

# RESCALING URBAN GOVERNANCE

# Urban Policy, Planning and the Built Environment

---

Series Editors:

**Nick Gallent**, Bartlett School of Planning,  
University College London, UK

**Pierre Filion**, University of Waterloo, Canada

**Nicole Gurrán**, University of Sydney, Australia

This international series embraces the interdisciplinary dimensions of urbanism and the built environment – extending from urban policy and governance to urban planning, management, housing, transport, infrastructure, landscape, heritage and design. It aims to provide critical analyses of the challenges confronting cities around the world at the intersection between markets, public policy and the built environment, as well as the responses emerging from these challenges.

The series looks in particular at the contested nature of government intervention in the urban land and housing market and how urban governance, planning and design processes respond to increasing social complexity, social-spatial diversity and the goal of democratic renewal.

# Urban Policy, Planning and the Built Environment

---

## Editorial Board:

**Karen Chapple**, University of California, Berkeley, US

**Marco Cremaschi**, Sciences Po, Paris, France

**Robyn Dowling**, University of Sydney, Australia

**Jill L. Grant**, Dalhousie University, Canada

**Umberto Janin Rivolin**, Politecnico di Torino, Italy

**Markus Moos**, University of Waterloo, Canada

**Libby Porter**, RMIT University, Australia

**Mike Raco**, University College London, UK

**Mark Scott**, University College Dublin, Ireland

**Quentin Stevens**, RMIT University, Australia

**Igor Vojnovic**, Michigan State University, US

**Laura Wolf-Powers**, City University of New York, US

## Forthcoming in the series:

*The Self-Build Experience: Institutionalization, Place-making and City Building*, edited by William Salet, Camilla D'Ottaviano, Stan Majoor and Daniel Bossuyt

*The New Urban Ruins: Vacancy, Urban Politics and International Experiments in the Post-Crisis City*, edited by Cian O'Callaghan and Cesere Di Felicianantonio

Find out more at  
[policy.bristoluniversitypress.co.uk](http://policy.bristoluniversitypress.co.uk)



# RESCALING URBAN GOVERNANCE

## Planning, Localism and Institutional Change

John Sturzaker and Alexander Nurse



First published in Great Britain in 2020 by

Policy Press  
University of Bristol  
1-9 Old Park Hill  
Bristol  
BS2 8BB  
UK  
t: +44 (0)117 954 5940  
pp-info@bristol.ac.uk  
www.policypress.co.uk

North America office:  
Policy Press  
c/o The University of Chicago Press  
1427 East 60th Street  
Chicago, IL 60637, USA  
t: +1 773 702 7700  
f: +1 773-702-9756  
sales@press.uchicago.edu  
www.press.uchicago.edu

© Policy Press 2020

British Library Cataloguing in Publication Data  
A catalogue record for this book is available from the British Library

Library of Congress Cataloging-in-Publication Data  
A catalog record for this book has been requested

978-1-4473-5077-4 hardback  
978-1-4473-5080-4 ePub  
978-1-4473-5078-1 ePdf

The rights of John Sturzaker and Alexander Nurse to be identified as authors of this work has been asserted by them in accordance with the Copyright, Designs and Patents Act 1988.

All rights reserved: no part of this publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, electronic, mechanical, photocopying, recording, or otherwise without the prior permission of Policy Press.

The statements and opinions contained within this publication are solely those of the authors and not of the University of Bristol or Policy Press. The University of Bristol and Policy Press disclaim responsibility for any injury to persons or property resulting from any material published in this publication.

Policy Press works to counter discrimination on grounds of gender, race, disability, age and sexuality.

Cover design by Andrew Corbett

Front cover image: Getty

Printed and bound in Great Britain by CPI Group (UK) Ltd,  
Croydon, CR0 4YY

Policy Press uses environmentally responsible print partners



This book is dedicated to Jenifer and Sarah.





# Contents

List of tables, figures and boxes	x
Notes on authors	xi
Glossary	xii
Acknowledgements	xiv
1 Introduction: Planning reform and state spatial rescaling	1
2 Devolution: A patchwork quilt of planning reform	19
3 Replacing the regions: The evolution of English subnational reform	43
4 City regions and the cities within them: Connecting two overlapping scales	73
5 Local authorities: Powerhouses or scapegoats?	99
6 Community-led governance: Opportunities and constraints	123
7 Conclusion: Rescaling urban governance	147
References	163
Index	199

# List of tables, figures and boxes

## Tables

2.1	Recent governments of the UK	22
4.1	Mayoral configurations in England 2017/18	87
6.1	Local authorities in the North West and their national and regional IMD ranking	135
6.2	The interviewees	140

## Figures

2.1	The EU referendum vote, and Conservative vote change, 2015–17	38
3.1	Eight regions to 38 LEPs	50
3.2	The effective Northern Powerhouse alongside Northern England's urban–rural classification	60
5.1	Part of the Liverpool Waters site	111
5.2	The 'Giants' perambulating around Liverpool	113
6.1	Relationship between IMD rank of local authority and number of Neighbourhood Planning areas within the local authority	137
6.2	Deprivation at neighbourhood level, activity type and activity over time	138
6.3	Activity increasing over time	139

## Boxes

3.1	The Northern Powerhouse's international comparators	57
3.2	It doesn't always work: Decentralisation in South Korea	64
4.1	In comparison, mayors from around the world	77
5.1	An alternative to 'zero-sum'	119
6.1	'Neighbourhood' planning in the USA	125
6.2	Power and devolution in Australia	127
6.3	Radical distribution of power in Brazil	127
6.4	Liverpool as a community governance innovation hub	128
6.5	Different perspectives on professionalisation and community involvement in planning	142

# Notes on authors

**John Sturzaker** is a Senior Lecturer in Planning at the University of Liverpool, UK. He has had a varied career as a planner in both practice and research, and aims through his work to bring both areas closer together. His teaching and research interests include community planning, planning and housing and sustainable urban development. In recent years he has closely followed the localism agenda in the UK and its implementation, with a particular focus on Neighbourhood Planning.

**Alexander Nurse** is a Lecturer in Urban Planning at the University of Liverpool, UK. His teaching and research interests primarily focus on sub-national governance, particularly at the city and city-regional scales. In recent years this work has centred on the city-regional devolution agenda in the UK, with a particular focus on the Northern Powerhouse.

# Glossary

- Barnett Formula** The means by which the budgets to be devolved from the UK to the devolved nations of Scotland, Wales and Northern Ireland are calculated.
- Brexit** The portmanteau used to refer to the UK leaving the European Union (*British exit*).
- (Statutory) Development plan** The documents that carry legal weight in the determination of planning applications for development proposals.
- General power of competence** Introduced by the Localism Act 2011, this, in theory, gave local authorities the power to do anything they were not explicitly forbidden by legislation from doing as opposed to only being able to do things they were explicitly permitted to do by legislation.
- Governance** The concept that the delivery of the aims of government is not done purely through the state but by a range of actors, some state and some non-state.
- IMD (Index of Multiple Deprivation)** The measure used to quantify relative deprivation at various scales across England.
- LEP (Local Enterprise Partnership)** A series of economic development agencies instigated in 2011, spanning multiple local authorities and premised on travel-to-work areas – these LEPs would be led by business leaders.
- Local Planning Authority** The body with the legal powers to produce a local plan and determine planning applications for development proposals in accordance with that plan.
- Localism Act 2011** A landmark piece of legislation by the UK Parliament that purports to deliver on the 2010–15 UK coalition government’s pledges to decentralise power within the UK.
- Midlands Engine** The equivalent of the Northern Powerhouse (see below) for the Midlands region of England.
- Neighbourhood Planning** A specific part of the English planning system introduced by the Localism Act 2011, operative at the community scale.
- New Homes Bonus** A payment to English local authorities from the UK government for each house granted planning permission.
- Northern Powerhouse** The initiative, first introduced by George Osborne in 2014, which came to encompass the programme of devolution and infrastructure spending towards the cities and regions of Northern England.

**Northern Way** A collaboration between the North East, North West and Yorkshire and Humber regions, active from 2004 to 2011.

**PCC (police and crime commissioner)** Elected posts introduced in 2012 to supervise activities of the spatially bounded police forces in the UK.

**Preston Model** A term to describe a mode of operation of local government whereby large local institutions spend more of their money locally, focused where possible on cooperatives and other community-led institutions. Derived from the city of Preston in the North West of England that has utilised this approach since 2012.

**West Lothian Question** As a consequence of devolution to Scotland, Wales and Northern Ireland but not equivalently to England, English MPs in the UK Parliament can no longer vote on devolved matters whereas MPs from the devolved nations can vote on matters that only pertain to England.

# Acknowledgements

We would like to thank all those who have directly assisted us with writing this book, including an anonymous reviewer who had the thankless task of reading the entire draft manuscript and made wholly positive and helpful comments.

We have been grateful for the help and support of many colleagues and friends who have helped and supported us over many years in the work this book draws on. These are too many to name, but it would be remiss not to specifically mention Ian Mell, Olivier Sykes, Michael Parkinson, Alex Lord and Andy Plater.

Finally, and most importantly, our thanks go to our families for their enduring support.