

**Local Governments as ‘Place-shapers’:  
Exposition, Critique and Investigations in  
Australian Politics.**

# Introduction

## **INTRODUCTION**

As a field of political inquiry the study of local government has several intrinsic advantages. First, as empirical phenomena, there is a multitude of local governments. For example, the Australian Local Government Association (ALGA 2011) currently numbers local government bodies (LGBs) at 530, down from 680 in 2008; in 1910 there were 1,067 (Grant, Dollery and Crase 2009, 853). In 2008, James Svara (2008, 137) listed over seventy one thousand counties, municipalities, school districts and special districts in the United States. Corin Moffatt, former Assistant Chief Executive of the Local Government Association in England, has recently argued that the 353 councils in that country ought to be divided into five different types (Moffatt 2011, 1). While local governments may not be the most salient feature of politics in people's lives, they are the most numerous institutional structures of government. Nor does this comparative abundance imply that they are less complex than other tiers of government. As such local government constitutes a legitimate and rich focus of inquiry for those interested in politics.

The second intrinsic advantage of focussing upon local government is that it is a relatively universal phenomenon, not just in the contemporary world but also over time. For example, in his concise account, Hardy Wickwar (1970, 2) asserted that 'boroughs and communes arose spontaneously in Western Christendom between 1050 and 1250', before moving to consider, in turn, the 'governmental subdivisions' of enlightenment theory and practice (Wickwar 1970, 12-29), the tradition of 'the self governing community' founded principally on German, then English idealism from the eighteenth century (Wickwar 1970, 30-59) and finally, to local government as an 'export article' of the North Atlantic economies (Wickwar 1970, 75-96). The question of the extent to which the city states of both Antiquity and the Renaissance

can be regarded as local governments will be placed to one side in this context (although for a recent discussion, see Esposito 2010). Nevertheless, compared with a political phenomenon as seemingly all-pervading as the nation state, the proper identification of which, according to Eric Hobsbawm (1992) is confined to the period from 1780 until the end of World War Two, local government is a relatively eternal political form.

The third intrinsic advantage of studying local government, which follows as a consequence of the first two, is that local government has lots of different forms. As such, it lends itself to comparative analysis. These comparisons can be between states that share common traditions, values and institutional structures, such as Australia, England and America – the three Anglosphere countries which form the points of direct comparison in this discussion. But the comparison can also be between seemingly disparate political forms in the broader global context, where, for example, devolution of authority to local authorities has taken place in countries as diverse as South Africa and Indonesia, also discussed in this context.

Yet from an Australian perspective, the primary advantage of studying local government is the fact that comparatively few scholars specialise in the area. For example, surveying the program for the 2011 Australian Political Studies Association (APSA) Annual Conference, of the 209 papers presented, only one focussed on local government (APSA 2011). This paper (Grant and Dollery 2011a) was located in the ‘Australian Politics and Governance’ stream. Yet the subject of local government could also have been discussed in several other streams, including ‘Political and Social Theory’, ‘Comparative Politics’, ‘Environmental Politics’, ‘Political Culture’ and ‘Media, Culture and Communication’. Nor was the 2011 APSA Conference anomalous in this regard (see also APSA 2010; APSA 2008).

The reasons for local government being comparatively neglected as a sphere of political activity in Australia, and the questions whether or not this state of affairs is desirable, and what might be done to change this situation, form the main focus of this thesis. In briefly responding to these issues, the following discussion undertakes a critical examination of local government reform in the English context, in particular the idea of ‘place-shaping’ developed by Sir Michael Lyons and set out in the *Lyons Inquiry into Local Government* (2005; 2006; 2007) as a means of fruitfully reflecting upon Australian local government. However, this does not entail slavish borrowing. The adjoining concepts of devolution and leadership run through the theory and practice of English local government like a DNA helix, to form constituent elements to the more general political concept of community. Yet all three ideas – leadership, devolution and community – are as deeply contestable as they are political.

Further, *prima facie*, there would appear to be some basic barriers in an exercise claiming to fruitfully compare English and Australian local government. These differences are not merely in terms of institutional form, but also of culture and, most obviously in political and human geography. However, it is argued that despite these institutional, cultural and spatial differences, a close examination of the work and recommendations of the Lyons Inquiry, in particular the concept of ‘place-shaping’, makes it possible to develop a normative (as opposed to positive) theory of local government reform which can be usefully deployed in the Australian context.

A necessary requirement of undertaking such an exercise is to arrive at an account of how politics, and in particular *local government* ought to be conceived. In this context, the concept of local government is juxtaposed with those in the traditions of local public finance, local political economy, fiscal federalism, discussions of political theory, ‘community’ or indeed ‘locale’ conceptualised in geo-

temporal terms. It is argued that local government, properly conceived, incorporates all of these things and more; in particular ideas about identity and belonging, which ought to inform an ethically justifiable set of practices constitutive of local politics and which, importantly, are important factors in fostering economic development. This is what Australian local government has to gain from a critical consideration of the idea of place-shaping, which is at once a critical understanding of the possibilities and limits of local government in this country.

If one is to claim that this much can be achieved by undertaking a thorough, yet critical application of place-shaping to the Australian local government milieu, it serves the discussion to provide a brief account of the genesis of the idea at the outset. For this, it is necessary to understand the context in which it was first developed, namely the intense arena of politics that comprises local government reform in England and specifically, the Lyons Inquiry into Local Government, headed by Sir Michael Lyons<sup>1</sup>. Commissioned in July 2004 and due to report at the end of 2005, the initial remit of the Inquiry was ‘to consider the place for changes to the [then] system of local government funding in England and to make recommendations, including [to] the reform of council taxes’ (Lyons, 2005, 12). However, what eventuated was something rather different. Dollery, Grant and O’Keefe (2008, 483) noted that local government reform in England had been a vexatious issue from the 1970s, and described the subsequent work of the Inquiry as ‘perhaps the most sustained and far-reaching recent attempt by a Western

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<sup>1</sup> It is difficult to overstate the stature of Sir Michael Lyons in the English local government milieu. His previous appointments included Chief Executive of Birmingham City Council (1994 to 2001); Chief Executive of Nottinghamshire County Council (1990-1994) and Wolverhampton City Council (1985-1990). Between 1980 and 1983 he served as a Birmingham City Councillor, and he was Professor of Public Policy (2001-2006) at Birmingham University, and Head of the Department of Local Government Studies (2001-2004). He was Deputy Chairman, then Acting Chairman, of the Audit Commission (2003-2006). He was knighted for services to local government in 2000 and is presently chair of the English Cities Fund (Lyons n.d.).

parliamentary democracy to determine the optimal role of local government in contemporary society'. The Lyons Inquiry twice received extensions to its remit, such that the *Final Report*, which was eventually 'launched' in March 2007 (Lyons, n.d.) was preceded by both a *Consultation Paper and Interim Report* (Lyons 2005) and a *Second Interim Report* (Lyons 2006) both representing sustained processes of research and consultation.

Place-shaping was defined in the initial *Interim Report* as 'a strategic role for local government', involving an explicit recognition of the political role of local government, 'in the sense that it requires discussion, debate and compromise in order to make difficult but essential choices and trade-offs' (Lyons 1995, 6). In the initial *Interim Report* place-shaping was informed by 'eight principles':

- 'Building and shaping local identity;
- representing the community, including in discussions and debates with organisations and parts of government at local, regional and national level;
- regulating harmful and disruptive behaviours;
- maintaining the cohesiveness of the community and supporting debate within it, ensuring smaller voices are heard;
- helping to resolve disagreements, such as over how to prioritise resources between services and areas, or where new housing and development should be located;
- working to make the local economy more successful, to support the creation of new businesses and jobs in the area, including through making the area attractive to new investment and skilled workers, and helping to manage economic change;

- understanding local needs and preferences and making sure that the right services are provided to local people through a variety of arrangements including collective purchasing, commissioning from suppliers in the public, private and voluntary sectors, contracts or partnerships and direct delivery; and
- working with other bodies to respond to complex challenges such as natural disasters and other emergencies' (Lyons 2005, 31).

In their observations Dollery, Grant and O'Keefe (2008, 485) commented that these 'axioms' were notable for their 'non-instrumental' nature. Four ('building and shaping local identity', 'representing the community', 'helping to resolve disagreements' and 'maintaining cohesiveness in the community') are explicitly political; two ('working to make the local economy more successful' and 'making sure the right services are provided to the right people through a variety of arrangements') are resource-based, involving a search for funding rather than simply assuming it will be provided. Only two ('regulating harmful and disruptive behaviours' and 'working to respond to . . . natural disasters and other emergencies') are directly concerned with service provision.

In itself, Lyons' insistence that a reinvigorated local government sector ought to emphasise the procedural-political components of local government, 'beyond service delivery' (see, for example, Boland and Coleman 2008) while unusual in the Australian milieu (where, as it is often noted, the role of local government is frequently associated with the cliché 'roads, rates and rubbish') was not especially revelatory. In fact, several schools of land use planning and urban design had developed prior to the work of the Lyons Inquiry that had taken an explicitly

normative stance on planning issues. In his review of these developments, for example, David R. Godschalk (2004, 7) observed that the ‘New Urbanism’ movement in the United States stressed inclusive processes toward planning, such that ‘urban places should be framed by architecture and landscape that celebrate local history, climate, ecology and building practice’. Similarly, Godschalk (2004, 7) emphasised the pluralism underlying the ‘Smart Growth’ approach to urban planning and urban design, stating: ‘[B]ecause Smart Growth is an umbrella term, its meaning tends to be in the eye of the beholder. Thus, there are as many internal conflicts as there are stakeholders...’.

Further, the term ‘place-making’ has a clearly identifiable lineage in urban planning. Perhaps best encapsulated in the quote from British architect Bernard Hunt (2001) when he suggested that ‘we are good at putting up buildings, but we are bad at making places’, place-making dates from the 1960s and emphasises that public spaces ought to be inclusive civic spaces. It has its origins in the work of urban reformers of the time, including Jane Jacobs (1961) and later Richard Sennett (1977) and Iris Marion Young (1986). Much of this work is reproduced in anthologies designed for undergraduate courses in planning (see, for example, Bridge and Watson, 2010). Perhaps as a consequence of this, the term ‘place-making’ is deployed contemporaneously to describe broad planning strategies (see, for example, the Government of Western Australia’s Metropolitan Redevelopment Authority, [MRA] 2012).

Broadly speaking, these approaches to urban planning are underlain by an emphasis on participatory democracy that developed in the 1960s and 1970s (see, for example, Haus and Sweeting, 2006). Yet they have been developed for urban planning and design only. On the contrary, place-shaping, as it was initially defined

and encapsulated in the 8 axioms in the *First Interim Report* (2005) through to its refinement and restatement in the *Final Report* in 2007, applies to local government *writ large*. Dollery, Grant and O’Keefe (2008, 484) argued that it became the ‘central organising idea’ of the Inquiry and it is argued here that it amounts to a reinvigorated normative account of local government.

As discussed in Chapter 4, throughout the work of the Inquiry Lyons drew on ideas in a variety of fields – political theory, political economy, as well as theories of public administration, leadership and local government studies – to produce a normative account of local government that encapsulated the primary strands of local government reform commenced under the first Blair Labour Government (see, for example, Blair, 1998). Yet, as also argued in Chapter 4, place-shaping represents a significant extension to this amalgam of ideas for three reasons. First, because it positions local government at the centre of an account of how economic development ought to be achieved. Second, because it accommodates the demand for radical value pluralism in contemporary Western societies and explicitly endorses an account of politics which moves beyond the distributive paradigm (see, for example, Young 1990). Most significantly, it emphasises the importance of place in the formation of identity – both individual and political – and argues that an account of politics ought to recognise the primacy of place in this regard.

This is not an appropriate context for an extended discussion dealing with the philosophical work that has led to this position (for an exegesis, see Malpas 1999). Nevertheless, the distinctiveness of place-shaping can be highlighted by comparing it with the aforementioned concept of place-making. Crudely stated, while ‘place-making’ is distinctly humanist in that it assumes the primacy of people in both understanding and forming our world, alternatively ‘place-shaping’ recognises that

the rendering of meaning and the possibilities and limits of action – including political action – are informed by place itself. The difference is profound<sup>2</sup>, as is the implication, namely that local politics ought to be of far greater importance than has been the case. This qualitative distinction represents the sophistication of the idea of place-shaping, a concept that belongs to the Lyons Inquiry and more precisely to Sir Michael Lyons, who, as Professor of Public Policy at the University of Birmingham from 2000 to 2006 and a notable local government executive, was ideally placed to develop such a normative reconfiguration of local government. It is this mode of local government reform and its application to Australian local government that are the central concerns of the thesis.

The thesis is divided into three larger parts, comprised of eleven main chapters, and a conclusion. Part One (Chapters 1 to 3) is largely empirical, providing an account of local government reform processes in Australia, and then England. In essence, it is an exercise in political sociology and an *exposition* – defined as a ‘setting forth’ and ‘description’ (Sykes 1982, 340) – of place-shaping as developed in the Lyons Inquiry. Part Two (Chapters 4 and 5) examines place-shaping from the perspective of political theory. As a commissioned report, the *Lyons Inquiry into Local Government in England* (2005; 2006; 2007) was unusual, principally because it explicitly engaged with political theory and political economy as well as discussing issues of financial efficiency and financial sustainability. As such, it provides an

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<sup>2</sup> Professor Jeff Malpas, author of *Place and Experience. A Philosophical Topography*, expressed the point this way:

That place is treated as a largely subjective concept is, as I noted earlier, common to many discussions of place – both those that seek to rehabilitate the concept and those that, only implicitly, dismiss it. Yet, although it is certainly the case that place is not constituted independently of subjectivity – just as it is not constituted independently of the physical world – neither is it dependent on the existence of an independent subject or subjects. Place is instead that within and with respect to which subjectivity is itself established – place is not founded *on* subjectivity but is rather that *on which* subjectivity is founded. Thus one does not first have a subject that apprehends certain features of the world in terms of the idea of place; instead, the structure of subjectivity is given in and through the structure of place (Malpas, 1999, 35).

opportunity to consider local government and develop, through *critique* – defined as a ‘critical essay or analysis’ (Sykes 1982, 225) – place-shaping as a mode of local government operation. Part Two of the thesis undertakes this by an investigation of the theoretical antecedents of place-shaping, decomposing the concept into six propositions, which, taken together, comprise a mode of local government reform that can be critically juxtaposed against historically dominant strands of reform in the Australian context.

Part Three of the thesis (Chapters 6 through 11) investigates the application of specific elements of place-shaping to six institutional contexts in Australian local government and politics more generally. The first of these examines the applicability of home rule to Australian local government as a means to achieve a greater degree of autonomy; the second examines the existing frameworks for local government assuming a greater role in place-driven economic development; the third examines the role of ideational politics and jurisdictional change, specifically the issue of constitutional recognition; the fourth examines an increased role for leadership in the sector. The role of community engagement in fostering civic identity is also considered, and an ethical account of Australian local government using Moore’s (1995) theory of public value is constructed.

Finally, by way of conclusion, a review of some of the concerns that Gerry Stoker (2011) has recently voiced with respect to his own theory of ‘Networked Community Governance’ is undertaken. It is argued that the caution expressed by Stoker (2011) regarding place-shaping reflects concerns set out at various points in this discussion presented here. For example, devolution of authority to local government ought not to entail a diminution of the resources provided to it by higher tiers of government, such that its capacity for service provision is fundamentally

undermined. Similarly, any legislative alteration of leadership arrangements ought to be mindful of the affects that may ensue in terms of the operation of both accountability and representation at the local level in Australia. Nevertheless, the main thrust of the argument is that Australian local government would benefit from place-shaping as a mode of local government reform.

While the three parts of the thesis described above perform discrete tasks in the context of the overall argument presented here, due to the thesis being presented in journal article format there is significant spilling over of theory into the primarily empirical chapters and *vice versa* in the first two parts of the thesis. While Chapter 1 is almost strictly empirical, Chapter 2 provides an account of four models of democracy derived from Haus and Sweeting (2006) as well as describing processes of local government reform across Australian state and territory jurisdictions. Chapter 3 examines the idea of place-shaping with reference with what Anne Vince (1997, 151) has called ‘... a thread which runs through Australian local government history’, namely structural reform, and the way the Lyons Inquiry placed this instrument of government policy in the context of local government reform more generally. As such, it too is primarily empirical, yet it is also the context that place-shaping as a normative idea is first examined and assessed.

A similar overlap is found in Part Two of the discussion. Chapter 4 is primarily concerned with an exploration of the antecedents of place-shaping in terms of political and social theory. However, Chapter 4 also contains a brief account of local government policy and reform in England from the Thatcher governments, to the present Cameron Coalition Government. As such, both policy and theory are discussed. Additionally, while the main purpose of Chapter 5 is to set out place-

shaping as a mode of institutional reform, it contains an account of the devolution of authority to local government in South Africa and Indonesia.

Part Three of the thesis, comprised of six chapters which examine the applicability of place-shaping to Australian local government, again combine theory and empirical inquiry. Here, the idea of place-shaping forms a relatively minor part; the concepts of devolution, economic development, constitutional reform, leadership, community engagement and local government as an ethical practice move to centre stage sequentially. The conclusion is explicitly concerned with the relationship between theory and policy as it pertains to place-shaping as a mode of local government reform. I turn now to an examination of the chapters in more detail.

### **OUTLINE OF CHAPTERS IN DETAIL**

Taken together, Chapters 1 and 2 provide an account of the reforms to local government in Australia. In Chapter 1, Kelly, Dollery and Grant (2009) examine how the systemic problems troubling local government have been conceptualised and dealt with in the Federal sphere, both contemporarily and over the period since World War Two. The history of Federal-local government relations described in Chapter 1 serve to remind us that local government has been perceived as playing a role other than merely a service provider under successive generations of federal Labor governments. In what is termed the ‘Nation-building’ phase in the immediate post-War era under Chifley, the two strategic goals pursued by the Commonwealth were population growth and economic development. Inter-regional equity was the overarching goal of federal intervention under the ‘Paternalism’ of the Whitlam government. This was pursued through a series of regionally targeted programs, including the establishment of Regional Organisations of Council and Regional

Councils for Social Development under the Australia Assist Plan. Under the Hawke and Keating Governments the goal of regional economic development was framed by the *Working Nation* document, albeit financed in a comparatively frugal manner.

What this history reveals is that while viewing local government as an element of different strategic policy objectives, these objectives have overwhelmingly concerned the creation of regional governance structures and new financial arrangements. The regularity with which these institutional structures have been formed, and the similarities in their names, has been almost metronomic. In 1949 the one hundred regions classified by the Commonwealth Department of Post-war Reconstruction (which did not conform to any existing local government boundaries) were overseen by 'Regional Development Committees'. Under the later Whitlam government regions were perceived more sensibly and defined as Regional Organisations of Councils; nevertheless all federal local council funding had to be applied for through these structures. The current incarnation of regional governance, Regional Development Australia Committees, are replicating the function of Whitlam-era ROCs precisely.

Three main points can be taken from this historical analysis which have a direct bearing on the argument here. The first is that the financial relationship between local governments and the Commonwealth has to be clarified and must extend beyond the existing arrangements. The second is that any attempt to impose regional structures from above and expect them to have any form of longevity is a chimera. The third and most important is that the legitimacy of local government has been undermined rather than being reinforced when it is circumvented as the basis for regional programs. As a consequence of this, local government has become not supportive but suspicious of regional programs. How these problems can be overcome, and how

place-shaping can assist with this, is considered in Chapter 8 dealing with constitutional recognition.

While Chapter 1 examines Federal-local relations in historical perspective, Chapter 2, Dollery and Grant (2011) introduces the dominant way in which Australian local government has been examined, both theoretically and empirically. Theoretically, the reforms to local government legislated by state and territory governments are discussed using Aulich's (1999; 2005) analytic perspective wherein local democracy is juxtaposed with the overall operational efficiency of local government. Using this analytic prism, Chapter 2 provides an account of Aulich's (1999; 2005) two phases of reform. The first, dating from the early 1980s onwards, focussed on improving the management techniques and governance capacity of local councils and coincided with the redrafting of most local government acts to include broad powers of competency, thereby widening the scope of local government activities but not necessarily their authority to act. However, as both Aulich (1999; 2005) and Marshall (2008) noted, these reforms were introduced using consultative mechanisms.

In the second phase of reforms, which Aulich (2005) marked with the introduction of the National Competition Policy (NCP) in 1995, state jurisdictions diverged in their programs. On the one hand, NSW, Queensland and Western Australia continued consultative reform procedures, while, on the other, Victoria, Tasmania and South Australia pursued what Aulich (2005) labelled 'technocratic' processes. Victoria's Kennett government proved exemplary in this regard, where operating budgets were reduced by 20 per cent, elected councillors were suspended and forced amalgamation processes were carried through.

Adding to the analysis of Aulich (1999; 2005), Chapter 2 then outlines a third phase of reform, conducted across all Australian local government jurisdictions, which focussed overwhelmingly on the implementation of further compulsory (or at least encouraged) amalgamation programs aimed at achieving economic efficiencies in council operations. This phase was spurred on by major reports into the operation of local councils in all jurisdictions except Victoria (which had already undergone radical consolidation from 1989) and the Northern Territory (which was contemplating radical consolidation at the time of writing the article). There were also reports at the national level conducted by the Commonwealth Grants Commission (2001), the House of Representatives' Hawker Report (2003) and the PriceWaterhouseCoopers' (PWC) inquiry into funding for local government infrastructure (PWC 2006).

Rather than suggesting that local democracy has suffered as a consequence of municipal consolidation and other reforms, Chapter 2 then examines reform processes in Australian local government through the typology deployed to examine reforms to English local government by Haus and Sweeting (2006). Two general points for the structure of the thesis are important to note in this immediate context. Firstly, the comparison of English and Australian local government is undertaken not merely on the basis of empirical phenomena but also on the basis of geo-political fields of study. For example, Haus and Sweeting's (2006) work on English local government provided in Chapter 2 alerts us to the emphasis on both the increased salience of leadership and devolution of functional responsibility to local government in England, as well as the normative support for these phenomena provided in the field of local government studies in England. In the present legislative context in England scholars of local government are exhibiting a marked degree of revisionism

in the face of the Coalition Government's *Decentralisation and Localism Bill (2010)* (see, for example, Stoker 2010; Stoker and Taylor-Gooby 2011). Yet the role these scholars played in advocating general principles through which to reform English local government is important.

Secondly, two key political concepts, namely 'democracy' and 'governance' are introduced and defined for the purposes of discussion in Chapter 2, although both remain themes of discussion throughout the chapters that follow. Haus and Sweeting (2006) conceived four 'models' of democracy: Representative, participatory, 'user-pays' and 'network' democracy. In assessing how these four models of democracy have fared in the Australian context, Chapter 2 concludes that *prima facie*, with the reduction of councils from 726 in 1990 to 530 in 2008, and the associated diminution in elected representatives, a utilitarian 'one "man" one vote' interpretation of representative democratic processes would conclude that this type of democracy diminished markedly in the Australian context. Alternatively, participatory processes, whether they be 'direct', 'deliberative' or involve Haus and Sweeting's (2006) idea of 'common work' have risen to prominence in Australian local government, particularly if we include arenas which exist adjacent to local councils (including those at different levels of government). Chapter 2 also argues that the 'user pays' model of democracy has not fared well when examined in the Australian context, precisely because other changes to local government have undermined the 'methodological individualism' implied in this model, and that the concept of 'network democracy' is being 'oversold' in discussions of Australian local government. Further, it is argued that the idea of representation ought to be revisited as the basis of a reconsideration of the place of local government in Australia's federal system.

In Chapter 3, Grant, Dollery and Crase (2009) continue the comparison between Australian and English local governments, introducing the Lyons Inquiry into Local Government in England and the concept of place-shaping in particular against the backdrop of the heavy emphasis upon structural reform in Australia. The extent to which municipal consolidation has been seen as a ‘magic bullet’ to rectify the problems of local government in Australia is difficult to over-state, with council numbers falling from 1067 in 1910 to 530 in 2008, despite a near five-fold increase in the population over that time period. However, the fact that structural reform is not the only way to envisage municipal reform is emphasised by the work of Garcea and Le Sage (2005, 5-6), with Dollery, Garcea and Le Sage (2008) later developing a five-fold typology of reform processes:

- ***Structural reforms** involve changes to the “overall configuration” of the boundaries, number and types of municipal authorities;*
- ***Functional reforms** consist of changes to both the formal and informal functions performed by municipal governments, including the realignment of functions between local councils and other levels of government or other kinds of local governments;*
- ***Financial reforms** represent revisions to the financial and/or budgetary frameworks of local councils, including any changes to revenue sources, expenditures either in the form of financial responsibilities, requirements, or restrictions on expenditures, and the general management of financial resources;*
- ***Jurisdictional reforms** involve changes to the powers (i.e., the “authority and autonomy”) conferred on local councils, “to make decisions regarding, among other things, the structures, functions and finances of municipal governments”;*and

- *Internal organizational and managerial reforms represent changes to the legislative, executive, management, and administrative structures and processes of local councils.*

Following from the work of Cole (2008), Chapter 3 notes that English local government had in fact undergone a program of structural reform following from the 1993 White Paper *Streamlining the Cities*. Yet this had always proved problematic due to party-political considerations, with successive Conservative administrations being opposed by Labour-dominated municipalities. Further, due to the ‘path dependency’ of this political debate, successive Blair governments had to search for reform options other than structural reform. This search initially involved an increase in central government’s monitoring of local government finances, inclusive of an ongoing Audit Commission from 1992, the Best Value Inspectorate (which can be compared to the introduction of compulsory competitive tendering in the Australian context), the introduction of Comprehensive Assessments and, despite these monitoring processes, a necessary (although electorally unpalatable) 12.9 per cent increase in average council taxes in 2003.

The Lyons Inquiry was a consequence of the perceived requirement for continued financial reforms. As such the *raison d’être* for the Inquiry was broadly the same as that which formed the basis for reform across Australian jurisdictions. However, further radical structural reform was not politically tenable. As a consequence, the Inquiry was in a sense driven to examine options other than structural reform, despite the structural complexity of English local government that Chapter 3 details. Lyons (2007) put forward five conceptual objections to structural reform (detailed in Chapter 3) and turned his attention to other elements of reform that can be described using the Garcea and Le Sage (2005) typology.

In terms of financial reform, Lyons (2007) recommended the continuation of the Council Tax (a combined tax based on property and services), but argued that more bands ought to be introduced at the top and bottom of the scale to address equity concerns. Further, he argued that property be re-valued and that this should occur frequently so sudden large increments are avoided. The *Final Report* (2007) also argued that local government ought to be given the power to increase its income base by charging for a greater range of services (waste collection, for example), by the introduction of a wider range of charges (inclusive of a tourist tax and local income taxes in the foreseeable future) as well as a 'streamlining' of central-local financial relationships and an increase in financial accountability to the community.

In terms of functional reforms, local councils were encouraged to take on a far greater role with respect to local economic development. Developing a marketing profile for regions was recommended as a role for councils, alongside fostering public-private partnerships in this regard. Lyons (2007) also shied away from recommending jurisdictional change, save giving communities the option of directly electing mayors – the implementation of which in the Australian context forms the subject of Chapter 7 of this thesis – and a greater blurring of the roles of elected and appointed officials.

Far and away the greater part of the recommendations of the Inquiry lie outside both the model of reform presented by Aulich (1999; 2005) and outside the typology of analysis developed by Garcea and Le Sage (2005) and Haus and Sweeting (2006). These reforms are encapsulated in the phrase 'place-shaping'. As such, place-shaping constitutes a significant contribution to the conceptualisation of local government, particularly in the Australian context. The iteration of the 8 constitutive axioms of place-shaping throughout the Inquiry's work (Lyons, 2005; 2006; 2007) leads to its

concise definition in the *Final Report*: ‘The creative use of powers and influence to promote the general well-being of a community and its citizens’ (Lyons 2007, 51). Place-shaping is defined as the touchstone of a prescriptive vision for English local government, characterised by devolution from higher tiers of government, incorporating strong elements of local leadership and local stakeholder representation, the strategic identification and capture of funding opportunities (both statutory and entrepreneurial) and, above all, a requirement that citizens be aware of these processes and share in a consensual vision for the future of their ‘place’: Big politics for local government. Chapter 3 also notes that place-shaping is directed toward attitudinal and behavioural change, so much so that they are seen as the key instruments to institutional reform and prosperity.

In brief, Lyons’ place-shaping calls for perceiving local government as politics, rather than administration. To quote the final sentence of Chapter 3: ‘Indeed, place-shaping ... calls for a re-politicisation of local government. Local government in the Lyons Inquiry embraces leadership, vision and contest at its core, despite the practical emphasis on financial devolution and enhanced accountability. The widespread conceptualization of government as technique is rejected in the *Final Report* in favour of the procedural business of politics’ (Grant, Dollery and Crase 2009, 864).

Taken together, Chapters 1, 2 and 3 provide an account of local government reform in both Australia and England and set out an exposition of Lyons’ concept of place-shaping. Part Two of the thesis provides a critique of this and the subsequent development of this critique into a mode of local government reform. Chapter 4, Grant and Dollery (2011b) excavates the idea of place-shaping. This is undertaken firstly with respect to the ideational environment surrounding local government

reform in England – from the reforms introduced under the first Thatcher government, to the championing of local government in England under the first Blair administration (and Tony Blair's (1998) penning of a tract on the role of local government), through to the work of the Lyons Inquiry. There are several points of significance here.

Firstly, the work of the Inquiry reiterated the economic approach to local government, encompassing, in particular, both traditional public finance arguments (Buchanan; 1980; Oates (1990) and public choice elements (Tiebout 1956)), as well as putting forward a general argument for devolution. Secondly, and striking from an Australian perspective, is the extent to which local government reform in England has been a heavily contested field, not merely in policy terms but also in the theoretical conjecture and refutation which lies behind policy formulation. This is most clearly evident in the work of Gerry Stoker, (2004; 2006) whose idea of 'Networked Community Governance' is used as a centrepiece around which to discuss the contributions of others involved in the Local Government Beyond the Centre series, in particular Jones and Stewart (1993), James Chandler (2007; 2008) and Lawrence Pratchett (2004), as well as contributions from those in the Labour Party itself (see, for example, Janet Newman, 2001; Hazel Blears, 2003).

Much more could have been said about the nuances of these arguments, however, the primary function of Chapter 4 in the overall argument is to outline the main contours of this debate, alongside policy developments (exemplified by the three local government White Papers on local government reform since 1998), before moving, thirdly, to a deeper investigation of the theoretical antecedents of Lyons' idea of place-shaping and how it rests with other contemporary currents of thought in political economy and social theory. This includes work in political geography,

exemplified by the early writing of John Agnew (1987) and later, and more critically, by David Harvey (see, for example, Harvey 2002). What might be termed the ‘revalorisation’ of place, or locale, and what might also be termed a ‘turning away’ from the fundamental priorities of modernity as discussed by Anthony Giddens (1991; see also Grant and Dollery 2008) are argued as fundamental to the concept of place-shaping. On this analysis, place-shaping is also inclusive of the radical pluralism put forward by those who reject the Enlightenment idea of equality and liberal millenarianism evident in the work of Iris Young (1994) and John Gray (1993; 1995). Further, of particular interest are the antecedents of place-shaping within English pluralism, from Harold Laski (1938) to Paul Hirst (1997), and the way Lyons (2007) drew upon American political thinking to buttress his concept of leadership as an element to place-shaping. The final part of Chapter 4 provides several criticisms of place-shaping which are returned to in specific institutional settings in Australian local government in the last section of the thesis.

Chapter 5, Grant and Dollery (2010) locates the Lyons Inquiry in an international context. One of the interesting aspects of place-shaping is the way the (problematic) emphasis on devolution reflected that of multi-national institutions, in particular the World Bank and the International Bank for Reconstruction and Development. Chapter 5 explores this general pulse toward devolution, first within the broad context of development studies and development aid generally, second in the context of South Africa’s Constitution in the post-Apartheid era, and thirdly in the context of Indonesia’s significant devolutionary agenda. While the details of the reforms will not be summarised here, the accounts of devolutionary programs in both countries comprise details of both legislative reforms, reforms to intergovernmental fiscal transfers and the way that these can be read as part of place-shaping agendas.

Certainly, in the case of South Africa, the legislation involved rhetoric that sought to create an ideational politics of identity based upon municipal local government. In terms of the structure of the argument, however, the primary work of Chapter 5 resides in setting out six propositions that refine the preceding discussion of place-shaping:

***Proposition 1:*** *For the place-shaping mode of municipal reform, structural reform in the guise of council amalgamation or the development of new, formal structures of service-delivery and/or participation is discredited as a generator of economic efficiency and/or financial sustainability and is viewed as interfering with the historically defined plurality between municipalities essential to identity, difference and therefore the operation of local economic development between locales with the effect of overall economic prosperity (Chapter 3).*

***Proposition 2:*** *For the place-shaping mode of municipal reform, devolution of responsibility for local government finances in the form of (a) increasing municipal own source revenue and (b) decreasing the amount of central government monitoring, is a policy direction that ought to be pursued. This is inclusive of the methods by which the allocation of funds to particular projects is decided, such as by executive leadership or by direct democratic choice (Chapter 6).*

***Proposition 3:*** *For the place-shaping mode of municipal reform, municipalities have to assume an economically “maximalist” role as a general policy direction that moves beyond government intervention into the market or sponsorship of particular economic development programs. The distinctions between the public and private spheres, between political and administrative elements of government and between service delivery and economic development as discrete modes of activity are significantly eroded (Chapter 7).*

***Proposition 4:*** *For the place-shaping mode of municipal reform, fundamental jurisdictional change in the form of constitutional amendment is not a guiding principle of policy direction, EXCEPT in situations where such change is*

*required so municipalities can carry out their place-shaping role, or significantly increase the capacity for place-shaping (Chapter 8).*

***Proposition 5:*** *For the place-shaping mode of municipal reform, changes to management and organization ought to be directed by an emphasis on the development of leadership generally and executive leadership in particular (Chapter 9).*

***Proposition 6:*** *For the place-shaping mode of municipal reform, municipalities ought to move beyond both instrumental and ‘procedural-political’ concerns to provide a conceptual account of the municipality which aligns with a trajectory of local economic development specifically and the development of sustainable civil society more generally (Chapter 10).*

Critical discussion of these propositions with respect to specific institutional situations in the Australian local government milieu forms Part Three of the thesis. It would have been ideal to discuss all six of the above propositions which comprise place-shaping as a mode of local government consecutively. However, Proposition 1 – place-shaping’s dismissal of structural reform as the primary instrument of local government reform – is discussed in Chapter 3 as an element to the exposition of place-shaping. It is from Chapter 6 onwards that place-shaping as a mode of local government reform is explored in the context of specific elements of Australian local government.

Proposition 2 – which is concerned with the devolution of responsibility for decision-making and at the same time decreasing the degree to which local governments are monitored by higher tiers of government – forms the subject of Chapter 6, Grant and Dollery (2011c)<sup>3</sup>. Chapter 6 recasts the dominant mode of conceptualising Australian local government reform, namely the ‘Efficiency versus Democracy’ tension put forward by Aulich (1999; 2005) and then augmented by

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<sup>3</sup> A revised version of this paper is under review at *Australian Journal of Political Science*.

Dollery and Grant (2011) as a tension rather between ‘autonomy’ and ‘oversight’. In considering this tension, Chapter 6 takes an ‘institutional approach’ to the question. Lowndes and Leach (2004, 560) characterise this approach as one wherein legal/authority-based definitions of institutions assume the primary locus of inquiry. In other words, while it is recognised that ‘political institutions do not *determine* the behaviour of political actors’, they nevertheless ‘shape political behaviour by providing a relatively systematic and stable set of opportunities and constraints’ or ‘*enforced prescriptions*’ of behaviour (Lowndes and Leach 2004, 560; emphasis added).

Chapter 6 argues that paradoxically, Australian local government reform processes have been characterised, on the one hand, by an expanded field of responsibilities due to the granting of general competence powers in the reform of all local government acts from 1989, while on the other hand, increased oversight by state governments as documented by Dollery, O’Keefe and Crase (2009). Drawing on the distinction between ‘home rule’ and ‘Dillon’s rule’, as applicable to local government in the United States, Chapter 6 explores how the principle of home rule could be applied to the Australian local government milieu as a means of marking out potential areas of increased autonomy for local governments. It is argued that while the application of ‘home rule’ to Australian local government would by no means legislatively enshrine local autonomy, it could form an important check upon unmitigated state government oversight of, and interference with local government. It is also suggested, following Briffault (2004), that a nuanced understanding of the concept of ‘home rule’ provides not only for enhanced fiscal capacity for local governments, but allows for planning to be undertaken on a regional basis. Understood in this sense, Home Rule denotes not a concept of absolute local

government autonomy, but a principle around which state and local government relationships are organised.

Proposition 3 of place-shaping argues for councils to assume a far more active role in economic development, where the distinctions between the public and private spheres are significantly eroded; for example, through public-private partnerships and shared services between local authorities (see, for example, Dollery, Grant and Akimov 2010). Similarly, under these conditions, distinctions between politics and administration, and between council and community, are blurred, such that citizens become active in decision-making procedures.

Arguably, much of the promise of these elements of place-shaping is contained in both the theory and practice of community engagement, particularly with respect to planning procedures and community development. Further, community is a central political concept, and Chapter 7 of the argument, Grant, Dollery and Kortt (2011) moves to consider this in relation to place-shaping, again by adopting the ‘institutional approach’ as defined by Lowndes and Leach (2004).

A touchstone of place-shaping is what Harold Laski (1938, 411) called ‘the genius of place’ or what Jeff Malpas (1999), in his construction of a philosophy of place and experience, argued is both the epistemological and phenomenological reality of place, defined at least in part by difference *between* places. This difference is relied upon by theories of political economy that are concerned with local and federal systems (Tiebout 1956; Hirschman 1970; Oates 1990) and is also defended by other contemporary political and social theorists such as Iris Young (1990) and John Gray, (1993), as discussed in Chapter 4. Chapter 7 provides an account of community plans as an increasingly salient mechanism of the planning process across Australian state and territory jurisdictions. The empirical investigation undertaken in Chapter 7

reveals that while there is some replication of technique in the design of consultation processes and the gathering of data underlying particular plans, the legislative and regulatory frameworks exhibit significant dissimilarity; and this, despite the federal government (specifically the Council of Australian Governments (COAG)) having some role in attempting to ensure a degree of functional continuity across jurisdictions (see, for example DAF 2011) Further, the legislative and regulatory frameworks of different jurisdictions allows some that are more readily able to grasp the nettle of community engagement and economic development to do so (NSW and Western Australia for example); others are more concerned with welfare and service provision (South Australia and the Northern Territory). Nor is this a bad thing: The differentiation between jurisdictions is a touch-stone not just of place-shaping but of theories of federalism as well.

Chapter 8 of the discussion, Grant and Dollery (2011d) is concerned with Proposition 4 of the place-shaping mode of local government reform, namely the hesitancy to engage in jurisdictional reform *except* when a lack of this type of reform impedes the potential place-shaping role of local government. Here there is a return to the federal arena of Australian politics where the argument examines current, bipartisan support for the recognition of local government in the Australian Constitution in conjunction with the place-shaping mode of local government reform. Chapter 8 commences by observing that, when viewed historically, the current enthusiasm for Constitutional recognition can be viewed cynically as the third attempt at recognition under successive generations of federal Labor governments; an attempt which is very likely to fail. Despite this understandable cynicism, Chapter 8 examines changes to the rhetoric in constitutional recognition debates, arguing that this rhetoric is indicative of the view of many individuals; namely, that local

government ought to be regarded as something more than merely an ‘instrumental’ conduit of both state and local government services. Nevertheless, the debate surrounding constitutional recognition of local government has been significantly hampered by a misunderstanding of the role of symbolism in politics – a role that the place-shaping mode of reform seeks to correct.

Chapter 8 then examines how symbolism, conceived as an element of place-shaping, can play a significant role in the achievement of constitutional recognition; and this by way of examining the results of polling conducted by Newspoll for A. J. Brown in 2008. Through an interpretation of these results, and by way of an extension to Brown’s (2008) arguments, it is suggested that a positive, symbolic role for local government ought to assume far greater salience in Australian politics and would assist in achieving a different result to that in 1974 and 1988 should a referendum be held in the near future.

The two political concepts that are most relevant in place-shaping as a mode of local government reform, and that link together to constitute its essence, are devolution (represented by Proposition 2; discussed in Chapter 6) and leadership, represented by Proposition 5. Indeed the latter states that: ‘For the place-shaping mode of municipal reform, changes to management and organization ought to be directed by an emphasis on the development of leadership generally and executive leadership in particular’.

Chapter 9, Grant, Dollery and Gow (2011) considers how leadership could be strengthened in the context of Australian local government, and whether or not this would be a good thing. Previous work (Grant, Dollery and Crase 2008) had taken what can be labelled a ‘deontological’ approach to theories of leadership (examining, for example, types of leadership theory such as ‘trait’ based theories and member

exchange theory). In contrast, Chapter 9 again takes the ‘institutional approach’ identified by Lowndes and Leach (2004, 560). In adopting this approach, Chapter 9 compares the overwhelmingly dominant form of municipal leadership in Australia, the council-manager form wherein mayors are elected in a cabinet mode, with the mayor-council form popular in both very small and very large municipalities in America and some countries of Europe, where mayors are elected at large and assume both the peak executive political and administrative roles.

It is argued that despite what might be termed the intrinsic appeal of stronger leadership in Australian local government, particularly in smaller municipalities (where a lack of qualified individuals may suggest a blurring of the political-administrative divide) and in larger municipalities (where highly visible leadership could be seen as an advantage), implementing the mayor-council model in the Australian context would prove problematic for several reasons. In particular, it is argued that the operation of representation and accountability would alter to a more populist mode, a mode which would nevertheless be frustrated due to the nature of state government oversight in all jurisdictions in Australia and the lack of powers that local government has.

Chapter 9 thus errs on the side of caution with respect to altering the institutional form of leadership in the Australian context. Nevertheless, the discussion does point to a potential area of comparative research, namely a study of the differences in the operation of NSW mayors elected ‘at large’ (currently numbering 31 in total) and those elected in the traditional way via the cabinet model. Further, through the willing cooperation of several local government professionals across several jurisdictions, the research undertaken for this paper reveals the very subtle relationships between elected and appointed executives in Australian local

Government. A heightened role for leadership is not totally discounted by the research undertaken here; rather it is suggested that any such heightened role ought to be fostered at an ethical level (discussed at length in Chapter 11) rather than involving legislative reforms.

While Chapter 9 is thus concerned with the institutional and ethical form of leadership at local level, Chapter 10 examines Proposition 6 of the place-shaping mode of local government reform, which asserts that place-shaping *necessarily* moves beyond procedural-political' concerns 'to provide a conceptual account of the municipality which aligns with a trajectory of local economic development specifically and the development of sustainable civil society more generally.' In so doing, Chapter 10, Grant, Dollery and van der Westhuizen (2011)<sup>4</sup>, undertakes an analysis of the community planning process for the newly formed Local Government Area City of Greater Geraldton, located in the rapidly changing context of the Western Australian mining boom. The case study finds that the City of Greater Geraldton's Community Strategic Plan (CSP) does conform to the legislative and regulatory guidelines as set down by the Western Australian Government as an element to a (complex) planning framework. Further, this strategic plan employed some innovative techniques in gathering the opinion of community members, in particular, the formation of public-private partnerships to drive the engagement of citizens' with the planning process. This effectively created a local ideational vision and heightened sense of community ownership.

However, Chapter 10 also argues that the City of Greater Geraldton's CSP exhibits some flaws, which are representative also of some of the criticisms levelled at place-shaping in Chapter 4. Of most concern is the plan's reliance upon consultants

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<sup>4</sup> A revised version of this paper is currently under review with the journal *Space and Polity*.

– not merely from outside council, but from outside Australia – to the extent that ‘the global production of local space’ becomes partially evident in the plan, rather than the community being asked to develop its own plan for economic development. It is also suggested (again in line with the criticisms of place-shaping discussed in Chapter 4) that the opportunity to be engaged with the planning process may have favoured particular elements of the community, and that the lack of empirical data underlying the plan – particularly in the face of considerable private sector investment related to mining in the local government area and immediately adjacent to it – has led to some planning recommendations that are not sensibly accommodative of this investment and accompanying change.

Chapter 11, Grant and Fisher (2011), lies outside the scope of the six propositions constitutive of place-shaping as originally conceived. Nevertheless, it makes a contribution to the development of place-shaping and our consideration of its applicability to the Australian milieu. As we have seen, place-shaping recommends significant behavioural reform, both from local political actors, local government employees (particularly those holding managerial positions) and, to the extent that they become involved in local government, citizens of municipalities. Yet this demand for what might be called ethical or attitudinal reform is deeply problematic in the context of a liberal society, as is discussed in Chapter 4.

Chapter 11 takes up the challenge of providing an ethical theory for local government by examining the applicability of Mark Moore’s (1995) theory of public value to the Australian local government context. It is argued that an adoption of the ideas of public value reinforces the validity of local government at an ethical level, not only for those directly involved, but also for those entrusting local government to

act on their behalf, and in a manner similar to that suggested by Jim Chandler (2006; 2007) in the context of English local government.

After briefly outlining the recent controversies surrounding Moore's (1995) theory in an attempt to clarify them, Chapter 11 returns to the original text and provides a detailed, 'two-tier' account of the theory: A 'simple' account of public value (by way of a parable) and a more complex, theoretical account of the concept which entails an account of liberal government, inclusive of the justification of public goods, and the place of managerial activity in this normative theory.

Chapter 11 then argues, *contra* the objections of Rhodes and Wanna (2007) to the applicability of the theory of public value to Westminster systems, that Moore's (1995) theory provides an ethically defensible account of increased managerial decision-making, albeit with a traditional model of political oversight. In effect, it is argued that it is precisely because local governments are creatures of statute, rather than sovereign bodies organised according to principles of ministerial responsibility, that Moore's (1995) theory of public value is suited to Australian local government as a general heuristic by which the possibilities – and limits – of local government action ought to be understood. This is reflected most acutely in the fact that the unitary form of leadership that Australian local government shares with its American counterpart – the council-manager form – places a degree of responsibility with appointed executives. Such a level of responsibility is not defensible at state or Commonwealth government levels in Australia. Yet it is in the case in local government in Australia. This reveals that local governments operate in a far more entrepreneurial manner than their counterparts in Australia's federal system.

Chapter 11 also argues that as a normative theory and mode of ethics for public sector managers, public value applies not just to executives in Australian local

government, but also to every local government employee in the sense that all manage an element of the public sector – even if it be their own labour and the computer in front of them. This egalitarian nature of the theory, not previously pointed out despite extensive secondary literature, encourages all local government employees to search for public value in their work, thereby jettisoning any image of the staid council employee.

With the publication of Gerry Stoker's (2011) article 'Was Local Governance Such a Good Idea? A Global Comparative Perspective' in *Public Administration*, the opportunity to revisit the arguments concerning place-shaping as a mode of local government reform as a concluding chapter to this thesis became possible. The Conclusion, Grant and Dollery (2011e)<sup>5</sup>, revisits many of the arguments contained in various chapters of the thesis. A slightly revised account of reforms to English local government (as presented in Chapter 4) is reiterated, as is an account of Stoker's (2004) concept of 'Networked Community Governance' and Stoker's (2006) theory of 'Public Value Management'. Stoker's (2011) three reservations with respect to 'Networked Community Governance' are then critically examined. It is argued that several of these criticisms were presaged in earlier published articles contained within this thesis and these observations are made evident. Further, it is also argued that Stoker's (2011) equating of place-shaping with the 'soft-power' of international relations theory (Nye 1999; 2004) is incorrect. On the contrary, it is argued, in concert with the iterations of the theory of place-shaping discussed in Chapters 3 and 4, then developed in Chapter 5, that a place-shaping role for local government incorporates both 'hard power' and 'soft power', and that more fundamentally it

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<sup>5</sup> The Conclusion to the thesis is a revised version of Grant and Dollery (2011a), the refereed paper from the 2011 Conference Proceedings of the Australian Political Science Association Annual Conference, September 26-28, Canberra. This version of the paper is available online [here](#) as part of the Conference Proceedings.

rejects the distinction between these two forms of power. The discussion then turns to the potential contribution of place-shaping in Australian local government, arguing for the maintenance of the integrity of the sector against attempts to diffuse its authority emanating from both federal and state governments, and restating the positive role that ideational politics can play at the local level, particularly in terms of economic development.

To re-state the thesis: Australian local government is de-valued because it is perceived primarily as an instrumental, rather than a political institution. Place-shaping as a mode of institutional reform points the way to a reinvigorated Australian local government sector, entailing not merely instrumental responsibilities but also ideational roles in the forms of history, locale and identity, which can significantly assist local government to fulfil its potential. This does not necessarily entail that in searching out options for reform, state and federal governments ought to pursue all avenues for increased leadership at the local level and increased devolution to the local level of political authority. On the contrary, there is room for caution, if not conservatism, in this regard. Nevertheless, it is the ideational and symbolic elements of local government that need to be encouraged if its promise as an institutional form is to be realised.

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## Part One

### *Exposition: Local Government Reform in Comparative Perspective: History, Policy and Theory*

## Chapter 1

Kelly, A., Dollery, B. E. and Grant, B. (2009).  
‘Regional Development and Local Government:  
Three Generations of Federal Intervention’.  
*Australasian Journal of Regional Studies*, 15(2):  
171-193.

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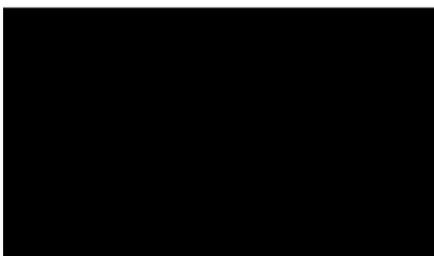
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Type of work	Page number/s
Text of article; original analysis	pp. 183-186 of publication
Text of article; organisation of research by first and second authors; adding to research by original authors	Whole of article [Dollery wrote 'Introduction'. Kelly wrote sections 2, 3 and 4. Grant wrote sections 5 and 6 and structured the article].

Name of Candidate: Bligh James Grant

Name/title of Principal Supervisor: Brian E. Dollery



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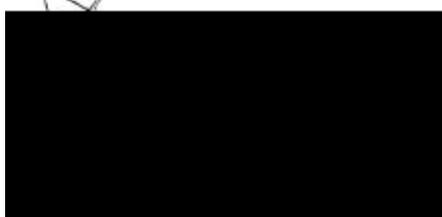
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Candidate	Bligh Grant	30
Other Authors	Andrew Kelly	60
	Brian Dollery	10

Name of Candidate: Bligh James Grant

Name/title of Principal Supervisor: Brian Dollery



Candidate

10 December 2011  
Date



Principal Supervisor

10 December 2011  
Date

## Chapter 2

Dollery, B. E. and Grant, B. (2011). 'Economic Efficiency versus Local Democracy? An Evaluation of Structural Change and Local Democracy in Australian Local Government', *Journal of Interdisciplinary Economics*, 23: 1-20.

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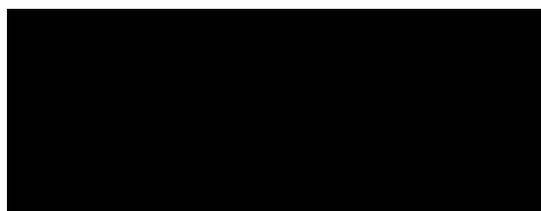
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Text of article; original analysis	pp. 3-19 of publication; sections 2-6 inclusive. [Dollery wrote 'Introduction' and provided editorial advice over several revisions].

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Name/title of Principal Supervisor: Brian E. Dollery



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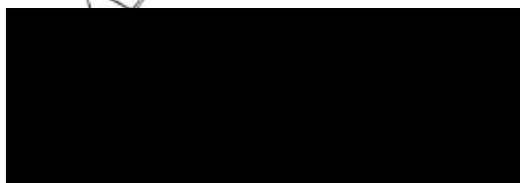
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Candidate	Bligh Grant	80
Other Authors	Brian Dollery	20

Name of Candidate: Bligh James Grant

Name/title of Principal Supervisor: Brian Dollery



Candidate

10 December 2011  
Date



Principal Supervisor

10 December 2011  
Date

## Chapter 3

Grant. B. Dollery, B. E. and Crase, L. (2009).

‘The Implications of the Lyons Report into  
Local Government in England for Structural  
Reform in Australian Local Government’,  
*International Journal of Public Administration*,  
32 (10): 852-867

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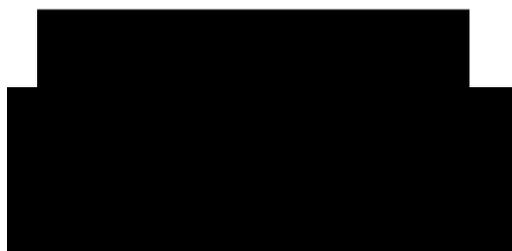
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Text of article; original analysis	pp. 852-867 of publication. The article was co-written by Grant and Dollery. Grant wrote and structured the article. Dollery provided deep editorial input. Crase provided some editorial input.

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Name/title of Principal Supervisor: Brian E. Dollery



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	Author's Name (please print clearly)	% of contribution
Candidate	Bligh Grant	70
Other Authors	Brian Dollery	20
	Lin Crase	10

Name of Candidate: Bligh James Grant

Name/title of Principal Supervisor: Brian Dollery



Candidate

10 December 2011  
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Principal Supervisor

10 December 2011  
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## Part Two

### *Critique: Theory of Place-Shaping*

## Chapter 4

Grant, B. and Dollery, B. E. (2011). 'Political Geography as Public Policy? Place-shaping as a Mode of Local Government Reform'. *Ethics, Policy & Environment*, 13(2): 193-209.

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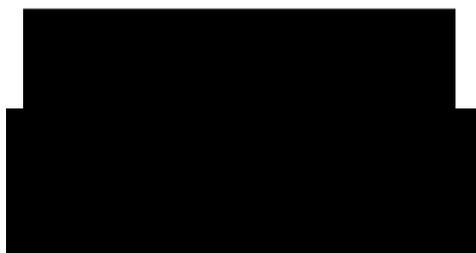
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Candidate	Bligh Grant	80
Other Authors	Brian Dollery	20

Name of Candidate: Bligh James Grant

Name/title of Principal Supervisor: Brian Dollery



Candidate

10 December 2011  
Date



Principal Supervisor

10 December 2011  
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## Chapter 5

Grant, B. and Dollery, B. E. (2010). 'Place-Shaping by Local Government in Developing Countries: Lessons for the Developed World'. *International Journal of Public Administration*, 33 (5): 251-261.

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Name/title of Principal Supervisor: Brian E. Dollery



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Candidate	Bligh Grant	80
Other Authors	Brian Dollery	20

Name of Candidate: Bligh James Grant

Name/title of Principal Supervisor: Brian Dollery



Candidate

10 December 2011  
Date



Principal Supervisor

10 December 2011  
Date

## Part Three

# Investigations in Australian Politics

## Chapter 6

Grant, B. and Dollery, B. E. (2011). 'Principles of Autonomy in the United States and the Implications for Australian Local Government'. *CLG Working Paper 01-2011*

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Name/title of Principal Supervisor: Brian E. Dollery



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Candidate	Bligh Grant	80
Other Authors	Brian Dollery	20

Name of Candidate: Bligh James Grant

Name/title of Principal Supervisor: Brian Dollery



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10 December 2011  
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## Chapter 7

Grant, B., Dollery, B.E. and Kortt, M. (2011).  
‘Australian Local Government and Community  
Engagement: Are All Our Community  
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*CLG Working Paper 04-2011.*

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	Author's Name (please print clearly)	% of contribution
Candidate	Bligh Grant	70
Other Authors	Brian Dollery	25
	Kortt	5

Name of Candidate: Bligh James Grant

Name/title of Principal Supervisor: Brian Dollery



Candidate

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Date



Principal Supervisor

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## Chapter 8

Grant, B. and Dollery, B. E. (2011).  
‘Symbolism and Tokenism in Constitutional  
Reform of Australian Local Government’. *CLG  
Working Paper 03-2011*.

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Name/title of Principal Supervisor: Brian E. Dollery



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Other Authors	Brian Dollery	20

Name of Candidate: Bligh James Grant

Name/title of Principal Supervisor: Brian Dollery



Candidate

10 December 2011  
Date



Principal Supervisor

10 December 2011  
Date

## Chapter 9

Grant, B., Dollery, B. E. and Gow, J. (2011).  
‘Local Democracy and Local Government  
Efficiency: The Case of Elected Executives in  
Australian Local Government’. *Australian  
Journal of Political Science*, 46(1): 53-69.

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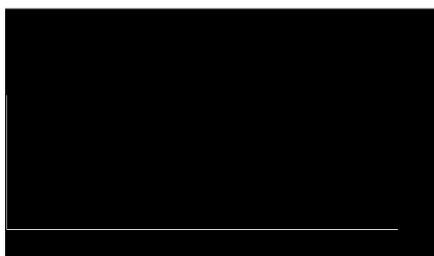
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Name/title of Principal Supervisor: Brian E. Dollery



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Candidate	Bligh Grant	80
Other Authors	Brian Dollery	15
	Jeff Gow	5

Name of Candidate: Bligh James Grant

Name/title of Principal Supervisor: Brian Dollery



Candidate

10 December 2011  
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Principal Supervisor

10 December 2011  
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## Chapter 10

Grant, B. Dollery, B. E. and van der Westhuizen, G. (2011). 'Australian Local Government and Community Engagement: A Case Study of Geraldton, Western Australia.' *CLG Working Paper 03-2011*.

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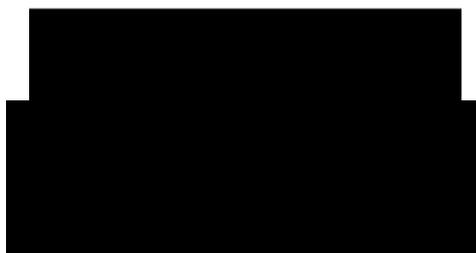
(To appear at the end of each thesis chapter submitted as an article/paper)

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Type of work	Page number/s
Text of article; original analysis	pp. 1-37 of publication [Grant wrote and structured the article. Dollery provided deep editorial advice. Van der Westhuizen provided some editorial advice].

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Name/title of Principal Supervisor: Brian E. Dollery



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Candidate	Bligh Grant	80
Other Authors	Brian Dollery	15
	Gert Van der Westhuizen	5

Name of Candidate: Bligh James Grant

Name/title of Principal Supervisor: Brian Dollery



Candidate

10 December 2011  
Date



Principal Supervisor

10 December 2011  
Date

## Chapter 11

Grant, B. and Fisher, J. (2011). 'Public Value: Positive Ethics for Australian Local Government.' *Journal of Economic & Social Policy* 14(2). *Special Edition on Local Government and Local Government Policy in Australia*, edited by Brian E. Dollery and Bligh Grant, Article 7.

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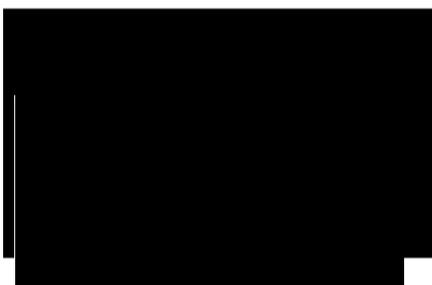
(To appear at the end of each thesis chapter submitted as an article/paper)

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Type of work	Page number/s
Text of article; original analysis	Entire article ( <i>Journal of Economic and Social Policy</i> does not paginate new on-line format). [Grant wrote and structured the article. Fisher provided deep editorial input].

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Name/title of Principal Supervisor: Brian E. Dollery



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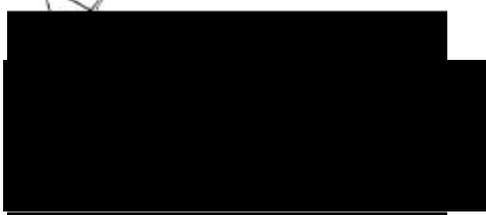
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Other Authors	Brian Dollery	20

Name of Candidate: Bligh James Grant

Name/title of Principal Supervisor: Brian Dollery



Candidate

10 December 2011  
Date



Principal Supervisor

10 December 2011  
Date

## Conclusion

Grant, B. and Dollery, B. E. (2011). 'Regrets? He's Had A Few: The Implications of Gerry Stoker's (2011) Revisionism for Australian Local Government Reform'. Australian Political Studies Association Annual Conference Proceedings, September 26-28, Canberra, 2011.

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Type of work	Page number/s
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Name/title of Principal Supervisor: Brian E. Dollery



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Candidate

10 December 2011  
Date



Principal Supervisor

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Date