THE RELATIONSHIP BETWEEN
GOVERNMENT AND NON GOVERNMENT
SECTORS: THE CASE OF TASMANIA

Courtney Jane Webber

Bachelor of Arts (Hons)

Submitted in fulfilment of the requirements for the degree of Doctor of
Philosophy

University of Tasmania

June 2014
Declaration of Originality

This thesis contains no material which has been accepted for a degree or diploma by the University or any other institution, except by way of background information and duly acknowledged in the thesis, and to the best of my knowledge and belief no material previously published or written by another person except where due acknowledgement is made in the text of the thesis, nor does the thesis contain any material that infringes copyright.

Signed: ..............................................................................................................

Date: 4 June 2014.............................................................................................
Authority of Access

This thesis may be made available for loan and limited copying and communication in accordance with the Copyright Act 1968

Signed: ................................................................................

Date: 4 June 2014.................................................................
Statement of Ethical Conduct

The research associated with this thesis abides by the international and Australian codes on human and animal experimentation, the guidelines by the Australian Government's Office of the Gene Technology Regulator and the rulings of the Safety, Ethics and Institutional Biosafety Committees of the University.

Signed: ..............................................................................................

Date: 4 June 2014..................................................................................
ACKNOWLEDGEMENTS

I would like to thank the hard work and valuable support and supervision from my supervisor, Dr Megan Alessandri. I have had the good fortune to have had Dr Alessandri supervise both my Honours and PhD dissertations and her guidance throughout my university and early working career has been invaluable. Thank you Megan for your time, support and mentorship during my career.

I would also like to thank the School of Social Sciences (formerly the School of Government) for their continued support and assistance. I would particularly like to single out: Dr Robert Hall for his expert knowledge on public administration and power theory and all his kind words; Prof. Richard Eccleston and Assoc. Prof Kate Crowley for continued support and Prof. Aynsley Kellow for his assistance. I am incredibly grateful.

Thank you as always to my parents, family, friends and work colleagues who have been so supportive.
<table>
<thead>
<tr>
<th>Acronym</th>
<th>Full Form</th>
</tr>
</thead>
<tbody>
<tr>
<td>ACOSS</td>
<td>Australian Council of Social Services</td>
</tr>
<tr>
<td>APS</td>
<td>Australian Public Service</td>
</tr>
<tr>
<td>ASF</td>
<td>Agency Sector Forum</td>
</tr>
<tr>
<td>CSO</td>
<td>Community Sector Organisation</td>
</tr>
<tr>
<td>DCHS</td>
<td>Department of Community and Health Services</td>
</tr>
<tr>
<td>DHHS</td>
<td>Department of Health and Human Services</td>
</tr>
<tr>
<td>DPAC</td>
<td>Department of Premier and Cabinet</td>
</tr>
<tr>
<td>NPM</td>
<td>New Public Management</td>
</tr>
<tr>
<td>NGO</td>
<td>Non Government Organisation</td>
</tr>
<tr>
<td>NCP</td>
<td>National Competition Policy</td>
</tr>
<tr>
<td>RCAGA</td>
<td>Royal Commission Australian Government Administration</td>
</tr>
<tr>
<td>TasCOSS</td>
<td>Tasmanian Council of Social Services</td>
</tr>
<tr>
<td>The Plan</td>
<td>Tasmania’s Community Services Industry Plan</td>
</tr>
<tr>
<td>TPA</td>
<td>Trade Practices Act</td>
</tr>
<tr>
<td>TSS</td>
<td>Tasmanian State Service</td>
</tr>
<tr>
<td>UK</td>
<td>United Kingdom</td>
</tr>
<tr>
<td>NZ</td>
<td>New Zealand</td>
</tr>
</tbody>
</table>
ABSTRACT

The role of Government in the 21st century has been dynamic and is rapidly changing beyond conventional understandings of public administration. Widespread reform to public administration across most developed countries has occurred, with Australia no exception. Whilst changes driven under ‘new public management’ (NPM) are well covered within public administration literature its transformation has not been limited to these restructuring efforts.

This thesis examines the mechanisms available for actors and non-government organisations to participate in the policy process. In doing so it considers whether bureaucratic traditions are fundamentally resistant to consultative changes. Despite the span of literature on the increasing use of consultation in policy making, there is limited applied investigation of consultative changes. This thesis bridges the gap between theoretical understandings of consultation and its practice. In doing so it provides critical scrutiny of the challenges and barriers facing government and non-government sectors.

Tasmania’s Health and Community Sector provides an illuminating example of the challenges facing government and non-government organisations. This sector has undergone significant changes in the business of policy-making with several attempts made by the State to move towards partnership style arrangements. In doing so policy makers in both government and non-government sectors have faced significant challenges as they move into a new realm of policy making, one where each sector is increasingly reliant on working with the other.

Overwhelmingly this thesis illustrates significant challenges and barriers faced in the new policy paradigm. Whilst consultation has indeed brought forward higher levels of trust and reciprocity in the policy process, there remain significant structural barriers to an effective working relationship. Key issues include organisational memory and long term policy planning. The case of Tasmania illustrates that consultation appears to be embraced in spirit if not in practice. These findings provide significant lessons to policy making; lessons not simply confined to Tasmania. With governance increasingly perceived as a 'balancing act' between government and community sectors, the findings of this dissertation are noteworthy. This thesis highlights challenges facing consultation and collaboration between these two sectors.
# TABLE OF CONTENTS

Acknowledgements ........................................................................................................... 9  
List of Acronyms ............................................................................................................... 11  
ABSTRACT ......................................................................................................................... 13  
INTRODUCTION ................................................................................................................ 19  
CHAPTER ONE: RESEARCH APPROACH AND METHODOLOGY ................................... 33  
CHAPTER TWO: REVIEW OF LITERATURE .................................................................... 63  
CHAPTER THREE: POLICY CONSULTATION: THEORETICAL PERSPECTIVES .......... 119  
CHAPTER FOUR: FRAMING GOVERNMENT AND NON GOVERNMENT SECTOR RELATIONSHIPS IN TASMANIA ......................................................... 167  
CHAPTER FIVE: DATA ANALYSIS .................................................................................. 217  
CHAPTER SIX: DISCUSSION OF PRIMARY RESEARCH .............................................. 289  
CONCLUSION .................................................................................................................... 351  
REFERENCES .................................................................................................................. 369  
APPENDIX 1: INTERVIEW DATA ................................................................................... 419  
APPENDIX 2: INTERVIEW QUESTIONS ......................................................................... 539  
APPENDIX 3: ETHICS INFORMATION ........................................................................... 541
LIST OF TABLES AND FIGURES

TABLE 1: Key Informants (Government Sector) 219
TABLE 2: Key Informants (Non-Government Sector) 219
TABLE 3: Interpreted Government Narrative 222
TABLE 4: Interpreted Non-Government Narrative 225
TABLE 5: Levels of Trust between Government and Non-Government Sector Organisations 257
FIGURE 1: “TRUST BUILDING LOOP” 296