



TOWARDS A COMMON FUTURE **A NEW AGENDA FOR ENGLAND & THE UK**

INTERIM PROSPECTUS OF
THE COMMON FUTURES NETWORK



MAY 2017

ACKNOWLEDGEMENTS

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SUMMARY PROPOSITIONS

TOWARDS A COMMON FUTURE

The nation needs a vision, determination and a plan to drive growth and jobs up and down the country - from rural areas to our greatest cities to create an economy that works for all.

These ambitions require an integrated framework of action, which gives confidence to those who want to invest in the future of the country. The empowerment of local communities through the devolution and localism agenda needs to be strengthened, by providing a clearer context for local decision-making. Business development needs confidence in the longer-term future for investment.

There exist the foundations of such an integrated approach for Scotland, Wales and Northern Ireland, as set out in their respective national development frameworks - but there is no equivalent for England. The recent consultations on a National Industrial Strategy and a National Infrastructure Assessment were therefore welcome but not sufficient to be successful in delivering this agenda in full.

The Common Futures Network (CFN) has therefore come together to respond to the interlinked challenges of inequality, low productivity, economic imbalance, and social and political cohesion. It seeks to transform rhetoric into action through a consensual, forward-looking and independent Agenda for shaping the future of England over the next 50 years.

OPPORTUNITIES FOR CHANGE

The following opportunities to rebuild the nation need a national framework of action:

- » A better national balance of investment, research, culture, people and jobs, both urban and rural
- » An economic strategy that harnesses the UK's full potential as a global mega-region
- » An urban policy which sets out the roles of the major cities and their regions
- » Securing the global role and functioning of the Capital Region of London
- » Enhanced relationships between devolved administrations
- » An infrastructure framework that underpins these, including movement and energy.

These challenges are overlain by the impacts of climate change and the potential implications of BREXIT. They are also hampered by fragmented administrative areas, and short-term outlooks. We need to change the way we do things!

A NEW AGENDA FOR ENGLAND

We need to build on the existing initiatives by harnessing fully the potential opportunities created by England's position as a global economic region. A fresh national agenda will help unite the nations of the UK by expressing their separate but interlinked identities, needs and ambitions. A new agenda is needed to translate government objectives into their spatial implications throughout England. Conversely, we need to consider geographical implications much more explicitly than at present when national policy decisions are taken, including those related to mainstream funding.

The immediate actions to tackle the short-term and longer-term national development priorities are therefore set out in the following eight Propositions. These could be informed by an independent body (comparable to the Office of Budget Responsibility).

THE PROPOSITIONS

Proposition 1: Creating a New Agenda for England to promote a portfolio of actions recognising geography based on:

- » The global role of the UK in London and beyond
- » A new regional development programme building on sub-national strengths
- » An urban agenda to support the networked systems of cities
- » A new rural agenda as a basis for reconnecting the rural hinterland of England
- » Securing the natural capital of England
- » An integrated infrastructure strategy rebalancing opportunities within the Nation

Proposition 2: Introducing a place-based Industrial Strategy to harness the agglomerative capacity of the UK, and England in particular, as a global mega-region, and a refreshed regional development programme reducing peripherality, identifying areas of industrial specialisation, linking research and development, and setting priorities and goals for underperforming parts of the country.

Proposition 3: Integrating Infrastructure to move the agenda beyond re-engineering the nation to rebalancing opportunities within England; also, opening up new development areas required to meet the additional 9m population by 2040.

Proposition 4: Building Networked Systems of Cities Understanding and maximising functional linkages between cities, building upon, but not confined to, the three existing trans-regional priorities (Northern Powerhouse, Midlands Engine, and the Cambridge-Milton Keynes-Oxford Corridor), and other nationally significant opportunities (e.g. Heathrow-Swindon-Bristol), as well as the HS2 corridors.

Proposition 5: Securing the Global Role of London

Ensuring action throughout the London Capital Region supports the commercial, labour and housing markets upon which the future of London as a global city depends, through a high level non-statutory public – private forum, and also strengthening London’s relationships with other major UK cities.

Proposition 6: Facilitating Devolution Reinforcing the potential created by the emerging framework of Combined Authorities through a more structured and incentivised basis for collaborative action, whilst retaining a safety net for vulnerable towns.

Proposition 7: Identifying the Components of a Framework Based on these propositions identifying the key issues that must be decided at a national level for England in terms of the National Economic Hubs, Corridors and Networks in support of the National Flagship Projects and the National Priorities for Collaborative Action.

Proposition 8: Linking Devolved National Frameworks through the British Irish Council’s Working Group to provide a common context for cross-border cooperation, creating synergies and identifying cross-boundary and external relationships and nation-wide approaches to increasing self-sufficiency in food, raw materials and energy.

THE NEXT STEPS

These Propositions will be taken forward (and amplified) in a prospectus for a Framework for England. This will include seeking cross-party support. The form of follow-up will be responsive to the outcome of liaison with sponsors and partners.

Common Futures Network, May 2017

SECTION 1

CONTEXT FOR A FRAMEWORK FOR ENGLAND AND THE UK

TOWARDS A COMMON FUTURE

THE NEED FOR VISION

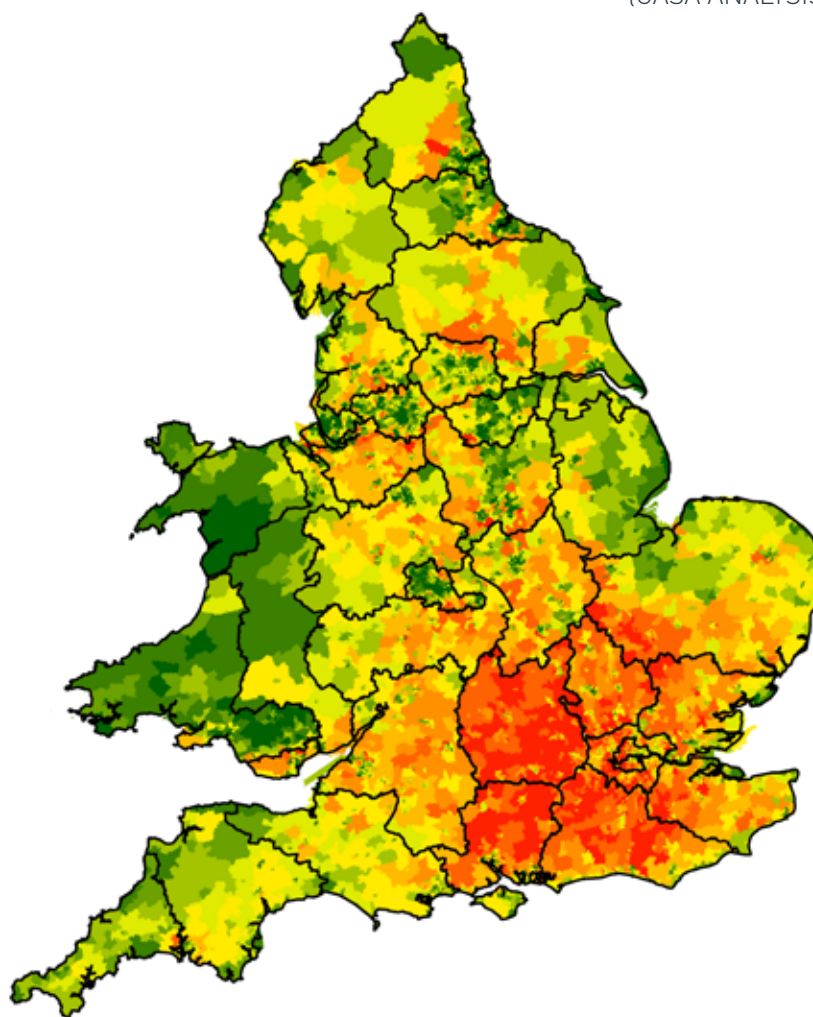
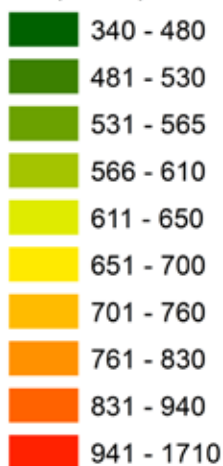
The nation needs a plan to drive growth and jobs up and down the country - from rural areas to our great cities. This requires us to tackle some of the economy's structural problems that hold people back. Things like the shortage of affordable homes. The need to make big decisions on and investment in our infrastructure. The need to rebalance the economy across sectors and areas in order to spread wealth and prosperity around the country.

This has been talked about this for years. But the trouble is that this kind of change will never just happen by itself. These ambitions are cross-party.¹ If they are to be achieved they require the vision and determination to see them through.

These ambitions seek an integrated framework of action. This will give confidence to those who want to invest in the future of the country. As a result, the empowerment of local communities through the devolution and localism agenda will be set in a clear context for local decision making. Business will be given greater confidence through a more secure environment for investment. It is a win-win - localism and global competitiveness can both be strengthened.

INCOME PER CAPITA (CASA ANALYSIS)

Average Weekly Household Income (GBP)



¹ These ambitions are set out in one form or another by all major parties' policies and manifesto pledges

THE NEED FOR ACTION

The Common Futures Network has been formed in response to this challenge. We set out here propositions for shaping the future of the country on which it seeks a cross-party support.

Economic growth and ensuring that its benefits are fairly shared across the nation are over-riding goals for the nation. A more integrated approach to Housing and Industrial Strategies and National Infrastructure will be central to ensuring that the nation is ready for the challenges ahead.

An Industrial Strategy must be place-based. The recommendations from the National Infrastructure Assessment – covering sectors such as energy, transport and broadband – will need to be designed to help its implementation. Both should support a general aim to rebalance the economy and wealth of the nation. However, there is also a need to transform the availability of affordable housing. Therefore, these initiatives need to be integrated into the wider agenda of social, economic and environmental change. In each of the devolved nations of Scotland, Wales and Northern Ireland there is an existing basis for a national development framework. But there is no equivalent for England.

A PROSPECTUS FOR COMMON FUTURES

This Prospectus sets out an immediate Agenda to fill this gap in England to benefit all communities - from rural areas to our great cities. It also forms a starting point for setting out a basis for developing a longer-term National Development Framework for the nation, and its implications for cross-border collaboration.

It represents a response to the radically changed circumstances in which the nation finds itself and the radical choices that must be made. The prospectus highlights some of the difficult choices and important collaborations involved. This particularly involves negotiating and navigating between 'rebalancing' an economy and a society at a time when successes need to be supported. It also involves making trade-offs between the triple bottom-lines of sustainable development.

NIC'S VISION FOR A DIGITAL BRITAIN



THE NEED FOR CHANGE

NATIONAL AGENDA FOR CHANGE

Our current national baseline trajectories have widely different impacts throughout England. The Prime Minister – in her comments of August and October 2016 – recognises that the pattern of development in Britain has to change if we want a fair society in which all prosper. Continuing uneven success will continue to undermine the nation's future.

The State of the Nation needs an overhaul. It needs to be re-engineered for the 21st century and structural upgrade. This is reflected in the aims for the Government's Industrial Strategy which seeks:

- » *"An upgrade in our infrastructure so that we have smart and modern connections – physical and electronic.*
- » *An upgrade in our education and training system so that we can benefit from the skilled workforce that we need in the future.*
- » *An upgrade in the development and regeneration of those of our towns and cities that have fallen behind the rest of the country.*
- » *An upgrade in our standards of corporate governance and in the relationship that government has with businesses of all shapes and sizes."*

Rt.Hon. G Clark Secretary of State September 2016

UNLOCKING THE BARRIERS

The agenda for change will require policies which unlock the barriers to change. This is acutely reflected by the inherited patterns of capital values and creation, and which creates disparities in entrepreneurial activity, local taxation and value capture opportunities.

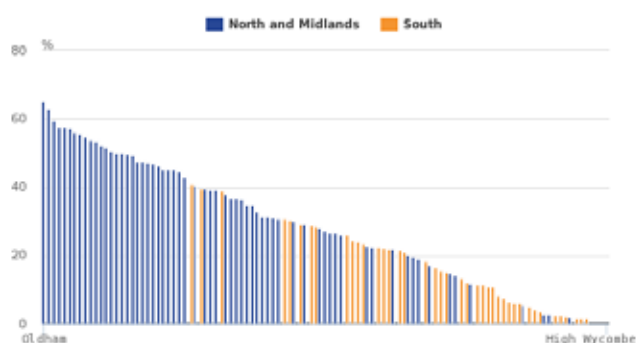
UNITING THE NATIONS

Whatever the outcome of the BREXIT negotiations, the global position of the UK will change. We are in a change of era and not just an era of change. From experience, it is valuable to have a clear vision of how the nation should be shaped where it faces existential shifts.



The Scottish, Welsh and Northern Irish development frameworks allowed each of these countries the opportunity to set the agenda for coping with new powers and responsibilities. The same now should apply to the UK generally and England in particular, by explicitly identifying interlinked identities, need and ambitions.

% LEVEL OF DEPRIVATION IN TOWNS & CITIES (ONS-CLG 2015)



REGIONAL VARIATIONS IN VALUE OF HOUSING (SAVILL'S RESEARCH)

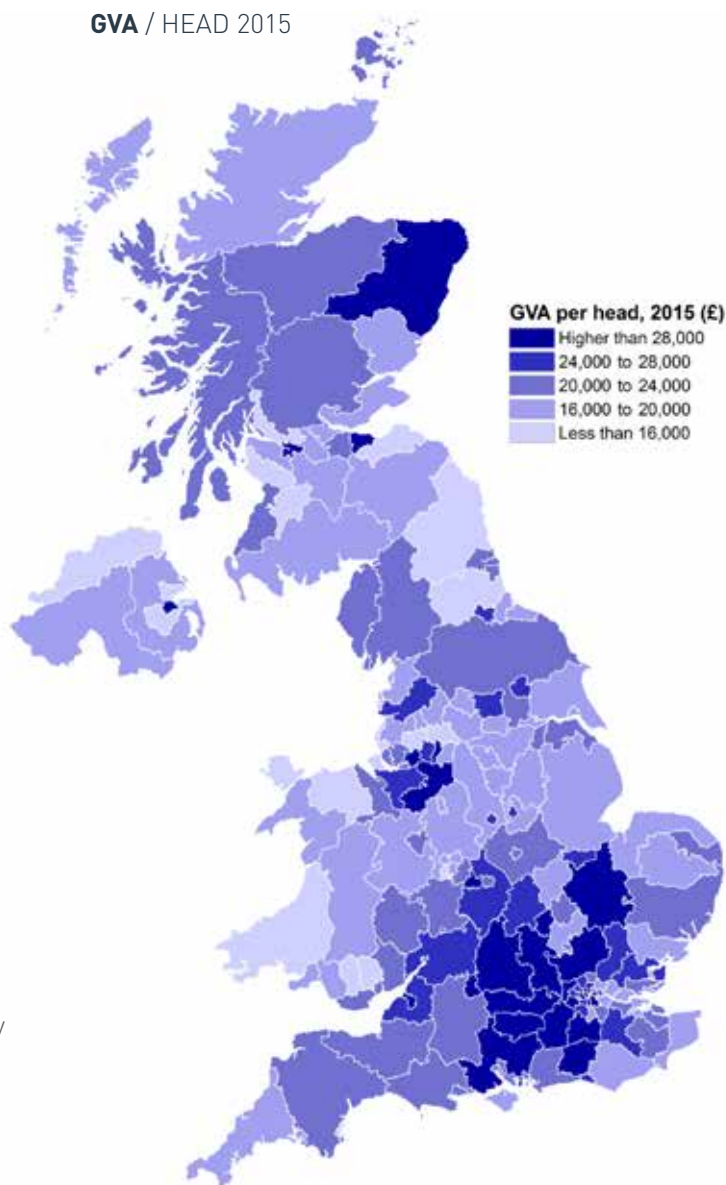
	£Billion		Population ('000S)
	2015 Value	5-Year Change	
Capital Region	3,418	975	19,308
Midlands Engine	691	62	10,135
Northern Powerhouse	896	11	14,933

DIRECTIONS OF CHANGE

It is therefore critical that the underlying directions of change are addressed in terms of their varying implications for different parts of the country.

- » **Economic and social change requires some 9 million additional population to be housed by 2040 (ONS projections for England).** There is no clear framework for accommodating this level of rapid urban growth. However, on existing trends over 50% of this growth is anticipated in London and the south east which will increase the strain on high cost housing and commercial markets and infrastructure which would curtail that growth.
- » **The impacts of economic growth are unequal.** Social divisions have increased and, even within London, many households remain disadvantaged despite the economic success of the city. Growing social division is reinforced by the gap between the core areas of growth and more peripheral communities
 - between south and north;
 - between major and secondary cities;
 - between town and country; and
 - within regions and major cities.
- » **Climate Change overlays these economic and social changes** with differential impacts across the country affecting vulnerable communities in areas prone to flood risk, drought or overheating, and with predicted sea level changes also having serious longer term implications for many coastal communities. Climate change could also potentially affect food production and energy generation, and threaten the resilience of our ecosystems. Achieving targets for reducing our carbon footprint depends on radical changes in urban management.
- » **The new economies require clean and resilient environments.** However, those areas of need suffer despoiled natural assets. The future lies in restoring and managing these, if they are to flourish. In particular, we need to restore the link between the major metropolitan centres with their rural setting e.g. through developing a national urban park system.

GVA / HEAD 2015



THE NATION'S CHANGING GLOBAL ROLE

GLOBAL COMPETITIVENESS

The UK will have to reposition within a rapidly changing global market place. A key part of this are the emerging major urban complexes of the networks of cities – the mega-regions – which are the engines of growth and are transforming the global economy. They are harnessing the benefits of agglomeration in terms of labour, markets, capital, research and logistics.

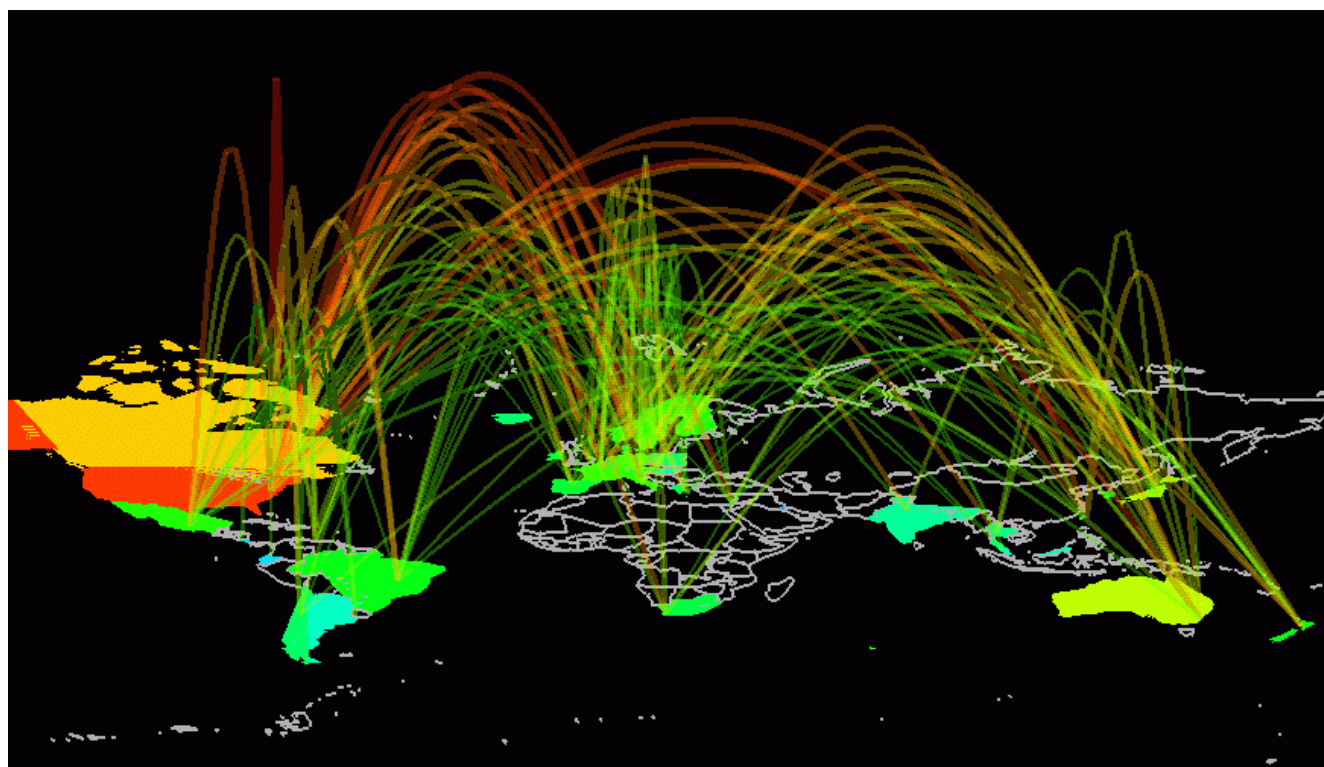
The UK, and England in particular, should therefore be seen through this global lens. It is a networked global economic region comparable in scale and clout to the Boston-Washington axis in the United States, eastern seaboard. However not all parts of it contribute their full potential, and therefore reduce the potential national output and opportunities for their residents.

THE IMPERATIVE FOR A NATIONAL FRAMEWORK

The impetus for change has been made more urgent by the BREXIT decision

- » **The BREXIT vote highlighted the social divisions in society.** Marginalised cities, towns and regions expressed their detachment from the benefits of recent growth through their rejection of the European Project that was in fact meant to safeguard their interests.
- » **The prospect of tighter border controls will have implications for labour supply.** However, some of the labour demands arising from economic growth could in part be met by rethinking regional development so as to increase activity rates and productivity;
- » **‘The baby must not be thrown out with the bath water’.** Many parts and sectors of the British economy benefited from EU funding, policies and its related activities (e.g. EIB).
 - urban and rural regeneration that the EU underpinned needs to be translated into a fresh range of regional development programmes (refer Appendix 1).
 - University research and collaboration which cannot be replicated by maintaining funding alone.
 - environmental protection is closely intertwined for example with European Directives and the Natura 2000 network.
 - infrastructure frameworks e.g. TEN-T, TEN-E and eTEN.

ATLAS OF CYBERSPACE - MARTIN DODGE & ROB KITCHIN

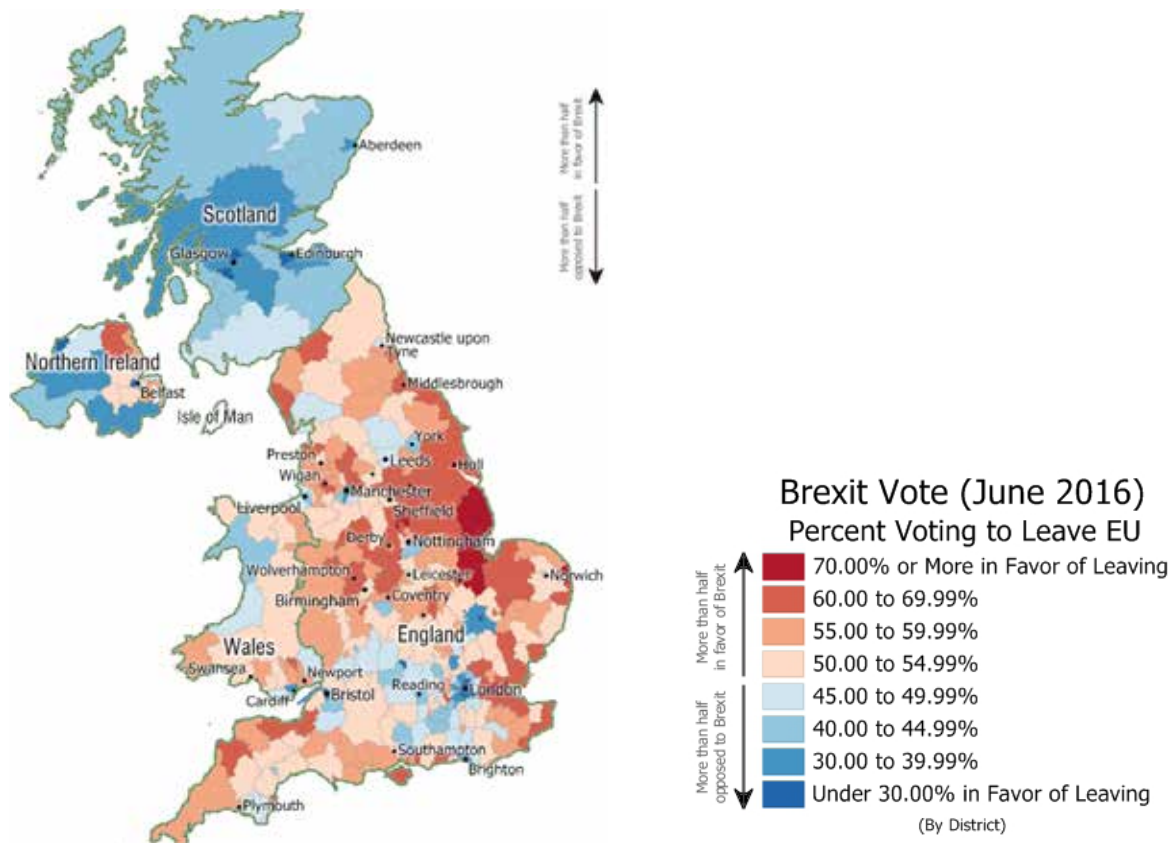


RESPONDING TO BREXIT

Whatever views are held on the referendum, the post-BREXIT era will create the following opportunities:

- » To improve on the delivery of funding in key areas, including
 - agriculture and rural development,
 - urban regeneration, and
 - university-based applied research;
- » To empower regions and combined authorities not just with strategic responsibilities, but the taxing and investment powers needed to deliver strategies;
- » To upskill and expand the local workforce, alongside significant productivity improvements, and thereby reduce the dependency on migration as a major means of meeting the demand for labour in a growing economy (especially within our bypassed communities);
- » To proceed with strategic investments required to strengthen physical and economic links between English regions and their counterparts in the rest of the UK.

GEOGRAPHY OF VOTING IN EU REFERENDUM



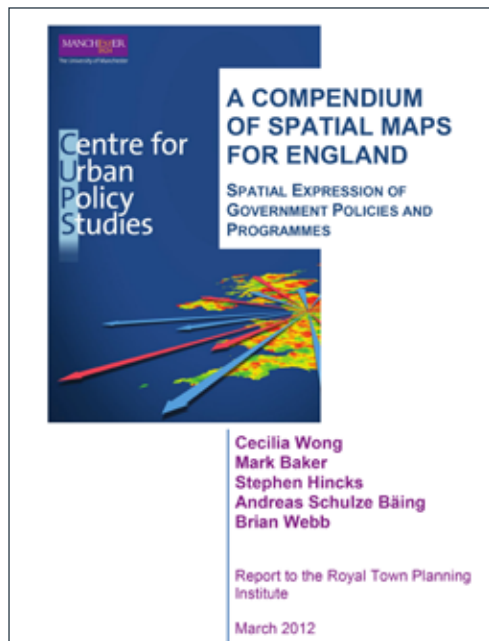
BUILDING ON THE CURRENT MOMENTUM

THE EXISTING CONSENSUS

There is significant scope to deliver the change agenda by building on the existing consensus and the momentum of current initiatives. It is accepted that:

- » future economic recovery needs to be much broader-based in terms of who benefits;
- » there must be a rebalancing of the distribution of development, which an unregulated market will not achieve; and
- » there is a need to upgrade infrastructure, skill levels, housing affordability, and the resilience of energy supplies in the longer term, especially in our towns and cities.

These are embedded in the government's commitment to a range of over-arching policy objectives, especially in terms of climate change agreement, and the industrial and infrastructure strategies. This consensus needs to be sustained but also enhanced, through a clear spatial understanding and expression of policy, as highlighted in the Compendium produced by Professor Wong et al of Manchester University.



EXISTING SPATIAL DEVELOPMENT FRAMEWORKS

Some key existing priorities are explicitly aligned with this agenda. These include the new combined authorities and the sub-national/trans-regional priorities for the Northern Powerhouse, Midlands Engine and Cambridge – Milton Keynes – Oxford Corridor and the HS2 Corridors. All these priorities however require an explicit spatial context. This is being developed for the Northern Powerhouse in the IPPR – RTPI report 'The Great North Plan'. Whilst the NIC is seeking to place the Cambridge – Milton Keynes – Oxford transport proposal within "a joined-up plan for housing, jobs and infrastructure across the corridor".

EXISTING ENVIRONMENTAL FRAMEWORKS

Investing in Natural Capital is key to the future national well-being. There is already a range of existing protected environmental resources. Our landscapes, habitats, historic heritage, agricultural systems, river basins, regional and national parks, forests and greenways should be seen as a national ecosystem of environmental assets and no longer a set of disparate protective designations. These Blue-Green Networks provide a range of socio-economic services to all communities in addition to their immediate environmental value, and should be seen as integral to the Industrial Strategy.

EMERGING NATIONAL FRAMEWORKS

There is also a wide range of national sectoral frameworks upon which to build an Agenda for England (refer Appendix 2). These will be given added focus by the emerging Industrial Strategy and the National Infrastructure Assessment (NIA) by the National Infrastructure Commission (NIC). The consultations being undertaken by the NIC and BEIS need to be rooted in a clear spatial framework.

In addition, the need to integrate the nation through new transport links is recognised in the Crossrail and HS2 and 3 proposals. This however needs to be extended and reinforced in terms of:

- » the national development agenda for all areas.
- » being better linked to development priorities, for example, to the areas that could be opened-up for major new housing growth.
- » being expressed as an integrated programme and not just as a set of projects; and
- » greater local input.

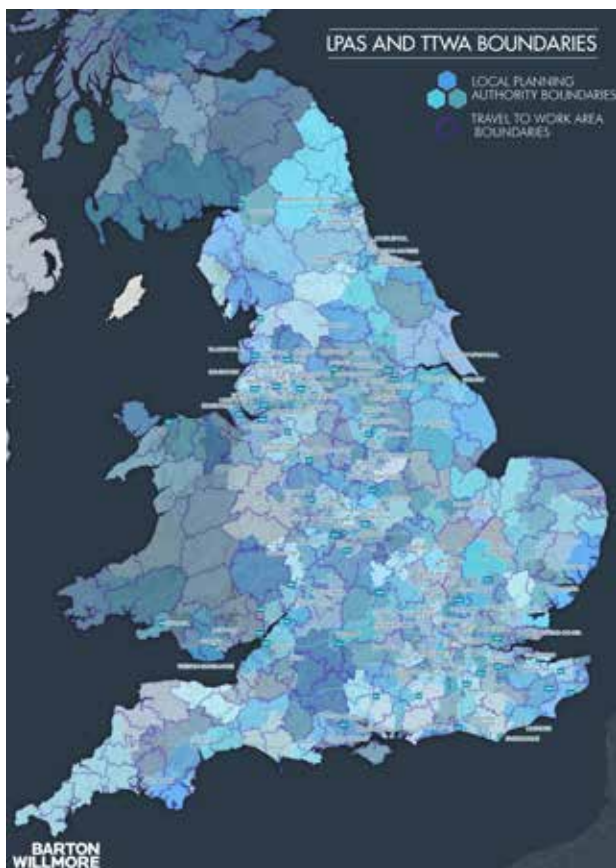
CHANGING HOW WE DO THINGS?

AN INTEGRATED FRAMEWORK FOR ENGLAND

There is an urgent need for a Framework for England which spells out the contribution that each part of the country will play. This is both nationally and at a sub-national scale, e.g. within the greater south east region or within the northern regions of the Northern Powerhouse. This also needs to take account of the mismatch between the economic and administrative geographies of the country.

Similarly, Industrial and Infrastructure strategies must be based on achieving a better balance of people and jobs and not be based upon the current trend-based projections and thus related cost benefit analyses) which lock-in historic patterns of change and reinforce national inequality of opportunity. It is also important to anticipate and plan for spill-over benefits and impacts that areas of development can have for other areas, so that communities are no longer 'left behind' in the growth of the nation.

A new agenda is therefore needed to translate government objectives into their spatial implications throughout England. Geographical implications need to be considered much more explicitly than at present when national policy decisions are taken, including those related to mainstream funding. It is also considered that the rebalancing should also be considered in relation to government investment and spending on government research institutes, culture, and the arts.



THE ADMINISTRATIVE PARADOX

There is a need for new tools to deliver transformative change to ensure that the future of the country is fair, inclusive and sustainable. The UK's strong central monetary control however is not sufficient to deliver this. As the Chief Economist to the Bank of England has made clear:

"The UK is towards the bottom of the league table within Europe in terms of the difference across regions,... ...,the Bank of England lacks the tools to tackle the problem,

... (they) tend to work by lifting all boats across the whole of the UK,"

Andy Haldane (December 2016)

We need programmes of action that deliver better outcomes, harness new resources and allow full engagement of all. This will not be achieved through centralised short-term project based decision-making. It needs programmes of action that are sustained beyond election cycles. They also need to take account of the inter-relationship between, and wider impact of individual budgets and projects.

We all need to 'change how we do things', if we are to get the best out of investment, whether this is in transport, housing or environmental action. If we are to deliver the potential of the nation, change is required in how we do things. This must not be just another shifting of the 'administrative deck chairs'. It is about trusting and enabling communities to create genuine win-win opportunities, and delivering greater international influence and local benefits.

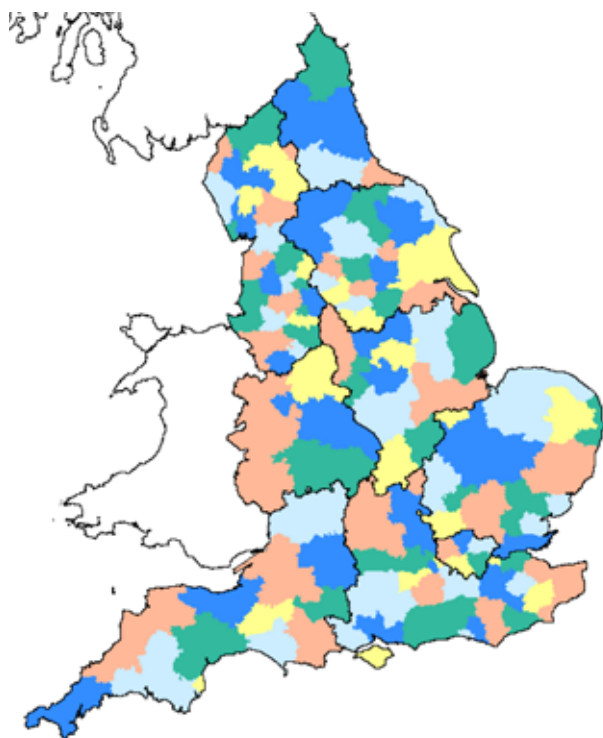
THE SCOPE FOR INTEGRATED ACTION

The need for a more integrated framework of local and national administration is reflected in the government's goals for greater subsidiarity and devolution (e.g. combined authorities). It does not however address the need for better integration of those decisions that have to be decided nationally.

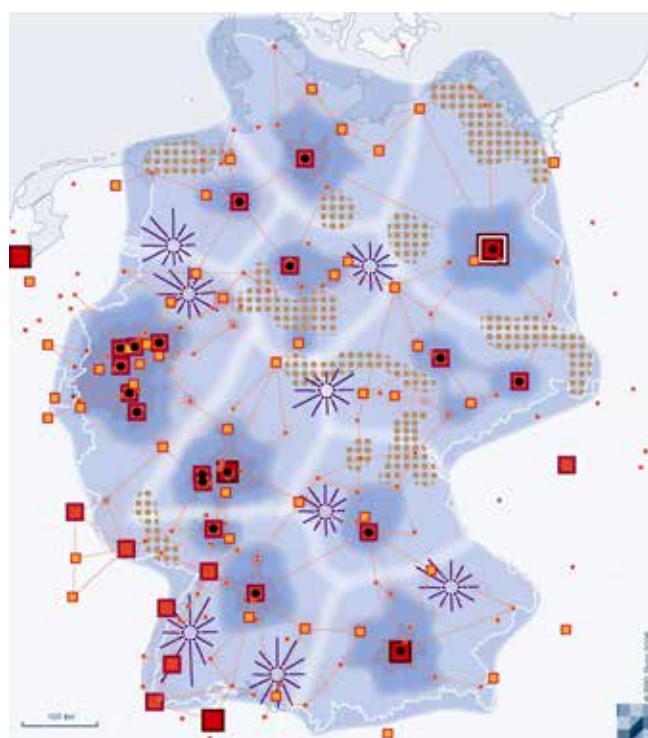
The scope for integrated action and better integration of policy lies in recognising where there are mutual interests between existing departmental silos and private and NGO sector groups, and where administrative boundaries have little relationship to the socio-economic geography within which people live and work. This requires a more proactive approach to identifying where sub-national collaboration is required across areas and sectoral boundaries.

There are examples of this (e.g. Northern Powerhouse) which would benefit from being applied nation-wide more systematically. The methods of analysis are already being developed (e.g. strategic housing market areas) and impact tools (e.g. CASA-Catapult studies). There are also examples of applying this type of analysis at a national level (e.g. Germany and France) with area-wide interlinking of the individual metropolitan authorities as well as the regional governments.

STRATEGIC HOUSING MARKET ASSESSMENT AREAS (CLG: GEOGRAPHY OF HOUSING MARKET AREAS: 2010)



PRINCIPLE: GROWTH AND INNOVATION CLASSIFICATION: GERMANY



COMMON HORIZONS

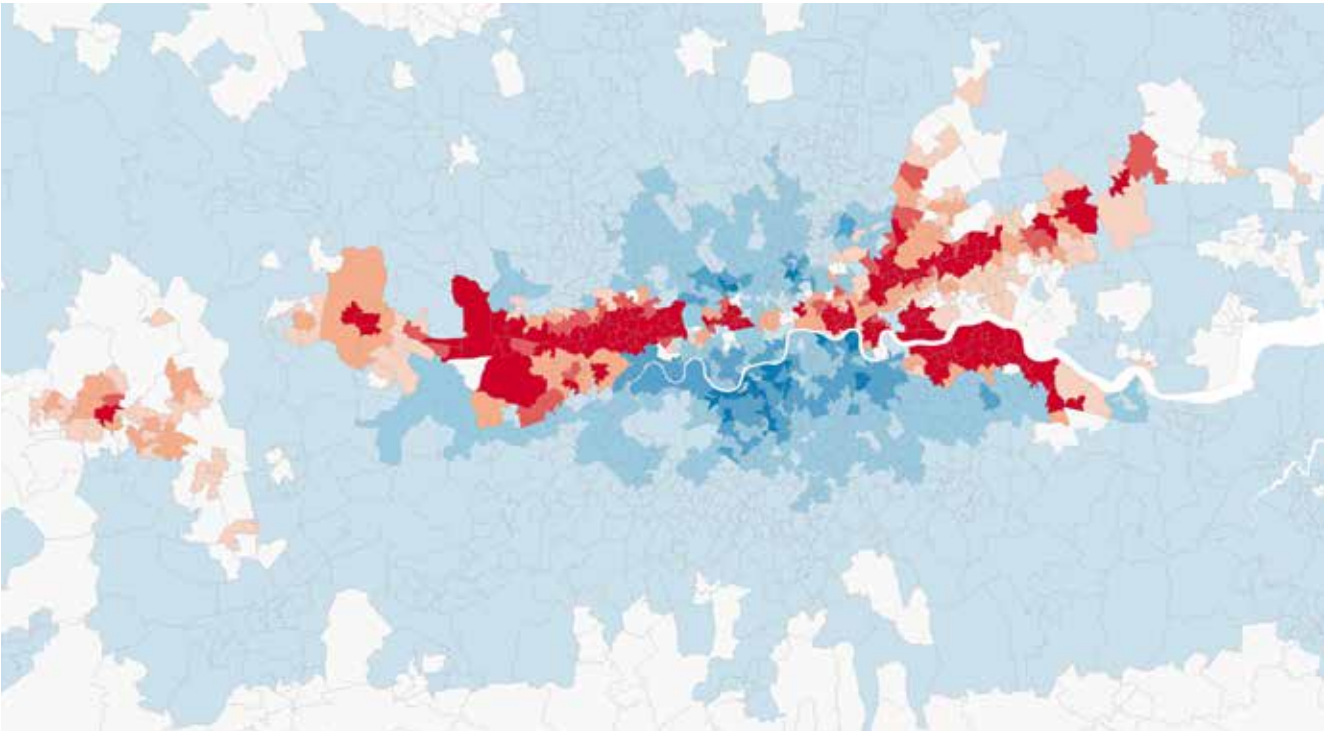
There is also a need to address the differing national long term horizons and assumptions used in differing policy areas. There is no common horizon used for national policy development. Although demographic analysis has a 25-year horizon, there is no agreed economic context for these. Most are merely driven by past trends thereby reinforcing the very problems that are supposed to be addressed. For example, the ONS projections have built assumptions about continued shift to the south and movement out from the inner urban areas, despite the priority given to reversing these.

In the change of era that we face we need to be prepared to respond to a range of possible futures. The degree of uncertainty that we face is not marginal. This is reflected in the range of between 0 to 30 million population growth in the UK by 2050, set out in the ICE National Needs Assessment Vision. There are existing tools that could be developed and used for building and testing future scenarios (see CASA diagram)

The longer strategic horizons extend over many electoral cycles. Common and agreed analytical frameworks and future perspectives are required which sets out the present and future State of the Nation. This should include a form of National Development Balance Sheet of the scale and form of development that is aspired to over the longer term. (refer Appendix 3). This would be facilitated by an independent body (comparable to the role of Office of Budget Responsibility (OBR) on policy or the ONS on analysis or DATAR (Délégation Interministérielle à l'Aménagement du Territoire et à l'Attractivité Régionale) and the CGET (Le Commissariat général à l'égalité des territoires), in France.

National Planning Horizons		
Economic	15 years	(HMT)
Demographic	25 Years	(ONS)
Transport	35 Years	(DfT)
Climate Change	50 years +	(EA)

MODE SHIFTS IN EMPLOYED POPULATION ALONG CROSSRAIL FOR LONDON & THE SE
(CATAPULT & CASA PREDICTING URBAN FUTURES)



SECTION 2

AN AGENDA FOR ENGLAND AND THE UK

ORCHESTRATING CHANGE

THE OPPORTUNITIES

A new national Agenda for England is not only based on tackling the deep-rooted problems undermining the balance of development in the country but also harnessing the following key opportunities and strengths:

- » Its position as a global economic region;
- » Its highly-developed network of cities;
- » Its framework of environmental resources;
- » In responding to BREXIT; and
- » Uniting the nations of the UK.

NATIONAL INFLUENCE & LOCAL BENEFITS

Whatever the model that is used to develop a Framework for England it will reap benefits in terms of national influence and local benefits.

A national Agenda for England is needed to address existing weaknesses and deliver a wide range of benefits (refer Boxes). It does not replace national sectoral initiatives or programmes of action but gives them greater impact by aligning them within a common framework.

Similarly, a national Agenda for England will also have demonstrable local benefits. It will provide confidence that actions taken locally will be supported and not undermined by action taken elsewhere.

THE NATIONAL BENEFITS OF A FRAMEWORK FOR ENGLAND

- » Provide a shared ambition across sectors and interest groups
- » Set long-term priorities for the nation for the next 30 years
- » Bridge the silos of Government to ensure the contribution of all sectors – health, social welfare, education, etc.
- » A shared evidence base to support key policy decisions at national and local levels to leverage the greatest economic, social and environmental benefits
- » Increase clarity and certainty for future national and international investment
- » Provide coordination and support for devolved powers making local decisions and plans better and more effective
- » Capture the greatest “bang for your buck” for infrastructure and public and private investment
- » Avoid the confusion and missed opportunities of an uncoordinated and unplanned England.

THE LOCAL BENEFITS OF A FRAMEWORK FOR ENGLAND

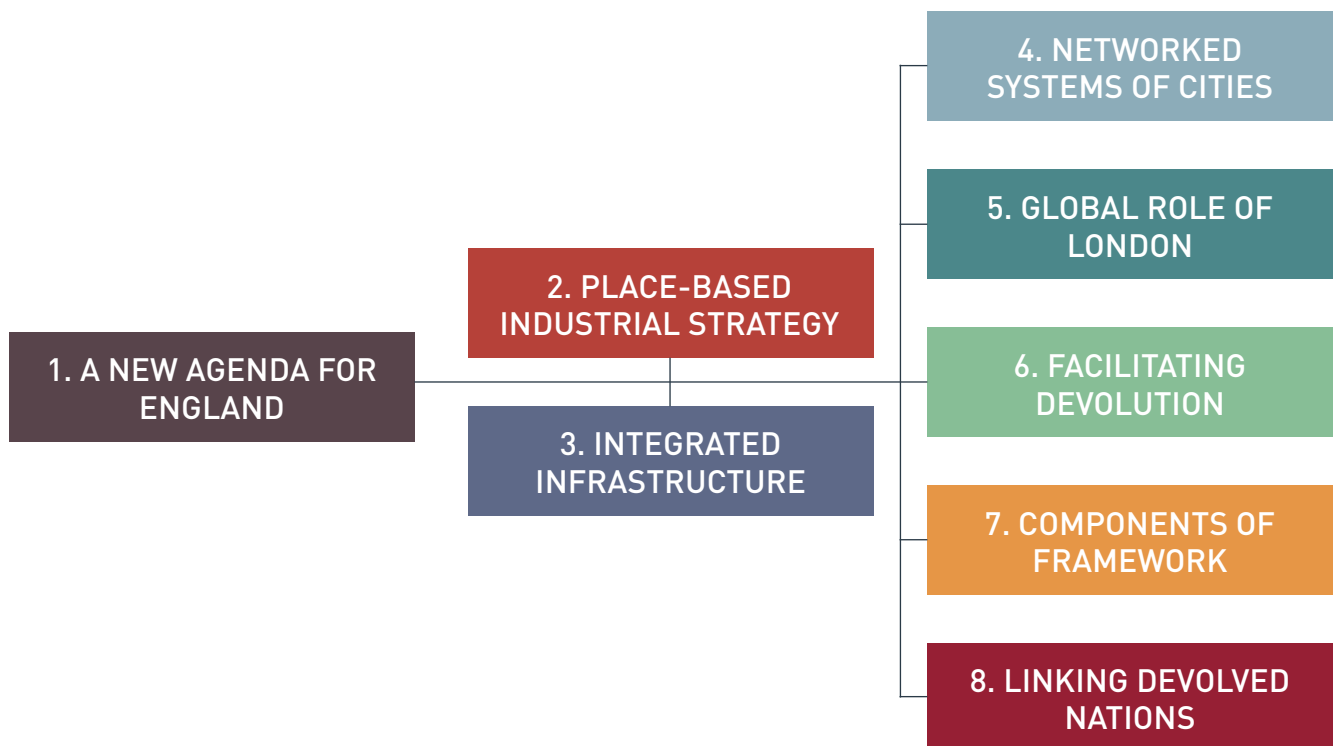
Policies and investments for regeneration and growth that benefit local communities through:

- » Local and regional transport systems that connect to national and international transport modes;
- » Strengthened research universities and teaching hospitals, and create technology transfer institutions to ensure that technologies in these places benefit the local, regional and national economy;
- » Empowered local and metropolitan governments to innovate and invest in these activities and in improved education and other public services that open up new opportunities for people, locally;
- » Protection of valuable and cherished places and spaces that are of more than local significance within a wider economic and social context.

THE PROPOSITIONS

The Common Futures Network proposes to initiate a national discussion to take forward the creation of a longer-term framework for England. This will seek to tackle the above issues. We propose that a Prospectus making the case for a development framework for England be prepared urgently in collaboration with a wide group of partners drawing on the knowledge and expertise of concerned and knowledgeable individuals from across the country and sectoral interests.

The short-term and longer-term action to tackle the national development priorities are set out in the following eight Propositions. There are also matters which need to be addressed immediately. Therefore, the following sections also set out matters that need to be taken into account now by the Government and others players.

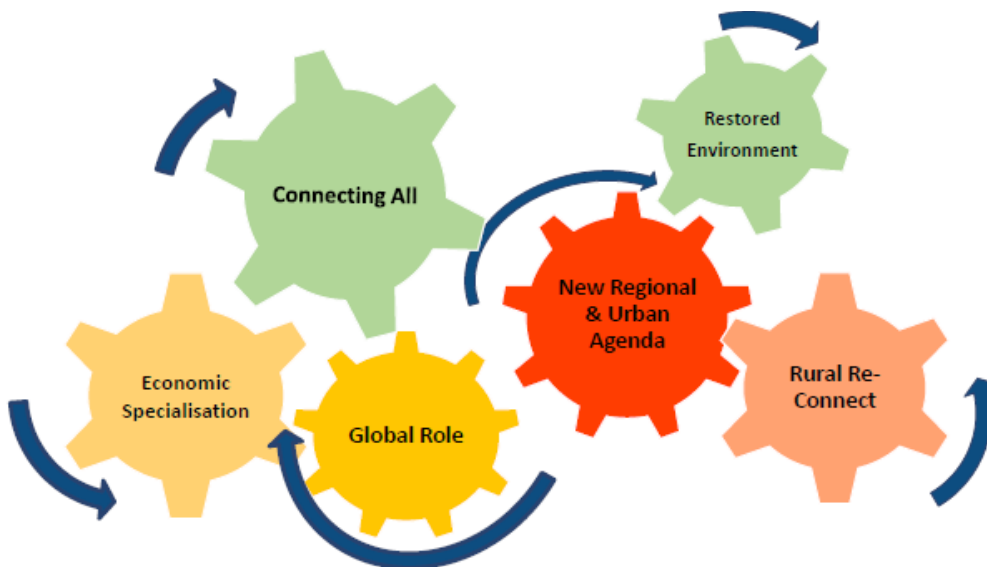


PROPOSITION 1: CREATING A NEW AGENDA FOR ENGLAND

CONTEXT

The following goals of Government need to be translated into explicit spatial frameworks of action for England and within the Government's guiding principles of sustainable development:-

- » To create the best possible conditions for British business in the long term.
- » To build on our strengths and potential, especially those based on advanced manufacturing, low-carbon energy, the universities, professional services and creative industries.
- » An economy that works for everyone, especially those most vulnerable.
- » Regeneration, innovation and job creation should not be in separate policy silos.
- » An urban agenda built around coherent city regions and an understanding of networks of cities, responding to the potential of each area.
- » Opportunities need to be opened up to rural communities and smaller towns, including former industrial and coastal, as well as the major cities.



PROPOSITION: A NEW AGENDA FOR ENGLAND

A new outward looking agenda is needed, setting out an integrated approach to tackling the three overarching issues of rapid urban growth, increasing social polarisation and climate change. It should address the spatial consequences of government policy and expenditure based on the following:

- » Europe's only global mega-region and top-ranked global city to deliver the full benefits of an urbanised agglomeration of 60m+ population, comparable to Boston-Washington and the Shanghai mega-regions.
- » A new regional agenda based on the nested functional areas, unlocking potential (as opposed to the historic agenda based upon problem areas).
- » Economic specialisation of the major urban areas, need for regeneration and environmental priorities in the context and needs of potentially an extra 9m urban population.

- » Reconnecting with the rural hinterland - integrating town and country and responding to the potential impact of removing CAP.
- » Restoring and managing the environmental wealth of the nation on sustainable principles and responding to the need to meet climate change targets.
- » Connecting the nation through linked core physical, social, cultural, and environmental infrastructure frameworks for the whole country.

This should be set within an understanding of the present and future State of the Nation. For this to have a general acceptance it needs to be have a level of independence and longer term status, equivalent to the role of the OBR and ONS in their respective areas of working.

PROPOSITION 1: CREATING A NEW AGENDA FOR ENGLAND

To promote a portfolio of actions recognising geography based on:

- » The global role of the UK and London;
- » A new regional development programme building on sub-national strengths;
- » An urban agenda to support the networked systems of cities;
- » A new rural agenda as a basis for reconnecting the rural hinterland of England;
- » Securing the Natural Capital of England through developing the national Green-Blue Network;
- » A integrated infrastructure strategy rebalancing opportunities within Britain; and
- » State of the Nation prepared independently, overseen by an 'OBR'-style body.

PROPOSITION 2: INTRODUCING A PLACE-BASED INDUSTRIAL STRATEGY

CONTEXT

England is in effect a major global mega-region, which can harness the benefits of agglomeration associated with interconnected labour markets, research capacity and production. This allows labour markets to work with greater flexibility without general commute catchments being extended. This is enhanced through its links to Ireland and the other nations of the UK.

Its full potential is, however, not being optimised. The imbalance of opportunities and living standards that characterise 'the state of the nation' represent major untapped social and economic capital. It represents a major 'opportunity cost' that is not factored into policy debate sufficiently. It has been estimated that the Northern Powerhouse underperforms in GDP/capita by 25%, but that it has the potential for creating a significant number of jobs from within an upskilled existing workforce. If this was harnessed it would radically reduce the pressure of in-migration nationally.

These numbers, however, hide the synergy that could be created by integrating and incentivising the various networked systems of towns and cities. Combining and making available information systems in spatial format would be a useful step here. England has the potential to be more effective and harness the benefits of agglomeration, including:

- » A much more diverse and flexible labour pool;
- » A greatly increased internal market; and
- » Extended supply chains and cooperative ventures (e.g. in R&D).

The industrial strategy should support cities and towns majoring on production and services in which they can excel (although not to the exclusion of other activities or other city regions), (see Box).

ILLUSTRATIVE EXAMPLES OF CITY SPECIALISATION (G CLARK: URBANIST AND STRATEGIC POLICY ANALYST)

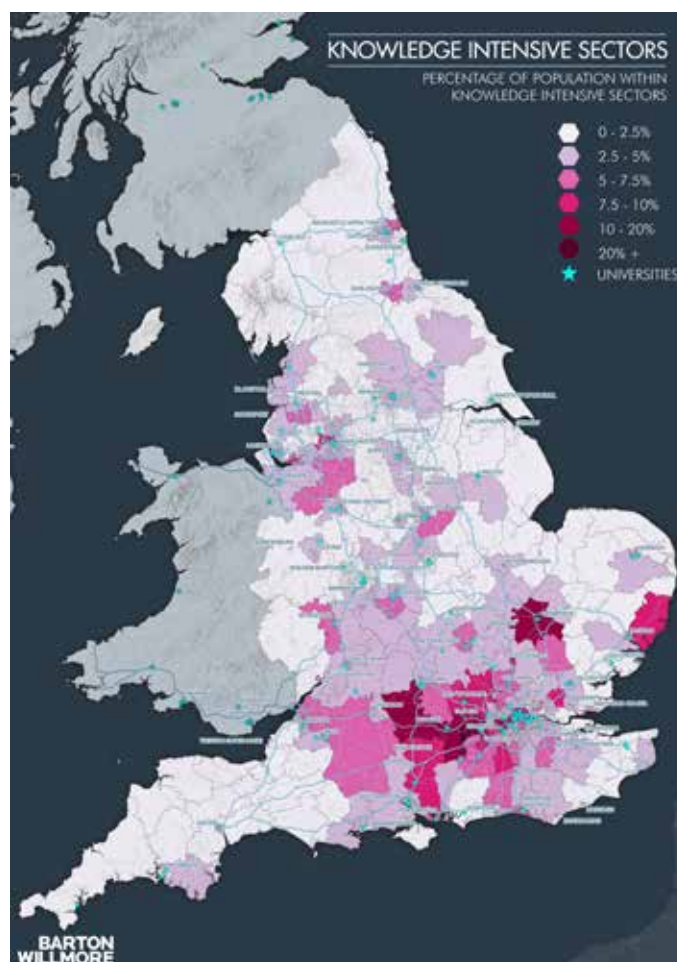
- » World-class business location over 5-10 business cycles (London)
- » Regenerated industrial cities (Glasgow, Manchester, Leeds, Liverpool, Birmingham)
- » Development of knowledge and creative economy (London, Edinburgh, Glasgow, Bristol, Cambridge, Manchester and Oxford)
- » Development of knowledge and creative economy (London, Edinburgh, Glasgow, Bristol, Cambridge and Oxford)
- » Openness. Management of social and ethnic diversity (London, Birmingham, Manchester, Glasgow, Leicester)
- » Sustainable development (Bristol, Newcastle, Brighton)

PROPOSITION: A PLACE-BASED INDUSTRIAL STRATEGY

The Government's industrial Strategy green paper sets out 10 pillars to drive economic growth. Three key physical development strands are of particular relevance here, which would benefit from a more integrated approach:

- » The promotion of higher productivity, through science and research;
- » Delivery of infrastructure projects and increased house building; and
- » Continued support for regional development of cities and other economic areas outside London.

This agenda requires a clear spatial context. It is therefore proposed that an Industrial Strategy for the UK should develop the place-based agenda, including the actions indicated in Proposition 2 below.



PROPOSITION 2: INTRODUCING A PLACE-BASED INDUSTRIAL STRATEGY: HARNESSING THE POTENTIAL OF AGGLOMERATION

The Industrial Strategy should be place-based, including:

- » Identification of the areas of industrial specialisation that should be promoted by individual city regions.
- » Development of a network of innovation zones (comparable to the Sheffield AMID) linking the network of world-ranking universities to production ecosystems;
- » Promoting projects which reduce peripherality between and within the economic regions of England;
- » Establish a refreshed regional development programme based on the potential of regions not just on ameliorating their inherited problems; and
- » Setting priorities and goals for education and skills uplift for specific underperforming parts of the country, beyond the national baselines and giving combined authorities the means to deliver against these.

PROPOSITION 3: INTEGRATED INFRASTRUCTURE

CONTEXT

The quality and capacity of the transport and IT networks will be key to the shaping of our towns and cities. The NIC provides a fresh opportunity to take an overview of infrastructure needs and priorities. However, transformational change must not be constrained by historic patterns of demand nor inherited constraints on capacity, either in development or in the opening up of new markets for business and housing.

With the notable exception of HS2 and 3, this results in greater bias towards areas of demand rather than to areas which need to be transformed in terms of their connectivity. There is therefore a tendency to reinforce the problems of peripheral areas – whether north / south, secondary towns / major city / and rural v urban. These divisions highlight the need to be more explicit about the balance between meeting foreseeable demand and capturing overlooked opportunities.

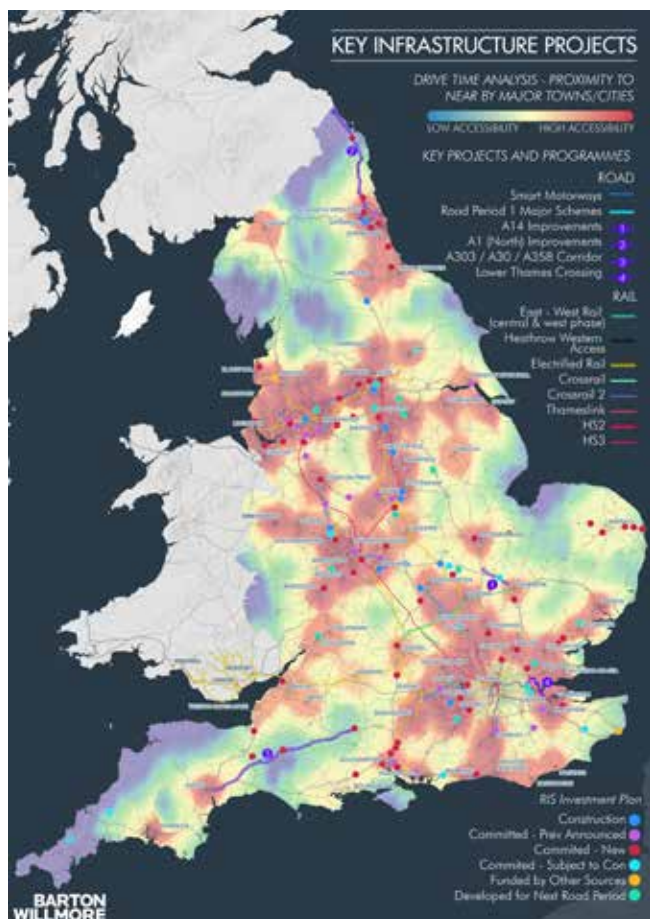
NEW CHOICES

The shopping list of potential schemes will always be greater than available resources (in the past this has been estimated to be by a factor of 300%). Without a clear strategy to rebalance the distribution of people and jobs there is a risk of ad hoc selection on a project by project basis.

Similarly, the time horizon used for transport planning goes well beyond any agreed basis for economic change. Without a national framework in which to set new infrastructure investment, it is impossible to demonstrate that new transport investment decisions are being made on a consistent basis with other national policy. Nor is it possible to demonstrate that they will result in net economic growth as opposed to diversionary or displaced development.

In the past, national choices have been:

- » At risk of delay whilst national priorities have been set in the absence of a wider development framework (e.g. airport capacity in the south-east); or
- » Trapped in consultative processes which are unnecessarily confrontational because of the ad hoc nature of the project justification; and
- » Often unable to fully exploit synergies at project interfaces (e.g. between Crossrail and HS2); and
- » Without an agreed understanding of cumulative impact and benefit, because of the project-based (and trend based) assessment processes involved.



PROPOSITION: INTEGRATING INFRASTRUCTURE

The NIC represents a major opportunity for a more integrated approach to land-use and transport, but it is constrained in its formal remit. Infrastructure planning needs to respond to development needs and open up opportunities in areas of greatest need rather than be driven solely by the 'bow wave of past demand'. It also needs to recognise that investments can lead to opportunities, e.g. the Channel Tunnel Rail Link eastern approach to London ultimately led to the Olympics, Westfield and other regeneration investment at Stratford. Agreed national outcomes and goals rather than extrapolated trends should be the basis for investment.

The need for an agreed 'context' of future opportunities and risks is therefore critical to major investment decisions. A key mechanism for doing so, is for the NIC's needs assessment to be explicitly linked to the Industrial Strategy. This would mean that infrastructure investment was policy led rather than trend led. In the short term, this could be addressed through the approach being advocated in Proposition 3.



UK INTERNET NETWORK (ATLAS OF CYBERSPACE - MARTIN DODGE & ROB KITCHIN)

PROPOSITION 3: INTEGRATING INFRASTRUCTURE

The National Infrastructure Assessment should recognise the need to reshape the economic and social geography of England and to be explicitly linked to the Industrial Strategy by:

- » Being set within and serve trans-regional development frameworks which provide for the anticipated future rebalancing of development in England, and open up new development areas required to meet an estimated additional 10m population by 2050;
- » Reinforcing the connectivity of the network of cities, including London, (Propositions 4 & 5) in terms of the speed and capacity of their high speed virtual and transport links;
- » By reducing delay and conflict through an indicative framework of preferred development areas for renewable and other energy supply and infrastructure;
- » Being phased in advance of anticipated growth not retrofitted;
- » Being assessed within an England-wide evaluative framework for the overall programme of infrastructure; and
- » Basing decisions on helping to create new markets for development that better serve areas of need.

PROPOSITION 4: BUILDING NETWORKED SYSTEMS OF CITIES

CONTEXT

Cities are essential for national success, and have their greatest potential impact when operating as a networked system of cities. Cities or even groupings of cities are no longer stand-alone entities. They are interlinked, for example, in terms of labour, logistics and capital flows. This is especially true within England where many cities are closely related already. It will be even more important with the international 'catch-up' in technological communications sought by government (e.g. the NIC goals and Catapult programme).

However, even the most successful cities remain dependent on national funding and frameworks. This has been illustrated recently in the success of IT around Cambridge and advanced manufacturing in Manchester and Sheffield. It is desirable to have clarity about their respective national roles, alongside national funding decisions which give support to their role.

In this context, the efficiency of national systems of cities is critical. This is characterised by some, often larger, cities being more diversified and service-oriented, with high rates of business formation, and others cities specialising within an 'industrial ecosystem', whilst being centres of innovation in their own right.

There are however a range of possible strategic policy directions that could be developed. The Government's Future of Cities project used three scenarios to provide three contrasting reference points for considering the long-term future of, amongst other things, the national system of cities. This thinking requires to be taken forward through a national framework.

ILLUSTRATIVE SCENARIOS FOR UK SYSTEM OF CITIES



MAJOR CITY
EMPOWERMENT



LONDON-CENTRIC



SMALLER CITIES
FOCUS

PROPOSITION: BUILDING NETWORKED SYSTEMS OF CITIES

An explicit strategic framework building on the functional linkages between groupings of cities would seek to increase opportunities for investment, and for graduate retention and attraction. Therefore, trans-regional action needs to be applied comprehensively to all nationally significant corridors of growth.

This agenda should be championed and incentivised by the Government, although bodies like Transport for the North, Midland Connect or the NIC as appropriate, may have a useful role in seeking consensus and agreement.

The four current initiatives express the national importance and potential for promoting networked cities on a trans-regional basis:

- » The Northern Powerhouse
- » Midlands Engine
- » Cambridge-Milton Keynes- Oxford Corridor
- » The HS2 Corridors

These existing initiatives would be strengthened and their full potential realised by taking explicit account of:

- » The relationship between them;
- » The relationship between core cities and the related secondary towns;
- » Social and green infrastructure, in addition to those matters remitted to the NIC; and
- » The intra-regional relationships e.g. between South Yorkshire and the East Midlands.

There are other national corridors which have similar potential that might also be recognised nationally. In addition to the two corridors related to Gatwick and Stansted (subject of earlier studies), these include

- » The Extended Thames Gateway
- » The Heathrow -M4-Bristol Corridor
- » The Oxford-Thames Valley corridor
- » Bristol-Severn-South Wales
- » Atlantic Gateway

PROPOSITION 4: BUILDING NETWORKED SYSTEMS OF CITIES

In order to harness the full benefits of urban agglomerations it is proposed that:

- » the longer-term benefit of current trans-regional initiatives should be supported through joint non-statutory spatial frameworks;
- » the TfN and NIC remit should be considered as possible means to enable and expedite the process;
- » a comprehensive approach to networked cities and towns should be developed nationally; and
- » the role of secondary cities and towns needs explicit consideration in the development of programmes and policies across these trans-national regions.

PROPOSITION 5: SECURING THE GLOBAL ROLE OF LONDON

CONTEXT – THE CAPITAL REGION

London is the world's leading financial and cultural centre. Its competitiveness, however, cannot be taken for granted, particularly post BREXIT. It needs to be diversified and be less polarised. In addition, its future viability is highly and increasingly interdependent with its wider Capital Region – each equally affected.

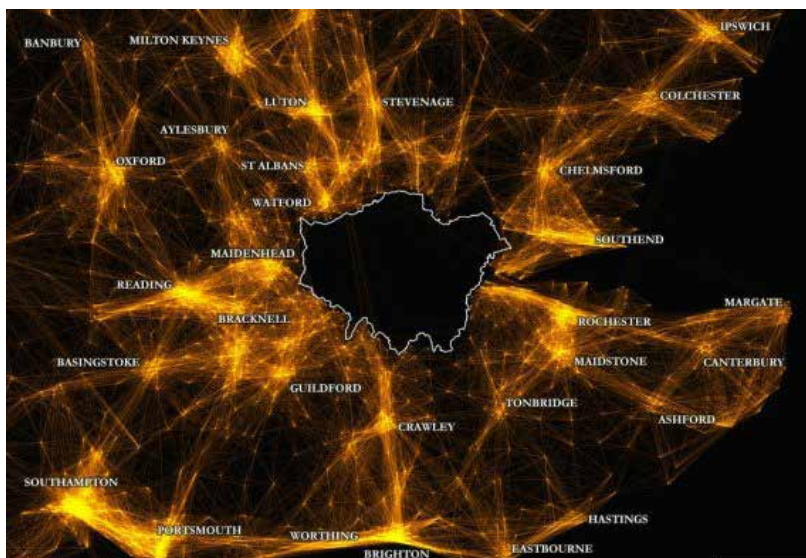
The scale of interaction within this Capital Region is reflected in the 1 million people commuting cross boundary daily, with increasing length of the average commuter trips and a net 70,000 annual net domestic out-migration of residents from London. These flows combined with the level of under-delivery of housing completions. As a result, there are acute problems of affordability and social polarisation. The challenge is to reverse these adverse impacts without damaging London's overall economic success and to invest in transport without generating house price inflation, in the context of the whole Capital Region.

In particular, the wider London region has increasing constraints upon its capacity to absorb the further pressures of growth anticipated from within London and local demands in the surrounding region. Infrastructure (road and rail, water and drainage and social and health services) is increasingly at or over capacity, depending on the area.

The major options for London-related growth lie within growth corridors three of which are of national significance requiring an economic-led approach to development: -

- » Thames Gateway including Ebbsfleet Garden City and beyond, with centres out to Medway and Southend;
- » London-Stansted-Cambridge linking Crossrail 2 and upgrading the West Anglia main line, with centres at Harlow, Cambridge and Huntingdon;
- » The Western Wedge, linked to Heathrow's future growth in employment upon which it is partly dependent;
- » The London-Milton Keynes-South Midlands corridor with growth potential unlocked by additional capacity along the WCML released by HS2.

COMMUTING IN LONDON AND THE SOUTH EAST 2011 (ALASDAIR RAE: LONDON THE SUPERNOVA CITY)



GLOBAL CITY RANKING GLOBAL POWER CITY INDEX (GPCI) 2016 REPORT



PROPOSITION: LONDON'S GLOBAL ROLE

There is, however, no forum for debating and managing these relationships within the Capital Region which involves well over 100 statutory bodies and councils. To quote the Aecom report London 2065

"To effectively balance London's growth and make informed choices about priorities for infrastructure investment we need to look at London differently as one of the UK's city regions – looking beyond current administrative boundaries."

Growth of the London Capital Region lies also in the economic drivers arising from the networked towns which are not dependent on commuting into London. This has created a level of disconnect from the wider housing needs, with housing often only accepted in these areas if it meets local needs. The Capital region needs to rebalance the focus from being solely on London into recognising its network of outer centres, as demonstrated in the Polynet studies of Professor Peter Hall, and to revisit its relationships with other major UK cities.

The need for a comprehensive approach to this Capital Region also recognises risks that:

- » London will end up in a 'housing-lock' which so excludes labour that it undermines its economic potential;
- » Key quality of life factors including air quality will suffer on current trajectories; and
- » The communities outside London are unable to absorb necessary levels of new homes through normal planning processes.

The nearest comparator is arguably New York, in terms of its role, size and ageing infrastructure, and participatory democratic processes. There the long-term strategic planning of the greater New York tristate region has been managed through a non-statutory Regional Plan Association of private sector and public interest. This approach is light touch and strategic.

PROPOSITION 5: SECURING THE GLOBAL ROLE OF LONDON

A high level non-statutory public – private forum should be created with the express remit of preparing a strategy for the London Capital Region in order to:

- » secure the global role of London
- » create the capacity for the potential scales of future growth
- » ensure that all London's residents and workforce benefit from its economic success;
- » rebalance the focus from being solely on London to one including its network of outer centres, and
- » relate its economy and growth, to the planned changing connectivity to the rest of the country.

PROPOSITION 6: FACILITATING DEVOLUTION

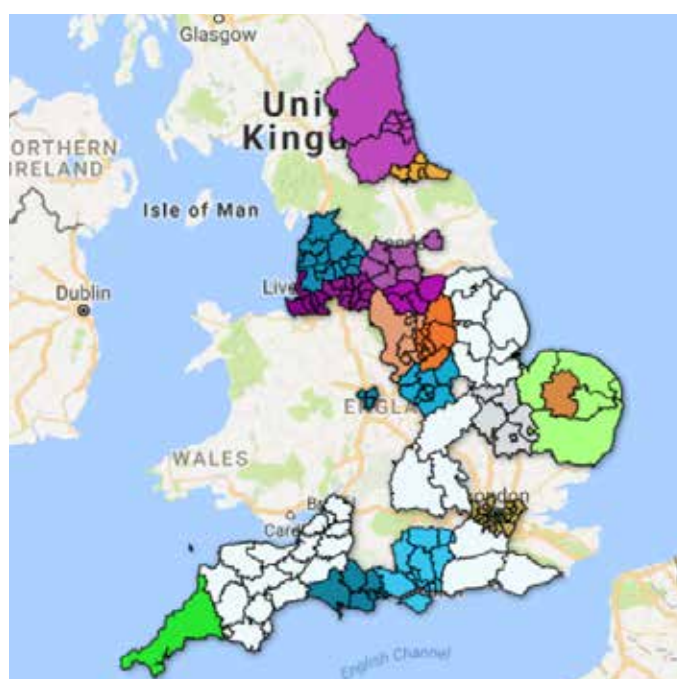
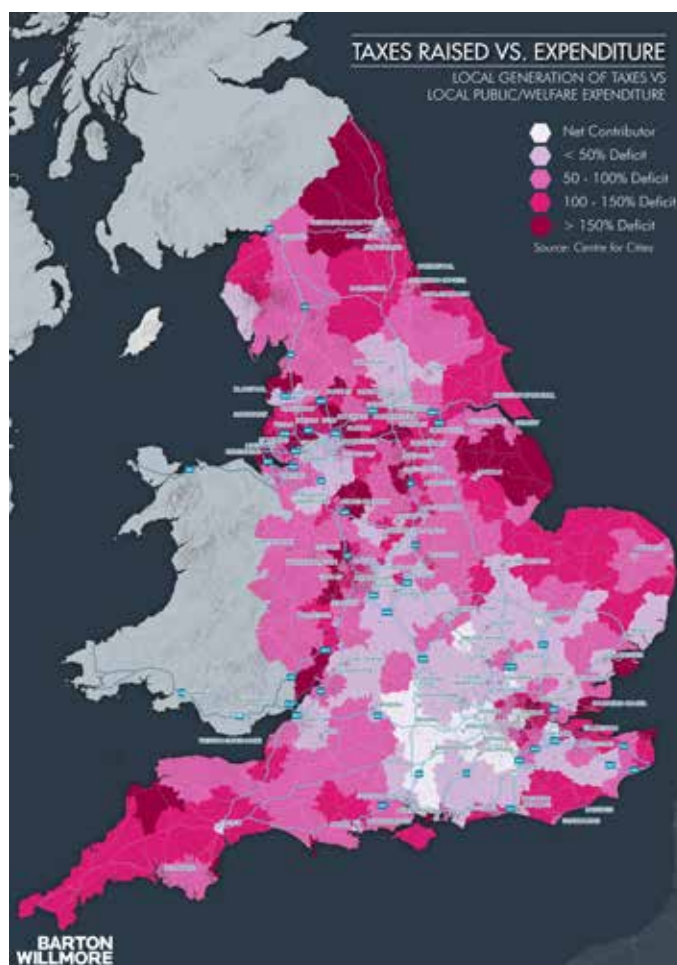
CONTEXT

The re-empowering of local communities through devolution is long overdue. City regions are the natural building block of devolution. Therefore, the creation of Combined Authorities is a major step forward in re-establishing the capacity of local councils to make strategic decisions for the future of their areas.

Devolution will be most effective where the areas of joint working:

- » relate to the functional areas within which people live and work – especially the housing market and journey to work areas which have been defined nationally; and
- » have the confidence that they will be supported by, and not frustrated by, the decisions taken in 'another place'.

In this context, there are two issues that need to be addressed. Firstly, where the boundaries of Combined authorities are arbitrary it is desirable for their operational programmes to demonstrate how they relate to the nationally agreed socio-economic regions within which they sit. Secondly, many of the worst failures on duty to cooperate are on the fringes of metropolitan areas or around smaller economically buoyant cities, which the current combined authority boundaries do not address.



DEVOLUTION MAP: COMBINED AUTHORITIES
(LGA: JANUARY 2017)

PROPOSITION: FACILITATING DEVOLUTION

The devolution of power and responsibilities to strategic governance partnerships is of national importance in the core metropolitan city regions because they are at the heart of the economic future of the nation. This shift needs accelerating through incentivisation and advocacy rather than government diktat.

It is therefore recommended that an even more proactive and place-based approach to devolution would yield real benefits in the pace of change. This is about providing a context for future devolution deals, for example by identifying where and how to fill the current gaps in collaboration. However, responsibilities cannot be devolved effectively without greater power over money and powers (e.g. raising revenues locally). Other towns and areas outside the main city regions however will often still need a safety net from central funding. Experience from the integration of Eastern Germany post reunification, shows the benefit of the Federal state ringfencing part of the national transport budget for this -to avoid a cost benefit analysis/market driven approach focusing spend on the established areas of the former West Germany.

PROPOSITION 6: FACILITATING DEVOLUTION

In order to secure the full benefits from the programme of devolution to Combined Authorities, it is recommended that the development of the Devolution agenda should be set within the context of agreed functional areas in order to provide a framework for:

- » Enabling a more structured basis for interpreting the duty to cooperate;
- » Incentivising cooperative joint action;
- » Identifying key gaps in the pattern of joint working; and
- » Identifying national priorities for intervention.

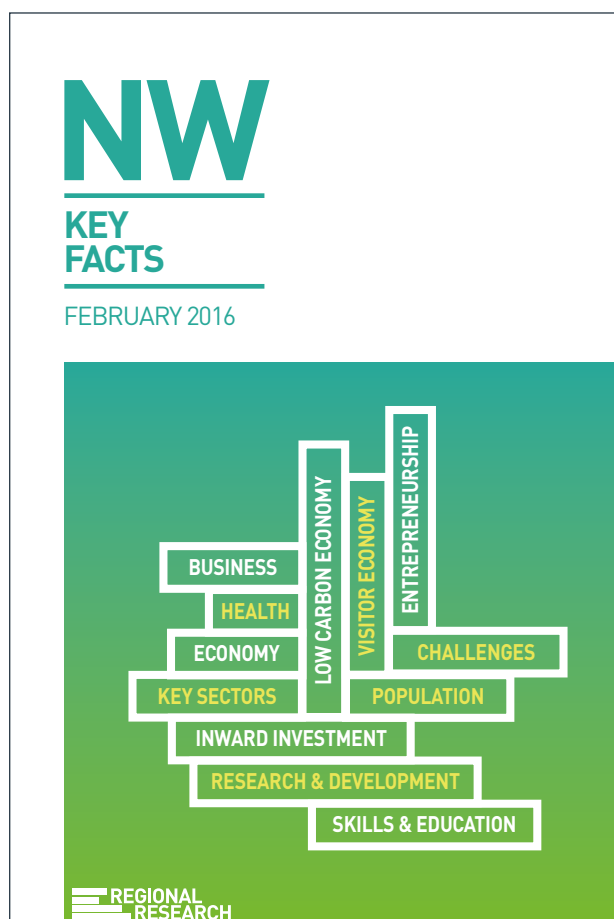
PROPOSITION 7: IDENTIFYING THE COMPONENTS OF A FRAMEWORK FOR ENGLAND

CONTEXT

Currently, national policy interest is contained in a wide range of documents. The RTPI Map for England has illustrated the extent of spatial advice that exists (implicit as well as explicit) in a wide range of sectoral policy. It has also demonstrated that when these are brought together they are not always consistent. This complexity and lack of clarity undermines the confidence necessary for local action.

A nationally agreed Framework would set out the contribution each area should make to delivering the national agenda (i.e. not seen as a bottom up process). Experience shows that without such guidance there is a real risk of delay and conflicting priorities.

It is, however, equally important that local entrepreneurial culture is not undermined by excessive or centralised micro-management. It is therefore critical that explicitly spatial national guidance relates to those matters that hold the nation together and drive it forward. This includes not only the core infrastructure systems and networks but also investment and spending on government research institutes, culture, and the arts.



PROPOSITION: THE FRAMEWORK COMPONENTS

A Framework for England will be an enabling framework of action. It should be light-touch, updateable and indicative and not proscriptive.

It is essential that any framework is focussed on those issues which can only and must be decided at a national level. Appendix 3 sets out an illustrative content.

The Common Futures Network proposes to take this conversation forward nationally during 2017. In order to assist these discussions, an outline approach will be prepared arising out of the 2016 London symposium discussions.

PROPOSITION 7: IDENTIFYING THE COMPONENTS OF A FRAMEWORK FOR ENGLAND

The scope of the Prospectus should focus on the national interest characterised in:

- » The National Economic Hubs and Corridors which drive and secure the future of Britain e.g. Innovation zones or new settlements, or linked cities,
- » The National Networks upon which all communities are dependent for accessing the national hubs and major urban centres;
- » The National Flagship Projects which will transform the competitiveness and quality of life of England.
- » The National Priorities for Collaborative Action where the level and scale of change is of national significance in terms of their potential) or from being at risk from either failing economies or physical threats e.g. sea level rise.

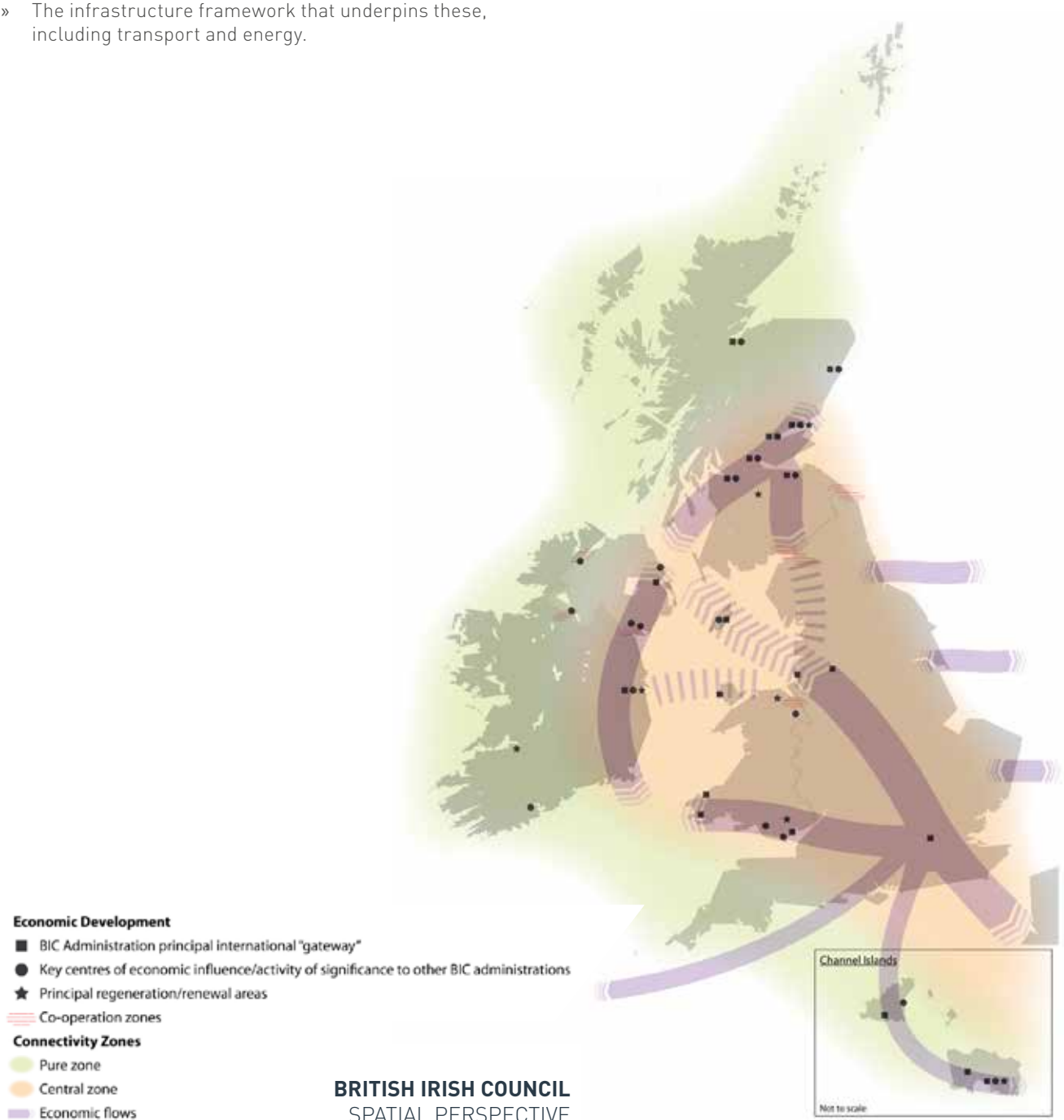
PROPOSITION 8: LINKING DEVOLVED NATIONAL FRAMEWORKS

CONTEXT

There are already approved spatial frameworks for Scotland, Wales and Northern Ireland, (refer Appendix 4). These have a consistent set of issues based around the following key themes:

- » A better national balance of people and jobs, both urban and rural;
- » The function of cities and their regions;
- » Environmental protection and enhancement; and
- » The infrastructure framework that underpins these, including transport and energy.

Scotland, Wales and Northern Ireland have their own plans. However, they are often critically dependent on high level infrastructure in England (such as deep sea ports, energy, international airports and specialised services); as well as overland infrastructure to English markets and the continent. For all of this, and more, no equivalent plan exists in England. There are a range of component elements of national spatial frameworks which will help in creating a development framework for England.



SCOTLAND

Scotland has a well-developed national framework, the third National Planning Framework (NPF3) which includes key themes – sustainable, low carbon, natural resilience and connected. It sets out the Government's priorities over the next 20-30 years and includes 14 national flagship developments.

WALES

The Wales Spatial Plan identifies 6 sub-regions in Wales and aims to deliver sustainable development through area strategies. It sets out cross-cutting national spatial priorities as a context for national and regional policies for specific sectors, such as health, education, housing and the economy, reflecting the distinctive characteristics of sub-regions of Wales and their cross-border relationships.

NORTHERN IRELAND

Northern Ireland has a Regional Development Strategy which aims to take account of the economic ambitions and needs of the Region, and put in place spatial planning, transport and housing priorities that will support and enable the aspirations of the Region to be met.

PROPOSITION: LINKING NATIONAL FRAMEWORKS

It will be important to clarify how a Framework for England should relate to the frameworks for the devolved administrations in Scotland, Wales and Northern Ireland. Rather than propose an over-arching UK spatial perspective, it may be more appropriate to build on the Britain and Ireland institutional framework already in place. This could be achieved by charging the British Irish Council's Working Group on Collaborative Spatial Planning to report on the framework of mechanisms and incentives necessary to support cross-border co-operation.

While the Framework for England should be set in the devolved UK-wide context, there are specific issues that need to be addressed, including:

- » Identifying cross-boundary and external relationships such as movement and economic growth;
- » Nation-wide approaches to increasing self-sufficiency in food, raw materials and energy; and providing a common context for all four national frameworks for example on terms of international / global relationships.

PROPOSITION 8: LINKING DEVOLVED NATIONAL FRAMEWORKS

In order to strengthen the individual work of the devolved nations, it is proposed that there should be an explicit consideration of their interdependencies in terms of:

- » the role of the major airports and ports serving Europe, the Americas and Asia;
- » the relationship of north and south Wales to Merseyside /Cheshire and the Bristol/Severn estuarine areas, respectively;
- » the links between Northern Ireland and the Republic of Ireland and transport links;
- » the development of knowledge networks between the main universities;
- » core understanding on such matters as international migration and other factors;
- » The British Irish Council's Working Group to be asked to report on a framework to support cross-border co-operation.

CONTEXT

This Interim Prospectus seeks to start a wider conversation about the future of the nation. It wants to engage the wider policy community in this. It therefore does not set out a blue print of how it should be taken forward nor advocate a specific model of who should lead it. From experience this is best done through dialogue and not setting out a prescription at this stage. There are many governance models and they all have strengths and weaknesses, but can all work if their latent weaknesses are compensated in the associated checks and balances.

IMMEDIATE PRIORITY

In this change of era there needs to be an overarching vision that provides the place-based glue to stitch together projects and guide decisions about future investments (capturing synergy and interactions). The priority is in England which has no national development framework akin to the other home nations. This glue would run through an integrated set of policies to deliver "A New Agenda for England".

NEXT STEPS

It is therefore proposed that the next steps in making the case for a national development framework for England will be as follows:

1. Make submission to the consultations on the NIA and the Industrial Strategy green paper, and liaise with NIC and BEIS
2. Publicise and consult on this Interim Prospectus
3. Seek cross-party discussions and support
4. Open up the network to membership and support
5. Liaise with potential hosts for network website (domain registered)
6. Prepare a draft discussion document at Symposium 2 by mid-2017
7. Undertake wider consultation by end 2017.

The future form of follow-up will depend on the outcome of liaison with sponsors and partners.

APPENDICES

APPENDIX 1: EU CONTEXT SUMMARY BACKGROUND NOTE

(This summary is based on a fuller paper prepared for the Network by Professor Janice Morphet)

The EU has been a major and increasing influence on spatial, investment and planning policy in the UK over the last 40 years. Key areas where EU policy and programmes have been delivered in the UK include strategic transport routes and nodes; energy; housing and planning; the environment; maritime and ports policy. A revised version of Europe 2020 is now currently under preparation. An important part of the work towards a Framework for England should therefore be to assess how far these EU policies and actions impact on the strategic spatial strategy for England and the UK. As a corollary if the UK leaves the EU, the question remains about how physical links between the EU member states including Ireland will be managed.

Regardless of the outcome of BREXIT, the geographical and trade links between the EU and the UK make these continuing relationships inevitable. The EU is now preparing a strategic framework to run to 2050 that will guide investment and wider territorial policy. Therefore, it is important to be clear about what its implications are for England, and the UK more generally. In a risk mitigation approach, it is desirable to consider how the NIC infrastructure assessment includes explicit EU policy frameworks that are procedurally committed.

In principle the infrastructure needs assessment being undertaken by the NIC should be a major contribution to this, but at present there is concern that it will not be spatial enough – i.e. clear about the needs and demands of all communities and the options for managing these to address the imbalances in the distribution of needs and demands for new development. A key mechanism for doing so, is for the NIC's infrastructure needs assessment to be explicitly linked to the Industrial Strategy.

APPENDIX 2: EXISTING NATIONAL SECTORAL FRAMEWORKS

The following are examples of what is already available. These are only illustrative and others have been documented in 'The Map for England':

- » The Catapult Programme which provides a network of centres designed to transform the UK's capability for innovation
- » Food Security: 'Securing food supplies up to 2050: the challenges faced by the UK';
- » Water Stress: e.g. as highlighted in the Environment Agency report 'Water for People and the Environment' 2009;
- » Water resources: Water resources long-term planning framework 2015-2065, Water UK, 2016;
- » Flood Risk: Flooding in England: A National Assessment of Flood Risk;
- » Impoverished Biodiversity: 'Lost life: England's lost and threatened species';
- » Sustaining Ecosystems Services: refer recent report 'Draft synthesis of current status and recent trends';
- » Energy & Climate: Low Carbon Transition Plan: national strategy for climate & energy;
- » Renewable Energy: the 2009 UK Renewable Energy Strategy;
- » Climate change adaptation: The National Adaptation Programme: Making the country resilient to a changing climate, Defra 2013.

APPENDIX 3: ILLUSTRATIVE COMPONENTS OF A NATIONAL FRAMEWORK FOR ENGLAND

Based on experience elsewhere the components of a Framework could include the following illustrative examples.

A. A 'balance sheet' and 'future business plan' for the development of the nation, which would summarise the key components of the National Development Balance Sheet, for example as follows:

a. A State of the Nation Report setting out:

- i. The aggregate capacity for development;
 - ii. The underused capacities in our national stock (e.g. housing) and infrastructure systems;
 - iii. The pinch points in our national infrastructure;
 - iv. The scale and any identified priorities for urban regeneration; and
 - v. Monitoring of the natural environment (e.g. level of risk).
- b. The 'Shifts' in the Nation setting out:
- i. The economic, social and environmental trends;
 - ii. The national flows and goods, services and people; and
 - iii. The external relationships.
- c. The National Perspectives on:
- i. The directions and distributions of change; and
 - ii. The potential 'futures' that should be accommodated and enabled.

B. The National Economic Hubs which drive and secure the economic and social future of the nation. These would include amongst other things the following key hubs:

- » Airports
- » Ports
- » Inland freight terminals
- » Knowledge/ research centres of excellence
- » Metropolitan commercial, cultural and city centres

C. The National Networks upon which all communities are dependent for accessing the national hubs and major metropolitan areas, including, inter alia:

- » Rail (passenger and freight)
- » Road
- » Canals/river systems
- » Power grids
- » Telecommunications
- » The Water Catchment / Ecosystem Framework of England
- » Green Grid, e.g. Mersey Forest initiative and including a network of urban national parks

D. The National Flagship Projects to transform the competitiveness and quality of life of England which are recognised as national economic, social and environmental priorities, and could include for example:

- » Internationally important projects e.g. The Olympics/ Commonwealth Games
- » Transport projects of national significance e.g. HS2, Crossrail
- » Sectoral priorities which have a strong spatial expression e.g. deprivation issues including health, skills, housing etc.
- » Brown priorities – i.e. regeneration priorities (e.g. UDCs and MDCs) or new town, garden cities or equivalent projects
- » Green-Blue priorities e.g. new national parks or national forestry projects

APPENDIX 4: A COLLABORATIVE MODEL FOR STRATEGIC SPATIAL PLANNING IN BRITAIN AND IRELAND

(This note is based on advice received from Scottish planning colleagues)

BACKGROUND

There are already approved spatial frameworks for Scotland, Wales and Northern Ireland. In contrast the NPPF for England has no spatial dimension. In addition, there are established policy frameworks affecting the whole of the UK which have clear spatial implications - in particular these include EU regional and transport policies, and the range of environmental designations.

SCOTLAND

Scotland has a well-developed national framework. It sets out the Government's development priorities over the next 20-30 years and identifies national developments which support the development strategy.

The third National Planning Framework 3 approved in 2014 which includes key themes and specific national development projects:

- » A successful sustainable place – supporting economic growth, regeneration and the creation of well-designed places
- » A low carbon place – reducing our carbon emissions and adapting to climate change
- » A natural resilient place – helping to protect and enhance our natural cultural assets and facilitating their sustainable use
- » A connected place – supporting better transport and digital connectivity
- » National development priorities, 14 developments are identified to deliver the strategy and set a regional context for local development plans.

WALES

The Wales Spatial Plan was last updated in 2008 and is less specific. It identifies 6 sub-regions in Wales without defining hard boundaries, reflecting the different linkages involved in daily activities. It seeks to:

- » make sure that decisions are taken with regard to their impact beyond sectoral or administrative boundaries and that the core values of sustainable development govern everything we do
- » set the context for local and community planning
- » influence where we spend money through understanding the roles of and interactions between places
- » provide a clear evidence base for the public, private and third (voluntary) sectors to develop policy and action.

The Wales Spatial Plan aims to deliver sustainable development through its area strategies in the context of a Sustainable Development Scheme. It sets out cross-cutting national spatial priorities. These provide the context for the application of national and regional policies for specific sectors, such as health, education, housing and the economy, reflecting the distinctive characteristics of different sub-regions (areas) of Wales and their cross-border relationships. Work on a next stage of the Spatial Plan is under consideration.

NORTHERN IRELAND

Northern Ireland has a Regional Development Strategy. The strategy aims to take account of the economic ambitions and needs of the Region, and put in place spatial planning, transport and housing priorities that will support and enable the aspirations of the Region to be met.

ENGLAND

The English NPPF is however very different in nature and role. The NPPF sets out a framework of criteria based policies that need to be applied consistently across English local council areas. It is not however a spatial framework to lead change and to secure the required development of England.

EUROPEAN EXPERIENCE

Within the EU, support is provided for cross-border, transnational and inter-regional co-operation in furtherance of Territorial Cohesion Policy. The INTERREG and ESPON programmes provide a framework for joint actions, policy exchanges and spatial data sharing between national, regional and local actors from different Member States. The budgets allocated to these programmes incentivise voluntary participation in projects designed to further their objectives. Parts of the UK and Ireland fall within two of the macro-regions established as a framework for European territorial co-operation: the North Sea Region and the Atlantic Arc.

The framework for cross-border co-operation provided by the EU has been important in facilitating collaboration on spatial planning between the Republic of Ireland and Northern Ireland. It is anomalous, but perhaps a consequence of the ad hoc and asymmetric way in which powers have been devolved in the UK, that there is no equivalent framework to support collaboration on matters of common interest between its various administrations. Liaison between administrations on planning matters takes place on a Britain and Ireland basis through the Five Administrations meetings of the Heads of Planning and the British Irish Council Working Group on Collaborative Spatial Planning. The Five Administrations meetings are primarily concerned with sharing experience on practice and process and do not have a strong spatial focus.

TRANS-NATIONAL EXPERIENCE

Scotland's first National Planning Framework (2004) identified opportunities to strengthen knowledge economy links around energy and off-shore expertise on the East Coast corridor between Aberdeen and Newcastle. The Regional Strategy for the North East of England recognised the economic influence of the Edinburgh City Region on the North East of England and included a commitment to improving accessibility and efficiency of movement along the East Coast corridor. Several meetings were held between officials in Scotland and the North East of England with a view to developing a strategic agenda for the East Coast corridor, but with the abolition of the English regions these links were severed. Following the UK General Election in May 2010, discussions took place between DCLG and Scottish Government officials with a view to agreeing a memorandum of understanding on co-operation between planning authorities on either side of the Scotland – England border, but these came to nothing.

During Scotland's independence referendum, Northumbria University published an interesting report urging local authorities in the North of England to develop collaborative links with Scotland in areas such as renewable energy and tourism whatever the constitutional outcome. It received a positive response from Scottish politicians. We should be aiming to develop mechanisms to support collaboration between the nations and regions of these islands on matters like spatial planning which are robust and flexible enough to remain effective however constitutional relationships may change in the future. Interestingly, in an article published in *The Independent* shortly after the referendum, the Conservative MEP, Daniel Hannan, suggested a bigger role for the British Irish Council in such matters.

BRITISH IRISH COUNCIL WORKING GROUP

The British Irish Council was established as part of the multi-party agreement reached in Belfast in 1998. Its membership comprises representatives from the Irish Government; UK Government; Scottish Government; Northern Ireland Executive; Welsh Government; Isle of Man Government; Government of Jersey and Government of Guernsey.

At its Summit in Cardiff in February 2009, the British Irish Council agreed to ask the Northern Ireland Executive to lead a work sector to examine the benefits that could be gained from collaboration on Collaborative Spatial Planning. This work sector brings together officials from each of the Member Administrations who are responsible for national, island and regional development strategies. The group meets biannually to exchange information and perspectives on current spatial planning challenges.

At the Glasgow Summit in June 2016, Ministers asked officials to focus on the spatial planning aspects of housing delivery. A report on the outcome of this work will be presented to Ministers at a meeting in 2017.

As an expert group drawing representation from all the administrations of Britain and Ireland, it is well placed to develop formal mechanisms to support collaboration on strategic spatial planning between the administrations of these islands.

APPENDIX 5: TOWARDS A COMMON FUTURES NETWORK

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