LOCAL GOVERNMENT AND CHANGE - THE INFLUENCE OF ORGANISATIONAL IDENTITY ON THE DECONSTRUCTION AND RECONSTRUCTION OF REALITIES FOR MANAGERS

by

Debra Ann Mudra

BEd (ECE), UNE, BTeach (ECE) UNE

A thesis submitted for the degree of

Doctor of Philosophy

Of the University of New England

October 2013

Principal Supervisor

Dr Rhonda Forrest

Associate Supervisor

Professor Margaret Sims

ABSTRACT

This thesis reports on a case study about the engagement in change processes of ten local government managers and their community in an Australian regional city. The meaning of 'engagement in change' and its associated processes by staff and the community took on different guises as managers tried to navigate through the complexities of multiple interpretations and realities. This often resulted in frustration and disengagement and made implementing change more confronting. Compounding these complexities were policies and practices that often left community members confused and disengaged. While children held strong self-identities as community members, conflicting adult images of children as vulnerable and immature emerged as an influence on the levels of engagement for children.

The research found that when managers' values were in conflict with the organisation, they went through a process of reframing, whereby they deconstructed and reconstructed their realities in an attempt to make sense of the change and to align their values. However, the study revealed little nexus between organisational values and those held by the community to which managers' served. This study deepened the understandings of the ethical dilemmas faced by managers in a rapidly changing social and political environment.

The thesis argues that in order to facilitate positive change outcomes for managers and the community there needs to be changes to policy and practice

within local government and investment in growth and development opportunities for managers. The study presents a model for supporting managers in their quest to become authentic leaders principled with a strong sense of community.

In addition, the thesis explores the reflexivity associated with undertaking ethical research where the researcher, also a manager in the local government in this study, was embedded in the culture, processes and outcomes of the organisation.

The findings and recommendations have implications for the public good as it informs both policy and practice that exists within local government. Furthermore, these outcomes present the opportunity for application and transferability to the broader public and private sector.

TABLE OF CONTENTS

ABSTRACT	I
TABLE OF CONTENTS	III
LIST OF FIGURES	VII
LIST OF TABLES	VIII
STATEMENT OF AUTHORSHIP	IX
ACKNOWLEDGMENTS	X
CHAPTER 1	1
AN INTERPRETIVIST VIEW OF LOCAL GOVERNMENT	
Introduction	1
Ontological and epistemological assumptions	2
The social construction of reality in organisations	6
Change and social construction	
Learning that take place during change	
Local government, participation and decision making	
Social and cultural impacts	
Technocratic versus participatory paradigms	
Technocentric and political approaches to social issues	
Local government core social responsibilities	
Rights issues	
Situating the researcher	
Limitations of the research	
Addressing the limitations	
The research questions	
Overview of chapters	26
CHAPTER 2	29
LITERATURE REVIEW	29
Introduction	
Local councils - the third tier of government	
Legislative role in Victoria	
Leadership, planning and advocacy	
Functions of local government	
Financial management	
Democracy and participation	
Local government reform and the social agenda of communities	41
Reforms or control?	
Liberalism	45
Private versus public good debate	46
Economic rationalisation	49
Public sector identity	50
Change management	
The many faces of change	
Frameworks of change management	
Leadership and culture	
Leadership during change	
Leadership, relationships and communication	
Can an apple be an orange?	
Follow the leader: The role of the followers	
Understandings around change	72
The dynamics between leaders and followers	73

Heart and head	
The cost of emotional intelligence deficit	
Compliance or courage	
Community – a backdrop for common good	
The legislative context for civic participation	
Citizenship and local government	
Citizens' rights as a catalyst for change	8
Participation and the role of leadership	84
Promoting equity through participatory process	
Participation– real or tokenistic	
Community engagement	
Models of community engagement	
Synthesis	
CHAPTER 3	97
THE METHODOLOGY	97
Introduction	
Conceptual framework of change management	
Appropriateness of qualitative research in management studies	
Case study methodology	
Philosophy of Phenomenology	
The application of phenomenological theory	
Research design	
Defining the 'case'	
Selecting the site	
The participants	
Managers	111
Adult community participants	112
Child participants	113
The data collection methods and process	
Interviewing as a technique	
Semi-structured interviews as a data collection tool	116
Interviewing skills	
The interview process with managers	
The qualitative surveys	
The process of disseminating the questionnaire	
Story writing and interviews as data collection tools with children	
The process of undertaking interviews and storytelling with children	
Data collection timetable	
Review of documents	
Data analysis	
Ethical considerations	
Reflexivity and ethical research	
Ethical considerations for managers	135
Ethical considerations for adult community members	136
Ethical considerations for child participants	
Ensuring rigor in qualitative data collection and analysis	
Truth value, establishing credibility	
Triangulation	
Applicability – the transferability of case study findings	
Consistency defined in terms of dependability	1 42
Shaping the new way forward for change	
•	
CHAPTER 4	
COMMUNITY – WITHIN A POLITICAL TOPOGRAPHY	146
Introduction	
Identity through a community lens	148

	Identity: citizens and consumers	150
	The lived experience of consultation by adult community members	
	Identity and rights: children's worldview	
	Identity: children and local government	157
	Conflicting identities of children	
	Identity: managers' worldview of children	
	Synthesis	163
СНАРТ	ER 5	166
IDEN	TITY AND ITS INFLUENCE ON CHANGE	166
	Introduction	166
	Identity through managers' lenses	168
	The workplace environment	
	The use of language	
	Decision making	
	Identity: the influence on manager development	
	Change	
	Identity and change	
	Contradictory tension of change	
	Attitudes to change	177
	Identity: surrendering to the organisation	178
	Changed meaning	
	Missing pieces of information	
	For the good of the whole	
	Renegotiation of values	
	From consciousness to function	
	Contextual change	
	Synthesis	
	•	
CHAPT	ER 6	102
	LA V	192
	TITY: TRANSLATIONS AND LANGUAGE MEANING	192
	TITY: TRANSLATIONS AND LANGUAGE MEANINGIntroduction	192 192
	TITY: TRANSLATIONS AND LANGUAGE MEANING	192 192 193
	TITY: TRANSLATIONS AND LANGUAGE MEANING	192 192 193 194
	TITY: TRANSLATIONS AND LANGUAGE MEANING	
	TITY: TRANSLATIONS AND LANGUAGE MEANING	
	TITY: TRANSLATIONS AND LANGUAGE MEANING	
	TITY: TRANSLATIONS AND LANGUAGE MEANING	
	TITY: TRANSLATIONS AND LANGUAGE MEANING	
	TITY: TRANSLATIONS AND LANGUAGE MEANING. Introduction Identity and the right to participate Policy rhetoric versus practical interpretations Lost in translation Impact on community relationships Managers' beliefs regarding others right to be consulted The impact of language during internal dialogue Disconnect between language used and meaning Use of common language to convey meaning	
	TITY: TRANSLATIONS AND LANGUAGE MEANING. Introduction Identity and the right to participate Policy rhetoric versus practical interpretations Lost in translation Impact on community relationships Managers' beliefs regarding others right to be consulted The impact of language during internal dialogue Disengagement and disillusionment Disconnect between language used and meaning Use of common language to convey meaning Shared meaning: Conversation versus consultation	
	TITY: TRANSLATIONS AND LANGUAGE MEANING. Introduction Identity and the right to participate Policy rhetoric versus practical interpretations Lost in translation Impact on community relationships Managers' beliefs regarding others right to be consulted The impact of language during internal dialogue Disconnect between language used and meaning Use of common language to convey meaning	
IDEN	TITY: TRANSLATIONS AND LANGUAGE MEANING. Introduction Identity and the right to participate Policy rhetoric versus practical interpretations Lost in translation Impact on community relationships Managers' beliefs regarding others right to be consulted The impact of language during internal dialogue Disengagement and disillusionment Disconnect between language used and meaning Use of common language to convey meaning Shared meaning: Conversation versus consultation	
IDEN	TITY: TRANSLATIONS AND LANGUAGE MEANING. Introduction Identity and the right to participate Policy rhetoric versus practical interpretations Lost in translation Impact on community relationships Managers' beliefs regarding others right to be consulted. The impact of language during internal dialogue Disengagement and disillusionment Disconnect between language used and meaning Use of common language to convey meaning Shared meaning: Conversation versus consultation Synthesis ER 7	192 193 194 196 197 199 202 203 204 206 208 209
IDEN	TITY: TRANSLATIONS AND LANGUAGE MEANING. Introduction Identity and the right to participate Policy rhetoric versus practical interpretations Lost in translation Impact on community relationships Managers' beliefs regarding others right to be consulted The impact of language during internal dialogue Disengagement and disillusionment Disconnect between language used and meaning Use of common language to convey meaning Shared meaning: Conversation versus consultation Synthesis	
IDEN	TITY: TRANSLATIONS AND LANGUAGE MEANING. Introduction Identity and the right to participate Policy rhetoric versus practical interpretations Lost in translation Impact on community relationships Managers' beliefs regarding others right to be consulted. The impact of language during internal dialogue. Disengagement and disillusionment Disconnect between language used and meaning Use of common language to convey meaning Shared meaning: Conversation versus consultation Synthesis ER 7. ERSHIP EMBEDDED IN A SENSE OF COMMUNITY Introduction	192 193 194 196 197 199 202 203 204 206 208 209 211
IDEN	TITY: TRANSLATIONS AND LANGUAGE MEANING. Introduction Identity and the right to participate. Policy rhetoric versus practical interpretations. Lost in translation Impact on community relationships. Managers' beliefs regarding others right to be consulted. The impact of language during internal dialogue. Disengagement and disillusionment. Disconnect between language used and meaning. Use of common language to convey meaning. Shared meaning: Conversation versus consultation. Synthesis ER 7. ERSHIP EMBEDDED IN A SENSE OF COMMUNITY. Introduction Reflections of the research journey.	192 193 194 196 197 199 202 203 204 206 208 209 211 211
IDEN	TITY: TRANSLATIONS AND LANGUAGE MEANING. Introduction Identity and the right to participate Policy rhetoric versus practical interpretations Lost in translation Impact on community relationships Managers' beliefs regarding others right to be consulted. The impact of language during internal dialogue. Disengagement and disillusionment Disconnect between language used and meaning Use of common language to convey meaning Shared meaning: Conversation versus consultation Synthesis ER 7. ERSHIP EMBEDDED IN A SENSE OF COMMUNITY Introduction	192 193 194 196 197 199 202 203 204 206 208 209 211 211 211 212 218
IDEN	TITY: TRANSLATIONS AND LANGUAGE MEANING. Introduction Identity and the right to participate Policy rhetoric versus practical interpretations Lost in translation Impact on community relationships Managers' beliefs regarding others right to be consulted. The impact of language during internal dialogue. Disengagement and disillusionment Disconnect between language used and meaning Use of common language to convey meaning Shared meaning: Conversation versus consultation Synthesis ER 7 ERSHIP EMBEDDED IN A SENSE OF COMMUNITY Introduction Reflections of the research journey Research findings	192 193 194 196 197 199 202 203 204 206 208 209 211 211 211 212 218
IDEN	TITY: TRANSLATIONS AND LANGUAGE MEANING. Introduction Identity and the right to participate Policy rhetoric versus practical interpretations Lost in translation Impact on community relationships Managers' beliefs regarding others right to be consulted The impact of language during internal dialogue Disengagement and disillusionment Disconnect between language used and meaning Use of common language to convey meaning Shared meaning: Conversation versus consultation Synthesis ER 7 ERSHIP EMBEDDED IN A SENSE OF COMMUNITY Introduction Reflections of the research journey Research findings Identity Deconstructing and reconstructing realities - reframing Language meaning	192 193 194 196 197 199 202 203 204 206 208 209 211 211 211 212 218 219 221
IDEN	TITY: TRANSLATIONS AND LANGUAGE MEANING. Introduction Identity and the right to participate Policy rhetoric versus practical interpretations Lost in translation Impact on community relationships Managers' beliefs regarding others right to be consulted. The impact of language during internal dialogue. Disengagement and disillusionment. Disconnect between language used and meaning. Use of common language to convey meaning. Shared meaning: Conversation versus consultation. Synthesis ER 7 ERSHIP EMBEDDED IN A SENSE OF COMMUNITY. Introduction Reflections of the research journey. Research findings Identity Deconstructing and reconstructing realities - reframing Language meaning Implications of the study	192 193 194 196 197 199 202 203 204 206 208 209 211 211 211 212 218 219 224 224
IDEN	TITY: TRANSLATIONS AND LANGUAGE MEANING. Introduction Identity and the right to participate Policy rhetoric versus practical interpretations Lost in translation Impact on community relationships Managers' beliefs regarding others right to be consulted The impact of language during internal dialogue Disengagement and disillusionment Disconnect between language used and meaning Use of common language to convey meaning Shared meaning: Conversation versus consultation Synthesis ER 7 ERSHIP EMBEDDED IN A SENSE OF COMMUNITY Introduction Reflections of the research journey Research findings Identity Deconstructing and reconstructing realities - reframing Language meaning Implications of the study Increased level of engagement with change	192 193 194 196 197 199 202 203 204 206 208 209 211 211 211 212 218 218 229 221 224 226
IDEN	TITY: TRANSLATIONS AND LANGUAGE MEANING. Introduction. Identity and the right to participate. Policy rhetoric versus practical interpretations. Lost in translation. Impact on community relationships. Managers' beliefs regarding others right to be consulted. The impact of language during internal dialogue. Disengagement and disillusionment. Disconnect between language used and meaning. Use of common language to convey meaning. Shared meaning: Conversation versus consultation. Synthesis. ER 7. ERSHIP EMBEDDED IN A SENSE OF COMMUNITY. Introduction. Reflections of the research journey. Research findings. Identity. Deconstructing and reconstructing realities - reframing. Language meaning. Implications of the study. Increased level of engagement with change. Implications for managers' professional development.	192 193 194 196 197 199 202 203 204 206 208 209 211 211 211 212 218 218 219 221 224 226 228
IDEN	TITY: TRANSLATIONS AND LANGUAGE MEANING. Introduction Identity and the right to participate Policy rhetoric versus practical interpretations Lost in translation Impact on community relationships Managers' beliefs regarding others right to be consulted The impact of language during internal dialogue Disengagement and disillusionment Disconnect between language used and meaning Use of common language to convey meaning Shared meaning: Conversation versus consultation Synthesis ER 7 ERSHIP EMBEDDED IN A SENSE OF COMMUNITY Introduction Reflections of the research journey Research findings Identity Deconstructing and reconstructing realities - reframing Language meaning Implications of the study Increased level of engagement with change Implications for managers' professional development Implications for community development training	192 193 194 196 197 199 202 203 204 206 208 209 211 211 211 212 218 218 219 221 224 226 228 228 231
IDEN	TITY: TRANSLATIONS AND LANGUAGE MEANING. Introduction. Identity and the right to participate. Policy rhetoric versus practical interpretations. Lost in translation. Impact on community relationships. Managers' beliefs regarding others right to be consulted. The impact of language during internal dialogue. Disengagement and disillusionment. Disconnect between language used and meaning. Use of common language to convey meaning. Shared meaning: Conversation versus consultation. Synthesis. ER 7. ERSHIP EMBEDDED IN A SENSE OF COMMUNITY. Introduction. Reflections of the research journey. Research findings. Identity. Deconstructing and reconstructing realities - reframing. Language meaning. Implications of the study. Increased level of engagement with change. Implications for managers' professional development.	192 193 194 196 197 199 202 203 204 206 208 209 211 211 212 212 218 219 221 224 226 228 228 231 233

Implications for future research	238
Implications for future research	239
REFERENCES	241
APPENDICES	269
APPENDIX 1: INFORMATION LETTER TO MANAGERS	270
APPENDIX 2: CONSENT LETTER TO MANAGERS	274
APPENDIX 3: INFORMATION LETTER TO COMMUNITY	276
APPENDIX 4: QUESTIONNAIRE TO ADULT COMMUNITY MEMBERS	280
APPENDIX 5: INFORMATION LETTER TO PARENTS	284
APPENDIX 6: CONSENT FORM - PARENTS	288
APPENDIX 7: INFORMATION LETTER TO CHILDREN	290
APPENDIX 7: ASSENT FORM FOR CHILDREN	293

LIST OF FIGURES

Figure 1: Social construction of reality in organisations (Adapted from	
Gjersvik, 1993)	7
Figure 2: Public Participation Spectrum (Adapted from International Association	
of Public Participation, 2007)	92
Figure 3: Conceptual framework for the case study for this research	110
Figure 4: Flowchart depicting reframing process of managers	223
Figure 5: Model for facilitating positive change outcomes for community and	
managers	227

LIST OF TABLES

Table 1: Selection criteria for manager participants in the study	112
Table 2: Data collection timetable	124
Table 3: Other documents analysed	127
Table 4: Criteria and strategies used to establish trustworthiness of research	139

ACKNOWLEDGMENTS

When Winnie the Pooh asked 'What is the North Pole?' Christopher Robin answered most importantly, 'It's something you discover'!

The writing of this thesis led me on a journey where I was met with many new discoveries of both heart and head. I would not have been able to complete this journey without the support, patience, love and understanding of the many people around me. It is these people to whom I owe much more than I can acknowledge through words on a page.

Firstly, to my supervisor, Rhonda Forrest, you never gave up on me and were a source of strength and wisdom when I needed it most. I learnt as much about myself as I did about writing a thesis through our philosophical and inspirational conversations over the many years. I will miss your warm and reassuring hugs that greeted me after my long drive to Armidale and the way in which you always believed I would succeed.

To Margaret Sims, my associate supervisor: I always admired your energy and willingness to explore my thinking and challenge my assumptions. The offering of an article or a book was never far away as I explored new learnings and approaches. Your practical and down to earth approach was only surpassed by your sense of humour and tales of your expeditions to faraway places.

To my family: my husband Bruce, who has given me his unequivocal love and support and has always believed that I could achieve whatever I put my mind to. I thank him for the many times he has driven me to Armidale, the many dinners he has cooked and the many weekends he has given up so I could realise my goal. To my boys, Adam and Lachlan, their wives Amber and Kimberly, and my beautiful grandchildren, Louie, Scarlett, Archer, Jaxon and Tully, I thank you for your patience and understanding in the sharing of my time between you all with the writing of my thesis.

To my friends and work colleagues, thank you for listening over the years to my many stories about my journey and for always listening with intent and interest and for the many encouraging words. To Patience, who travelled this journey with me firstly as my director, then as my CEO but most importantly as a friend and a sounding board, always guiding and encouraging me.

To the participants in my study: I thank you for your honesty and your willingness to open your heart and share your stories with me.

This journey is now over with a new one set to begin. I could not have done this alone. Thank you all for contributing to my achievement.