester's neighbourhoods, including in Wythenshawe, Blackley, Longsight and Gorton markets, Cheetham, and Withington. Targeted engagement took place with 8 representative bodies and networks to ensure representation of Manchester's residents, this included conversations with the Community Health Equity Manchester (CHEM) sounding boards and Age Friendly Manchester Older People's Board Meeting.

3.3 The phase 1 city-wide online survey was promoted through corporate communication channels and officer networks. It was completed by 238 individuals who lived or worked in Manchester. Key findings from the survey included:

- 68% of respondents agreed to some extent with the statement “The recent growth of the city has created opportunities for me”. Respondents were given the opportunity to comment on the reason for their answer. Analysis of the comments took place and most respondents talked about the employment opportunities created through the recent growth of the city.
- 64% of respondents agreed to some extent with the statement “The recent growth of the city has created challenges for me”. When asked to comment on the reason for their answer respondents talked about challenges with transport, rising housing costs, and the benefits from growth not always being distributed evenly across Manchester’s neighbourhoods.
- Respondents were asked what their hopes were for Manchester’s economic future, to which most responses were positive. Most respondents spoke about wanting more employment opportunities, affordable housing, and their support for the continuing growth of Manchester.
- Finally, respondents were asked what they thought the Council’s main priority should be to ensure that all residents are able to benefit from economic growth. Most respondents spoke about affordable housing, investment in transport, and investment in community and support services.

3.4 The phase 1 online survey was completed by a mix of people who live and/or work in Manchester. Most respondents to the survey provided demographic information in addition to the survey questions:

- Most respondents lived in Manchester (70%), followed by the Greater Manchester region (26%), the Northwest (2%), and outside the Northwest (2%).
- Most respondents identified with a White ethnic origin (75%), followed by Black ethnic origin (6%), Asian ethnic origin (6%), Mixed or multiple ethnic groups (2%), and a other ethnic group (1%). The remaining respondents did not state their ethnicity.
- 14% of respondents advised that their day-to-day activities had been limited because of a health problem, long-term condition, or disability.
- 13% of respondents reported that they were a carer.
- Most respondents reported that their highest level of qualifications was a level 4 qualification or above (69%), followed by other qualifications (11%), level 3 qualifications (7%), level 2 qualifications (2%), apprenticeship (2%), level 1 and entry qualifications (1%), and no qualifications (1%). The remaining respondents did not state their level of qualification.
- Most respondents described their employment status as in full-time employment (75%), followed by part-time employment (12%), self-employed (4%), unemployed (3%), retired (3%), student (2%), volunteer or freelancer (1%).

3.5 From the qualitative conversations across Manchester’s neighbourhoods and at community events there was a clear message from residents that they wanted to see more investment and opportunities in their local areas. Most of the opportunities and challenges identified through these conversations echoed the findings from the online survey.

4.0 Business engagement

4.1 Businesses were engaged through a mix of in-person meetings with key networks and stakeholders, and an online survey that ran alongside the resident engagement survey during July-August 2023.

4.2 The online questionnaire surveyed their future expectations, what would enable them to succeed, and how they could help more Manchester residents benefit. It also asked them to identify their priority needs.

4.3 There were 43 responses to the online survey from businesses and the responses were highly engaged.

- 72% were based in Manchester, with 22% in Greater Manchester
- 51% were microenterprises, with 40% SMEs, and 9% larger businesses
- A broad spread of business sectors responded, including nearly a quarter from Health and Social Care
- Suitable premises and access to finance were identified as the most important factors going forward
- Nearly all respondents had hopes for growth in the next five years, and were keen to do that in Manchester.
- Alongside requiring more investment to make this growth possible, the role of the council as both an enabler, and support for business was mentioned most frequently, reflecting the number of social businesses responding.

4.4 This was supported by one-to-one discussions with business networks and other stakeholders including BW3, Business Sounding Board, Our Manchester Business Forum, Marketing Manchester and Manchester Airport, CityCo and the Bangladeshi and Pakistani Sounding Boards.

5.0 Phase 2 Online Survey

5.1 A second survey was undertaken in October 2023 on the draft priorities for the Economic Strategy. The purpose of this survey was to test out that officers' interpretation of the information provided during the initial engagement with residents, workers and businesses was accurate, and to provide a final opportunity for stakeholders to identify any remaining gaps within the strategy.

5.2 The survey was open from 9 October to 22 October 2023 and was promoted through corporate communication channels and officer networks. Paid for social media adverts were also used to target Manchester's neighbourhoods which were underrepresented in the initial online survey.

5.3 475 responses have been received from individuals who live or work in Manchester and 36 responses received from businesses.

5.4 The survey asked respondents if they agree or disagree with a simplified version of the strategy's objectives. The overall agreement rate for this strategy is extremely positive, and most of the objectives have an agreement rate of over 90%. However, several priorities have an agreement rate below 90%:

- Priority 1: Creating more residential and commercial spaces in suitable locations across and near to the City Centre (79% agree)
- Priority 1: Building on Manchester's positive track record of attracting investment, particularly in property, and increase investment in other areas e.g., research & development, and innovation (75% agree)
- Priority 4: Developing a Manchester standard for net zero construction via the Local Plan which incorporates both the construction and operation phases. (83% agree)
- Priority 4: Developing a Manchester Adaptation and Resilience Plan to respond to current and future climate change impacts. (86% agree)
- Priority 4: Increasing the share of community and democratically owned businesses in Manchester. (87% agree)
- Priority 5: Working with developers and investors to Manchester to generate more employment opportunities for residents from large scale development projects. (89% agree)

5.5 The survey provided the opportunity for respondents to give free text commentary to feedback if they had disagreed with a priority and a final opportunity to outline any gaps they felt were missing from the strategy. Comments have been used to inform final amendments to the strategy. The priorities and objectives of the strategy are summarised in section 6 of this report and included in full in appendix 1. The main changes made on the basis of resident feedback include:

- Strengthening wording throughout the strategy to reinforce the importance of our net-zero commitments.
- Making clear that investment in Manchester's property market is required as part of the solution to meeting our housing need.
- Including an additional objective on the economic potential of neighbourhoods without large scale investment or development projects.

6.0 Our response to these challenges

6.1 Responding to the evidence base that we have developed, we know that the next stage of Manchester's economic growth needs to build on the strong foundations of the last 20 years and must utilise the city's assets for the benefit of Manchester residents. Future success is dependent on ensuring that Manchester remains a competitive, dynamic, diverse and attractive place for investment. This requires improvements to the city's infrastructure and environment, the creation and management of high quality liveable neighbourhoods, major public and private sector investment to transform some key areas of the city and ensuring that employers have access to a diverse pool of talent.

- 6.2 Importantly, the Strategy must not try and become another version of the Our Manchester Strategy but must focus on the issues that are central to the city's future economic growth. An economic strategy will be positioned as the route to delivering the Our Manchester priority "We will work to ensure Manchester has a strong, inclusive and innovative economy with diverse growth sectors, where our residents are recognised for their contribution via fair contracts and are paid at least the Real Living Wage". This would ensure logical flow from Manchester's existing strategic framework.
- 6.3 It is also important to note that we already do a lot of good work under these objectives. This work will be captured in the new strategy, for example how we are using the Digital Strategy to provide good digital infrastructure, the Work and Skills Strategy to upskill residents, or the housing strategy to increase the number of homes and affordable homes.
- 6.4 The vision for the strategy is:
- We want Manchester's economy to function as a net-contributor to UK GDP and provide the best possible opportunities for our residents. This strategy aims to create an economy that:*
- Is thriving and performing as well as the best international comparators.*
 - Creates great opportunities for people who live here.*
 - Attracts the best of global business and talent.*
 - Helps us increase social mobility for our residents.*
 - Is resilient to future shocks and a changing climate and capitalises on the opportunities created by the transition to net-zero.*
- 6.5 The objectives are structured under five themes, which also summarise the work that the City is already doing under that theme. The following section of this report summarises the contents of each theme.
- 6.6 **Priority 1 - Use investment and development to drive inclusive growth:**
- 6.7 This priority recognises that the city centre is and will remain the main driver of growth in Manchester and the wider city region. It is where we will see the greatest concentration of employment activity and the greatest potential for agglomeration benefits, and therefore growing the size of the city centre is fundamental to increasing Manchester's overall prosperity. The good connectivity of the city centre means it is also the place that our residents are most able to gain work, and it is important to make sure that the city centre is well connected to other current and future employment sites in Greater Manchester, including the Oxford Road Corridor, MediaCityUK and Atom Valley.
- 6.8 At the same time, we know that we need to spread the benefits of growth more evenly. This means creating more good quality liveable neighbourhoods elsewhere in the city, that have sound economic

foundations to make sure that they can also be successful and thrive. It also means making sure that investment in our neighbourhoods positively impacts those places and the people that live in them, by more directly connecting benefits to communities..

6.9 Objectives under this priority include commitments to:

- Expand the city centre and protect its function as the core of the regional economy.
- Ensure that large scale regeneration projects outside the city centre include the economic assets that places need to thrive.
- Maintain Manchester's position as the leading UK destination for foreign direct investment outside of London
- Create a framework for new development to ensure all major projects become inclusive exemplars economically, socially and environmentally.
- Create and maintain a development prospectus for new and existing investors in Manchester.

6.10 **Priority 2 – Nurture thriving, productive and innovative sectors:**

6.11 This theme recognises that attracting investment into our highest growth and most productive sectors is essential for the wider success of our economy and to create the maximum opportunities for our residents. While we recognise that many of the ingredients of success are common across different industries and occupations, we also recognise that Manchester has its own particular strengths which we aim to nurture and grow. We also recognise that while not all sectors provide the same opportunities for high-value growth, we must also provide support across all other sectors, particularly the foundational economy, to ensure that people working in Manchester get a fair deal in terms of their pay, hours and working conditions.

6.12 Objectives under this priority include commitments to:

- Utilise levers and incentives such as Investment and Growth Zones to attract businesses and ensure they fully engage with existing support structures such as via enhanced training/recruitment, infrastructure or networking.
- Grow and promoting current and future knowledge intensive sectors such as AI, Cyber, FinTech and genomics.
- Build and expand potential clusters of businesses at places such as North Manchester General Hospital and Wythenshawe Hospital
- Fully map and promote Manchester's innovation ecosystem to new businesses and investors.
- Grow the green economy by capitalising on investments in zero carbon to attract and retain innovative businesses.

6.13 **Priority 3 – Develop world class infrastructure, places and talent:**

6.14 This theme is about the essential enablers of growth and the inputs that we require for Manchester to continue to grow. Infrastructure is a fundamental part of this, and we know that at present Manchester does not have sufficient transport infrastructure to connect enough workers into the city centre. We also know that connections to other places across the North of England and further afield are important for increasing economic activity and productivity. As well as transport infrastructure, digital infrastructure will continue to play an important role in attracting businesses to the city and enabling them to thrive and expand. The city's energy infrastructure must also keep pace with its expansion with a particular focus on the development of locally generated electricity and improved local connections to the National Grid. Investment in social infrastructure such as health provision, education, community facilities, parks and emergency facilities must also be increased to ensure residents are able to maintain a good quality of life.

6.15 As well as connecting more highly skilled workers into the city, we also need to grow our talent pool within the city to meet the needs of current and future employers. We will also need to attract more highly skilled workers to live in Manchester by creating great places to live in a way that does not exclude or displace existing residents. This will mean regenerating and creating neighbourhoods that are attractive, well connected and safe and which are supported by good community infrastructure and sufficient utilities.

6.16 Objectives under this priority include commitments to:

- Develop and maintain an understanding of Manchester's physical and social infrastructure needs and the volume of infrastructure investment required over the next decade.
- Ensuring that new development includes the right social, transport, energy and digital infrastructure.
- Increasing housing density in well-connected places.
- Working with TfGM to implement the Bee Network to connect more people to employment and training opportunities via sustainable and active travel.
- Creating well managed neighbourhoods that are attractive and affordable to highly skilled workers.
- Continuing to improve the city's vibrancy and liveability via investment in culture, sport and green spaces.

6.17 **Priority 4 – Zero carbon and climate resilient economy:**

6.18 Manchester has committed to becoming a zero-carbon city by 2038, 12 years ahead of the UK Government's target of 2050. "Green growth" will provide opportunities for the city's economy as it transitions to zero carbon in areas such as technology, housing retrofit, energy, transport and within our numerous research specialisms. But whilst growth in these areas will be

important, they are unlikely to translate into the scale of productivity improvements that we need to achieve. Therefore, it is important that growth across all our most productive and highest growth industries is as sustainable as possible.

6.19 Climate change is one of, if not the most significant economic threat facing city, not only because of the changes that we will experience in our climate but because of their knock-on effects on population and migration, extreme weather, food production and more. However, we also know that in order to become a fairer, more equal and more prosperous city that Manchester will need to continue to grow, so we must make sure that growth that does take place is more sustainable and doesn't detract from our wider zero-carbon ambitions. The transition to a zero-carbon economy also needs to happen in a way that is fair, and which doesn't exclude or disadvantage businesses or our poorest residents.

6.20 Objectives under this priority include commitments to:

- Develop a Manchester standard for net zero construction via the Local Plan which incorporates both the construction and operation phases.
- Develop a climate change risk and vulnerability assessment and Manchester Adaptation Plan to ensure that the city and its infrastructure is resilient to current and future climate change impacts.
- Increase the amount of community and democratically owned businesses in Manchester.

6.21 **Priority 5 - Including more people in economic opportunity:**

6.22 Growing our economy, attracting high quality employment opportunities and creating high quality jobs is part of the productivity puzzle and an important enabler of growth, but we also need to make sure that these opportunities are connected to our existing residents including our young people. We want to attract the most globally dynamic and productive companies to Manchester, and at the same time we want them to play a positive role in the wider life of the city by acting as advocates for the things we need to become a fairer and more prosperous place, and by offering opportunities that are fair, secure and high quality to our residents.

6.23 Connecting more residents into good quality employment will reduce the number of economically inactive people in the city which will grow prosperity and help to tackle poverty. However, we also recognise that some of Manchester's poorest residents will continue to gain most of their income from the benefits system and will be unlikely to gain from any increase in productivity or wages. We will continue to advocate to national government for adequate support from the state to ensure that they are able to live well and progress into employment where appropriate.

6.24 Objectives under this priority include commitments to:

- Connecting investors and new businesses in the city with the ecosystem of support for our residents to help make sure that employment and training opportunities created are accessible.
- Creating Community Economic Development Plans in neighbourhoods affected by large scale regeneration and development.
- Working to understand the economic potential of other neighbourhoods and district centres and how we can better connect communities to the cumulative benefits of growth in Manchester.
- Maximising the social value of large-scale development projects on local communities and the wider city including commitments to good quality employment and paying the Real Living Wage.
- Capitalise on our UNICEF Child Friendly City status to connect develop the next generation of talent with a focus on 16/17 year olds and connecting businesses to schools.
- Develop new ways to measure prosperity in Manchester.

7.0 Delivery and measuring success

- 7.1 Doing what we can to support Manchester's economy to continue to grow whilst at the same time doing what we can to make sure the benefits of growth are felt more evenly requires input and coordination from across Manchester City Council services and departments as well as from our partners and stakeholders across the city.
- 7.2 This Economic Strategy will ultimately be accountable to the Our Manchester Forum, the group which oversees delivery of the Our Manchester Strategy, and which is made up of leaders from across the city. It will also report periodically to the Council's Economy and Regeneration Scrutiny Committee.
- 7.3 In practice, delivery of the objectives contained in this strategy will be the responsibility of the Council's Strategy and Economic Policy Team, who will manage, coordinate and in many cases deliver the individual workstreams. Other objectives of the strategy will be led and supported by the Council's Growth and Development Directorate. More broadly, closer working between City Policy and Growth and Development will help shape the future approaches to economic development and regeneration in Manchester.
- 7.4 We will continue to find opportunities to bring in new perspectives, insight and challenge to this work, building on the work already undertaken by the Resolution Foundation as part of their Economy 2030 Enquiry.
- 7.5 To measure success and track progress we have identified indicators that help illustrate Manchester's economic performance against national trends. These indicators also help us judge the extent to which Manchester residents are evenly benefitting from growth. For most of these measures we can draw on existing data products, however in some cases we will need to develop new data products over the life of the strategy. See appendix 2 for a data table showing current performance against currently

available measures. The measures we are proposing to use are split under two headings:

Resident prosperity

- Increase median full-time pay in Manchester faster than the national average rate.
- Increase the proportion of Manchester residents being paid a Real Living Wage.
- Reduce unemployment to within 2% of the national average.
- Keep the ratio of house prices to earnings in Manchester below the national average.

Economic performance

- Increase the total size of Manchester's economy in GVA terms faster than the national average.
- Reduce the overall carbon intensity of economic output.
- Increase the total GVA per worker faster than the national average.
- Increase the total number of jobs in Manchester faster than the national average, especially higher skilled jobs.
- Increase the share of graduates working in higher skilled employment.
- Increase the amount and density of residential and commercial sites within the city centre and adjacent sites.
- Increase the total number of workers within a defined travel to work area.

8.0 Conclusion

8.1 The strategy is built on a robust evidence base that takes into account a range of information and perspectives. It shows that while challenges remain for Manchester, we have in many ways economically outperformed our UK and international comparators. At the same time it recognises that growth also creates new challenges for the city, but that only by becoming a wealthier and more prosperous place can we resolve some of the most difficult challenges that we face.

8.2 The full strategy will be designed and published by the end of November 2023 with a launch event taking place towards the end of that month.

8.3 Upon adoption, the strategy will replace the Manchester's Local Industrial Strategy and our plan for post-COVID growth, Powering Recovery.

9.0 Recommendations

9.1 The Committee is recommended to:

1. Consider and comment on the contents of the report in advance of the strategy being taken to Executive.

The Executive is recommended to:

1. Adopt the new Economic Strategy for Manchester

Appendices

Appendix 1: Investing in Success: An Economic Strategy for Manchester

Appendix 2: Success measures