

JUC Public Administration Annual Conference 2021

How Place Matters?

Leadership, Governance & Public Administration

Conference Book of Abstracts



Welcome to the PAC 2021 Annual Conference

We are delighted to host this year's conference 'How Place Matters? Leadership, Governance & Public Administration' at the Local Governance Research Centre (LGRC), De Montfort University.

In recent years, as you are aware, 'place' has taken on increasing salience in government and policy-making circles. Arguably, it has become something of an elusive but desired goal for policymakers, particularly in the current social, economic, and political context. But it remains a 'slippery concept', continuing to trigger much debate and contestation.

Over the course of our two days of lectures, paper presentations, and roundtables, we hope to explore the parameters of these ongoing debates and tackle or at least gain a better grasp of the 'unanswered' questions that frame the politics of 'place' and its multiple understandings, roles, and configurations across different spaces and tiers of government. In the process, of course, we may well generate new 'unanswered' questions, establishing novel agendas and exchanges across disciplines for the future.

We wish you a good conference!

Alistair, Arianna and Steven

About the JUC Public Administration Committee

The Joint University Council of Applied Social Sciences (JUC) is the UK Learned Society for public administration and social work. The object of the JUC is the promotion, development and coordination of the work of higher education institutions in the pursuit of education, training and research in public administration, social policy and social work. Today, the JUC represents the vast majority of higher education institutions in the UK in teaching and researching in these fields.

The JUC was launched at the London School of Economics in 1918 where esteemed scholars and influential policy activists such as Professors E.J. Urwick and Sidney Webb aimed to establish an institution for coordinating and developing social study. The goal was to create a broad intellectual and institutional base for the study of policy. The JUC over time played its role as an intellectual society for informing government and the broader public policy and academic community. The JUC still continues with these endeavours today.

The JUC consists of two committees – the Social Work Education Committee (SWEC) and the Public Administration Committee (PAC). The PAC is very active in the promotion of public administration, public policy and the study of governance, both through scholarly activities and as the representative organisation for those universities in which teaching and research in such subjects are undertaken. It does so through various activities, including an annual conference; research seminars; the publication of research work; and advising government, Parliament and other public bodies.

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Day One Plenary Sessions

Conference Opening and Welcome Address

Professor Katie Normington

Professor Katie Normington joined De Montfort University as Vice-Chancellor in 2021 from Royal Holloway, University of London, where she was Deputy Principal (Academic). While at Royal Holloway she had responsibility for teaching and learning along with research and enterprise, during which time she created an 'integrated academic strategy' bringing together the teaching and research around a set of common principles. Katie was previously Dean of Arts and Social Sciences/Vice-Principal (Staffing), overseeing the equality and diversity strategy, including instigating a women's development programme for which she won a Times Higher Education Leadership & Development Award.

Dr Arianna Giovannini

Arianna Giovannini is Associate Professor/Reader in Local Politics & Public Policy at the Department of Politics, People and Place at DMU, and the Deputy Director of the Local Governance Research Centre (LGRC). Between 2019 and 2020, she was Director of IPPR North, the leading think-tank for the North of England, on a secondment basis. Her research focuses on territorial and local politics, governance rescaling, devolution and democracy – both in the UK and in comparative European perspective. Most recently, her work in these areas has concentrated on devolution deals and 'metro mayors' in England, and in particular in the North; the politics and political economy of the Northern Powerhouse; 'Levelling Up'; and the changing landscape of local government. She has written extensively on these topics, publishing in leading academic journals. Recently, she was part of the research executive of the Association for Public Service Excellence's Local Government 2030 Commission (with Neil Barnett and Steven Griggs and Mark Sandford).

Professor Steven Griggs

Steven Griggs is Professor in Public Policy at the Department of Politics, People and Place at DMU, where he is Director of the Local Governance Research Centre (LGRC). His research focuses on the governance of local public services under conditions of austerity, assessing in particular the democratic potential of new forms of municipalism. Most recently, he was part of the research executive of the Association for Public Service Excellence's Local Government 2030 Commission, *Local By Default* (with Neil Barnett, Arianna Giovannini and Mark Sandford). He is currently completing with David Howarth (Essex University) a research monograph for Policy Press (2022) on the politics of infrastructure, sustainability, and airport expansion.

Mr Alistair Jones

Alistair Jones is Associate Professor in Politics and University Teaching Fellow in the Department of Politics, People and Place at DMU. His research focuses on English Parish Councils, the European Union, and elections. He has taught on a wide range of subjects at DMU, including modules on British Politics, the European Union, public administration, and public sector management. He has been an Erasmus lecturer at the Charles University, Prague and for the last six years, he has also taught at Liaoning National University, Shenyang. Alistair is a regular contributor to local, national and international media, especially in relation to Brexit, but also on more general aspects of British politics. His recent book, *The Resurgence of Parish Council Powers in England*, examines the future role and potential of local councils (Palgrave, 2020).

The Frank Stacey Memorial Lecture

Dr Nicola Headlam

‘There’s no future for England’s dreaming: trial and error in the ‘ungovernable North’

The nicest thing anyone has ever said about Nicola’s itinerant career doing Northern policy made her the “north star”. This was after organising the Summit and Convention of the North in Rotherham in 2019 and the only face to face meeting between the Northern Mayors and the Prime Minister. She has tried to effect policy change from every position on the compass; local government, think tanks, the parliament library, from several universities, through journalism, knowledge exchange, comparative work, and, for a year as the Head of The Northern Powerhouse for HMG. She has supported many a cause and campaign, and is both a Northern Power Woman, and founder member of the Urbanistas, a global woman-led movement for positive urban change. She is Chief Economist and Head of Public Sector for Data Tech Company Red Flag Alert, and is co-director of its Living Lab. She remains hopeful.

Day One Parallel Sessions

Day 1 – Parallel Session 1

Place-making, leadership and identity in the North of England

Dr Georgina Blakeley & Emeritus Professor Brendan Evans, University of Huddersfield

Doing politics differently in Greater Manchester and the Liverpool City Region?

'Doing politics differently' became a refrain for Andy Burnham and Steve Rotheram, the metro-mayors of Greater Manchester (GM) and the Liverpool City Region (LCR) respectively. In their inception, the then Chancellor George Osborne saw metro-mayors as a way of improving democratic accountability while think-tanks such as the Northern Institute of Public Policy Research argued that city-region devolution was important not just in rebalancing the economy and in facilitating public service reform but in improving the quality of democracy.

This paper will examine what 'doing politics differently' looks like in practice through the case-studies of GM and the LCR which are based on our extensive interviews and participant observation in each area. We start by noting the lack of clarity over the meaning of doing politics differently before examining some of the ways in which both metro-mayors have tried to contribute to democratic renewal. Burnham, in particular, has attempted to offer some substance to the slogan of 'doing politics differently' with such claims as 'do with rather than do to' and focussing on the 'lived experience' of those affected by policy. Both metro-mayors have engaged in listening and consultation exercises, initiatives to increase diversity and efforts to bring politics closer to the people not the least through the democratic mandate they achieved through their electoral endorsement. Yet, although in their infancy, there is little evidence that mayoral combined authorities represent anything like the 'democratic moment' their advocates had hoped for. Until the mayoral combined authorities become established as clear sites of decision-making power that have the capacity to call publics into being, their efforts at democratic renewal will remain secondary to their principal tasks of rebalancing the economy and public service reform.

Dr David Jeffery, University of Liverpool

The importance of 'demos' in local democracy: A case study of the Liverpool City Region

Metro mayors heading a combined authority has been a key way in which successive Conservative governments have sought to boost local economic growth against a background of local authority austerity. They are also often argued to be a key element of the current government's 'levelling up' agenda, even if strong, independent local centres of power have chafed against central government demands.

However, one perspective is often overlooked in these debates: voters. Metro mayors were typically a top-down innovation, with a focus on city-region economics rather than democratic renewal or engagement. This paper draws on survey responses of voters in the Liverpool City Region and explores the drivers of support and opposition to the metro mayor project within a broader framework of support for democratic institutions.

Stewart Arnold, Hull University Business School

Identity and devolution: the case of Yorkshire

In this article I explore the dimensions of identity and brand in relation to the ongoing plans to devolve powers to parts of the English region of Yorkshire. I plan to present an understanding of what gives Yorkshire a sense of identity and why this has become important in the devolutionary landscape of England seen through a series of interviews published in the Yorkshire Post from 2014 to date exploring individual notions of Yorkshire identity.

Without the national administrative architecture which exists in both Scotland and Wales, there is agreement that a sense of 'Yorkshireness' has become mobilised by those framing a devolutionary settlement at a pan-Yorkshire level.

Ryan Swift, University of Leeds

Placing the North of England

The North of England is currently extremely salient in British political debate with the idea of the 'Red Wall' and 'levelling up' the North being key elements of contemporary political discourse. Despite this, the spatial boundaries of the North generally remain ill-defined. Its territorial scope as a political space is therefore unclear and contested.

This paper draws on the academic literature, cultural and political commentary, and qualitative elite interviews with over 70 political actors to explore understandings and definitions of the North. In doing so, it highlights that there are four key approaches to defining the North. Namely, the historical approach, the cultural approach, the socio-economic approach, and the statistical region approach. The paper considers each of these in turn. It then considers the commonalities and differences within them and the ways in which they influence current political ideas of the North.

Building on some of the issues highlighted in each of these approaches to defining the North, the paper then considers the extent to which the North of England as a whole can be regarded as a distinct and recognisable region. In doing so, it considers the variety of ways in which the North is seen to share common traits that bound it as one. It also considers the intra-North differences and tensions that some see as undermining the idea of the North as one region. Drawing these different arguments together, the paper highlights the commonly invoked idea of the North as one and several regions and considers the political resonance of this.

Through exploring these different approaches to defining the North and the different ways in which the North is conceived as a region, the paper sheds light on contemporary understandings and perceptions of the North of England among key political actors. This is a timely and important contribution given the current political saliency of the North.

Rethinking the environment in local politics

Dr Peter Eckersley, Nottingham Trent University, Dr Antje Otto, University of Potsdam, Prof Annegret H. Thieken, University of Potsdam, Prof Kristine Kern, Leibniz Institute for Research on Society and Space, and Åbo Akademi University, Wolfgang Haupt, Leibniz Institute for Research on Society and Space.

Ranking local climate policy: assessing the mitigation and adaptation activities of 104 German cities

Climate mitigation and climate adaptation are crucial tasks for urban areas, and can involve synergies as well as trade-offs. However, few studies have examined how mitigation and adaptation efforts relate to each other in a large number of differently-sized cities, and therefore we know little about whether forerunners in mitigation are also leading in adaptation, or if cities tend to focus on just one policy field. This paper develops an internationally applicable approach to rank cities on climate policy that incorporates multiple indicators related to (1) local commitments on mitigation and adaptation, (2) urban mitigation and adaptation plans, and (3) climate adaptation and mitigation ambitions. We apply this method to rank 104 differently-sized German cities and identify six clusters: climate policy leaders, climate adaptation leaders, climate mitigation leaders, climate policy followers, climate policy latecomers and climate policy laggards. The paper seeks explanations for particular cities' positions and shows that coping with climate change in a balanced way on a high level depends on structural factors, in particular city size, the pathways of local climate policies since the 1990s, and funding programs for both climate mitigation and adaptation.

Associate Prof Anna Zachrisson, Umeå universitet, Prof Gregory Poelzer, University of Saskatchewan, Associate Prof Beland Lindahl, Luleå University of Technology Simon Karin and Prof Simon Matti, Luleå tekniska universitet

A Challenge to Transition Policies: How Decisive Is Place Attachment for the Implementation and Coordination of Place-based Policies?

The energy transition away from carbon and changed travel patterns (also as a result of the Covid-19 pandemic) brings changes that increasingly affect the economic foundations of regions. Regional and local scale initiatives aimed at either promoting, resisting – or responding to the effects of transition must account for highly localized place attachments. How important are those in comparison with other factors that decide the implementation and coordination of place-based policies? Mineral extraction is one of those place-based and expanding sectors that according to the Environmental Justice Atlas meets the greatest increase of local resistance. Important factors to explain the successful establishment of new mines are socio-environmental impacts, the history of the place, trust relations, state and company policies and local participation. There is a focus on the macro-scale and developing countries. In this study, we instead conduct a micro-scale study through surveying local populations in four different sites where new mines are proposed in a developed, high-trust country (Sweden). The results challenge common assumptions that there is uniform opposition to mining in contentious communities and thus contribute to the ongoing revision of how places are conceptualized – from table, bounded and historically continuous entities to stressing their dynamic and relational character. Perceptions of the place and its future are dominant factors in explaining pro- and anti-mining attitudes,

and they are highly contingent on place characteristics. Yet, also institutional factors such as mineral legislation and participation practices are important and interlinked with place perceptions.

Dr Paul Omar & Dr Russell Orr, De Montfort University

Rus in Urbe: From Rome to the pop-up park of today

The pandemic has given an opportunity to reappraise our urban environments and their contents. When we reflect on the ongoing discussion about “levelling up” and regeneration of many cities, alongside broader discussion on the need for a more environmentally conscious approach, contrary to the prevailing narrative there is precious little which is new in this debate. At its origins an agriculturally focused state, Rome, as it grew and adopted more urban characteristic wanted to retain memories of its early agrarian environment in the design of its homes and the traditions and celebrations of the city state. This concept “Rus in Urbe” (country within the city) was largely enjoyed by the patrician classes. The plebians had some access to public spaces although this was usually controlled, only being permitted for specific purposes. This pattern did not change much for 2 millennia, until in the late 17th and early 18th centuries when a combination of the pastoral movement and Christian self-improvement, combined with philanthropy led to the concept of amenity space to be enjoyed by the masses. This was most obviously seen in the development of the public parks and other green spaces in the midst of the increasingly urban cityscapes. Today the inclusion of such green space is no longer at the whim of philanthropists but is rather built into the curricula of urban design. However public access is still managed and controlled by local councils acting for the common weal. In a concurrent development, consciousness of the environment is allegedly at the forefront of urban planning, and yet The Planning Act (1948) still retains a very utilitarian approach to development and regeneration. If we are to seriously attempt regeneration whilst simultaneously putting environmental concerns at the forefront substantial reshaping of planning regulation will be required. Within this approach it would be most desirable for the public themselves to play a more active role in the development and management of these spaces.

Roundtable: Local government responses to Covid-19: international perspectives

Dr Filipe Teles, University of Aveiro, Portugal

Simona Kukovič, University of Ljubljana, Slovenia

Carmen Navarro, Autonomous University of Madrid, Spain

Dr Paula Russell, University College Dublin, Republic of Ireland

Territorial lobbying and multi-level governance

Dan Ziebarth, George Washington University

Local Lobbyists in the European Union

Scholars broadly agree that interest groups play an important role in European integration. Previous work on interest representation in the European Union has focused primarily on private actors and national governments. Fewer studies have provided systematic insights into the lobbying activity of sub-national actors in the EU. Since sub-national actors play a significant role in policy implementation and democratic representation, this shortcoming leaves a gap in the literature which should be given more attention. I develop a typology of cross-national variation in coordination and activity levels using an original dataset of lobbying activity on the part of 101 sub-national government organizations between 2010 and 2021. I show empirically that municipalities, provinces, and cooperative organizations differ strongly in which policy areas they seek to target their lobbying activity. Further, I display that sub-national government organizations in highly coordinated countries are significantly more likely to hold meetings with European Commission representatives and Intergroups in the European Parliament. These findings provide scholars with a novel theoretical classification of sub-national lobbying organizations and hold implications for scholars' understanding of how interest representation takes place in the European Union.

Cristina Ares, University of Santiago de Compostela

Currents, Waves and Tides: will places matter more to EU bodies after the pandemic?

This paper examines how has 'place' mattered to EU institutions over time, including the response to the COVID-19 pandemic. This reaction has brought the 'ever closer union' formula back in the EU-27. The absence of the UK vanished the elephant in the room, which had been the tricky accommodation of British policy preferences. Once the elephant had gone away, the achievement of some advances towards a more federal Europe seemed feasible not just because of Brexit and the pandemic but also due to the evolution of public opinion data and the late maturing of some institutional changes introduced by the Lisbon Treaty, such as the empowerment of the European Parliament. These currents along with the populist waves in various Member States might be good news from a federal perspective, which means an enhanced role for regional and local institutions and a greater concern about solidarity on the EU, among other elements. This expectation is opposed to the momentum given to intergovernmentalism by the Great Recession. The research question is if COVID-19 can be read as a tide towards a more meaningful presence of place in EU policy-making, the other way around, or if it has no effects on the connections between space, politics and governance in the EU.

Oscar Moreno Corchete, University of Salamanca

The external action of local entities in Spain: from implementation to regulation

Globalisation, supranational integration and territorial decentralisation of political power phenomena generate a framework for the external action of local entities. This can be defined as the right and capacity of the same to develop and exercise the external dimension of their competences in order to transfer their interests outside their own territory. On this basis, in the Spanish case, there is a contradiction between the implementation and the regulation of this concept. On the one hand, the implementation of the external action of local entities involves a series of activities with regard to territorial and development cooperation and territorial lobbying. These activities are motivated by three factors. Firstly, the will of local entities to display the external dimension of their competences. Secondly, the institutionalisation of horizontal relations among local entities. This institutionalisation occurs at regional, national and supranational levels. Thirdly, the legitimacy of local entities to participate in the formation of the state will which is expressed in the European Union. In conclusion, the implementation of the external action of local entities constitutes a reality. On the other hand, the regulation of the external action of local entities depends on the constant tension between the central State and the Autonomous Communities. This tension begins in relation with the legal regime of local entities, considered as a shared competence on which the ownership of legislative function is disputed by the two actores referred to earlier, and concludes in the field of international relations and external action, characterised by a lack of consolidation even though Constitutional Court's continued intervention. In this context, the central State recognises the local entities' capacity to perform abroad if they are exercising their competences and are suited to the guidance provided by the central State and, moreover, an Autonomous Community with a limited scope of action. For their part, a few Autonomous Communities recognise the external action of local entities in their Statutes of Autonomy, their local autonomy development laws and/or the laws which regulate their own external action. In conclusion, the regulation of the external action of local entities appears a fiction. In the light of the foregoing, it is crucial to consider local level as a third territorial level of government, particularly in a context where supranational scenario assumes greater significance and where different voices claim a territorial reform. Thus, the main aim of this proposal is analysing if the current regulation of the external action of local entities constitutes the culmination in the development of this area. In this regard, Autonomous Communities' evolution shows that the regulation of the external action stands as an indicator of the current culmination in the development of the regional autonomy in Spain. In order to achieve this objective, this proposal is structured around three parts. The first part focuses on the activities on an international scale that local entities promote. The second part is dedicated to the legal regime of the external action of local entities. The third part deepens on the recent legal advances in this area.

Day 1 – Parallel Session 2

Regional and Territorial Politics

Dr Sean Kippin, University of Stirling and Prof. Janice Morphet, University of Central London

Coordination, agenda-setting, and future planning: the role of Combined Authorities during the COVID-19 Pandemic

Following an intermittent and halting roll-out, Combined Authorities (CAs) are now an established part of English governance. They represent a ‘pooling’ of power by different geographically contiguous local authorities which align with economic geographies and have emerged with strong encouragement (and at times compulsion) from central government. Today, they cover most of England’s large urban centres, and enjoy a modest and variable range of powers over planning, transport, and economic development. Since the establishment of the first CA in 2011, they have grown in profile and recognition, owing in part to the presence of Directly Elected Mayors, who provide the model executive leadership and electoral legitimacy. CAs possess competency over a decidedly modest range of policy tools, however these have been deployed where relevant in order to assist in attenuating the economic, social, and public health fallout from the Covid-19 pandemic. This tumultuous period provides an opportunity to assess their role and influence during a period of sustained national emergency, and to ask how the CA model has evolved during and as a result of the crisis. Drawing on semi-structured interviews with senior stakeholders within three CAs (Liverpool, Teesside, and the West Midlands) and their constituent authorities, we hypothesise that CA activities and influence have clustered around three main loci. Firstly, they have engaged to a considerable extent in coordination and mediation between constituent local authorities, and in communicating their shared preferences and needs to central government. Secondly, they have proven influential as agenda setters, drawing attention to, and increasing the salience of, issues of regional inequalities and the related shortcomings of the central government response. Thirdly, they have deployed their powers over regeneration and planning to strategize the economic and urban futures of their city-regions, often constructing narratives of the medium-term future which break considerably with the recent past. As a final reflection, we draw attention to the inherent instability of units of territorial governance which rely largely on central government largesse for funding, a structuring factor which inhibits the ability of CAs to develop as alternative power centres to Westminster and Whitehall, and a dynamic which has been much in evidence during the pandemic.

Dr John Harrison, Loughborough University, Associate Prof Daniel Galland, Aalborg University Copenhagen and

Prof Mark Tewdwr-Jones, University of Central London

Planning Regional Futures

Planning and planners have been central to understanding cities and regions. However, planning is facing powerful challenges – professionally, intellectually, practically – in ways arguably not seen before. Recent developments and trends are raising fundamental questions about the ‘p’ word in academic and policy circles.

We can point to how planning is no longer solely the domain of professional planners but has been opened to a diverse group of actors who are involved in place-making and place-shaping. We can observe how the study of place has traditionally had a disciplinary home in space and place disciplines (Geography, Planning, and the like) but this link is being steadily eroded as research increasingly takes place via interdisciplinary research institutes. We can point to the advent of real-time modelling of cities and regions, and the challenges this poses for the type of long-term perspective that planning has traditionally afforded at a time, and in a society, where immediacy and short-termism are the watchwords. We can reflect on subnational planning and its mixed record of achievement. And we can also recognise how the link between relatively fixed notions of city/region and ‘planning’ has been decoupled as alternative spatial approaches to urban and regional planning have emerged in conjunction with more fluid, networked and relational forms of place-making. In this paper we move beyond the narrow confines of existing debate to outline a new agenda and provide a forum for debating what planning is, and should be, for. We propose an alternative model which has place at its centre but moves beyond the traditional set of planning skills to suggest a suite of planning skills which have increasingly required planners (professional or otherwise) to be adept at juggling. Our aim is to offer a modern take on the essence of planning, presenting what we see as the skills for planning regional futures and how they provide the pillar on which to reassert the key role of planning in place development. What we argue is that these skills are not unique to planning (there being no reason why some of the individual skills cannot be done – indeed are already being done – by actors other than planners) but the ability to understand all these skills simultaneously and to deploy them when required in place is a unique planning skill.

Dr Tom Arnold, Sue Jarvis, Belinda Tyrell, Gloria Lanci, Heseltine Institute for Public Policy, Practice and Place, University of Liverpool

Developing an asset-based approach to Building Back Better in Liverpool City Region

The Covid-19 pandemic has prompted reflection on the underlying causes which contributed to the highly uneven (spatial and economic) impacts of the virus and its aftershocks. In Liverpool City Region (LCR), the combined authority, metro mayor, local authorities and other public bodies established a commitment to Building Back Better, mobilising the city-region’s economic, social, cultural, environmental and infrastructure assets as part of an ambitious recovery plan. However, there remain significant gaps in the data ecosystem supporting asset-based local economic development approaches as a result of the complex, multi-level and multi-agency character of social infrastructure, particularly in the community and voluntary sector. This research, in collaboration with local and combined authority partners in LCR, assesses the potential of asset-based approaches to contribute to post-Covid recovery. In doing so, it develops understanding of the impact of Covid-19 on how local and city-regional policy has developed since the start of the pandemic. The toolkit for asset-based post-Covid recovery developed in this pilot project will be utilised by local authorities in LCR and scaled up in support of Building Back Better.

Reinvigorating Local Democracy

Prof Jim Chandler, Sheffield Hallam University and Neil Barnett, Leeds Beckett University

A scenario for 'bottom-up' discursive community democracy as a means of informing city, county and national liberal democracy

The paper develops from studies and forthcoming books by the authors that chart not the serious decline in local democracy and the normative value of such a right. We have argued elsewhere that local government in the UK is increasingly neither sufficiently 'local' nor does it have much scope for independent government. This is now not an original observation, but we argue that studies which defend local government and argue for its vital role in the polity have not tended to address the practical issues which are implied by their stance and do not go far enough to develop possible frameworks that can fortify local community government.

The paper will examine the case for founding local government on a right for neighbourhood, primary, units, organised as open meetings for a community in which decisions are reached by deliberation and mediation by its eligible participants. Taking a 'systemic' approach to deliberative democracy, we argue this would be a necessary but far from a sufficient right since matters that affect a wider public than a community where direct discursive democracy is not practical, must be resolved, via institutions at a range of scales, such as unitary authorities, county councils, and national or international agencies, using some form of representative governance.

These authorities in many states, following classically the observations by elite and Marxist based theorists, can generally evolve towards controlling and even eliminating the level of community local governance. We consider the extent to which trends towards centralisation, elite, or state domination may be assuaged and suggest that systems of representation should emerge from community levels of government in which mandated spokes-persons for communities meet together at the various levels of government to present and argue their case.

We, therefore, hope to open debate on the feasibility of such arrangements given the social, economic and historical/institutional context into which they would be introduced and the many pragmatic obstacles to such a framework. These include issues such as entrenched partisanship and autocracy within party systems, the dominance of managerialism/ business theory, interest groups and the national media. Despite the problems we also argue that if feasible such a system may not only greatly empower individuals and communities but also ensure, as J.S. Mill argued the essential task of forging a stronger and more ethical and informed political culture.

Dr Alistair Clark, Newcastle University

Inequalities, Public Administration and the funding of Elections

How elections are administered is crucial to the exercise of democratic rights. Delivering elections requires considerable public administrative capacity and resourcing. There are crucial questions around equality of access to the electoral system and democratic rights involved, which impact every potential elector. The electoral process is often noted as being tilted towards the better-off, but from the perspective of maintaining democratic rights, electoral administration can be argued to require more investment and funding in areas which most need it. This paper combines rare official data on the 2015 UK general election, with census and other socio-economic and political variables to interrogate inequalities in electoral administration spending across British parliamentary constituencies. The paper begins by outlining the little already known about spending on the public administration of elections, and examining what inequalities might mean in regard to election delivery. The second part outlines the data, before presenting bivariate and multivariate analyses. Inequalities in delivering elections are examined, and the consequences of such inequalities outlined. The paper concludes with the argument that funding delivery of elections should be seen as investment in a vital public service.

Prof Pete Murphy, Dr Peter Eckersley, Katarzyna Lakoma, Bernard Kofi Dom, Martin Jones, Nottingham Business School, Nottingham Trent University

The future of Local Audit: Local authority financial reporting and external audit in England after Redmond

Academics and auditors have expressed growing concerns about the financial resilience and vulnerability of English local authorities after a decade of funding cuts and increasing demand for public services (Barbera *et al* 2017; CIPFA 2017; Sandford 2020). The COVID-19 pandemic has exacerbated these problems, as local authority income has fallen, demand for services has risen and investments in assets and companies have proven less rewarding in uncertain times. (Murphy *et al.* 2021).

A widespread consensus in the sector acknowledged that arrangements for public audit and formal assurance to the public and key stakeholders were no longer fit for purpose thereby increasing uncertainty amongst all key stakeholders and increasing the risk of severe financial problems within local authorities (Murphy and Lakoma 2020). In response to these growing concerns, in 2019 the UK Government established an independent review of the arrangements for local authority audit (Redmond 2019) and the National Audit Office released an updated Code of Audit Practice (2020), which sought to guide auditors in how to address financial sustainability. The subsequent Redmond report (2020) articulated the widespread concerns about the adequacy and transparency of local authority audit and accounts arrangements. It found new local authority activities such as new commercial and hybrid organisations fell outside of the scope of the existing statutory audit and acknowledged the widening 'expectations gap' in what the public expect from the audit and what it is actually obliged to deliver (ICAEW 2018). In terms of the overall audit regime Redmond (2020) also found an inadequate regulatory framework, delivered by an overly complex and disparate organisational landscape having no single regulatory authority responsible for systemic

leadership, oversight and co-ordination. He therefore proposed the establishment of an Office of Local Audit and Regulation to provide the much-needed systematic leadership, oversight, and co-ordination.

In December 2020, the UK Government published its response to the report's recommendations, and accepted 17 of the 23 recommendations but reserved its response on the 6 recommendations that related to Redmond's proposal for systemic leadership, oversight, and co-ordination until after the local elections in May 2021. The response to all six stated "We are considering these recommendations further and will make a full response by spring 2021" (MHCLG 2020).

This paper will review the Redmond report, the government's formal response to its recommendations (to-date) and subsequent progress with implementation. The paper will be updated and supplemented with an appraisal of the government's final conclusions on the proposed Office of Local Audit and Regulation and the systemic leadership, oversight, and co-ordination of local audit anticipated prior to the conference.

Dr Ben Duke

Who Rules the Roost? The UK Localism Act 2011 Ten Years On: Democratic Legitimacy Tension between Lay or Citizen or Institutional Expertise

This paper provides a critical theoretical review of the UK Localism Act 2011, through a trifocal lens of lay, citizen or institutional expertise (Copus, Democratic Audit, UK, October 2017, p273; DEMOS, 2017, p241; Sharpe, IPPR, June 2017, p22). The main question this paper will answer is 'Has the intention of the UK Localism Act 2011 been affected by any power relations between lay, citizen or institutional expertise?' The UK Localism Act 2011 will be referred to as the Localism Bill throughout this discussion paper. The research considered associated questions whilst analysing the effect of alternative sources to expertise, using the Localism Bill as a backdrop. For example, did increased local involvement in how the community infrastructure levy is spent, provide a platform for lay or citizen expertise; or in reality was the appearance of citizen involvement used to reinforce recognition of institutional expertise. (Marx, 1844). This paper establishes that only a relatively small number of local authorities, regularly made meaningful attempts to implement the Localism Bill during the period 2012 to 2019 (UK Parliamentary Papers, CM8898 Recommendation 6, 15 February 2015). This paper explores the argument, essentially the Localism Bill lacks democratic legitimacy at the municipal level, by acting to dumb down lay or citizen expertise. The Localism Act process includes a virtually meaningless financial inducement. A promise of payment secured after accepting certain landmarks, community endorsement which acts to bring further lay or citizenship scrutiny to a close. The paper also considers why the level of awareness of the Localism Bill, complete with its 'Community right to challenge' has been relatively low (UK HM Government, DCLG Guide, November 2011, p8). Similarly, community take up of the 'Right to approve or veto excessive council tax rises' is virtually non-existent in the UK (Ibid, p9; HoC, Briefing Paper Number 05682, 20 December 2017, p7). This paper posits, the UK Localism Act 2011 has had a devastating debilitating effect upon recognition of lay or citizen expertise in UK local municipal areas.

The UK Localism Act 2011 was meant to empower local people to have more decision making rights, on infrastructure projects present or intended for their local communities (Jones and Stuart, LSE Online, 8 April 2013; NPF, RTPi and UCL Research, July 2017, p19). This paper intends to identify the causal factors, which have significantly influenced how the UK Localism Act has been delivered since its inception in 2011 (Leach and Kingman, IF,

September 2012, p22; Marshall and Cowell, 2016, p1860). This paper seeks to establish if the critique, vested neoliberal interests are colluding with local government institutions to maintain the status quo, is valid (Transparency International, October 2013, p28). This research intends to study the effect of Localism Act 2011 on democratisation, using 10 locations from the 353 English local authorities (LGiU Online, 2018). This paper posits, the UK Localism Act 2011 is a contemporary manifestation of the 'cash nexus' (Marx and Engels, Communist Manifesto 1848). The Localism Bill undermines lay and citizen expertise, by allowing institutional expertise to remain unchallenged.

Roundtable: Equality, Diversity and Inclusion: Developing an agenda

PAC EDI Special Interest Group – Led by Dr Karin Bottom (INLOGOV and PAC Chair)

Day 1 – Parallel Session 3

Policy Impact Panel: Can leadership research improve place-based governance?

Emeritus Professor Robin Hambleton, University of West England, Professor Janice Morphet, University of Central London and Audrey Sutton, North Ayrshire Council

Can leadership research improve place-based governance?

Research on place-based leadership has increased in recent years and understanding of the way innovations in collaborative governance can improve the quality of life in an area is advancing. In some cases academic work on civic leadership has had a direct impact on the way collaborative governance has been conceived and developed in practice.

The aim of this Policy Impact Panel is to advance understanding of place-based leadership and, at the same time, illuminate the way scholars and practitioners can co-create new solutions to current societal challenges.

Robin Hambleton, Emeritus Professor of City Leadership at the University of the West of England, Bristol will kick off the discussion presenting the key findings drawn from his latest book, [Cities and communities beyond COVID-19. How local leadership can change our future for the better](#) (Bristol University Press). Focusing on the case of Bristol, Robin will explain how Mayor Marvin Rees and other civic leaders have made use of academic leadership ‘tools’ to help them design and deliver the respected [Bristol One City](#) approach to city governance. Based on this discussion, the aim of the panel is also draw lessons on how public administration scholars can use their work to influence the world of practice and help generate effective and inclusive governance.

Two respondents, Janice Morphet (UCL) and Audrey Sutton (Executive Director of Communities and Education, North Ayrshire Council), will offer their reflections on these ideas and draw on their own experience to take the conversation forward. In particular, in her remarks Janice will draw on her book [The Impact of COVID-19 on Devolution](#) (Bristol University Press) and Audrey will take stock of her experience as Executive Director of Communities and Education at North Ayrshire Council to reflect on how research can help improve place-based governance in practice.

Experimentalism in Place-Shaping: new ways of governing in political science? Part I: Experimental Place-Shaping of the City

Professor Rachel Granger, De Montfort University

The Sharing City: Scaling-up from community experimentalism to the municipal level

In this session, I outline the key theoretical and policy messages from ‘*Sharing is the New Owning and Organising*’ report (July 2021), which positions sharing cities at the heart of experimental governance. From the premise of ‘access over ownership’, we have seen community-level food-, clothes-, seed-, books-, and equipment- swapping, reflecting local attempts to improve environmental sustainability, and buoyed by the early sense of community from the Covid lockdown. Through these diverse initiatives, has come enhanced community cohesion, a heightened sense of place, and new ways of working and talking at the local level, which reinforces identity. In many ways, these represent new spaces of governance, and when tied to tactical urbanism (radical implementation of new ideas at the community level such as impromptu road closures, parklets etc.), we might begin to conceive of experimentalism in governance. In this session, we draw from these nascent and localised efforts, to conceive of *municipal sharing cities*, equitable, inclusive, environmentally sustainable, and also pointing to new business models. Efficient and smart, with the city working towards environmental, social, and economic sustainability. I will look at how the sharing city might be realised as a municipal goal, through sector pairings and collaborations, through sharing equipment and resources, as well as different possibilities for a sharing cityscape e.g. high street, and what that infers in terms of a new sense of place, and the way cities begin to take risks in experimenting with new urban forms.

Yu Qiao, Durham University

Collective Practicing and the Stakeholder in Heritage Area Management

Drawing on my PhD, I will consider ‘collective practising’ within the cultural heritage field in China. Historic buildings, urban districts and villages are noted as legal preservations in China, with distinct cultural narratives that at times, are at odds with the identities of a locality and local people. In this session, I consider the way spaces are occupied by diverse people and uses, as multiple stakeholder interests, which positions heritage areas beyond aesthetic hegemony. Drawing on Beijing, I consider experimental practices in community construction and ‘collective practicing’, and what can be learned from this for negotiation between stakeholders.

Bastian Lange, University of Leipzig

From flexible to situated geographies: conceptualizing innovation and experimental work processes

During the past years, public attention has increasingly turned towards self-organized work outside enterprises and organization, visible in several cultural and economic fields. This rapidly elicited a process of valuing anew the economic and social significance of independent work. Recent developments involve open, not necessarily enterprise-akin work patterns that can be addressed as ‘free-style’ (Yu, Liu, & Ren, 2019), especially those that grow in remote places (such as the private home) or on the internet. Characteristic workforms have been allocated as daily work in the gig economy (Sinicki, 2019), as digitally organized collaborative work (Spinuzzi, 2012), care work, and community-oriented work (Tschumi et al., 2020). Public and scholarly discourses on the changing significance of work have begun to refer to the fact that an increasing share of such work is being done within co-working spaces (Akhavan et al., 2019), makerspaces and fablabs (Anderson, 2012; Hepp, 2020). In typological terms these new workforms can be grouped in two. On the one hand, there is work established on strong individual motivation and playful curiosity about the digital world; on the other hand, work emerges from open collaboration among peers that often can be observed in ‘post-growth’ communities (Schmid, 2018). Although in the meantime there is some empirical evidence that we are witnessing a co-evolution of such communities and new flexible and independent types work, there is hardly any conceptualisation to be seen that at an adequate level of theory building refers to the flexibility and situatedness of these workforms. Moreover, their spatial implications, i.e. their ‘situative geographies’, have remained outside systematic theoretical reflection.

What are the promising empirical observations like that can be used as a starting point for conceptualisation? First, urban transition studies have drawn attention towards experimental practices of coping with changed infrastructures (Coenen, Raven, & Verbong, 2010; Fuenfschilling, Frantzeskaki, & Coenen, 2018; Marguin, Rabe, Schäffner, & Schmidgall, 2019; Savini & Bertolini, 2019). The notion ‘experimental’ is used here to address individual or collective attempts to compensate for incomplete or insufficient competencies to cope with paradigmatic contextual changes. These habits apply also to economic practice when there are only partial options available to design or maintain workflows. Second, management studies have focused on the formal description of new work forms and their quasi-organizational arrangements, e.g. in the form of worklabs or coworking spaces (Capdevila, 2017). Here the category of mutual proximity of actors plays a major role as a conceptual element (Parrino, 2017). Occasional studies about the motivations, subjective views and relational practices of independent ‘workers’ complement this economic approach (e.g. Sinicki, 2019; Spinuzzi, 2012; Bouncken & Reuschl,

2018). Third, economic geography and the regional sciences have also paid attention to new work with reference to proximity, albeit from a spatial point of view (Grove, 2019; Huber, 2012; Storper & Venables, 2004). Especially scholars of economic geography (EG) have flatly attributed successful innovation and knowledge production to the spatial proximity of economic agents. Other scholars (also attributable to EG) argue from the opposite viewpoint of 'learning at a distance' (Bathelt, 2005; Faulconbridge, 2006; Grabher & Ibert, 2013; Ibert, 2010; Rutten, 2016), demonstrating that geographical proximity is not necessarily needed to effect learning, innovation, and knowledge creation.

In contrast to these two different relational schools in economic geography, i.e. 'proximity' and 'distance', this paper seeks to demonstrate that a refined notion of 'situated innovation' might bridge the potentially opposing strands of thought. I argue that work in the 21st century affords a different conceptual viewing angle due to multiplied references that workers are required to develop. These range from needs to acquire competencies in digitalized 'working alone together' (Spinuzzi, 2012), to (physically) localized 'working in communities for individual benefits'. Focusing on independent, non-contractual work, I put the social settings of work centre stage to better understand recent shifts in collaborative practices and their corresponding spatialities.

Dalia Mukhtar-Landgren, Lund University

The Governing Paradoxes of Experimental Governance

Urban actors are to an increasing extent involved in different forms of experimental governance. These include smart city pilots and "urban living labs", which are organizations utilized to test solutions, policies or services in the urban landscape. Drawing on previous studies of municipalities as enablers in experimental governance, and on empirical studies experiments within the field of smart city development in four Nordic countries (2018-2022), this paper takes its point of departure in the governing paradoxes of experimental governance.

The contradictions of organizational life have generated a number of different tools for theorization, one being the literature on organizational paradoxes. The literature has evolved from seeing paradoxes as one-off events, to an emphasis on their inherent (unsolvable) and processual features (Pina e Cunha & Clegg 2018). This paper analyzes three governing paradoxes that permeates experiments. Emphasis is placed on how paradoxes are continuously played out (and handled) in different ways. First, experiments, which often take the form of a pilot or a project, can be said to institutionalize the dual notions of autonomy and creativity on the one hand, and control and rationality on the other. This paradox can be conceptualized terms of predictability/creativity. Second, experiments are based in the notion of scaling-up and finding general knowledge that can travel between contexts, yet at the same time, they are based in a strong notion of learning from "real-life settings". Here the paradox is that the experiences of people are seen as both highly contextual and general at the same time, expressed in the contextualization/generalization-paradox. Third, experiments "open up" formal decision-making processes by means of different forms of co-creation, yet at the same time, these processes "close down" public processes in terms of transparency and the allocation of responsibility between actors, from a democratic perspective they can thus be said to open up/close down democratic spaces. Taken together, these paradoxes configure experimental governance in new forms of power-relations and democratic challenges, which are centered in the concluding parts of the paper.

Faith and Public Administration

Dr Rory Shand, Manchester Metropolitan University and Prof Joyce Liddle, Northumbria University

Faith in Public Administration: Communities, Development and Governance

This paper examines the role of faith groups in public administration, focused on the key aspects of governance, communities, and development. Established debates examine the linkage between faith and sustainability, as well as faith, public service and community, but there is a lack of analysis of how faith groups occupy public administration settings as partner, developer, or as filling a governance gap. Here we examine the ways in which faith organisations and projects engage with their local community or area in projects that target youth or social engagement, green space, and education. Here we examine how faith groups engage with formal and informal governance mechanisms, through networks, funding projects and participation. These faith groups play a key role in public administration in terms of funding, engagement and delivery. Conceptually, this is significant as it argues there are both *formal* and *informal* governance processes at work, out with the traditional Westminster model.

Dr Steven Parker, De Montfort University and Dr Lorraine Johnston, Northumbria University

Belief in values, outcomes and processes: predictions in science, or just muddling through?

Starting with the concept of the personal public service ethos (Parker et al., forthcoming) this theoretical paper suggests future avenues for research on the personal beliefs of local government planners and commissioners, about the philosophical positions informing their work values. The paper considers the accepted position of the intrinsic belief in values, outcomes and processes of public officers as the starting point of their quest for social justice, and the link to consequentialism as the end point of service delivery.

The paper explores the interplay between these philosophical positions, which are strongly associated with the public service ethos, and scientific management informed approaches: forward planning, prediction and risk management as seen in strategic commissioning and public sector projectification. This approach is less about new public management, but more about the interaction between the established practice of public values and scientific management. What is the effect on, and link with, the public service ethos?

Amongst all of this grand theory, to what extent is the public service planner and commissioner just muddling through on a daily basis (Lindblom, 1959) by applying incremental and agile amendments. We argue that the extent to which planners and commissioners believe in and have faith in these different philosophical approaches has been overlooked, and the paper ends by suggesting avenues for future research.

Dr Amina Easat-Daas, De Montfort University

Politics and Public Administration and Belgian Muslim Women: Opportunities and Obstacles

Belgium has remarkable rates of Muslim women's representative political participation (Easat-Daas 2020, Sinno 2009). Furthermore, this noteworthy political engagement is not confined to the representative level, rather Muslim women's political participation in Belgium is broad and permeates multiple levels and spheres of the Belgian political spectrum (Easat-Daas 2020). Additionally, since 2009 Belgium is home to the first Muslim woman to stand as an elected political representative whilst wearing the *hijab* (Easat-Daas 2020).

Notwithstanding, and particularly in francophone Belgium, there is growing and increasingly present fixation on Muslimness in Belgium and specifically Muslim women. Apparent in the *niqab* ban of 2011 (Moniteur, 2011), or the localised *hijab* ban in Verviers' schools (Verviers Conseil Comunale, 2013) and debate around the alleged 'appropriate' length of Muslim women's skirts in Brussels (Easat-Daas 2016).

The civil society, anti-racism organisation the *Collectif contre l'Islamophobie en Belgique* has recorded continued growth in Islamophobia in the nation since its inception in 2014 (CCIB 2020). Belgian Islamophobia has a distinct gendered nature; in 2019, 90.6% of the Islamophobic acts reported to the organisation were directed towards women (CCIB, 2020). In short, in spite of the remarkable rates of Muslim women's political representation in Belgium, the construction of Muslim women in Belgium remains essentialised. Belgian Muslim women are seen through an Orientalised lens, they are constructed as submissive and oppressed (Said 1978), and more recently, given the rise of the securitisation narrative, Muslim women are seen as a source of threat. Muslim women's bodies remain at the centre of national and regional political debates in Belgium.

Against this seemingly paradoxical backdrop, this paper examines the case of newly appointed Belgian Government Commissioner to the Institute to Gender Equality, Ihsane Haouache alongside recent legal examples, to explore the nature of Muslim women's experiences in Belgian politics and public administration, and illustrate the intersecting obstacles and opportunities that these women face in their political careers.

Dr Jennifer Robinson, De Montfort University

Exploring the value of faith to public administration through Cambridge Analytica

This interdisciplinary paper examines the continued reliance of politics on metaphysical belief despite the decline of faith in traditional religious ideologies. This is explored through data-mining algorithms developed by political consultancy firms, such as Cambridge Analytica, which work to profile voter beliefs, values and desires in order to alter voter allegiances. Whilst manipulation of voters by political propaganda is not new, what is new is the extent to which voters' hopes and fears are mobilised through highly specific messages that appeal to and reflect voters' partisan beliefs, values and opinions, and which often appear as anything but political in nature. The success of political campaigns that directly appeal to and target our particular beliefs and values is examined through contemporary sociological analysis of religion of the "subjective spiritual turn", wherein life is considered meaningful and purposeful

according to neoliberal ideologies that celebrate the subjective *experience* of life itself (Heelas and Woodhead, 2003; Heelas, 2008, Woodhead, 2015). In doing so, this paper proposes that methods utilised by political consulting firms such as Cambridge Analytica are appealing precisely because they appear as “opportunities” of “self-discovery” and “self-exploration”. Reshaping the political landscape from action undertaken by the collective for the collective, to action undertaken by the subject for “self-exploration” and “self-affirmation”, this paper asks: can democracy be spoken of any longer, or are we citizens of nothing but the mind’s play with itself? With this in mind, this paper outlines some of the consequences the reliance on contemporary forms of faith by public administration has to the collective human condition.

Service Design, Service Disaster?

Prof Lucy Budd & Prof Stephen Ison, De Montfort University

Transport Act 2000 Twenty Years On: A Role for Road User Charging and the Workplace Parking Levy

Enabling legislation via the Transport Act 2000¹ gave Local Transport Authorities in England and Wales the ability to charge motorists for using congested urban roads, via a road user charge (RUC) and/or introduce a workplace parking levy (WPL) with the proviso that the resulting revenue be hypothecated for local transport improvements. Both the RUC and the WPL were seen as measures aimed at providing a step change in transport provision, not only seeking to address transport congestion and environmental degradation in urban areas, an issue which has become much more important over the last 20 years, but also as a means of raising revenue. It is perhaps therefore surprising that to date there is only one example of such a scheme being implemented (outside London) namely the Nottingham WPL, introduced in 2012. The *aim* of this paper is to explore why this might be the case, focusing on issues such as public and political acceptance, which is central when considering any market-based pricing approach, the role of a policy entrepreneur and political stability. Whilst to date, there is only one such scheme in existence there are a number of local authorities and London Boroughs who are currently contemplating the introduction of a WPL as part of a package of local transport demand management measures. The paper will provide vignettes of selected local authorities considering such schemes.

Bernard Kofi Dom, Peter Murphy, Martin Jones, Nottingham Trent University

Financial failure and corporate intervention at Northamptonshire County Council: A sorry saga not a surprise

In 2018, Northamptonshire County Council (NCC) were compelled to issue two notices under Section 114 of the 1988 Local Government Finance Act (NCC 2018). They were the first council to do so for nearly twenty years, before the London Borough of Croydon issued another Section 114 notice in 2020. A Section 114 notice is a legal requirement to report, in the public interest, where a local authority fails to set (or is likely to fail to set) a balanced budget. Northamptonshire had depleted its reserves to such an extent that the Chief Finance Officer reported that the council would not have the resources to meet expenditure commitments in the next two financial years and no significant new spending commitments could be entered into.

The government subsequently announced the council would be abolished and appointed commissioners to run the county council until new governance arrangements could be established across the County (MHCLG 2018). Nevertheless, the financial position continued to deteriorate and in July 2018, in consultation with the Commissioners, Northamptonshire issued a second 114 notice after a budget shortfall of £70m was identified and the council was advised that the spending limit could remain in place for the foreseeable future.

This paper will adopt a case study approach and extract related information from publicly available archival data held by the UK government. This includes audit and inspection reports, the Councils accounts, peer assessments and other reports issued by the Council (henceforth; NCC) to examine the background, financial history and antecedents of NCC and the issuing of the Section 114 notices. In addition, it draws upon a short series of interviews from members of the former 'Northamptonshire' team at the Government Office for the East Midlands.

It will examine NCCs financial performance and the external arrangements that were intended to ensure that NCC met its financial and fiduciary duties and provided both the government and the public with the assurance that public money was being appropriately spent in the public interest. It will, identify any prior indications or signs of weakening financial resilience at the County Council and explore the effectiveness of the assurance arrangements in place at the time.

This paper will draw inferences from the limited academic literature, (Jones 2013, Murphy and Jones 2016) to compare and evaluate the performance of NCC during the Comprehensive Performance/Area Assessment (CPA/CAA) era and subsequently during the current Sector-Led Improvement regime.. The paper will complement a further paper being submitted that investigates NCCs perception of its own financial vulnerability during this period.

Muhammad Wahyudi, University of Birmingham (INLOGV)

The Impact of Public Participation on Audit Process: An Analysis of The Public Comment Mechanism at the Indonesia Supreme Audit Institution

Supreme Audit Institutions (SAIs), which carry out the external audit of public sector bodies, have started to acknowledge the importance of citizens in helping them to fulfil their mandate by implementing innovative citizen engagement approaches, including receiving inputs or comments from the citizens in the audit. However, little is known about how SAIs' citizen engagement practices are designed and implemented and the impacts of SAIs engagement. Using a case study of the public comment mechanisms (PCM) of the Indonesian SAI (*Badan Pemeriksa Keuangan-BPK*), this paper aimed to explore whether and how public comments are acted upon and the implications of participation for SAI work and the citizens. The research is based on 40 interviews with BPK officials at the national and three provincial offices and the secondary analysis of a public comments' dataset and official documents. This study finds that whether and how public comments being acted upon is subject to administrators' discretion. The front-line officers develop practices in dealing with public comments to make the task more manageable. Several significant factors contributed to these practices, including the conditions of work, personal beliefs towards the citizen, the first-line supervisors' role, and professional ethos and traditions. Concerning the impact, this paper identified that the officers use their discretion in dealing with public comments to ensure the achievement of organisation goals, an instrumental impact. These findings contribute to the academic literature gap in the implementation of citizen participation in general and SAIs' citizen engagement practices.

Day Two Plenary Sessions

Welcome Address Day 2

Professor Jo Richardson

Jo Richardson is Professor of Housing and Social Inclusion and Associate Dean for Research & Innovation in the Faculty of Business and Law at De Montfort University. In 2019, Jo was conferred a Fellow of the Academy of Social Sciences; in the same year, she was also voted vice president of the Chartered Institute of Housing (taking on the president role in November 2020). Her research interests include social housing, homelessness and marginalisation, and Gypsy and Traveller accommodation, site delivery and management. Jo recently published *Place and Identity: The Performance of Home* (Routledge, 2019), which examines how the meaning of 'home' cannot be divorced from understandings of place, space and identity, such that the importance of 'home' in relation to housing policy and practice cannot be underestimated.

Keynote Lecture

Professor John Tomaney – 'The Political Economy of Levelling up and Left Behind Places'

Levelling-up is one the buzzwords in English politics, but it is unclear what this means and what might be the impact of any associated policy agenda. This lecture sets the current debate in the context of the political history of regional development and the discourse about 'left-behind places', surveys the current scene, asks what conclusions we can draw from the UK Government's actions to date, and considers the what is missing from the emerging agenda. The presentation focuses on the role of 'social infrastructure' in underpinning development and reports early results from ESRC and EPSRC on its contribution to addressing the challenges of left-behind places.

John Tomaney is Professor of Urban and Regional Planning in the Bartlett School of Planning, University College London. Previously he was Henry Daysh Professor of Regional Development and Director of the Centre for Urban and Regional Development Studies (CURDS), Newcastle University. His research investigates the development of cities and regions as socioeconomic, political and cultural phenomena and the role of public policy in the management of those. This work has focused especially on questions of the governance of local and regional economies, including questions of spatial planning, contributing to debates about the relational and territorial conceptions of place and space.

John has published over 100 books and articles on questions of local and regional development including the recent *Financialising City Statecraft and Infrastructure*, co-authored with A. Pike, P. O'Brien, T. Strickland and G. Thrower (Edward Elgar, 2019). He has conducted research for UK Research Councils, government departments in the UK and elsewhere, the European Commission, the OECD and local and regional development agencies and private sector and voluntary organisations and think tanks in the UK and abroad. He is currently engaged in research on the historical differences between local economies, focussing on County Durham, as well as studies into viability-based planning in the UK, and territorial politics in contested European states. John is a regular commentator in the UK media on matters of local and regional development.

Day Two Parallel Sessions

Day 2 – Parallel Session 4

Beyond “new municipalism”: state-social movement relations towards state transformation?

Professor Jonathan Davies, CURA, De Montfort University

Municipalist strategies towards the state?

The New Municipalism is a varied philosophy-in-action, encompassing a range of perspectives on the local state. While Bookchinite libertarian socialism is the most prominent influence, particularly in Europe, new municipalist practice tends to involve uneasy and variegated syntheses (and practical coexistence) of libertarian socialist, autonomist, left-populist and democratic socialist or left-leaning neo-institutionalist currents. Drawing on existing literature, the paper highlights varieties of transformative praxis towards the local state exercised by municipalist currents. These are, ‘in and against’, ‘holding to account’, ‘hybridising’, ‘autonomising’, ‘outscaling’ and ‘upscaling’. The paper argues that future work on new municipalism could usefully focus on how these practices combine in particular urban arenas, what transformations in the (local) state derive from them and how durable do they turn out to be. Does municipalist experience require us to rethink theories of the (local) state? And do experiences of trying to enact municipalist transformation agendas in the state arena lead actors to change their views of the state, or adjust their theories of change?

Martina Locorotondo, CURA, De Montfort University

Neo-municipalist Naples: a case study between the urban commons and the local government

The Neapolitan experience represents a relevant case of study for the research on Neo-municipalism, as it constitutes an attempt to foster social change at a local scale through some degree of interaction between local government, civil society and social movements. Between 2011 and 2021, this phenomenon has emerged as a response towards neoliberal austerity urbanism, willing to re-center the urban around inhabitants’ needs, the re-appropriation of the commons, direct/participated democracy and the emergence of new institutions. However, circumscribing the neo-municipalist phenomenon in Naples in a univocal definition is quite hard due to the heterogeneity of the actors who participated in the same negotiations in different ways and with different interests. This paper will navigate the recent history of neomunicipalism in Naples, the modalities of interaction between institutional actors and social movements, the reciprocal degree of influences which has been produced in the negotiation of city policies, in the light of current debate on the theme.

Dr Adrian Bua, CURA, De Montfort University

Entering the labyrinth: Galician municipalists in and against the state

New municipalism in Spain represented a political wave of astonishing proportions (Roth et al 2019), with citizen-led platforms unseating established urban regimes led by traditional parties in most large and many medium-sized cities (Rubio Pueyo 2017). However, as is well documented in the literature evaluating these initiatives (Blanco et al 2020; Janoshka and Motta 2020; Martinez 2019; March et al 2019), the municipalists came up against a range of structural, institutional and political blockages. Reporting on research carried out around the middle of the 2015-19 term, Blanca and Ganuza (2018) reported that, in addition to the more global constraints documented elsewhere (Blanco et al 2020; Janoshka and Motta 2020), the political agendas of the municipalists began to get bogged down by a series of factors to do with administrative obstructions arising from frictions between their policy agendas and cultural factors to do with the stickiness and path-dependencies of public administration, as well as politicised hostilities often expressed in administrative blockage. This paper aims to build upon Blanca and Ganuza's (2018) exploratory work to hone-in on and theorise administrative constraints in greater depth. In reference to urban regime theory, we argue that many of the administrative blockages encountered have to do with the problems in establishing regime incumbency – understood as the consolidation of urban administrative systems and alliances across key actors in urban governance around a particular urban political, social and economic agenda (Stone 1989; 1993; Davies 2021). The argument framing the article is that whilst new municipalist electoral victories indicated a crisis for established regimes, they by no means signified the formation of new urban regimes. Instead, they provided important resources to this end, but in a continued context of crisis and associated political contestation. Municipalist administrations in Coruña and Santiago faced severe governability issues, related to the enduring power of traditional urban regime formations in both cities, which had been weakened enough by post-GFC crises to lose elections but too consolidated to fully lose power. This paper contributes to problematising and theorising incumbency in urban regime transitions, focussing especially on the factors surrounding the administrative element (Blanca and Ganuza 2018) of regime formation. In doing so, it contributes to debates surrounding the relationship between the capitalist state and projects for social transformation, through a critical regime theoretic lens (Davies 2021).

Dr Valeria Guarneros-Meza, CURA, De Montfort University

Reviving the local state through the navigation of contradictions: Capulalpam de Mendez, Mexico

The paper will compare the overlaps between new municipalism debates and other debates on social movements in Latin America that combine discussions on the decolonisation of governance and alternatives to neoliberalism. The comparison will be based on the case of Capulalpam de Mendez Municipality (located in the highlands of Oaxaca State, Mexico) in their fight against (mega) mining projects. The case speaks to 'new municipalism' debates; in particular, to the importance of creating alternative local economies that help challenge or question the interests of big capital as engine of development, and with regards to the legacies of social movements as sources that help prefigure 'post-capitalist and eco-socialist futures' (Thompson, 2020:3).

Over the last 30 years Oaxaca State has experienced a series of intermittent mobilisations which have politicised the everyday through the defence of land and ways of life that emphasise communal self-reliance and self-governance. The latter has helped Capulalpam authorities to acquire a vision¹ to identify and implement local economies (organic food production, management of water springs, eco-tourism) that provide modest but 'good' quality of life to most of the population. It is because these alternative markets exist that the community can dispense with gold mining. A situation which neighbouring municipalities lack.

The paper argues that the Capulalpam case can provide new insights to new municipalism and to local governance and state theory debates more generally. First, it shows that new municipalism can happen beyond the city. Second, through debates on plurilegality (Merry, 1988) and interlegality (Santos and Rodriguez Garavito, 2005; Nickel, 2015) the case shows the relevance to move beyond state law and regulation and consider other non-state norms that impact local governance, such as customary law. Third, and closely intertwined with the first two points, is the composition and practice of municipal government, which has allowed communities to carry out arrangements that navigate in contradictory ways state and non-state governing institutions (Dinerstein, 2015) in order to challenge or question the liberal state's historical decisions that have tended to marginalise indigenous communities. This hybridisation process has provided municipalities like Capulalpam opportunities to create 'new political imaginations' to revive the local state and help it become a vehicle for social change, while moving away from the average rural Mexican municipality that has been traditionally weakened by higher levels of governments and accompanying institutions (i.e. law, bureaucracy).

Levelling Up Part I: Issues and Prospect

Prof Joyce Liddle, Northumbria University, Prof John Shutt, Northumbria University and Dr Gareth Addidle, Teesside University

Opening Panel Introduction: An overview of the social and economic consequences of Levelling Up: Some issues to be addressed

Prof Simon Bridge, Ulster University

Levelling Up – Is it the right cure?

In medical practice the process of healing normally starts with the presentation and examination of symptoms followed by a diagnosis of the likely cause of those symptoms and a search for a ‘cure’ to counter/correct that cause. In the case of ‘Levelling Up’ the symptoms presented appear to be significant disparities in economic vitality and performance between different cities and regions - but the diagnosis of the cause is not clearly explained.

However, if the recommended cure is funding to support pump-priming investments in the infrastructure of under-performing places, that seems to suggest a diagnosis that the under-performance occurs because entrepreneurs in those places, who might otherwise start and/or grow businesses and thus contribute to economic growth, are being constrained by deficiencies in that infrastructure.

That diagnosis might fit the conventional wisdom but is it correct? The rationale for it appears to be an assumption that the better the infrastructure the more entrepreneurial endeavour there will be – but many commentators indicate that humans are more influenced by historic social preferences than by such considerations.

Baumol (1990), for instance, suggested that whether any available enterprise has been applied productively has depended on ‘society rules’ and there is a strong echo of this in suggestions that people in areas dominated by a major industry did not engage in economically productive new enterprise because that was not how people were accustomed to act in their social setting – which was the product of the history of that society and not the current level of infrastructure support.

If they are right then the diagnosis of the cause could be mistaken. If so, then continuing to fund infrastructure measures in the usual way is unlikely to change the situation and cure the problem and would be a waste of time and resources. However, that does not itself indicate what might be the answer - or even that a quick solution is possible. But it does suggest that, if a change is to be achieved, it will be necessary to look for what might work - and it even indicates possible avenues to explore.

Dr Ananya Mukherjee, Cardiff University

Strong Local Institutions for levelling up: lessons from federal systems

Strong local institutions promote rule of law, transparency and accountability which are essential components for an effective and functional governance system. Good governance systems comprise of strong institutional arrangements, which promotes inclusivity by ensuring equal access of opportunities and resources to all such as education health care and employment. This ensures better quality life leading to sustainable growth and a gradual levelling up in the long-term. On the other hand, weak institutions have been known to lower productivity and increase income inequality leading to unsustainable growth creating multiple pockets of deprivation in urban and less favoured economic areas.

This paper develops an institutional framework which has been used to highlight the institutional arrangements in the three case study areas to draw out lessons for levelling up from three less favoured economic regions which include the Ruhr Valley, Valencia and Cardiff Capital City, a devolved region. The study highlights how decentralised systems with their distinct local institutional characteristics played a significant role in the economic growth and regeneration of the three economically less-favoured regions respectively following a period of deindustrialisation and economic decline.

Dr Jon Ord, University of St Mark & St John

Food poverty and youth work – A community response

This article discusses the findings of a small-scale study investigating the impact of food poverty on youth work in community based open access settings. It documents the growing impact of food poverty on the role of youth work in deprived communities and explores the role youth workers play in addressing it. Firstly this 'community response' addresses the issue of food poverty in localities where it arises. However, it not only meets basic needs, but it also helps build social capital by enacting important social relationships associated with food by 'eating together'. Such responses also have the potential to combat stigma and abjection through the creation of critical consciousness and political education. The research also highlights the need for greater coordination of this response and for youth centres to be less isolated from other services. Finally, the legacy of food policy within youth work is highlighted, previously dominated by a focus on healthy eating since Every Child Matters (2003). Post austerity, for many communities the concern is simply 'eating'!

Place, Leadership and Governance Issues in Emergency Services

Prof Paresh Wankhade, Edge Hill University and Prof Peter Murphy, Nottingham Trent University

Future of Emergency Service Research

Prof Peter Murphy, Nottingham Trent University and Katarzyna Lakoma, Nottingham Trent University

Government's proposals for reform of Fire and Rescue Services in England

In July 2020, the government announced a two-part review of Police and Crime Commissioners (PCCs) and Police, Fire and Crime Commissioners (PFCCs). The first part was to report to the Secretary of State on changes that could be made prior to the May 2021 local elections, with the second part to commence with the publication of a white paper after the local elections. The second part was to expand and strengthen the role of PCCs/PFCCs (and the mayoral variation) focussing on “longer-term reforms and the potential for wider efficiencies” with a view to implementation ahead of the 2024 elections.

Since the original announcement in October, the government has received Bob Kerslake's Report into the Manchester Arena Attack (Kerslake 2019), Sir Thomas Winsor's second State of Fire and Rescue Report (HMICFRS 2021a) and his report on the sectors response to the Covid-19 pandemic (HMICFRS 2021b) and has itself published its response to the Redmond Review (MHCLG 2020). Winsor called for 'fundamental reform' of the national terms and conditions negotiating machinery in the first State of Fire Report (HMICFRS 2020) has not been ameliorated by his experience with the pandemic in general, and the Tripartite Agreement in particular (HMICFRS 2021a). In his second annual report published in March (HMICFRS 2021b), Winsor reiterates the need to review the arrangements for determining pay and conditions but also finds the six national recommendations from his first State of Fire and Rescue Report (HMICFRS 2020) which involve 'major structural aspects' have been delayed by the pandemic and for some “work is still in its infancy, or hasn't begun”

The Home Secretary announced that further reform will focus on three areas “people; professionalism; and governance” and that taken together improvements in these areas will help deliver higher standards and greater consistency across fire and rescue services (Home Office 2021).

This paper critically reviews the background and antecedents to the forthcoming reform White Paper and its proposals for future reform of the Fire and Rescue Services in England using publicly available documents. It also draws on 38 semi-structured interviews with senior management of 6 Fire and Rescue Services to understand perceptions on the government's proposals for reform.

The findings reveal the antecedents and complex processes behind each authority's decision-making processes. The potential reform shows willingness to challenge long-standing fire and rescue governance models in order to increase efficiencies of fire and rescue services at the local level. However, the data also reveals concerns regarding the genuine motivation for expanding and strengthening the role of PCCs/PFCCs.

Prof Paresh Wankhade, Edge Hill University

COVID-19 and emergency ambulance services: issues, challenges and opportunities

Ambulance services play an important role in the English National Health Service (NHS); however, they are under researched in management inquiry. While its contribution within the pre-hospital emergency care networks is significant, management research in ambulance setting is still an emerging phenomenon (Granter et al., 2019; Wankhade, et al., 2020). The pivotal role played by the UK Ambulance Services in the emergency care system is increasingly being acknowledged by the wider public and official reports (NAO, 2017). The COVID-19 pandemic is one of the biggest public health crises faced globally and its implications for our already-under-pressure NHS ambulance services are quite significant in responding appropriately and safely. With the highest sickness absence rates in the NHS, it would be crucial to maintain operational resilience and strategic capability when demand grows on ambulance services over the coming winter months.

Early evidence suggests that frontline staff are having increased risk of stress and mental health problems while dealing with COVID-19 situation in addition to their physical health (Wankhade, 2021; Heath et al., 2021). The paper aims to explore the impact of the pandemic on individuals and teams within an under-researched organisational setting of an ambulance trust to bring out implications for organisational performance including lessons learned for preparedness and planning. The scale of the problem highlights the importance to talk and provide more support to staff with health and mental health issues while recognising the need for wellbeing of the emergency service workforce (Greenberg et al., 2020).

In the paper, we focus on the impact of COVID-19 on the functioning of the NHS ambulance services and their response in dealing with the pandemic. The paper will present some of the early findings from the data collected from a NHS ambulance trust in England. Evidence gathered from this case study will not only contribute towards enhancing our understanding of the impact the current crisis on organisational response and preparedness helping the policy making, but equally on the health and wellbeing of ambulance staff who are expected to go beyond the call of duty in order to address COVID-19. Important policy and practice implications are likely to emerge from this study.

Roundtable: Teaching and Learning in Public Administration

Alistair Jones, De Montfort University

Ros Lishman, De Montfort University

John Diamond, Teaching Public Administration

Bruce McDonald, SC State University

Prof Alistair McCulloch, University of Adelaide

Day 2 – Parallel Session 5

Experimentalism in Place-Shaping: new ways of governing in political science? Part II: Techniques for Experimental Place-Sensing

Carolina Carrasco Pizarro, José Gómez, Tamara Egger, Espacio Ludigo

How to engage citizens in low-digitalized neighbourhoods during social distancing? CUBOX: a creative analog-digital solution for ludic interaction

COVID-19 has interrupted our daily social networks, and that was certainly the situation during the middle of the Placemaking process in Temuco, Chile. The project object was to implement a co-designed, experimental pilot to define an integrated and improved use of public spaces. After a week of the first social activity/performance, the pandemic forced closure of all planned activities in neighbourhoods, and professionals asked themselves ‘How can we continue to co-design without the possibility of face-to-face interaction?’. The main goal was to keep going and keep discussing the neighbourhood’s public spaces with an existing, engaged group of people.

Based on the hypothesis that a sustainable project requires a local government policy that must implement strategies to promote appropriation from the community towards public spaces, it will foster collective responsibility to maintain them and use them collectively. Hence, the main issue was to involve the community in a collective discussion about the future of their public space and, during the process, to learn how to maintain community spaces. With this in mind, the experimental pilot, promoted by a transdisciplinary team (between the Municipality, NGO Espacio Ludico, Interamerican Development Bank’s Cities Lab, local academia and local communities), tested a digital model of public space community management that can allow them to promote a definition of how communities use public spaces.

The new format was a mix of an analogic-digital tool. It was combining door-to-door visits with digital devices such as a website and whatsapp. But the innovative and fun instrument was the ludic box ‘Cubox’, which connected the digital realm with dwellers houses. This box was a collective game that through puzzles, enabled citizens to answer a set of questions related to their dreams and ideas of using the public realm. The users transform these ideas into public information where all the neighbourhoods were able to know and discuss it at the end through the website. The analogic and digital tools manage to cross-link a group of people of all ages – from 280 families, 72 were actively engaged with 185 people playing with CUBOX. It promoted collaboration between families, in a community during a process of lockdown; allowing them to cope with the stresses of lockdown. For more information: www.activadoresbarriales.org/ www.espacioludico.org

Laura Parsons, De Montfort University

Community Participation in Food as Municipal Governance: Eliciting Techniques for Hidden Culture

This paper reports on a four-month ethnography project, volunteering in a community kitchen in a deprived area of Leicester at the height of the COVID-19 pandemic. The research looked at citizen approaches to food provision in a time of crisis, used also as a methodology for entering into a citizen-based view of the city.

Findings relate to communities of care, showing how local knowledge, and participation by those embedded in the community, is essential. Food practices situate class and social reproduction, including local food preferences. Often volunteers are in need themselves, and the sharing of food in exchange for time and local knowledge is an essential facet of such service provision. However, findings also show that community conflicts are revealed through such voluntary situations, with race, class and gender tensions rising to the surface, exposing fault lines in communities. Understanding of the dynamics amongst community actors gained through citizen approaches, can inform local policy and interventions through instrumentalising in-depth citizen insight.

The session notes the wider trajectory towards co-design and community participation. While it notes that citizen-led approaches provide essential data on specific localities, they are not without problems, partly due to the varying needs and motivations of diverse groups of volunteers. Findings from this research challenge the celebratory rhetoric of the “big society” model and provide a more nuanced picture of these approaches, to inform future local and community projects, and help to re-build cohesive communities in the wake of social rupture.

Carl Quinn, Practice, Leicester

From the urban spectacles and visions to the mundane trust building: a what works model

In this session, I want to acknowledge the transition from large scale entrepreneurial urbanism, as a main programme of visions and boosterism works that has taken place in cities in the post-millennium era, to what has been evident in recent months and years, as actual renewal now taking place through visions and masterplans of the cityscape. In many respects, these large-scale, highly visible attempts to co-design cities of the future, represent a theatre of vision. Yet, as I explore in this session, the creation of engaging places and impactful activity, requires hard work, resource, patience, and willingness to learn and be responsive, which go beyond the theatre itself. Many of these qualities are hidden from the flagship events and vision statements and processes.

Drawing on examples from a variety of cities, where people and businesses have worked together (sometimes with stakeholders) to bring vision into reality, I consider how resource is secured to create, test, and learn, as core facets of design thinking. We also know that, in order to create sustainable change, there is a need to engage with stakeholders in a meaningful way, and to integrate them into the journey of production. There is a fundamental need to move beyond mere consultation and a crowdsourcing of ideas to engage citizens and businesses; they should be empowered, supported and trusted to foster true partnerships. As a result, in this session, I outline a ‘what works’ framework and model, for considering the plethora of urban action and governance that now occupies our cities.

Levelling Up Part II: place shaping, inequalities and resilience

Dr Patrick Diamond, Queen Mary University and Dr Andrew Walker, Local Government Information Unit (LGIU)

Twenty Years of Place-shaping strategies in English Governance

There has been a resurgence of interest in 'place' as a way to think about the challenges of governance in England in recent years, driven by Brexit, the need to rethink the UK constitutional settlement following devolution, and persistent economic inequalities between north and south. The current government has embarked on its own place-based initiatives, notably the 'levelling-up agenda' and specific funding for towns. Despite local government's obvious importance to the success of these initiatives, councils appear set to continue their subordinate role, bidding for funds and delivering on targets. There is considerable policy amnesia in Whitehall and an unwillingness to learn from 25 years of policy action in relation to the politics of place. The purpose of this paper is to outline the major approaches to place that governments have pursued since the late 1990s, to critically assess their strengths and weaknesses, and to draw conclusions about the likely efficacy of the current government's approach. Drawing on the work of the policy scholars Baumgartner and Jones (2009), it is argued that the equilibrium in English governance has not yet been 'punctuated', despite the build-up of crisis and instability following UK devolution in the 1990s and ongoing financial pressures. Approaches to place-shaping evolve and change over time as governments come and go, adopting different 'spatial imaginaries' for economic growth and service delivery. These approaches tend to operate within established parameters, regardless of party. The historical narrative shows that place-shaping strategies are inhibited by the hard-wiring of centralisation from Whitehall and the imposition of the divergent goals of government departments.

After 1997, Labour was keen to talk about 'place-making' rather than positioning local government as merely a service delivery agency. But the approach was stymied by the failure to make progress in reforming local government finance, while the focus of policy was reviving cities as engines of growth. Ministers focused on reform of councils through targets (PSAs), inspection, cabinets and introducing elected mayors. Regional policy progressed little although RDAs were created. A host of initiatives were developed to tackle place-based deprivation, but the results were mixed. The language Labour used involved concepts such as earned autonomy, double devolution and local PSAs, suggesting centralised control remained intact.

The Coalition from 2010 sought to address the perceived growth of centralisation by applying the concept of the Big Society to focus on strengthening community powers and budgeting alongside the Northern Powerhouse, but cuts in LA budgets due to austerity undermined its efforts. The Coalition scrapped the RDAs and instead forged deals with selected city-region elected mayors. The present Government since 2019 has proclaimed the 'end of austerity', but it appears less concerned about the growth of centralism. It is pursuing a contract-based approach to place-shaping where local areas bid for funds from the centre, and city mayors negotiate bespoke deals with Whitehall. The focus is largely on economic development through physical infrastructure investment. Yet the evidence suggests that the strategy will soon run into problems, while there is a refusal in Whitehall to learn from past policy experience, particularly around the lack of partnership with local authorities. Moreover, it appears there is no intention to break with the recurrent model of centralisation. Place-shaping is undermined as the Government's post-Brexit 'muscular Unionism' leads to the assertion of centralism in English governance.

Dr Jack Newman, University of Surrey; Dr Helen Tilley, Dr Andrew Connell & Dr Ananya Mukherjee University of Cardiff; Dr Charlotte Hoole, University of Birmingham

A Place-based System? Policy Responses to Place Based Inequalities

For effective regional policy (in the UK and elsewhere in Europe), it is essential to assess the extent to which regional governance has the capacity to redress place-based inequalities. This paper makes an important contribution towards that broader project. It does so by comparing three administrative areas in the UK that have different governance structures: Enterprise M3 LEP, Cardiff Capital Region City Deal, and North East Combined Authority.

The governance capacity of these three 'regional institutions' is assessed using the 'NATO' framework, which considers their place in regional networks (*nodality*), their decision-making powers (*authority*), their budgetary capacity (*treasure*), and their institutional capabilities (*organisation*). With regard to place-based inequality, the most pressing and deeply embedded challenge relates to productivity. Productivity gaps between the best-performing and worst-performing UK regions have been widening since the early 1980s despite numerous initiatives. The policy levers of the three regional institutions are analysed in terms of their impact on the main economic drivers of productivity: investment and innovation, transport infrastructure, entrepreneurship and employment, and skills.

Overall, we show that despite differences between the three regional institutions, they are all primarily '*nodality* institutions', lacking the *authority*, *treasure*, and *organisation* to make transformative policy interventions in the drivers of productivity. Despite the creativity of regional institutions and the acknowledged importance of contextual factors, the UK's subnational governance structure represents a major barrier to tackling place-based inequalities.

Dr Kate Broadhurst, Loughborough University and Dr Nicholas Gray, Teesside University

Region and City Resilience in times of crisis

In response to large-scale crises, such as the outbreak of a pandemic, attention is often paid to the response of central government. As the highest hierarchical tier in the governance structure, central governments are often assumed to be best positioned to take the lead in responding to the evolving situation. It is true that central authorities play an important role in emergency planning and response and will undoubtedly take the lead in some areas but the assumption that centralised responses are best, ignores the reality that crises impact locally and so in most countries, city and local government, being closer to people, are often better-positioned to form the first line of defence in the fight against a pandemic.

However in the UK context where this paper is situated, the pandemic has demanded that response from a sector that has been repeatedly impacted by a decade of austerity, greatly impeding its capacity to respond and cope with the demands of the crisis at the local level.

This paper examines England's intergovernmental responses to the Covid 19 pandemic crisis to determine the extent to which the UK's adoption of multi-level governance has provided a level of resilience. The focus is primarily on the responses of institutions tasked with responding to the economic crisis with a recognition of the interlinked health and environmental crises.

It draws on the findings of an empirical study that conducted a series of 15 semi structured interviews with a range of key stakeholders from some of the areas hardest hit by the pandemic (North East, Teesside and East Midlands) to consider whether the application of MLG in and English context provides a resilient system to absorb the shocks of the pandemic.

Local government and community-based services adopted well in the circumstances and showed the benefits of being able to draw on their reserves of human and social capital despite years of austerity to surge and respond. But the findings re-highlight ongoing governance problems in England where the central-local government relationship remain complex. Responses were too often centrally managed rather than devolving power and resources to the most local scale capable of managing the issue revealing a reluctance to decentralize governance despite the rhetoric.

The Politics of Place Leadership: with, in and against community

Dr Simon Stevens, De Montfort University

A panoptic public space and the street homeless

This paper applies panopticon theory to hostile strategies in public space which are implemented against the homeless, in order to not only criticise the ethics of them, but their effectiveness. First, I identify and reference hostile spaces, categorising three strategies: hostile legislation, hostile architecture, and hostile messages. Second, I explore how such spaces would make the homeless feel, through panopticon theory. I claim that these strategies emphasise the precarious presence of homeless people to themselves, and are anxiety inducing. I support this with some references to ethnographic research. Third, I consider what the defence of this approach could be: that they are an effective tactic within a wider strategy of getting homeless people off the streets. I argue that this defence is incorrect, and in fact hostile spaces help maintain homelessness. I then refer to a 'culture of homelessness' to support this argument. I conclude by claiming that panopticon theory helps us see how the very methods of hostility which are justified on the premise that homelessness is wilful and pathological, cause and exacerbate these pathologies, which maintain homelessness.

Dr Linda-Marie Sundstrom, California Baptist University and Prof Mark Kling, California Baptist University

Defund the Police or Comprehensive Compassion: Place-Based Governance Trends to Create Safety in the Civic Square

After more than a year of isolation due to Covid lockdowns, people around the world are ready to emerge, once again, into the Civic Square. However, recent tragic events, such as the death of George Floyd in the United States, and the increases in homelessness are making it challenging for people to feel safe as society begins to re-open.

This research provides a framework for law enforcement that explores an inter-governmental approach to place-based policing that ensures safety, while providing comprehensive, compassionate service to the community. The City of Rialto Police Department, in Southern California, USA, has created an innovative partnership between several government agencies and a local nonprofit organization. They identified available resources and created a partnership of four organizations to address issues for homeless individuals, citizens and local businesses. The Police Department became the lead agency, and now coordinates with the city's Public Works department, Code Enforcement, County Behavioral Health and a local nonprofit organization. As a coordinated team, this group identifies strategies to assist individuals who are homeless, while maintaining a safe, quality-of-life for citizens and businesses in the community.

Tayseer Khairy, Ain Shams University

Towards Vibrant Places: Unfolding the Perceptions of Place-making based Leadership in Egypt

Planning for wellbeing and multifunctionality became fundamental after the outbreak of COVID19 in early 2020. The widespread of the pandemic raised significant questions on cities' prosperity, transportation, way of life and economic resilience. Though planning cities for and with people is proposed as the way forward, the required administrative restructuring is still developing and far from being obviously true wonder, especially for the Global South. Accordingly, sharing best practices and experiences from different parts of the world helps in advancing co-creation worldwide. In Egypt, the idea of placemaking remains a challenge on numerous levels, ranging from community empowerment, co-finance, administration, territorial administration to decisionmakers capacities and willingness. This paper is based on a co-creation case study in Cairo, Egypt. The case study process aimed to establish and enable different substantial partnerships among the diverse stakeholders pillared on place leadership to create a vibrant, inclusive place. The analysis of this case study is considered a starting point of creating a conceptual model of place-making in Cairo, Egypt; this paper unfolds the perceptions of place-leadership within the neighbourhood setting of Cairo, Egypt.

Theoretical & methodological approaches in public administration

Dr Steven Parker, De Montfort University, Dr Victoria Cluley, Leicester University and Prof Zoe Radnor, University of Law

Dis/value in Public Service Delivery – Current Conceptualisations and Future Avenues for Exploration

Originating in Moore's reference to creating public value (1995), producing and recognising public value has been seen to be a good thing, whether arising from organisations, between professionals or in stakeholder networks. Conversely, dis/value or public value destruction is increasingly recognised as part of the public value process with different terms used to define the opposite of public value creation, including failure or destroyed value (Bozeman, 2002; Hartley et al, 2019; Engen et al 2020). Despite this, confusion about the concept remains (Cluley et al, 2020). This presentation reports on a research project which assesses the use of public value destruction, and synonymous terms, in the public value and co-creation literatures, considering their meaning in public service delivery. The paper provides initial findings from a scoping review on the conceptualisation of value destruction to date. In particular we progress understanding of the term dis/value with a typology and suggest future avenues for exploration.

Melissa Hawkins, Northumbria University and Dr Max French, Northumbria University

Action-oriented research: a route to relevance for the social sciences

There is plenty of evidence to be found in both theoretical and empirical literature, in why and how stakeholders in the public sector should collaborate on complex social dilemmas. Addressing such 'grand challenges' (Benneworth and Cunha 2015) cannot be achieved through working in organizational and

disciplinary silos. The concept of Mode 3 research and the Quadruple Helix (Carayannis and Campbell 2009) consider that different forms of knowledge co-exist, are of equal value and are needed when planning change. This sentiment of the value of different perspectives is echoed in our research with practitioners, where the phrase ‘we need everyone around the table’ is often heard. However, quite what everyone does together once around this table often remains uncertain, and how research can support practice is ambiguous and elusive.

We have been working to address these issues by taking what we are calling an ‘Action-Oriented’ Research (AOR) approach (French 2020). A working definition of AOR is Research which seeks to improve relevance by combining practitioner and academic knowledge in the joint production of knowledge and development of theory, and by creating direct pathways to research use and impact through deploying research in a situated and action-focused context.

We are exploring how an action-oriented research (AOR) methodology, which includes concepts and methods drawn from action research, action learning, developmental evaluation, and co-production, can provide a meaningful way of bringing stakeholders together to socially innovate. Our progress to-date has implications for further research. The first is of AOR quality and standards; we are using an eclectic blend of methods and as yet are uncertain how to rigorously ensure that what we are doing is worthwhile from both a scholarly and practitioner perspective. The second is of research impact; how can AOR support practitioners whilst pursuing a research agenda of knowledge creation?

Dr Michael Joseph, Brunel University

Higher Education Institutions and Innovation Governance: Technology Transfer and Commercialisation in Canadian Universities

Meaningful relationships with knowledge users are a key predictor of research use and promoting partnership for knowledge transfer in health care sector (Bowen et al., 2019). Technology transfer and commercialisation by universities and health care actors are better planned with resources, capacity and infrastructure support in North America in comparison to Europe (Friedman & Silberman 2003). Canada’s University R&D and commercialisation infrastructure has some similarity, but differences too: research funding mostly coming from the Federal and Central Governments; relative university autonomy; comparable university research infrastructure; subject research councils and the innovation support (Eastman et al., 2019). We aim to study technology transfer and commercialisation process in health sector in Canada, especially in relation to the organisational governance factors.

The proposed study analyses the following question: What are the factors contributing to successful technology transfer and commercialisation activities in health care sector. Our preliminary data is based on the secondary review of literature and primary data collected from the individuals in selected universities and members of AUTM (association of tech transfer officers) and health innovation ecosystem actors in Canada. Our preliminary analysis shows, unlike UK, academics have full ownership of intellectual property rights and transferred to universities later for commercialisation. The approach also varies in different provinces. The Health Innovation Council at the provincial level has facilitated integration of commercialisation and in new fields such as Digital Health, including artificial intelligence (AI) (Sebastianski et al., 2015; MacNeil M et al., 2019). The findings and lessons are relevant for the UK university sector and could contribute to the current policy developments of Technology Transfer and Knowledge Exchange Framework (KEF). It also calls for further analysis on the factors that influence innovation governance systems and motivational dimensions in the UK HEIs.

Stephane Revillet, University of Bourgogne

The leaders' place in the Westminster system

This paper aims at examining to what extent breaking the rules constitutes a strategy for leaders to “find their place” in the Westminster system during parliamentary debates and more specifically during PMQs.

In the context of Westminster politics, place can be understood in several ways. Place can be understood in its dialectical relationship between the physical and political dimension with parties occupying a specific place in the Commons placing them on the political spectrum from right to left. More interestingly, Westminster in a sort of metonymical process embodies UK's politics. The leaders of major parties participate in the debates in the House of Commons. Whether it is the Prime Minister, the Leader of the Opposition or the leader of the third largest party, all are engaged in high profile debates during PMQs. The confrontational and adversarial style of politics characterizing the House debates is a system (Crozier & Friedberg) with specific rules; F.G Bailey would call it a game with normative and pragmatic rules. Each leader tries to enhance their political reputation (leadership) by exhibiting their abilities to undermine their opponents' credibility and legitimacy. In this zero-sum game the winner is the one who is perceived to have performed best.

This begs the questions of how some leaders win the game while some others are the losers of the debate. This paper will explore how breaking the rules is part of a strategy (Harris) to increase one's leadership capital (Bennister, Worthy & t'Hart). Leaders will be more or less prone to breaching some of the parliamentary rules, however, they will do so within the boundary of what is acceptable for the audience. Some will want to change some of the rules of the game but nobody seems willing to put the game in jeopardy. Others though try to get out of the game (Blakford for example). The attitude of leaders towards the game is indicative of their place in the Westminster system thereby reflecting their ideological and political position. I will use unparliamentary language as a focus to analyse the leaders' effort to position themselves in the game and their effort to boost their leadership in such a context.

Improving collaboration and fostering co-creation in public services: Findings from the COGOV Project

The EU-funded H2020 Project COGOV (“*Co Production and Co Governance: Strategic Management, Public Value and Co Creation in the Renewal of Public Agencies across Europe*”) is exploring innovative ways to develop forms of strategic management and co-creation in public policy and public governance. The expansion of the scope and significance of co-creation in public policy and governance prompts the need to see in an integrated way theories and approaches to co-creation, public value management, public innovation, collaborative governance, and strategic management. This panel presents and discusses some of the findings from the COGOV project and implications for practice.

Prof Keith Shaw, Northumbria University

The COGOV project: overview, main findings, and implications for policy-makers and practitioners

This paper introduces the key research questions of the COGOV project which examines the role of strategic management in the co-creation of public services in different European contexts. It then provides an overview of the main findings arising from the project and concludes with a set of recommendation for researchers and practitioners.

Dr Eva Elliott, and Prof Martin Kitchener, Cardiff University

Lessons from a Welsh Case Study

This case study of public service co-creation focuses on the pivotal role played by a community development organisation that operates in one of the most economically deprived areas in Wales. For more than a decade, the community organisation has implemented a strategic commitment to public service co-creation through a broad range of activities associated with the excavation of a local Iron-age hillfort, and the current building of a heritage centre. In pursuit of specified forms of public good (improved social and economic prospects for the community), success has been achieved through a deep understanding of co-creation, and the development of close and resilient relationships with residents and a wide range of local partners including academic archaeologists from the University, the Council, and heritage organisations. Our contribution to the Panel will describe the ways in which this innovative form of public service co-creation evolved, and is being played out, in a context of austerity, regulatory constraints, and diverse expectations. We will also consider the wider relevance of this case to public service co-design activity in the UK and Europe.

Brittney Regal and Dr Sam van Elk, King's College London

Attempting co-creation in the cultural sector: lessons from London

There is growing academic interest in 'platforms' for co-creation and collaborative governance. These are generally named approaches or devices designed to facilitate collaborative activity in a variety of contexts. Governments are increasingly encouraged to utilise such platforms as part of a governance strategy based around prompting others to engage in co-creation. However, we have little evidence regarding how effectively government-designed platforms can facilitate others' co-creation. Put simply, platforms for co-creation remain untested as policy instruments.

Consequently, we investigate one such platform for co-creation designed by a government, and intended to spark collaborative activity within a local culture sector. London Borough of Culture was the flagship policy of the 2018 London Mayoral Culture Strategy. We follow its implementation through a layered case study based in the Greater London Authority, the borough awarded the title and a local arts organization therein. Through this, we identify ways in which government-designed platforms are likely to not only enable but also constrain co-creation; and the strategies which local actors employ to mitigate these limitations.

Prof Edoardo Ongaro, The Open University

Bridging strategic management and co-creation for the improvement of public services

The EU-funded H2020 Project COGOV (“*Co Production and Co Governance: Strategic Management, Public Value and Co Creation in the Renewal of Public Agencies across Europe*”) is exploring innovative ways to develop forms of strategic management and co-creation in public policy and public governance. The expansion of the scope and significance of co-creation in public policy and governance prompts the need to see in an integrated way theories and approaches to co-creation, public value management, public innovation, collaborative governance, and strategic management. This panel presents and discusses some of the findings from the COGOV project and implications for practice.

Day 2 – Parallel Session 6

A socially responsible Local State?

Dr Peter Eckersley, Nottingham Trent University & Leibniz Institute, Dr Anthony Flynn, Cardiff University, Prof Laurence Ferry, Durham University; Rutgers University and Katarzyna Lakoma, Nottingham Trent University

Public procurement as a policy tool: Are UK councils increasingly favouring suppliers based in their regions?

Policymakers and academics have long argued that public bodies could take more account of policy priorities in procurement decisions, for example by favouring local suppliers or more sustainable goods, works and services. Policy and legislative changes at EU, national and sub-state levels have also encouraged such developments. A number of cities around the world appear to have embraced these ideas in recent years by expressing an explicit preference for local and regional suppliers, highlighting the role they believe that procurement can play in stimulating local economies. Thus far, however, studies have focused largely on a small number of pioneering cities, and we therefore lack a broader understanding of the extent of this phenomenon. This paper draws on an extensive database of over 80,000 contracts signed by UK local authorities between 2015 and 2019 to identify trends in contracting across Scotland, Wales, Northern Ireland and the English regions. It will show how councils in the devolved nations are more likely to contract with suppliers in their territories than English authorities are to buy from providers within their regions, and chart how this situation may have changed during the four-year period.

Yunailis Salazar, Autonomous University of Barcelona, The Institute of Government and Public Policy

Learning from (in)experience: New Municipalism and the implementation of socially responsible public procurement policy in Barcelona

To what extent and under what conditions can local policies promote transformational change? What kind of socio-political changes can the so-called new municipalism trigger in cities and how relevant can they be? This paper will address this kind of questions through the analysis of the implementation of Socially Responsible Public Procurement (SRPP) under the government of Barcelona en Comú (BeC). In order to understand the capacity of new municipalism to implement an agenda of change regarding public services contracting, this article uses Michael Howlett's Five Thread (Stream) Model. This synthesises and merges three of the most significant frameworks in policy process theories: Policy Cycle Models, the Multiple Streams Framework, and the Advocacy Coalition Framework. From the latter, we incorporate the concept of Policy-Oriented Learning, established as a possible path for policy change. Therefore, we suggest including institutional (in)experience as an attribute of actors for analysing the implementation of SRPP. This allows us to answer three key questions: (a) How have different factors and actors related to the process, the problem, the policy, politics, and programme streams determined the implementation of SRPP? (b) How can inexperience be a driving factor of Policy-Oriented Learning? (c) To what extent has this learning process led to changes since the implementation started? By conducting 70 interviews, the paper holds that the lack of experience in public administration constitutes one of the main challenges for new municipalism. It is argued that experience in government represents an opportunity to adopt new political perspectives more attentive to the complexities of local governments. The paper will conclude by pointing out the theoretical lessons that stem from this case study regarding the capacity of local policies and the new municipalism to promote transformational change.

Dr Temidayo Eseonu, University of Manchester

Rethinking knights, knaves and pawns: public responsiveness to racialised needs

The complexity of the concept of public responsiveness is not disputed. The requirement to constitute the public as multiple publics is also largely uncontroversial. However, what has not been researched is what factors facilitate or constrain responsiveness to the 'voice-of-colour'. The 'voice-of-colour' thesis from critical race theory is the lived experiential knowledge of racially minoritised publics. Through the 'voice-of-colour', racialised needs are articulated. This paper draws on new institutional theory to examine whether institutions in public service delivery facilitate or constrain the understanding and responding to racially minoritised publics' needs. This paper uses Le Grand (2003)'s classification of public administrators' motivation as knaves and knights to theorise what could motivate public administrators to be responsive to the 'voice-of-colour'.

Using a case study design, this research was carried out in a UK local council's employment support service with public administrators, service providers and racially minoritised young people. This paper provides empirical evidence of the need for the 'voice-of-colour' in public services delivery. This paper argues for re-thinking Le Grand's (2003) classification because in this research, public administrators behaved more like pawns rather than knights or knaves. They were pawns because this research finds that performance management targets, budgets and public administrators' buy-in constrain responsiveness to the voice-of-colour. This paper concludes that whilst rules-in-use inhibit responsiveness, public administrators can circumvent these rules by applying discretionary action. Public administrators acting as boundary spanners (Williams, 2002) can bridge the gap between racialised communities and policy makers to reconfigure 'rules-in-use' so that racialised needs are incorporated into service delivery.

Mayors and Public leadership

Dr Max Stafford, De Montfort University

2021 Vision: The first 3 Mayors of London – lessons from the perspective of political leadership studies

There have been several academic and practitioner accounts given of the London mayoralty. These have come from many different perspectives and disciplines – including local government studies, public policy/administration and even international politics. However, one key field of enquiry has been substantially absent from this picture – political leadership studies.

The author of this paper previously completed a PhD that used an original comparative approach, based in political leadership theory, to evaluate the mayoralties of Ken Livingstone and Boris Johnson. This paper draws upon that studies data, including interviews with key stakeholders in the mayoralty (advisors, London Assembly members and former deputy mayors). Now, as Sadiq Khan nears the end of his first term, this paper provides an overview of the political leadership of the three Mayors of London. In essence, the paper offers two key lessons:

A political leadership perspective on both what remains one of the newest political institutions in the UK and, also, the individuals who have so far held the office; and

A consideration of how political leadership studies (including that which is more biographical in nature) can inform our investigations of contemporary political history.

The paper concludes with reflections upon how far the three leadership examples witnessed within the mayoralty-to-date have created a historic template for future mayors.

Prof Alex Marsh & Dr David Sweeting, University of Bristol

Leadership, citizen participation and ‘big P’ politics in the smart city

The smart city – an umbrella term for the use of digital technologies to address urban problems – has attracted considerable attention within the academic, policy and practice communities. It is a concept that has been subject to much hype, but the direction of travel – towards the increased use of digital infrastructures, apps and algorithms to manage urban systems – is relatively well-established. Concerns about the exclusionary potential of the technocratic corporate smart city have been countered with arguments advocating for the need for more citizen-led smart city development sensitive to issues of equity and inclusion. While citizen participation in smart city development and governance has been embraced as normatively desirable there has been

considerably less examination of how to make it a reality. At the same time, the conversation has recently turned to questions of leadership – what does leadership in the smart city look like? This is a conversation that is being conducted with rather limited engagement with existing literatures on urban politics, local democracy, and citizen participation. While the concept of place leadership features, the democratic implications of the networked governance structures apparent in the literature on smart urbanism are yet to be probed in detail. This paper has three aims. First, it considers whether the nature of the smart city is such that it requires leadership of a qualitatively different character to place leadership elsewhere. It also considers whether there are resources in the literature on local political leadership that can usefully be drawn in to the debate over the leadership of the smart city. Second, it seeks to locate current preoccupations regarding citizen participation in the smart city more clearly in relation to established debates over the challenges of achieving meaningful citizen involvement in urban governance and planning. Third, while the politics of the smart city is a central concern of the debate, much of the literature on smart city governance originates outside the field of urban politics: this paper therefore seeks to reflect more specifically on the role that big P politics does, and should, play in the smart city.

Innovation Governance: a comparative perspective

Dr Michael Joseph, Brunel University – Conundrums of UK Innovation Governance

Dr Yuzhuo Cai, Tampere University – Shifting Policy and Systems of Innovation in Finland

Vesna Damnjanovic , University of Belgrade and Veljko Jeremic – Transitioning to Innovation: Emerging Policy and Systems in Serbia

While innovation has been a buzz word for accelerating government economic investment for development, national innovation governance systems have not received reasonable attention in research and analysis. The governance factors could help or hinder innovation. The proposed panel will analyse the national innovation governance policy and systems in three countries: Finland, Serbia and the United Kingdom (UK). Using the OECD (2020) core dimensions that shape the innovation policy context, we will analyse the following in each country: 1. To what extent National science, technology and innovation strategies contribute to facilitate innovation? 2. To what extent Higher Education Institutions HEIs and Public Research Institutions (PRIs) have the autonomy and they contribute to the process?; 3. To what extent various stakeholders are involved in the innovation process?

We will analyse innovation governance using the ecosystems framework (Akaka et al., 2013; Vargo et al., 2020) that conceptualizes service systems as embedded in multi-level contexts of exchange and resource integration (Storbacka et al. 2016; Barile et al. 2017).

We will review secondary literature on core dimensions and do macro level analysis of the national innovation governance management systems in each country.

The selected three countries perform differently at the Global Innovation Ranking: Finland and UK are ranked 8th and ranked 18th respectively (Bloomberg, 2021) and Serbia is ranked 53rd (Global Innovation Index, 2020). The state's capabilities, systems and policies are particularly important for the development of emerging technologies, creating ecosystems for investment and the shaping of markets associated with them (McLeish and Nightingale,

2009; Lyall et al., 2009; Mazzucato, 2013).

A shift from industrial policy to innovation policy took place in Finland in the 1990s, associated with the exponential growth of the Nokia-led ICT cluster. While the industrial policy in the 1980s highlighted the idea of picking winners, currency devaluations and to some extent direct interventions in product markets, the 1990's innovation policy saw a shift to indirect measures, and the concepts of cluster and innovation system (Hermans, Kulvik, & Ylä-Anttila, 2005; Sotarauta, 2012). The policy portfolio was further strengthened and balanced by the 2008 innovation strategy which called for measures that would reach beyond technological orientation by adding demand side instruments into the portfolio (Ministry of Employment and the Economy, 2008). Currently the Finnish innovation policy and the entire innovation system are in flux.

The UK introduced policy instruments to promote innovation in 1980s and 1990s: state funded technology firms (eg., Dedicated biotech firms), tax incentives for Venture Capital investors and grants for public-private R&D collaboration and also the establishment of Research Councils (Hopkins et al., 2019). In the 2000s, governance policies were introduced to fund entrepreneurial firms in technological fields for economic growth with a new Industrial strategy 101 and the sector specific industrial strategy and innovation centres and funding support overseen by Innovate UK, the national innovation funding agency (Ibid). The gap between research and commercialisation (Hauser, 2010) led to the creation of the network technology centres (Catapults) and bring together business, academia, research and Government to transform innovative ideas into new products and services to generate economic growth in the UK (Earnst & Young, 2017). The engagement of policy makers, HEIs and PRIs and other stakeholders for innovation process has generated more attention, which will be the focus of the UK analysis.

In terms of historical innovation governance policy of Serbia, in 2000s Serbia, has put forward a number of strategic documents concerning innovation, SMEs. One observation is that Serbia has a complex innovation infrastructure for SMEs/entrepreneurship, while programmes and intermediary institutions for science-industry cooperation are moderately developed (Švarc, 2014). In addition, throughout the years that patenting activity in former Yugoslavia, and consequently in Serbia, hasn't reached its full potential (Semenčenko & Kutlača, 2018). The Government of Republic of Serbia pushed forward a Strategy of scientific and technological development of the Republic of Serbia from 2021 to 2025 - "Power of knowledge" (MPN, 2021). Along with the Smart Specialization Strategy from 2021 to 2027 (Serbian Government, 2021), it establishes a foundation for facilitating innovation. Question arises of implementing metrics for successful monitoring and evaluation of obtained impact. Moreover, contribution of HEIs and PRIs to the innovation process remains to be properly incorporated.

While the innovation governance policy and systems of each country has differences, the analysis arising out of our study will throw light on the governance factors that influence national innovation, organisational factors associated with HEIs and PRIs and the stakeholder engagement to strengthen appropriate innovation policy and ecosystem development.

The Politics of the Global South

Anesu Mironga, Africa University

The nexus between the establishment of an enabling environment and Local Economic Development in the City of Harare

The ways in which local governments advance and put into operation their policies on the establishment of a conducive environment for businesses to thrive and flourish has great effect and impact on the development of an area. Local government is the main actor in Local Economic Development (LED) and it should support the establishment of a conducive and enabling environment that is developmental and facilitates local businesses to grow and succeed. There should be mutual symbiotic relationships between communities, business and local government for Local Economic Development to take place. The study examined the nexus between the establishment of a conducive and enabling environment and local economic development in the City of Harare. The results should assist local authorities in their quest to provide the best for citizens in terms of service delivery and good governance. The study's main aim was to test the hypothesis that the establishment of an enabling environment led to Local Economic Development. The study focused on business operators in Machipisa, Mbare Musika and the Central Business District of Harare. An analysis of the perceptions of these business owners and operators was done. A total of 65 business operators were interviewed in the three areas using a structured questionnaire based on Enabling Developmental Environment Scale (EDES). Statistical analysis of data was done through Statistical Package for Social Sciences using descriptive analysis. The results revealed that there is a strong positive correlation (correlation coefficient above 0) between an enabling environment and economic growth. This implies that the more the local governments invest in creating an enabling environment the more economic development is achieved

Bariki Mwasaga, University of Perugia

Inter-governmental relations between central government and local government authorities in Tanzania

Tanzania in embarking the decentralization by devolution policy (D by D) as a mechanism of facilitating quick development process through the involvement of people from grass root levels has been carried out through the inter-government relations between the central government and the local government authorities (LGAs). Throughout its implementation there had been a supportive structural set up, including a constitutional mandate for local governments. Also, there has been an increased recognition of LGAs by central and sector ministries as partners rather than subordinate structures. However, the lack of a clear and effective institutional framework to govern the implementation of D by D and the lack of a shared understanding of D by D across ministries and other governmental institutions has made led to structural confusion between the Central government and the Local Government Authorities. Thus, this paper explores the undertakings of the inter-government relations between the central government and the local government authorities (LGAs) in order to forge a way forward for a inclusive and responsive governance in the country.

Mayank Mishra, Jawaharlal Nehru University

Infrastructure as spatial imagery: Comprehending the political aesthetics of India's Central Vista Project

The disastrous second wave of coronavirus has severely impacted India with a long-standing debate and demand to create a robust public healthcare infrastructure. However, the Indian government's complacency in managing the pandemic converted the Covid crisis into a catastrophe that led to one of the highest fatalities in the world despite the severe underreporting of official data. Amidst such a public health emergency, India, led by Prime Minister Narendra Modi, continue to construct the \$2.8 billion ambitious 'Central Vista Project' to build a central secretariat, a new Prime Minister's residence and office, a new Vice President Enclave in the capital New Delhi. The Central Vista intends to purport that vivid prosperous visual imagination of 'New India' with its credit to the incumbent government of spatially redeveloping and reimagining the power corridor of the country.

The state can be attributed as a space that manifests power. First, as a material and natural space in which a physical space transformed by myriad infrastructures such as financial and commercial establishments, air routes. Second, hierarchical institutions form the social space that may include state institutions, schools, workplaces, and worship places. The third is the mental space that includes the representations of a state which people at the large construct. In such spatial understanding of state, the standard marker of the growth is perceivably developing infrastructure. Infrastructure in space affects social integration, accessibility and inclusiveness. However, infrastructure may not yield the purpose or objectives of its construction.

The paper shall focus on the spatial reading of infrastructure using Lefebvre's characterisation of state space locating in comprehending the political aesthetics of the Central Vista Project. In the stated framework, the paper shall examine how infrastructure potentially generates complicated emotional investments that induce a range of counterintuitive responses, political affect and how spatial reconfigurations rearranges government institutions as infrastructure impacts and alters the nature of power.

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