INVESTIGATING MISSION DRIFT IN QUEENSLAND, AUSTRALIA: A CASE STUDY OF SERVICE DELIVERY MODELS

A Thesis submitted by

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For the award of

Masters of Business Research

2021

ABSTRACT

This research study focused on mission drift within an Australian context. Mission drift is a phenomenon that occurs when organisations shift and change their operational practices in response to the demands of government funding requirements. Currently many scholars have suggested that mission drift is exacerbated by a paucity of literature on the topic and this study aims at filling the gap. Further identified in the mission drift literature as problematic for NGOs is government funding. The literature review focused on the Australian Government funding of the non-government organisations (NGO) sector. This sector reported a further complexity - NGOs as self-silencing. Applying a qualitative approach, the study utilised case study to explore the phenomenon of mission drift. Importantly, the research used multiple data sources, drawn from two personal experiences as a practitioner working within a large NGO for ten years, as a researcher who experienced the self-silencing of NGOs in the recruitment process, and document analysis. Key findings from the data illuminate how Australian government funding requirements contribute to mission drift in Australian NGOs. Overall, the study has highlighted how State government funders' changes to Service Delivery Models have a direct impact on the therapeutic work practices of managers and practitioners, where the flow on effect for therapeutic work practices is that of mission drift, in turn effecting vulnerable members of society. Findings contribute further to the literature by providing empirical evidence of some ways self-silencing occurs within Australian NGOs.

Key words

Mission drift, stakeholders, non-government organisations (NGOs), government funders, managers and practitioners

CERTIFICATION OF THESIS

This Thesis is entirely the work of Kerrie-Anne Hammermeister except where otherwise acknowledged. The work is original and has not previously been submitted for any other award, except where acknowledged.

Principal Supervisor: Professor Karen Trimmer

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Student and supervisors' signatures of endorsement are held at the University.

ACKNOWLEDGEMENTS

Throughout this thesis journey I have received much support and guidance, both personally and professionally. Firstly, I would like to thank my supervisors Professor Karen Trimmer and Professor Dorothy Andrews for their professional expertise and academic support. I additionally express thanks to my Principal supervisor Professor Karen Trimmer for her contributions in providing a flexible and supportive approach to supervision which allowed me a creative space to develop a more innovative thesis. I also express thanks to my Associate supervisor Professor Dorothy Andrews for her contributions in providing insightful critiques which helped to sharpen my thinking which produced a more detailed thesis. I would also like to thank the broader university community. Those persons who have assisted me along the research journey with administrative and technical support have made my journey easier by providing their expertise with a willing and positive approach. Also, of significance in this journey was my research community with special thanks to Dr Cecily Jensen-Clayton and Dr Rena Mcleod who provided time and space for many robust and meaningful intellectual discussions. These collaborations were greatly appreciated and have resourced me with greater resilience both professionally and personally. I would also like to express deep thanks to my family and friends both past and present, for the care and support they have provided throughout this journey. I valued their enthusiasm for listening to the many progress conversations over time and being there to share the celebration milestones.

The Australian Government Research Training Program (RTP) Scholarship supports this research.

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CHAPTER 1: THESIS OVERVIEW

Introduction

The impetus for this research comes from my experience as a practitioner working within a large Non-Governmental Organisation (NGO) receiving State government funding to provide client service delivery to vulnerable members of society. The large NGO I worked within received Queensland (QLD) State Government funding to provide intensive family support to vulnerable families and children in the Moreton Bay Shire. The service agreement funding between the QLD State government and the NGO was renewed on a three-yearly basis over a 10-year period. Within this period of working as a practitioner I observed the QLD State government changes to Service Delivery Models appeared to shift the therapeutic work practices of managers and practitioners. These shifts were problematic, presenting challenges and tensions for managers and practitioners to maintain their professional value based ethical practice framework and meet ongoing and changing QLD State government Service Delivery Models.

Australian NGOs operate within a complex environment that requires NGOs receiving State government funding to meet State and Federal government reporting requirements. These different levels of legal compliance and reporting accountability measures increase the complexities for NGOs to operate within when providing service delivery. Organisations receiving QLD State government funding are required to maintain reporting requirements of State government funders. Importantly, these NGOs receiving QLD State government funding also operate within the broader Australian context, which requires the adherence to mandated Federal government financial reporting requirements as governed by Australian Securities and Investments Commission (ASIC). While this research study acknowledges the greater context of the Australian Federal government requirements and the accountability of NGOs throughout Australia to the regulatory body, the context and focus of this research is the Queensland government's regulation and funding requirements and the effects of these on the delivery of services to vulnerable people within Queensland.

This Chapter outlines the background of practitioner experience which provides the impetus for this study. The following section describes practitioner observed changes to Service Delivery Models, the shifts in QLD State government reporting requirements, technology changes and cultural changes in the workplace. Also included in this Chapter is the purpose of the study, Research Questions and the choice of methodology to address the research questions. Furthermore, this section includes the researcher position and the significance of the study. The Chapter concludes with an overview of the thesis.

Background

The State government in the period between 2006 to 2016 changed Service Delivery Models requirements each three-year funding contractual term. The State government changes required managers and practitioners to meet the new funding contractual obligations to maintain organisational funding and future employment. The following section discusses the Queensland State government shifts over time in Service Delivery Models and how these changes impacted on the therapeutic work practices of managers and practitioners.

Service Delivery Model Changes

Service Delivery Model changes required by the funding body (State Government) commenced in the first three years of the funding contractual term. The Service Delivery Model was a new State government initiative when I commenced employment with the organisation. Changes to the Service Delivery Models were applied throughout the funding periods and implemented through a formal variance to the service agreement contract. The organisation, managers and practitioners were required to implement these changes to maintain current funding and to potentially secure future funding agreements. Some examples of these changes over time were increases to practitioner caseloads, client level of complexities, expanded referral criteria and referral pathways.

Over a period of time these changes significantly increased caseloads for practitioners and individual client service delivery was reduced consequently to meet the requirements of the State government funder. This was problematic for practitioners, working therapeutically because this reduced the frequency of intensive engagement with vulnerable families and decreased the opportunity for

better client outcomes, such impact has been reported by Mirick, (2013) that less client engagement reduces practitioners' ability to provide best practice including competent and timely service provision.

Also problematic in the Service Delivery Model changes was the expansion of referral pathways and catchment areas that created more client eligibility to receive services. No additional State government funding was provided for practitioners to meet the expanded client service delivery. The increase in client referral eligibility created a wait list for families and children to receive services and as a response to manage the wait list the organisation created a new Intake and Assessment role. In addition, the prior service role of Team Leader was made redundant.

State Government Reporting Changes

The second key area of Service Delivery Model change that impacted on therapeutic practice was the State government funding body reporting requirements. Over the 10-year period the reporting requirements went from monthly paper reports to a digital reporting system in real time. Two key issues of change emerged with the introduction of digital reporting requirements which meant that data entry became part of practitioner work activities. The State government shifts in digital reporting requirements created methodological conflicts for practitioners as the State government successful performance measures shifted over time from a qualitative approach to a quantitative approach. The State government funders prior reporting successful measures were based on monthly client outcomes of the service. The State governments implementation of digital reporting requirements meant that practitioners were required to enter client data as a successful performance measure of service delivery. The implementation of the reporting system changed the successful performance measures from 'outcomes to hours'. This created an ethical tension and a dichotomy for practitioners, as working therapeutically a qualitative approach is most appropriate in assessing successful client outcomes.

Further undermining the practitioner methodology of practice was the requirement to enter client data for the successful measurement of the service (Gillingham, 2016). The State governments digital reporting system applied was a client information system (IS) (Gillingham, 2016). Initially the monthly reporting

system was a specific service accountability performance measure. At this time practitioners were not able to record the time spent entering the data as an activity included in the monthly service reporting hours.

Over time the State government digital reporting system was upgraded, expanded and 'rolled out' to other service providers. This upgrade to the reporting system required more client data entry from practitioners so was more time consuming. Eventually, it became possible for practitioners to count the hours of data entry as an activity in the reporting system. However, major concerns remained amongst practitioners that more time was spent entering data which resulted in less time in the field. Literature suggests (Parton, 2008) this creates an environment where the reporting of work practices becomes more important than therapeutic practice.

Technology Changes

The third key change in the State government Service Delivery Models that impacted on the therapeutic work practices of managers and practitioners was advances in technology. The State government digital reporting system enabled the organisation and service management to assess, monitor, review and evaluate individual practitioner reporting hours in real time. As the system was developed over time the service management sector introduced a quantitative internal accountability system to monitor and evaluate practitioners monthly 'hours' reporting. The internal accountability measures included allocating specific number of hours for each practitioner to reach for the service monthly reporting targets. Fortnightly group emails were sent out identifying each individual practitioner's current reporting hours and monthly target hours. Practitioners were regularly made aware by service management of monthly deadlines for the reporting 'hours to count'. This internal scrutiny applied by the organisation on individual practitioner data entry and reporting hours appeared to shift responsibility onto practitioners for the organisation and service to maintain funding.

Workplace Cultural Changes

Over the years I observed changes to the Service Delivery Models applied by the State government and the organisation impacted on the practitioner's social work framework. The organisational culture changed because of the pressure to meet the

demands of the funding body to maintain future funding. Cultural changes were evidenced by a shift in focus by the organisation to meet the ongoing and changing demands of the funding body. This was reflected in formal discussions in team meeting settings, email communications and further informally by practitioner conversations in the workplace.

The State government reporting shift from ‘outcomes to hours’ as successful performance measurement appeared to reorder the work practices of practitioners where the reporting of work practices became more prioritised than the therapeutic work practices. This was evidenced by practitioners every day internal discussions shifting from being more therapeutic based to reporting based. Additionally, greater reporting requirements required practitioners to spend less time providing effective service delivery and more time entering data (Gillingham, 2016).

The technological advances of digital reporting applied by the State government funder provided the organisation with highly detailed information that was used to scrutinise practitioners reporting performance in real time. The quantitative internal accountability measure applied by the organisation created further pressure on practitioners. This changed the conversations in the workplace as practitioners who did not reach their monthly target hours would say ‘my hours were down this month because I was on leave’. By contrast, practitioners who exceeded their monthly target hours were congratulated by management in team meetings. Over a period of time team meeting conversations were vastly different to prior team meetings where I recall practitioners were congratulated for networking in the community and interventions achieving successful client outcomes.

Personal work experience in the NGO sector provided some insights of how State government changes to Service Delivery Models may be changing the therapeutic work practices of managers and practitioners. The reporting and accountability measures imposed by the State government funder appeared to accelerate as technology advances provided the State government funder with greater opportunities for data collection, this collection of data and subsequent analysis being used to evidence successful service delivery in order for the NGO to maintain funding.

Purpose of the Study

As described previously, changes to manager and practitioner therapeutic practices, highlighted in scholarly literature as problematic is the phenomenon of mission drift (Frumkin & Andre-Clarke, 2000). My practitioner experience aligns with scholarly literature that mission drift is problematic for organisations that receive government funding (Jones, 2007). Mission drift is a phenomenon that occurs when organisations change their operational practices in response to the pressures of government funding requirements (Considine et al., 2014; Eardley, 2002). The phenomenon of mission drift is exacerbated by a paucity of literature on the subject (Hielscher et al., 2017; Ryan et al., 2014; Viader & Espina, 2014).

The purpose of this research is to address the gap in the literature by investigating mission drift, so the issue can become visible to stakeholders engaged in government funding contracts, and potentially inform a diverse range of stakeholder's decision-making practices. This research aims to show how State government funding requirements contribute to mission drift in NGOs that operate within Queensland Australia. A further aim of this study is to explore some of the factors that contribute to mission drift by engaging a range of stakeholder perspectives susceptible to mission drift. This study further aims to investigate if State government reporting measures are affecting and changing the therapeutic work practices of managers and practitioners. As follows the first question is the overarching question to investigate the topic of mission drift. Sub Questions One and Two are necessary to explore the topic of mission drift more extensively.

Research Questions

Overarching Research Question

How do the current Australian Government, specifically Queensland Government funding conditions for non-government organisations contribute to mission drift?

Sub Question One

What are the dominant factors that contribute to mission drift?

Sub Question Two

What are some of the impacts of mission drift on managers and practitioners?

Methodology

The study investigated mission drift by applying a qualitative approach, utilising a case study. The population selected for this research included three key stakeholders responsible for delivering community services – QLD State government funder, NGO governance, managers and practitioners. The State government as a stakeholder is responsible for providing funds to deliver community services. A key responsibility of NGO governance is the management of the funds received from State government to deliver community services. Managers and practitioners are responsible for providing the day-to-day community and client service delivery. The data sources collected to answer the research questions included publicly available documents that represent the three key stakeholders.

To address the overarching research question and represent the State government funder as a stakeholder three successive Queensland State government Service Delivery Models were selected to investigate changes over a 10-year period. Service Delivery Models are generated by the State government funder and require organisations, managers, and practitioners to meet Service Delivery Model requirements to maintain future funding. To represent organisational governance Annual Report documents were selected as a data source. The selection of large NGOs Annual Reports was based on scholarly literature identifying that large NGOs may be more at risk to mission drift. Furthermore, the NGO Annual Reports were chosen because these documents represent the organisational mission to public stakeholders.

The Australian Ethical Code of Conduct document was selected to represent managers and practitioners as key stakeholders. This publicly available document is the governing document for the profession and provides others a window into the profession (Brill, 2001). The document provides the ethical practice framework for all decision making and responsibilities when undertaking social work practices. This research used documentary analysis applied to the three source documents to

explore the topic of mission drift. Additional data sources addressing the research questions included personal experience as a practitioner and researcher experience.

Situating the Researcher

A crucial aspect of credibility in qualitative research is that the researcher clarifies their role and background underpinning the research (Unluer, 2012). To enhance credibility, I proceed by situating myself as a researcher with a diverse lived professional experience as a business owner and manager of twenty-seven years and a practitioner working in the field of the community services sector for ten years. Personal considerations I bring to this research project include my female Caucasian ethnicity and the privileged position of middle-class living in Australia.

Business experience of twenty-seven years in my local region provided many opportunities to engage with the public and other professional service providers. Business service delivery included working with the public providing fee for service. Types of businesses included engaging with a range of clientele from different socio-economic backgrounds. Business operations also included regular engagement with other professional service providers. Some of the stakeholders engaged to provide services to support business operations were legal, financial, commercial suppliers, local and State government departments.

My experience as a practitioner for 10 years, provided observations that some State government shifts in Service Delivery Models appeared to change the therapeutic work practices of managers and practitioners employed to deliver community services. In my experience these State government required changes did not align with the therapeutic work practices of practitioners. Working as a practitioner required engaging and working with vulnerable people in the local community. Some of the challenges low socio-economic families face in their everyday lives include securing stable housing, financial literacy, family and domestic violence and substance misuse. These observed challenges are exacerbated by imposed constructed societal systems.

The ten years working as a practitioner together with my previous business experience provided me with a dual lens which in turn meant I observed some of the organisations business operations from the perspectives of business owner and a practitioner. The dual lens contributed to some understanding of the inner workings

of organisational hierarchy and how service delivery is operationalised by the organisation. (Malfrid et al., 2016) identifies this position (a person from the field of study) as an insider researcher as opposed to an outsider position. Some advantages of being an insider researcher are that politics and culture of the sector is known, which positions the researcher favourably to apply the best approach when engaging people for research participation (Unluer, 2012). This insider researcher position also provided valuable insights of stakeholder relationships between the State government funder, the organisation, managers, and practitioners.

As discussed in this section my diverse range of professional experiences has provided a rich work history and different learnt understandings about working with people from a broad range of socio-economic backgrounds and the societal systems that impact their lives. Professional experience highlighted many of the constructed societal systems increase the social disadvantage of vulnerable members of the community. To further enhance my orientation in this research project personal epistemological assumptions will be discussed later in the Methodology Chapter.

Significance of the Study

This research is significant as a paucity of literature exists on the topic of mission drift in the Australian NGO sector. Investigating the phenomena of mission drift contributes to filling this gap in the literature. Importantly, this study has contributed to mission drift literature by representing multiple stakeholders responsible for providing community services. Key findings from this study would benefit Australian government funders and policy makers responsible for decision making about future funding of Service Delivery Models. State Government funders and policy makers gaining a deeper understanding of organisational mission drift has the potential to inform policy decision making.

The Australian NGO sector would also benefit from this research that highlights some of the complexities for NGOs to maintain their mission when receiving State government funding. This study acknowledges organisations need to strategically change their mission statements over time (discussed further in Chapter 2) to reflect the changing focus of the organisation. However, it is the organisations that can unintentionally change work practices as a result of the pressures of State government funding requirements that are at risk of mission drift. These research

findings provide an in depth understanding of mission drift and illuminates some of the challenges for NGO governance, managers, and practitioners to maintain their professional missions. Organisational governance (board members) who are responsible for maintaining the organisations mission would benefit from understanding how State government funding contributes to mission drift. Additional potential benefits for NGOs governance are the research findings that highlighted some of the factors that contribute to mission drift which may assist with implementing strategies that prevent or ameliorate mission drift within the NGOs. Organisational strategic leadership responsible for the day-to-day business operations would also benefit from understanding how State government funding contributes to mission drift and additional factors that increase the risk of mission drift within organisations. The perceived benefits of this research for managers and practitioners include gaining insights into how mission drift impacts on their therapeutic work practices.

This study also has the potential to benefit multiple international stakeholders that are susceptible to mission drift. As literature suggests, mission drift is not isolated within an Australian context (Jones, 2007). This research focused on large NGOs operating within Australia: however, many international NGOs, resource dependant on State government funding are at risk of mission drift. Therefore, the key findings of this research may be useful for other State and Federal government policy makers, NGOs, managers, and practitioners internationally. The findings of this study may also benefit scholars and interested others to understand the topic of mission drift more extensively.

Overview of the Thesis

This section outlines the thesis structure and Chapter inclusions in this study. The literature review in Chapter 2 highlights problematic issues for the NGO sector identified in scholarly literature. This Chapter also includes Australian government economic policies that have changed some of the contextual factors, within which NGOs, managers and practitioner provide service delivery. Chapter 3 develops the theoretical framework that conceptualises the social work framework in which NGO governance and managers and practitioners work within. Chapter 4 outlines the research design which includes the selected methodology, choices of data sources

and methods of analyses used to interrogate the data. The final section in Chapter 4 addresses issues of research integrity and ethical considerations. Chapter 5 in this thesis presents the data using two levels of analyses applied within the data sources. This Chapter also presents the analyses and key findings. The final discussion in Chapter 6 outlines how these key findings answer the three research questions. Further discussed in this Chapter are the research conclusions, recommendations, contributions to the field of research, and limitations of the study.

CHAPTER 2: LITERATURE REVIEW

Australian Non-Government Organisations Sector

This literature review highlights and evidences the complex environment in which the NGO sector operates (Brown & Iverson, 2004; Kearns, 1996). Three distinct sectors populate this environment – the government sector, the for profit (FP) sector, and the not for profit (NFP) sector. NGOs operate as a category within the NFP sector. Highlighted in this Chapter is the complex environment that NGOs as a key stakeholder operate within to delivery community services. The complexities discussed are the complex stakeholder groups and relationships that NGOs need to manage when delivering services; the some of the NGO governance models; and the advances in business technologies in recent years. This literature review also highlights some significant changes that successive Australian governments (Federal and State) have adopted since the 1970s, changes that in turn have changed the environment and contextual factors that NGOs work within to deliver community services. These changes identified in this literature review illuminate some of the global political ideologies and practices that have influenced Australian government's economic policy decisions.

This literature review is structured in two sections: the first section discusses NGO stakeholder management, NGO governance models some of the challenges of NGO relationship management, as well as some of the advances in the business intelligences that have impacted the sector. The second section of this chapter highlights some of the factors that have influenced successive Australian government's economic policy making decisions. These include influences of globalisation, capitalism, impact of neoliberalism, Australian government changes to public administration and privatisation practices.

NGO Stakeholders

A key challenge for NGOs is maintaining meaningful relationships with the largest range of stakeholder groups within the three distinct sectors described in the previous section (Christensen & Ebrahim, 2006; Ryan et al., 2014). For example, one major challenge for the NGO sector is managing the key group of stakeholders' interests. Some of the NGO key stakeholder groups include Australian governments,

donors, trustees, employees, peer organisations, beneficiaries, contractors, suppliers, volunteers and the broader community (Viader & Espina, 2014). This broad range of stakeholders requires NGOs to provide expanded accountability measures (Hielscher et al., 2017).

Scholarly literature suggests the NGO sector has two distinct groups of stakeholder accountability relationships, i.e., primary and secondary stakeholders that require focus and management (Edwards & Hulme, 1996). Primary stakeholders are funding bodies, donors, trustees and employees which require upward accountability measures. Literature suggests NGOs have been successful in achieving their upward accountability measures (including legal accountability mechanisms) because sector accountability measures are pressured to have an upward focus (Benjamin, 2013). These relationships with primary stakeholders are considered easier to maintain than secondary relationships because legal accountabilities are prioritised over mission accountabilities (Hielscher et al., 2017).

Stakeholder relationships play a vital role in the successful operations of organisations. However, a paucity of literature reveals little guidance regarding the successful management of these relationships with secondary stakeholders (Hielscher et al., 2017). The secondary stakeholders requiring downward accountability measures are beneficiaries, peer organisations and the broader public (Hielscher et al., 2017). The diversity of these secondary stakeholders poses further challenges in engaging and managing these relationships (Ryan et al., 2014). As secondary stakeholders NGO beneficiaries generally have less power to make demands on NGOs which in turn creates weaker accountability measures (Lloyd, 2005). The NGO accountability towards beneficiaries is shaped by the organisations moral and ethical imperatives. Lloyd (2005) notes that these moral obligations are linked with individual organisational missions which means that the level of accountability towards beneficiaries is largely determined by individual organisations. This inconsistency and lack of formal accountability means that the quality of these secondary stakeholder relationships can vary between the NGO sector. Navigating the successful management of primary and secondary stakeholder relationships with differing levels of interest and influence, continue to plague the sector (Hielscher et al., 2017).

The complexity of the environment in which NGOs operate, is pressured by complex demands (Kearns, 1996). These demands include accountability measures imposed by government funding changes that have been made over time (Trimmer & Dixon, 2018). The Australian government sector and NGO sector have historically collaborated to deliver service provision for community service programs. With Australian governments placing a greater emphasis on efficiency, effective service delivery and accountability, the changes to funding arrangements have moved from a grant-based model to a contracting funding model (Office of the Auditor General, WA, 2000). Literature suggests that the contractual arrangements between the Australian government sector and NGO sector have shifted financial responsibility from Australian governments as NGOs increasingly required to provide more labour-intensive administrative work activities without any financial compensation to funding arrangements. (Trimmer et al., 2015). These historical shifts in funding arrangements and obligations (Considine et al., 2014) between the NGO sector and the Australian government sector has created an environment of resource dependency, a heavy reliance on funding bodies, (Viader & Espina, 2014) with many organisations unable to avoid mission drift (Ramus & Vaccaro, 2017; Ryan et al., 2014).

NGO Governance Models

The literature reveals that there are many models of governance being operationalised in the NGO sector. This leads to a lack of clear direction regarding uniformity in governance practices in organisations (Viader & Espina, 2014). Alexander & Wiener (1998) identify two main models of board governance applied in the NGO sector being philanthropic and corporate. Although different governance models are applied within the NGO sector adherence to State and Federal government legal and reporting accountability measures are required from all NGOs. The philanthropic model places the emphasis on protecting the mission and assets and informal accountability to the board. The corporate model requires more active participation from management with more formal accountability to the board with the emphasis on strategic and entrepreneurial activity. Governance boards in organisations are responsible for control and direction (Aguilera, 2005), upholding ethics, providing sound decision- making and maintaining accountability to stakeholders. As part of providing control, direction and ethics for the organisation,

NGO board of governance are responsible for creating, defining and reviewing the organisations mission (Moshman, 2008). The process of reviewing the organisations mission from time to time, requires NGO governance assess the organisations current activities and programs and monitor if the organisation has not drifted from its purpose.

NGOs are governed by a board of directors that carry principal responsibilities that are crucial to the organisations functioning. There are five main tasks the board members collectively and individually responsible to provide legal, financial and moral management of the organisation (Moshman, 2008). These tasks are:

1. responsibility for the creation and definition of the mission of the organisation, which includes the development and review of the organisational mission statement.
2. responsible for the selection and hiring of the chief executive officer (CEO). The CEO is responsible for the running and management of the entire organisation but is accountable to the board.
3. responsible for the fiscal status of the organisation which requires careful and prudent use of financial resources of the organisation. Additionally, the board is responsible of the provision of resources, which may include attracting large influential donors.
4. responsible for managing the human and financial resources to serve the mission and purpose.
5. responsible for being the voice of the NGO. This responsibility requires articulation of the mission, purpose and goals of the organisation in order to promote and help the community to understand what the organisation it to the broader community.

NGO Stakeholder Relationships

Some scholars suggest survival needs of NGOs requires the organisation to extend more attention and efforts on meeting the expectations of the most powerful primary stakeholders (Deegan, 2013). Primary stakeholders can be viewed through stakeholder theory, a theory that applies a managerial lens (Sternberg, 1997). A primary stakeholder is considered to be one that without their participation the

survival of an organisation is not possible, i.e., the organisation could not operate as a going concern (Sternberg, 1997). Successful management of these primary relationships also requires identification of the most dominant stakeholders, because meeting the expectations and requirements of the most dominant stakeholder requires the greatest attention, their demands and expectations being more complex (Wallace, 1995). Three key features of stakeholders considered by organisations to identify stakeholder requirements are power, legitimacy and urgency (Mitchell et al., 1997). Firstly, power can be seen in those stakeholders that have greatest influence over the organisation. Second, stakeholder legitimacy is identified in those stakeholders who conform to social values and norms held by the wider community. Thirdly, stakeholder urgency is the extent to which a stakeholder requires immediate attention and is set up by stakeholders that have the power to create deadlines.

Organisational survival necessitates addressing primary stakeholders' requirements. Governments provide a majority of funds and therefore as the primary stakeholder have the most power, legitimacy and urgency requirements. This means that NGOs need to prioritise the demands of government. Government funding arms have the ability to create reporting deadlines with the expectation that the other two primary stakeholders (organisations, managers and practitioners) will respond to the reporting demands with urgency. Governments' power and authority to demand deadlines and reporting requirements from the other primary stakeholders makes the government the dominant stakeholder. To meet the reporting requirements of government, NGOs require the other stakeholders (managers and practitioners) to perform work activities with urgency in order to meet the reporting deadlines. Managers as primary stakeholders have a different experience of power with various levels of management being able to create demands on practitioners to meet government reporting deadlines. By contrast practitioners are the only primary stakeholders who do not possess any ability to create demands and therefore practitioners are positioned only to respond to the other primary stakeholder expectations.

A further challenge for the NGO sector is the contractual relationships with government funding bodies. The government sector and the NGO sector are two stakeholder groups responsible for providing service delivery which have similar primary missions i.e., to provide effective service delivery. However, how both

organisations go about achieving their missions is where tension arises due to conflicts in their goals and values (Kim et al., 2014). Some of governments main goals are to provide domestic stability, sustainable development and promote economic growth. By contrast, NGOs goals are based on values of human care, which underpins their methodological choices for effective service delivery. Moreover, this contractual relationship between the government sector and the NGO sector holding opposing business values and subsequent methodology choices is further exacerbated by the structural inequalities between government and the NGO sector. As noted in literature Green et al., (2002) when governments and NGOs have significant divergence of primary objectives this has the potential to create a genuine obstacle for collaboration and mistrust between both stakeholder groups.

Further challenging for the NGO sector highlighted in scholarly literature is a lack of consensus from scholars, practitioners, and researchers about the most appropriate methodology to capture quality service delivery and outcomes (Benjamin, 2013; Carnochan et al., 2014; Rogers & Veale, 2000). Given the NGO sector has no agreement as to a unified methodology for best practice in successful service delivery as well as best practice in the measuring of outcomes, this negates any possibility for significant future sector development. In other words, any potential for building a substantial case study to lobby government for changes to current funding arrangements is effectively negated by the absence of a unified methodology in the NGO sector.

Advances in Business Intelligence

Literature suggests a further area problematic for the NGO sector and those working within are the increasing advances in business intelligence applied by government funding bodies. Business intelligence and analytics (BI & A) are often referred to as technologies, systems, practices, technologies, methodologies and applications that analyse critical business data to assist an enterprise to better understand its business activities and make more timely decisions (Chen et al., 2012). These advances in BI & A have been progressing since the 1970's with the latest innovation since 2011 being the advancement and implementation of big data and analytics (Chen et al., 2012; Wixom et al., 2014). Big data is a term widely used to describe datasets that are too large for typical data bases to collect, store, manage

and analyse data (Kim et al., 2014). The implementation of big data and analytics has changed the landscape of business enterprises and operations as enterprises now have the opportunity to support strategic business objectives and decisions of value and performance in real time (Chen et al., 2012; Kim et al., 2014).

The BI & A framework has two primary activities, getting data in and getting data out (Watson & Wixom, 2007). The acquisition of data is the most difficult and challenging, with time and effort estimated around 80 percent (Watson & Wixom, 2007). The gathering of data has limited value to the enterprise undertaking the activity, with the full value of data collection only being realised by users that apply analysis of the data, to assist with informing decisions of value and performance (Watson & Wixom, 2007).

Factors influencing Government Economic Policy Changes

This section of the literature review highlights some of the economic policy changes successive Australian governments have adopted that have impacted on the funding environment in which the Australian NGO sector operate within. Many of these ideologies and practices have been adopted by developed governments globally. These global trends have changed the relationships between Australian governments and citizens.

Globalisation Influences

Globalisation is a complex and multi-dimensional phenomenon that describes a variety of social, cultural, economic and political changes that have influenced and shaped the world in the past fifty years (Guttul, 2007). This trend increases the interaction and interdependence of the world society (Giddens, 1993). Also, the phenomenon of globalisation has created a global village where individual citizens and governments have accelerated access to the flow of money, ideas, technology, and practices (Findlay & McCormack, 2007). The rapid acceleration of the digital technology age and participation in these technologies and practices has changed global governments and their citizens lives across the world.

In line with global trends, successive Australian federal governments have adopted global practices which have implications for the citizens they serve (Anugwom, 2002). A significant shift towards embracing globalisation practices was

evident in 1983 when the Australian federal government acted on the announced intention to open the Australian economy to international forces (Pratt & Poole, 1999). This happened by restructuring the Australian domestic economy in two primary ways. Firstly, by pursuing financial reforms by deregulating the financial sector and floating the Australian dollar. Secondly, federal governments promoted the liberalisation of trade which saw the withdrawal of domestic financial support through a series of tariff reduction protections.

Some scholars have been critical of globalisation practices that successive Australian federal governments have adopted. Hamilton (1998) notes that Australian governments have rigorously pursued the process of globalisation to the detriment of its citizens. This change began in the 1980s which signalled a shift in the language of political leaders and created a distance between citizens and the state. According to Hamilton (1998) the wealthier became powerful and business insiders and lobbyists began to monopolise the ear of the government. The adoption of governments pursuing globalisation on a political scale may lead the state from a nation state to an enterprise state (Cerny, 1997). An enterprise state is one that favours competition which in turn leads to the erosion of the embeddedness of state interests and concerns, prioritising economic rationality over the welfare of its citizens.

Capitalism Variety Influencing Economic Policy Decisions

Most governments in developed countries are driven by capitalism. Capitalism is a system of economic and social relations categorised by private property and the exchange of goods and service by free individuals, using market mechanisms to control productions and distribution of goods and services (Muller, 2013). Literature suggests there are variations of capitalism that governments globally have adopted (Rueda & Pontusson, 2000). Social market economies (SME) and liberal market economies (LME) are identified in the literature as the two main variations of capitalism. Three key features are distinguished between the two variations. Firstly (SME) is characterised by having a more secure form of social welfare security for citizens. Secondly, (SME) are characterised by government regulation which standardises employment conditions leading to higher degree in employment security. Thirdly, (SME) have a higher degree of institutional collective bargaining which enables wage growth to be steady and consistent across sectors.

Rueda & Pontusson (2000) identify literature has mainly presented social market economies in a more favourable light than neoliberal market economies. In line with most English-speaking countries Australian governments have adopted the (LME variety of capitalism) which as literature suggests provides less welfare security for its citizens.

Impacts of Neoliberalism

It is the neoliberal market economy ideologies and practices from the 1970s, that Australian federal governments have embraced, which includes the ongoing reform agenda of the welfare state (Mendes, 2009). Neoliberalism is a theory of political and economic practices that propose human well-being can be advanced by entrepreneurial freedoms within an institutional framework (Harvey, 2016). Historically, Australia had been a welfare state that provided social protections for families and individuals in the form of social security payments to marginalised members of society. Successive governments have pursued significant welfare reforms which has fundamentally changed the provision of its citizens social security by the use of mandatory contractual arrangements (Chester, 2010; Weatherley, 1994). In other words, welfare payments are available to its citizens, but beneficiaries are required to provide high levels of compliance, financial accountability, and in some cases their labour in return for payments or risk payments being cut. Australian federal governments have progressively adopted the political and economic practices of neoliberalism by reducing the role of the state and pursuing political strategies based on economic deregulation, privatisation (discussed later) and a reduced commitment to providing social welfare (Tonts & Haslam-McKenzie, 2007). However, there is much literature that suggests that neoliberalism is not good for the poor amongst society but advances the interests of the wealthier. In effect channelling economic wealth from the marginalised to the more affluent in society (Harvey, 2016).

Neoliberalism applied as an economic doctrine prioritises free markets as a method of handling nations economic affairs but also a political ideology which is applied to all manners of governance issues (Hartman, 2005). Just as Australian government has done many governments worldwide have also been adopting these neoliberal ideologies and practices since the 1970s. The role of governments is to

create and preserve institutional frameworks that are appropriate to maintain neoliberal practices (Harvey, 2016). Within this belief system, governments have reduced responsibilities for providing societies needs such as security, health and education. The current neoliberal system requires individuals, firms, organisations, schools and hospitals to desire and take on responsibility for their own well-being (Davies & Bansel, 2007). This represents the neoliberal epistemology which requires individual citizens managing themselves as a business with minimal state intervention.

Changes to Public Administration

Successive Australian governments (State and Federal) since the 1980s have gradually embraced a set of beliefs and practices known as New Public Management (NPM) (Lyon & Dalton, 2010). This form of public administration is a non-relational type of governance model where a few in power at the top govern the many citizens. A key characteristic of NPM applied by governments is performance measurement. Generally, governments tie performance measures to funding contracts with service providers. These performance measures are considered a main mechanism to ensure funded organisations delivery services that are effective and efficient. However, challenges emerge for organisations when service delivery performance measures require professional discretion which is not easily captured or measured by standardized government performance measures (Steane, 2008).

Australian governments applying the beliefs and practices of NPM have had direct negative implications for the third sector, including NGO's (Lyon & Dalton, 2010). The governments applied NPM practices are problematic for the NGO sector because an underpinning belief of NPM is that contractual funded organisations should focus on delivering services and not advocacy issues. This approach from government funders is problematic for NGOs relying on government funding as advocacy is a key activity and considered a performance measure for the sector. Further problematic for the NGO sector, governments applying NPM practices also require service providers to collect and submit ever increasing amounts of information about the persons for whom the services had been 'purchased'. The government requirement under NPM means that funded service providers are required to increasingly collect client information which is most useful for

governments however is labour intensive and less beneficial for service providers collecting the information.

Privatisation Changing Practice

With the rise of new public management, many governments globally embraced privatisation practices which provide a legitimate framework that governments potentially use as a lucrative means to increase efficiency and effectiveness and address challenges of the state (Aulich & O'Flynn, 2007). Traditionally in Australia, governments have played a significant role as owner, funder and service provider to its citizens. However, since the 1980s Australian governments have been a significant reformer in terms of the scale and scope of privatisation practices (Aulich & O'Flynn, 2007). The privatisation public policy reforms have been adopted by both major political parties of the left and right persuasion. Many critics of privatisation have argued that it is not only an asset stripping of public resources, but a comprehensive strategy for permanently restricting the welfare state and public services in the interest of financial capital (Whitfield, 1983).

Literature suggests there are three forms of privatisation that most Australian governments (State and Federal) have actively pursued strategies in the public service reform agenda (Aulich & O'Flynn, 2007). These three forms include pragmatic privatisation, tactical privatisation, and systemic privatisation. Pragmatic privatisation is mostly viewed as mainly technical with a focus on solving discrete functional problems. This is not seen as based in ideology but instead used in a pragmatic way to achieve certain governmental goals. It is generally applied for short terms goals and viewed as the government finding solutions from the private sector to deliver more effective and efficient service delivery. Tactical privatisation is related more to the short-term goals of key actors such as political parties, politicians and other vested interest groups. This type of privatisation is used in the political arena to achieve policy agendas and designed to shift the balance of power, attract new actors and to reward supporters. Systemic privatisation is the most overtly ideological and potentially far reaching of the three strategies. This strategy is designed to reduce the public expectations of what services governments should provide. It is also focused on changing class structures by undermining labour

unions, recasting certain activities and providing incentive structures to encourage greater reliance on the private market rather than government resources.

Within these forms of privatisation strategies three technologies are deployed by governments to achieve the desired outcomes of reducing the size of government and expectations of its citizens (Aulich & O'Flynn, 2007). The first technology is divestment which is the sale of public assets by government to the private sector. Colley and Head (2013) use the metaphor of 'selling the family silver to pay for the current bills'. This strategy was pursued and implemented by federal and some state governments, mostly from the 1980s to the late 1990s and included public assets sales of banking, insurance companies and airlines. This governmental withdrawal from service provision reduces government debt and is designed to entice private actors into the market. The second technology is that of outsourcing welfare provision. This involves mandating private service provision, to what was previously delivered by public service agencies. Outsourcing can be viewed to address the inefficiencies and oversupply that may arise from government monopoly (Boyne, 1998). It usually involves a competitive tender process whereby actors in the market compete for the contract to deliver public services. A significant example of outsourcing within the Australian context was the contracting out of employment service providers in the 1990s (Eardly, 2002). This prominent example of outsourcing to the markets included many third sector actors entering the market. This has raised criticism from some that it has increased the opportunity of mission drift of organisations providing these services (Aulich, 2011) The third privatisation technology deployed by governments is user pays, this refers to governments unwillingness to pay the full costs of services. A main rationale for the introduction of user pays is that 'free' government services become overused and thus governments require a mechanism to control the supply and manage excess demand. These cost recovery strategies applied by governments have become standard and further represent the reduction in government provision of public services to its citizens (Aulich, 2011). The privatisation strategies and technologies successive Australian governments embraced and deployed have signalled a shifted in the traditional government role as a nation builder to facilitator and an enabler of choice (Aulich & O'Flynn, 2007).

Summary

This literature review highlighted some of the significant political changes successive Australian governments have adopted which has increased the complex environment that NGOs work within to deliver community services. Historical changes over time to funding agreements have changed NGOs operations with organisations now becoming resource dependant on government funding to maintain business operations (Eardley, 2002). A further challenge for the sector is maintaining the largest group of stakeholders and the successful management of these relationships. The successful management of primary and secondary stakeholders and subsequent upward and downward accountability measures has received criticism from scholars and others (Benjamin, 2013) with the role of upward accountability and downwards accountability within organisations also being problematic. Primary stakeholders can be viewed through a stakeholder lens, a managerial perspective (Sternberg, 1997) that identifies stakeholder relationship attributes as power, legitimacy and urgency (Mitchell et al., 1997). Applying stakeholder relationship attributes (power, legitimacy and urgency) within the primary stakeholder funding arrangements between the government, organisations, managers and practitioners highlights that practitioners are the only primary stakeholders who are without power to create downward or upward demands. This means practitioners are positioned only to respond to other primary stakeholder expectations, their response being the measure of their successful performance. Furthermore, government accountability measures for NGO successful performance measures have increased over time due to business intelligence and the application of big data and analytics.

This literature review has also highlighted the multiple and complex political changes that Australian governments have adopted since the 1970s. Successive Australian governments have adopted global practices and ideologies which in turn has changed the relationships between government and its citizens. Globalisation practices have increased governments acceleration of ideas, information and technology applications. Australian federal governments focus on economic growth appears to have created an environment that business leaders have more influence on governments (Hamilton, 1998). Further problematic for its citizens is the variety of capitalism (liberal market economies) driving Australian governments that provides

less social security for its citizens than other varieties of capitalism (social market economies).

Neoliberalism ideologies and practices have also been detrimental to the relationship between government and citizens as welfare reforms have reduced the government commitments towards citizens (Harvey, 2016). The governments change in public administration by adopting NPM practices has increased focus on service effectiveness and efficiency which requires more time-consuming accountability measures. Importantly for NGOs governments deploying NPM practices, advocacy is not considered to be legitimate activity (Phillips & Goodwin, 2014) (the significance of NGO advocacy will be discussed further in Chapter 3). NPM also requires more reporting from government funded service providers. Australian governments have been significant reformers in applying privatisation practices which have reduced the public expectations of what governments will provide as public services. Significantly, outsourcing has had significant impacts on the third sector with governments creating an ongoing contractual competition based tendering system. Furthermore, this literature review highlighted a lack of scholarly literature to address these issues, and thus, there is little guidance for future funding agreements between government policy makers and the NGO sector.

CHAPTER 3: THEORETICAL FRAMEWORK

This chapter conceptualises the social work framework delivered by key stakeholders responsible for the provision and delivery of human services applied at macro, mezzo and micro levels of practice. The key stakeholders that are responsible for service provision are NGOs governance, the managers and practitioners. This conceptual framework makes the distinction between NGO governance as those persons responsible for maintaining organisational mission and all other managers including the CEOs who are responsible for day-to-day organisational operations. NGOs receiving government funding are responsible for the operations to provide community service delivery: this includes the macro level practice of the profession. Managers working within NGOs are also key stakeholders that are mostly responsible for providing mezzo level practice within the broader community. Practitioners fulfill their roles as a key stakeholder providing micro level practice which is direct face to face client service delivery. To collectively achieve the overarching mission of the social work profession these key stakeholders enact different levels of practice interventions according to organisational roles.

This Chapter proceeds by conceptualising the social work Mission as Service framework. This includes describing the historical traditions of the social work profession and some of the responsibilities of service for the profession. Also included is a focus on the macro level of NGO operations, where (as described in Chapter 2) the role of governance is to provide control, direction and ethics for the organisations' operations. Further described in this Chapter are the core values embedded within the ethical practice framework of the profession. Finally, this Chapter discusses the therapeutic practice framework in which practitioners operate within to delivery community services.

Mission as Service Framework at Macro, Mezzo and Micro levels

There is widespread agreement the best way to achieve the social work professional mission is through an integration of interventions targeted at micro, mezzo, and macro levels of practice (Tan, 2009; Weiss, 2006). Social work macro level practice is aimed at large systems to promote change (Kirst-Ashman & Hull, 2001). Historically, the macro level interventions of creating social change in

communities and societies have been important for two main reasons (Tan, 2009). Firstly, the overarching recognition that negative issues people face in their daily lives are not individual centric but instead created by social issues impacting on individuals. Secondly, the macro level practice is considered important because of the professional belief that 'grass roots' community led change creates the opportunity for powerful change in the most marginalised groups in society. Thus, organisational Mission is Service to those who experience disadvantage that is largely derived from the social constructions of their lived experience.

For organisations, the macro level of service delivery includes the dual mission purpose of the profession working with communities on social justice reform issues (Abramovitz, 1998; Haynes, 1998; Johnson, 1999; Schneider & Netting, 1999). NGOs hold the unique position of being able to provide a voice for the most marginalised in society but yet have access and opportunity to influence the most powerful institutions in society. The advocacy strategies deployed by NGOs at the macro level can be viewed as 'insider' strategies aimed at influencing decision makers and 'outsider' strategies designed to mobilise public opinion (Peterson, 1992). It is at a governance and senior strategic level that NGOs apply macro level interventions inclusive of lobbying, policy practice, leadership development, economic development, social and political action (Segal-Engelchin & Kaufman, 2008). At the macro level, Mission as Service for governance and senior strategic level is the fulfilment of NGOs social responsibility.

Macro practice is essential to maintain the mission of social work and the continued viability and relevance of the profession that vulnerable people in society depend on. (Netting et al., 2016). However, literature suggests that many social work institutes and education programs deter students from entering macro practice (Reisch, 2016; Tan, 2009). Many social work programs encourage students to pursue micro practice i.e., direct client practice interventions. Reisch (2016) notes many of these programs focus little attention on the macro level practice either in course work or field work. This lean towards micro practice is perpetuated by industry opinions, experience of educators and social work institutions. The trend of resistance from social work education providers and institutes to focus on macro practice has led to a shortage of practitioners especially in low socio-economic community areas (Mott, 2005). In short, macro practice of Mission as Service is not only NGO, social

responsibility in general, but Mission as Service is also tied directly to the governance of the organisation. It needs to be noted that the use of the word ‘mission’ in Mission as Service is not the same as the use of the word ‘mission’ as in mission statements, statements that NGO governance utilise for business operations. Mission as Service at the macro level is tied to the organisations’ downward accountability – i.e., the moral and ethical responsibilities towards beneficiaries of NGO operations, these beneficiaries being the reason for the NGOs existence.

Mission as service at the organisational/governance level is also mission as service at both mezzo and micro levels, albeit interpreted differently in terms of service delivery. The social work practice framework is unified by Ethical Code of Conduct and the under-pinning values of the profession (Mirick, 2013). However, the manager and practitioner range of therapeutic interventions are enacted differently according to the professional roles in service delivery. The manager and practitioner roles in organisational service delivery roles are generally agreed within social work practice framework (Tan, 2009; Reisch, 2016; Weiss, 2006). Managers are mostly responsible for the mezzo level practice which includes community engagement and development in the provision of service delivery. The practitioner’s responsibilities in providing organisational service delivery are the direct face to face client interventions. The manager and practitioner levels of service delivery commonly referred to in the literature, describe the organisational roles. In other words, these roles represent the organisation’s responsibilities to deliver human services. Table 3.1 illustrates the stakeholders’ professional dual mission and the service delivery responsibilities according to the macro, mezzo and micro practice levels within the Mission as Service framework.

Table 3. 1

Social Work Dual Mission and Levels of Practice Responsibilities

Mission as Service - Assist human wellbeing and functioning		**Mission as Service - Social justice reform agenda**	
Macro level	NGO governance Organisational commercial operations	Macro level	NGO governance Organisational social action advocacy and policy research
Mezzo level	Managers Education and community development projects	Mezzo level	Managers Community development, negotiations and mediation
Micro level	Practitioners Direct individual/family interventions	Micro level	Practitioners Direct advocacy with individuals

The Mission as Service framework (macro, mezzo, micro) applied to service delivery roles within NGOs organisational is relevant because it is reflective of the real-world stakeholder roles (NGO governance, managers and practitioners) perform in their everyday work roles. The Mission as Service framework also considers the dual mission of the profession and how each stakeholder enacts the dual mission according to their service delivery roles. It also provides the organisational context in which NGO governance, managers and practitioners enact their professional work practices. Furthermore, the selection to represent each stakeholder in the funding arrangements aligns with my postmodern epistemology (discussed later in Chapter 4) in that each stakeholder will have a different viewpoint according to the responsibilities required to fulfil their roles in service delivery.

The applied Mission as Service framework considers stakeholders successful performance measures as responsibilities of providing service delivery according to their professional roles. NGO governance (macro practice level) have the strategic capacity to represent provision of their successful performance measures to public

stakeholders in the production of their Annual Reports (Dhanini, 2019). By contrast, managers (mezzo level practice) and practitioners (micro practice level) performance measures are static, in that their professional successful performance measures are directly tied to adherence of the Ethical Code of Conduct AASW (2010). In other words, manager and practitioner adherence to the Ethical Code of Conduct is the successful performance measurement to enact the social work professional therapeutic framework.

Historical Traditions of Mission as Service

The traditional roles of NGOs have been to provide social welfare services to vulnerable members in society (Cammett & Sasmaz, 2017; Gao, 2006). It is the nature of these service activities provided by the sector that unites these mission-oriented organisations (Besley & Ghatak, 2003). NGOs have increased their role in the delivery of human services funded by governments and are considered an integral part of social, economic and political structure in most democracies across the world. As prior literature suggests Goa (2006) the introduction of the terms applied to the NGO sector of “civil society” and “third sector” signified a trend to extend the role and scope of these non-state actors delivering social welfare services. The mission-oriented NGOs are contracted by governments to deliver core community and welfare services to individuals, families and communities.

Furthermore, research suggests NGO policy research is a current key advocacy activity that is associated with promoting social justice issues (Phillips & Goodwin, 2014). This has led to an increase in NGOs contributing to the knowledge production of social policy. The current contractual funding arrangements between governments and NGOs have created a gap and a need for NGO services to deliver social policy research. Phillips & Goodwin (2014) identify governments outsourcing of community service contracts to the NGO sector has resulted in the government having no data for evaluative research.

All professions have missions that drive their ideals and practice (McMahon, 1996). The social work professional mission is distinctly different from other helping professions because of the adherence to the governing document - the Ethical Code of Conduct and the embedded underpinning values. Social work foundations are built on a unique purpose and perspectives that includes the enactment of service,

social justice, respect and dignity of all persons (Dulmus et al., 2005). Irrespective of workplace settings, fields of practice, service population, or therapeutic practice modalities, all social workers are drawn together by the mission and values of the profession. Unifying the profession is the specific human service provision within a broad and widely shared social justice framework (Brill, 2001). The Australian social work practice framework and service provision of the profession is underpinned by the values clearly identified in the Australian Ethical Code of Conduct (AASW, 2010).

Historically the role of Australian NGOs has changed over time (Butcher, 2015). From inception most were faith-based organisations that played a significant role in providing charitable welfare provision to vulnerable members of society. For example, Australian faith-based organisations largely provided income support to sole parents until the 1970s. Traditionally many of these organisations were also involved in lobbying and advocacy activities as was evident in the economic depressions of 1890s and 1930s when religious leaders participated prominently in national debates (Howe & Howe, 2012). These advocacy roles eventually led to significant structural changes in strengthening the Australian welfare state which reduced the responsibility of faith-based organisations to provide financial support to vulnerable members of society.

NGOs originally were religious organisations that survived financially on donations, philanthropic support and limited government funding (Howe & Howe, 2012). Literature suggests significant developmental changes happened within the sector with the identification and rise of the ‘third sector’ due to Australian government policy discourse in the 1970s and 1980s (Kendall, 2000). Over time there was recognition from governments that the sector was a cost-effective alternative for the public delivery of human services (Lewis, 2010). In more recent times NGOs are contracted by governments to deliver community services and have expanded their capacities to deliver larger and more diverse range of services. Some examples of NGOs expanded service delivery include areas of community-based health, aged care, disability services, mental health and services that support individuals, families and young people.

Social Work Mission as Service

Scholarly literature suggests the broad world mission of the social work profession includes a dual focus of responsibility 1) assisting human wellbeing and functioning and 2) a commitment to social justice issues with a reform agenda (Gibelman, 1999; Healy, 2001; Reamer, 2013; Stuart, 1999; Weiss, 2006). As shown in Table 3.1 this widely agreed social work mission is enacted by the delivery of human services to those in need. Merriam-Webster (1989) defines mission as a task assigned, a specific task with which a person or group is charged. The mission of the social work profession is enacted according to the Ethical Code of Conduct by multiple stakeholders at different levels of practice to deliver the contracted services. While the practice interventions of the stakeholders are different all stakeholders are unified by the underpinning values of the profession.

The social work professional mission at a grass roots level is the provision of public service (Brill, 2001). The mission and values as described in the Ethical Code of Conduct of the profession provide a unifying focus for social workers and is a public statement about what the profession of social work stands for. The worldwide professional practices of service provision are enacted according to the various professional Ethical Codes of Conduct (Banks, 2001). Manager and practitioner social work service delivery is enacted by the values that directly enhance the wellbeing of individuals and communities, promoting empowerment of vulnerable individuals and communities. In sum, the primary mission of social work is to convert the profession's articulated values into meaningful action (Reamer, 2013).

Responsibilities of Service

As previously discussed, it is the NGO governance who are responsible for the macro level practice (mission) delivering human services. By contrast, it is the managers and practitioner's responsibility to provide the mezzo level and micro levels of practice in delivering human services. Aligning with the professional mission of assisting human functioning the micro level of practice is delivered by practitioner interventions working directly with individuals and their families to promote wellbeing. The social work mezzo level practice interventions are generally facilitated by managers and targeted to small groups settings, community development projects, education, mediation and negotiation.

As mentioned throughout this Chapter the social work macro, mezzo and micro levels of practice have been included to conceptualise how each key stakeholder fulfils their dual missions within the context of NGOs providing community service delivery. NGO governance as a primary stakeholder fulfil their dual missional roles by providing business operations that allow other stakeholders to be able to provide direct services that promote human functioning and wellbeing. To fulfil the mission responsibilities of social justice NGOs, undertake social reform action activities, advocacy and policy research. Managers as key stakeholders of NGOs are generally responsible for the mezzo level practice interventions. To enact their dual mission, managers engage with communities to assist with projects that promote the wellbeing of members in society. The fulfilment of the social justice mission required by managers is enacted at a community-based level, providing resources and support to marginalised groups. The mission of social justice is enacted by practitioner's fulfilment of the mission to assisting human functioning is the provision of direct individual and family support services. To fulfil the mission of social justice, practitioners identify social systems of inequality impacting clients and provide direct client advocacy support.

Evidence of social work practice standards contained in the various worldwide Ethical Code of Conducts testify to the complexity of social work practice and shows the profession's deep commitment to protect their clients, colleagues and the broader community (Brill, 2001). The enactment of service is integrated throughout various professional Ethical Code of Conducts and speaks both to the social work responsibilities to individual clients and their responsibilities towards colleagues, other professional service providers and the wider community.

The Australian Ethical Code of Conduct (AASW, 2010) articulates social work responsibilities for grappling with social injustice issues concerning clients and the broader welfare of society. The social work ethical practice responsibilities within the Ethical Code of Conduct provide direction for ethical decision-making in service provision. Identified professional responsibilities within in Ethical Code of Conduct (AASW, 2010) include general areas relating to the values of the profession for example respecting the dignity of all persons, providing culturally appropriate and safe environments and commitment to social justice issues. Furthermore, the

ethical practice framework identifies more ethical responsibilities when working with clients, colleagues and specific contexts encountered in workplace settings.

Core Values Embedded in the Ethical Practice Framework

The social work profession has values embedded in the social work practice framework (Stanford, 2011). The values are central to the Ethical Code of Conduct and provide a foundation for ethical decision-making processes (Parsons, 2000; Reamer). The three core values underpinning the ethical practice framework are (1) respect for all persons (2) social justice, (3) and professional integrity. These three core values underpin the Ethical Code of Conduct for the social work profession (AASW, 2010). The Ethical Code of Conduct also acknowledges professional values of honesty, transparency, reliability, empathy, reflective self-awareness, competence and commitment. As these three core values are central to the profession it is important to discuss the following in further detail.

Respect for All Persons. Respect for all persons includes respect for individuals and groups, and the provision of humane service delivery (doing no harm). This value requires managers and practitioners to preserve and promote individual, groups, community's dignity, rights and responsibilities. Managers and practitioners enact this value by acknowledging their own epistemologies and refrain from imposing this on others (Ferreira & Ferreira, 2015). Taking this approach managers and practitioners agree that clients are experts in their own lives. Providing effective service delivery managers and practitioners recognise that respect for all creates an environment that can facilitate positive change and is the foundation of relationship building, establishing trust, creating a sense of safety and wellbeing.

The value of respect for all also requires managers and practitioners to foster the wellbeing of individuals and groups and recognise the collective needs of particular communities. Fostering the wellbeing of clients, managers and practitioners works to create a safe space for all to be seen and heard. This is achieved by holding thoughtful conversations and actively listening to understand the needs of others to assist with change facilitation. Managers and practitioners understand the importance of social and emotional wellbeing for healthy functioning in society. Managers and practitioners promote wellbeing for individuals, groups and

communities to increase their opportunities for empowerment, connectedness and resilience building.

Social Justice. The Australian Ethical Code of Conduct for the social work profession requires managers and practitioners maintain a dual focus in all contexts, specifically to assist human functioning and identify system issues that create inequalities and injustice in society. Managers and practitioners have traditionally promoted the value of social justice by actively reducing client barriers and expanding choices to those most vulnerable and disadvantaged. Reducing barriers for clients to receive services, practitioners respond to received referrals in a timely manner and use a range of strategies and techniques to promote successful engagement with services. Engagement strategies require robust execution as many of these clients are 'hard to reach'. Successful engagement provides clients an opportunity for support, information and resources. Practitioners recognise a client's experience with professional intervention can facilitate positive change. The engagement with service professionals provides an opportunity for clients to change negative historical narratives about themselves, their families and their interactions with institutions and authority. This in effect can create a new contemporary narrative for themselves, enhancing wellbeing and promoting functionality with future interactions in society.

The value of social justice also includes practitioner advocacy by identifying and opposing social systems and structures that promote inequalities and injustice. Practitioner advocacy is important because vulnerable members of society are often unable to effectively articulate their situations, express their needs and identify actions required to problem solve. This value acknowledges the 'power over' that many clients have historically experienced from society, institutions, authority and requires practitioners to actively provide a strong voice for vulnerable members of society. Through identifying the social systems and structures that promote injustice and inequalities practitioners are required to provide advocacy for their clients by identifying and actively disrupting power imbalances that negatively impact on vulnerable members of society.

Professional Integrity. Professional integrity is the third value embedded in the social work ethical practice framework. The subset of values underpinning

professional integrity are honesty, transparency, reliability, empathy, reflective self-awareness, competence and commitment. This value of integrity requires managers and practitioners to apply knowledge and skills that prioritise the needs of others over their own (AASW, 2010). Importantly this requires managers and practitioners to act responsibly regarding the use of power and authority when working with clients and the broader community. Managers and practitioners seek to minimise power imbalances when working with communities and clients by being attentive to language, voice tones, physical gestures, appearances and meeting spaces.

Professional integrity also requires practitioners to make ethically accountable decisions. Part of this ethical decision-making process is the application of critical thinking which requires managers and practitioners to engage in reflective practice (Coleman et al., 2002). Managers and practitioners apply reflective practice to situations in their everyday work practices. Central to reflective practice is the ability to reflect on one's own actions to engage in a process that facilitates professional ongoing learning and development (Fook, 2015).

The process of reflective practice involves personal engagement of a concrete experience, reflections of personal thoughts, behaviours, feelings and identification of influencing factors in the situation (Fook, 2015). Following in this process is the drawing of conclusions based on prior reflections. These conclusions then inform the development of future action plans and decision-making processes. Mostly, managers and practitioners apply reflective practice many times throughout the workday individually as part of providing effective service delivery to clients. Reflective practice is also shared informally by practitioners in group settings with colleagues and more formally in supervision meetings.

Manager and practitioner critical reflection extends on the reflection practice and is applied to work practices with a focus on power dimension factors that can impede change facilitation (Fook, 2015). An everyday example of this is practitioner's advocacy roles, where reflective practice is applied, followed by critical reflection identifying power imbalances experienced by clients. These ongoing processes of reflective practices and critical reflection are essential to the social work profession as a requirement to meet their Ethical Code of Conduct

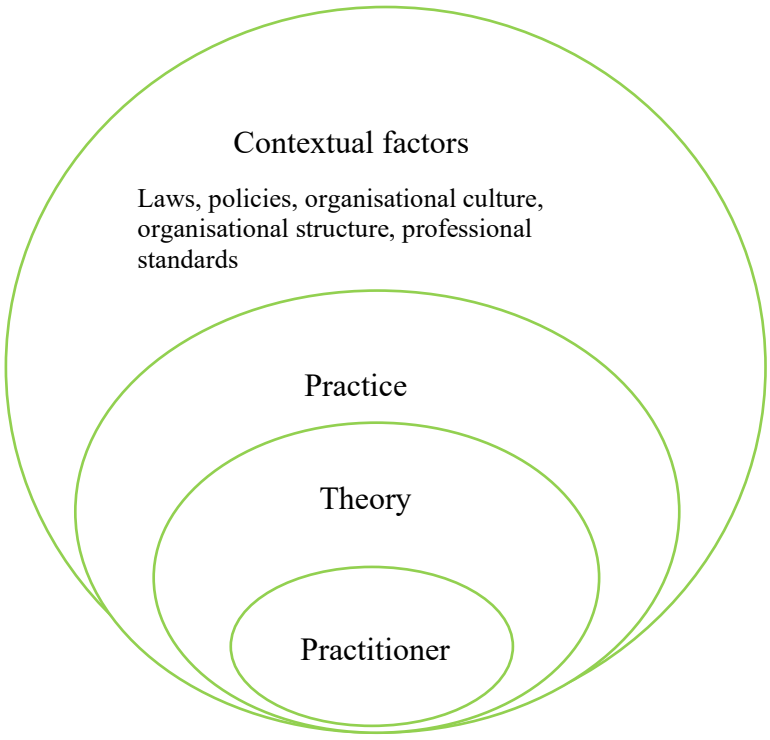
obligations of identifying power systems and structures that create injustice and inequalities and assisting human wellbeing and functioning in all contextual settings.

Therapeutic Practice Framework

The social work practice framework acknowledges the real-world context that practitioners operate within using theory and practice to inform interventions when working with families and children (Mirick, 2013; Noel, 2006). Central to the social work framework is the practitioner, secondly is the application of theory (a basic set of assumptions and beliefs) (Colshed & Orme, 2006) that inform decision-making to thirdly guide practice. The social work framework includes the contextual setting of practitioners because this profoundly shapes their capacity to enact practice (Mirick, 2013; Noel, 2006). Some examples of practitioner contextual settings that impact on practice are the laws, policies, organisational culture, organisational values and professional standards. Figure 3.1 shows the social work practice framework.

Figure 3. 1

Social Work Practice Framework



Adapted from https://steveforwardportfolio.wordpress.com/practice-framework/my-practice-framework/

Summary

This Chapter has conceptualised the social work practice framework that NGOs work within to deliver government funded community services. The framework is reflective of the real-world practice roles (macro, mezzo, micro) that organisational stakeholders work within to deliver the dual mission of the profession. Importantly, for the profession and what creates a unique difference to other helping professions is the adherence to the Australian Ethical Code of Conduct and the underpinning values. This professional governing document is the successful performance measure that managers and practitioners adhere to when enacting all areas of service delivery. The performance measures of NGO governance will be discussed later in Chapter 5.

Significantly the contributions and responsibilities of Australian NGOs providing service to the most vulnerable members of society have changed over time. The identification and rise of the 'third sector' signalled a shift in the development of the sector, with governments recognising the sector's ability to deliver cost effective community services. In response to governments providing multiple funding contracts for NGOs to deliver community services many organisations have increased and expanded areas of service delivery. As highlighted in the literature review organisations that rely heavily on government funding are at increased risk of mission drift.

CHAPTER 4: RESEARCH DESIGN

As outlined in Chapter 3, this thesis occurs within an overarching framework of Mission as Service. Within this conceptual framework, Chapter Four presents the methodology, researcher epistemology and includes the methods deployed to provide an audit trail to produce transparency. This study takes a single case study approach to investigate the phenomenon of mission drift. This purposeful approach enables a deeper understanding of a topic and a superior choice when studying a group of people (Gustafsson, 2017). This is deemed important as the phenomenon of mission drift affects the therapeutic practice of managers and practitioners working within organisations (Fetters et al., 2013).

Included in this chapter is a description of the strategies and techniques used to interrogate mission drift, and in so doing makes visible those decisions around strategies and techniques used to enhance trustworthiness (Rodgers & Cowles, 1993). The process of investigating the phenomenon of mission drift identified in the literature review as a significant issue for NGOs, is a complex one. An issue hidden in plain sight such as mission drift requires an in-depth process of analysis to reveal the underlying causes and factors in addressing the research questions.

This Chapter proceeds as follows: The methodology section which firstly discusses the rationale for utilising a case study approach. Also included are the researcher's epistemological assumptions that underpin this research. Secondly described are the selected Data Sources and rationales underpinning those choices. Thirdly, the methods of data analysis deployed are discussed. The fourth section includes issues that are relevant to the quality of qualitative research i.e., trustworthiness and ethical considerations.

Methodology

A case study approach was chosen to respond to the need for an in-depth analysis within context of the action. Case study is a flexible and dynamic research methodology that offers the researcher a suite of data collection sources and analyses to address the research problem (Mabry, 2008; Stake, 1995). The superior ability to explore and interpret a phenomenon extensively provides an appropriate context for the study. This study has taken a single case study approach applied to Service

Delivery Models of NGOs operating in Queensland enabling an extensive exploration of the topic of mission drift. Selecting an exploratory approach to investigating mission drift was deemed appropriate for two reasons firstly, as there is a paucity of literature on the topic of mission drift and secondly, the need for an in depth understanding of the topic. In other words, as an exploratory design a case study allows for a greater amount of detail to be collected that is not so easily obtained by other research designs, and the data collected can provide richer and more meaningful results. Thus, a case study approach was a purposeful selection (Creswell, 2014).

The main advantage in applying a case study to investigate mission drift is its provision of multiple lenses to explore the phenomenon of mission drift (Baxter & Jack, 2008; Noor, 2008). In addition, further justification for this decision comes from the need of in-depth study (due to the paucity of literature) as well as from feasibility purposes, such as the project requiring containment, the depth of inquiry to meet timeframes as well as enhancing the potential for transferability of the results. The choice to use multiple data sources and apply document analysis to investigate the topic of mission drift was adopted to enhance the rigour in this study Case study allows the research to be done remotely. This flexibility of conducting a case study remotely became more important as the prior research design changed as a result of no NGO participation in research. It is also inexpensive to conduct which enhances feasibility (Baxter & Jack, 2008). Finally, a case study makes the material under investigation very accessible to readers. These choices came from the researcher's postmodern epistemology.

Researcher Epistemology

Postmodern assumptions have informed the choice of methodology and application of an interpretivist approach has provided focus on the specific context of NGOs to investigate mission drift through multiple data collection sources, scholarly literature, personal experiences as a researcher and practitioner. An interpretivist approach was chosen because it relied on participants' representation of stakeholder perspectives of mission drift. My postmodern epistemology recognises the important role of language, power, relations and motivations that hold influence, and that these factors cannot be excluded from personal exchanges with oneself or others (Nath,

2014). This belief impacted on the research because personal experience provided evidence of power differentials and structural inequality in the current funding relationships between the State government and non-government organisations (Van Slyke, 2006).

According to my postmodern epistemology, it was paramount that the research topic included multiple stakeholder representation, particularly representation of many 'at risk' stakeholders, stakeholders susceptible to mission drift, as well as those affected by mission drift. Because the professional experiences of managers and practitioners are susceptible to mission drift qualitative data collection methods and analysis relied on participant representation to highlight the experiences of mission drift (Creswell, 2014). These assumptions meant that all stakeholders represented in the research were recognised as having constructed different knowledge and developed different perspectives (Hielscher et al., 2017) of mission drift because of their different contextual background of work roles within an organisation. Thus, as this section further addresses, the Ethical Code of Conduct was chosen to identify the social work ethical practice framework managers and practitioners use to delivery therapeutic services.

The data gathering procedures described in this Chapter together with the data produced through various analyses in Chapter Five, have addressed the three research questions which were used to interrogate mission drift through the Mission as Service framework, i.e., where the concept of mission as service is the overarching concept (developed in Chapter 3). The research questions and subsequent investigations were designed to reveal something of the conditions under which managers and practitioners in NGOs have to work and the influences affecting their practice according to the effect of mission drift. The research questions discussed further in Chapter Six have been answered firstly by addressing the two Sub questions (Two and Three). Answering these questions assisted with providing answers for the overarching research question.

Data Source Choices

Five data sources – NGO Non-Engagement, NGO Annual Reports, Ethical Code of Conduct, and State government Service Delivery Models and practitioner experience– were chosen to address the overarching Research Question, and Sub

questions 1, and 2. The NGO Non-Engagement is one data source which includes the NGO Non engagement and draws on researcher recruitment experience. As mentioned previously the NGO Annual Reports and the Ethical Code of Conduct are publicly available documents and were selected to represent stakeholders responsible in delivering community services. The three State government Service Delivery Models were selected to show changes over time and the work conditions of managers and practitioners. The selected data sources are frameworks that became data sources because of my choice to apply a series of analyses within the source documents. The additional data source has included practitioner experience that shows some of the impacts State government funding has on the macro mezzo and micro levels of social work practice. The rationales underpinning these choices are represented in Table 4.1.

Table 4. 1

Rationale for Choices of Data Source Documents

	Data collection sources	Data collection rationale
1.	NGO Non engagement	Became available as a data source due to the lack of success in NGOs research participation.
	Researcher experience	Returning to the literature I found a recent Australian Report that described NGOs as self-silencing. Therefore, my recruitment experience recorded in detailed journaling could be used as a further data source.
2.	NGO Annual Reports	NGO Non engagement governance documents selected to show how the construct of *Mission as Service* was represented in Annual Reports of 2015 and 2018
3.	Ethical Code of Conduct	This framework conceptualises how the construct of *Mission as Service* is manifested and understood by both managers and practitioners.
4.	Service Delivery Models	Three Queensland State government Service Delivery Models show changes over ten years and working conditions of managers and practitioners.
5.	Personal experience	Provides a narrative account of how State government funding impacts on manager (mezzo) and practitioner (micro) practice levels.

Rationales for Five Data Sources. The first data source was the result of being unable to recruit any NGO organisations to participate in the research. Returning to the literature, I found a report titled Civil Voices: Researching Not-For-Profit Advocacy (Maddison & Carson, 2017) that identified NGO organisations as self-silencing. This identification meant that the documentary evidence I had journaled during the recruitment period could be used as a source of data. The NGO non-engagement as a data source could be analysed to offer supporting evidence in the investigation of mission drift. My choice to recruit one large NGO came from literature that described mission drift as problematic in the sector, this reported vulnerability being due to the heavy reliance on government funding potentially resulting in more exposure to mission drift (Ryan et al., 2014). As the initial recruitment of the first large NGO was unsuccessful, I purposefully developed a recruitment strategy (discussed later in this Chapter) to engage successive large NGOs to participate in the research project focused on mission drift. As shown in Table 4.1 the researcher recruitment experience of six large NGOs to participate in research includes personal narrative accounts as a further data source.

My approach to contacting a large NGO was to consider the structure of organisations as an important factor in accessing and engaging strategic decision makers from the six NGOs. At the outset, it seemed important to consider who in the organisation would be able to make decisions and shape organisational strategic direction and actions (Hayes, 2005). As part of controlling the direction of the organisation, included in the role of certain employees was to act as gatekeepers for the organisation. Literature suggests one of the main challenges recruiting participants in qualitative research is gatekeeping (Archibald & Munce, 2015). The gatekeepers in organisations can be individuals that may use their position to divert outsiders from entering the organisation structural levels. For example, a receptionist taking phone calls may have the decisional power to either deny or progress an outsider's request for communication with other organisational staff members.

Annual reports of six (6) NGO of varying sizes were chosen as a data source because these Annual Reports as publicly available documents are a public representation of the organisation's activities and performance, enacted as a main mechanism of public accountability (Dhanani, 2019). My initial intention was to collect the same six Annual Reports of all organisations in the 2018 and 2015 period

however through the data collection phase I found one organisation had made some changes in the production of Annual Reports in 2018. The data collected and produced from the NGO Annual Report data source included six Annual Reports from 2015 financial year and five Annual Reports from 2018 financial year, a total of eleven NGO Annual Reports in the financial years between 2015 – 2018. The analysis of these documents provided a means of tracking change and development over time.

The publicly available NGO Annual Report documents were selected because being issued from the governance level of NGOs, they are a performance measure that organisations use to provide functionality, symbolism and successful mission alliance to a broad range of stakeholders (Flack, 2007). As mentioned earlier it was intended to include all six Annual Reports for the 2018 for comparison, however in the process of data collection it became evident that Org 2 had stopped producing a downloadable PDF annual report. The organisation was now producing a website online Annual Report called an Annual Review. As part of checking the availability of the data I placed a phone call to the organisation to obtain a copy of the 2018 annual report in PDF. An administrative staff member of Org 2 confirmed the board had made the decision four years ago to change the reporting format of their Annual Report ‘to save money’.

The second publicly available document chosen was the Australian Ethical Code of Conduct (AASW, 2010). The document is produced by the Australian Association of Social Workers and is the ethical practice framework for the social work professional practice standards that capture the underpinning values of the profession. This choice came from a need to give the managers and practitioners representation in order to address Sub Question 2 as well as providing a means of comparison between the Mission as Service framework for organisations and the Mission as Service framework for managers and practitioners. This core professional document informs and guides ethical decision making for manager mezzo level practice and practitioner micro level practice to enact in their day-to-day therapeutic practice when working with clients and in all workplace settings.

The third publicly available documents selected were three State government funded Service Delivery Models that provided operational guidelines for staff, and

other services over the ten-year period. Literature suggests government funding models can constrain and undermine employee protections provided by professional sector regulations (Charlesworth, 2010). The mezzo level work of managers and micro level work of practitioners providing service delivery is not only shaped by the rules of organisations but also by government decisions about the funding of particular services. The three State government Service Delivery Models selected included the first Service Delivery Model (2007 – 2010) second Service Delivery Model (2010 – 2013) third service model (2013 – 2016) The State government funded Service Delivery Models provided the operational guidelines outlining the Model of Service Delivery expected from funded service providers.

The selection of these three publicly available documents were to address all three Research Questions. Personal experience of the researcher is included as a further data source in response to the discovery of Australian scholarly literature Civil voices: Researching not-for-profit advocacy (Maddison & Carson, 2017) that reported NGOs are self-silencing. The following section describes in detail the recruitment process of six large NGOs invited to participate in research focused on mission drift.

NGO Non-Engagement. The organisational NGO Non-Engagement applied a series of strategies and techniques to support successful data source collection (Archibald & Munce, 2015). Data for the NGO Non-Engagement was collected using a journaling technique which included a detailed logging of accounts of the events (Chabon & Lee-Wilkerson, 2006). This data source was produced from the researcher's personal experience in engaging NGOs to participate in research and included narrative accounts from phone calls, emails, diary, and journal. Data was collected from 19th January 2019 and concluded on the 18th of October 2019.

The recruitment data was produced from the researcher's experience of recruiting six large NGOs, where decisions were based on the professional experience of the researcher and designed to reduce barriers for data collection. My approach to reduce barriers for data collection was to build rapport with the decision makers before providing further information about the research project. Some of the barriers I experienced in data collection was timely access to decision makers and organisations managing crisis delayed executive leadership consideration and

responses. Organisational recruitment was conducted on a one-by-one basis with the commencement of the next recruitment starting after the prior data source had declined participation. This decision was based on ethical considerations to reduce the risk of having two or more organisations agreeing to participate at the same time (Fletcher et al., 2012). The applied NGO Non-Engagement was enacted in five (5) phases as follows:

Phase 1:	Assessment of organisational websites
Phase 2:	Cold calling organisations
Phase 3:	Email providing first level information
Phase 4:	Responsive to organisations second level of information
Phase 5:	Closure of recruitment - data saturation of source

Phase 1 included an assessment criteria of NGO websites that promoted interest in research and advocacy. A research focus was important as I considered organisations promoting research interest would have a better understanding of some professional benefits arising from research participation and therefore be more willing to participate. Organisational advocacy was the second consideration of recruitment selection because advocacy activities are an embedded value within the mission-based NGOs (Hielscher et al., 2017). Advocacy activities of NGOs have been increasingly under threat through a lack of funding and resources (Maddison & Carson, 2017). It was the researcher's intention that NGO participation in the research would provide organisations an opportunity for confidential sector advocacy.

Phase 2 the strategy applied was 'cold calling' organisations for the purpose of recruiting them as the case study focus for the project. It was intended to engage organisational executive leaders because of their strategic decision-making roles and their ability to provide consent for organisational research participation. I selected 'cold calling' as a recruitment strategy because of the rapport building opportunities and to further assess the level of interest from the initial phone call.

Phase 3 provided a first level of information about the research to assist with the decision-making process. This phase was conducted based on organisational interest and positive response from the initial phone call. Information was provided

via email shortly after the phone call to maximise the researcher's creditability, rapport building and so the executive leaders were familiar and expectant of the email providing information.

Phase 4 was designed to be responsive to organisational needs by addressing further questions about participation that would assist the decision-making process. This phase provided opportunity for organisations to have any concerns or questions addressed by the researcher before consenting to research participation. The second level of information was provided by phone calls and emails.

Phase 5 included the researcher's decision making of the data collection source saturation point (Fusch & Ness, 2015). This included follow up calls and emails to organisations before finalising the recruitment closure process. A detailed account evidencing NGO Non-Engagements and researcher engagement strategies has been included (Appendix A). Table 4.2 shows recruitment phases and a summary of the level of organisational engagement or lack thereof in participation in the research.

Table 4. 2

Organisational Recruitment Phases

NGO	**Phase 1** Assessment	**Phase 2** Cold calling	**Phase 3** 1st information	**Phase 4** 2nd information	**Phase 5** Closure
Org 1	✓	✓	✓	✓	✓
Org 2	✓	✓	✓	✓	✓
Org 3	✓	✓	✓	0	✓
Org 4	✓	✓	0	0	✓
Org 5	✓	✓	✓	✓	✓
Org 6	✓	✓	✓	✓	✓

Methods of Analysis

Methods that were used to produce data are document analysis, content analysis, thematic analysis, and textual analysis. Content analysis focuses on the

frequency with which words or concepts occur within texts or across texts (Carley, 1993). As Carley (1993) notes the more frequently a word or phrase is used by an author means that there is more representation of significance and meaning within the text. By using content analysis, it was possible to analyse data qualitatively and at the same time quantify the data (Grbich, 2012). Conversely, thematic analysis was selected to provide a purely qualitative, detailed, and nuanced account of data (Braun & Clarke, 2006).

Document analysis involves examination of documents initially through a superficial level of skimming, secondly a more thorough examination of the document reading and interpretation of the data (Bowen, 2009). Bowen (2009) notes an absence of sufficient detail in reports. The aim was to produce substantial evidence by using more than one document and one form of analysis. Document analysis is an iterative process combining elements of content analysis and thematic analysis. Content analysis is the process of organising information into categories related to the central questions of the research (Javadi & Zarea, 2016).

Scott (1990) formulated a quality control criterion for handling documentary sources. The four criteria included for quality control are authenticity, credibility, representativeness and meaning. Authenticity relates to the truthfulness of documents and that the documents are genuine and have integrity. The source documents selected were checked for their authenticity by the researcher. Creditability considers two key components of trustworthiness and expertise. The creditability criteria established the source documents production was by the organisations responsible. Representativeness as a criteria for document selection applies more to some documents than others. It refers to whether the documents are typical of its kind or to what extent the documents are atypical. The examination of these source documents for representativeness was important in determining the typical nature of the documents. Further criteria for quality control in dealing with document sources was meaning. Meaning relates to whether the evidence is clear and comprehensible. The ultimate purpose of examining source documents was to arrive at an understanding of the significance and meaning contained within the documents.

Literature suggests particular attention is required for transparency. This was achieved by providing a detailed description of the choices made and also providing

information about content analysis, thematic analysis textual analysis, of how codes were identified, and abstracted themes developed during data analysis beyond describing “that they have been developed through reading and immersion” (Vaismoradi et al., 2016). These descriptions provided more transparency and thereby enhanced the quality of my qualitative study.

The methods chosen to analyse the publicly available documents were deemed suitable for use with a case study approach and are described in this section as a series of analyses to answer the research questions (Creswell, 2014). As previously discussed, the selection of six NGO Annual Reports was because they were publicly available documents that represented the governance of the six large NGOs. The selection of the Australian Ethical Code of Conduct provided representation of the manager and practitioners responsible for delivering community services. The three publicly available State government Service Delivery Models were selected to show State government changes to State Service Delivery Models over time. Table 4.3 illustrates the data collection sources and methods of analyses used to answer the research questions and to investigate the topic of mission drift from multiple stakeholder perspectives.

Table 4. 3

Research Questions, Data Sources and Methods of Analyses

Research questions	Data Source	Analytical instrument	Method of Analysis
Q 1. How do the current Australian Government, specifically Queensland government funding conditions for non-government organisations contribute to mission drift?	Service Delivery Models	Document analysis	Content analysis (word frequency count) Thematic analysis
	Ethical Code of Conduct		Textual analysis Thematic analysis
			Textual analysis Thematic analysis
Sub Q 1. What are the dominant factors that contribute to mission drift?	NGO Annual Reports	Document analysis	Content analysis (word frequency count) Thematic analysis
	NGO Non-Engagement		Textual analysis Thematic analysis
Sub Q 2. What are some impacts of mission drift on managers and practitioners?	Ethical Code of Conduct	Document analysis	Content analysis (word frequency count) Thematic analysis
	NGO Non-Engagement		Textual analysis Thematic analysis
	Service Delivery Models		Textual analysis

The following sections describe the process of using a document analysis from which data were collected and analysed. As shown in Table 4.3 three publicly available documents were analysed. The Annual Reports of six NGOs were selected to establish changes over time (2015 – 2018). Within the Mission as Service framework, utilising the Ethical Code of Conduct these changes could be identified through language shifts, providing hard evidence of change. On the other hand, as publicly available documents these were also analysed for language shifts to identify any changes made.

The criteria selected for analysis of the source documents was the Mission as Service framework. This Mission as Service framework utilised the Ethical Code of Conduct as the source document as it is the governing document managers and practitioner apply in their day-to-day work practices. The selection criteria of analysis of NGO Annual Reports were that these documents publicly represent the performance measures and organisational mission at a macro level. The criteria for analysis of the State government Service Delivery Model source documents were based on personal practitioner experience of changes observed working conditions within the three different Service Delivery Models in a ten-year period (2006 – 2016).

Documentary Analysis

Document analysis was chosen because it is a systematic procedure for reviewing and evaluating documents (Bowen, 2009). A second reason document analysis was selected was to address the research questions through its ability to yield data from a variety of sources within these documents (such as excerpts, quotations, or entire passages) which then through content analysis can be then organised into major themes, categories, and case examples (Labuschagne, 2003).

A further choice of document analysis came from its ability to provide useful supplementary research data that highlighted information and insights derived from the document analyses. This supplementary data can be useful and valuable additions to a knowledge base for later research or drawn on by other researchers (Bowen, 2009). However, the choice of document analysis allowed for the different data sources to be brought into dialogue as the three documents under interrogation were publicly available documents.

Content Analysis. Content analysis is a form of document analysis that is designed to elicit meaning beyond the written text and language (Vaismoradi et al., 2013). The analysis can establish both manifest and latent meaning: that meaning which is obvious and deliberate, and that meaning which is hidden or implied (Sarantakos, 2005). This form of analysis being unobtrusive was deemed suitable as the publicly available documents - Annual Reports and Ethical Code of Conduct material - were generally accessible.

Furthermore, the selection of content analysis reduces the risk of bias because the information is provided in a neutral form (Vaismoradi et al., 2013). The analysis of the strategic documents such as Annual Reports of six Australian NGOs revealed the meaning inherent in those documents, and therefore revealed the view of individual institutions. Content analysis was also well-suited to analyse the multifaceted, important, and sensitive phenomenon of mission drift.

Thematic Analysis. Thematic analysis is a foundational and flexible method of data analysis in qualitative research. This method of analysis was selected due to the ability to unravel or delve beneath the surface reality of the data (Braun & Clarke, 2006) which was important as the initial recruitment data collection phase returned no interest from NGOs invited to participate in research. The thematic analysis applied to the data source documents was suitable to develop initial coding of text and subsequent development of themes from the NGO Annual Reports, Ethical Code of Conduct document.

Thematic analysis was chosen as it is a nonlinear analytical tool with the ability to move from descriptive to interpretation of data (Braun & Clarke, 2006). Further relevant features include flexibility and providing rich and detailed including complex data accounts. Thematic analysis was also chosen because it considers both manifest and latent content as categories in data analysis (Vaismoradi et al., 2013) choices that needed to be made before proceeding to higher levels of data analysis. The initial stage of the process of thematic analysis involved coding where phrases were selected because of their relevance. Coding reduced the amount of raw data to that was relevant to the research questions, breaking the data down to manageable sections. A further benefit of coding was the ability to take the researcher through the transformation of raw data to higher-level insights or abstractions that assisted in developing themes (Vaismoradi et al., 2016).

Textual Analysis. This type of analysis was used because of its usefulness in understanding how the authors of documents strategically convey meaning through the use of written language within a specific context (Park et al., 2012). Textual analysis was applied to the NGO Annual Reports and the Ethical Code of Conduct to discern latent meaning, assumptions and omissions of text within the source documents (Fursich, 2009). Applied as a supplementary analysis, it was valuable to

apply in conjunction with thematic analysis in using the text words of *mission* and *service* and selected phases that captured the broad-based concepts (Carley, 1993).

A further benefit of textual analysis was that it provided the context of inquiry to address the research questions (McKee, 2001). This type of analysis allowed me to identify the context that each stakeholder operates within their roles of service delivery. This form of analysis also has the ability to focus on the underlying ideological and cultural assumptions of documents (Park et al., 2012). The selection of this analysis was important to show the different cultural assumptions of organisations that are represented in the NGO Annual Reports and the cultural assumptions of the social work Ethical Code of Conduct.

The analysis of text applied to the data sources was deemed important as text can perform many functions being able to describe, explain, shape, narrate, advise and govern, sometimes performing multiple functions simultaneously (Park et al., 2012). In the case of the selected Annual Reports textual analysis showed how NGOs use Annual Reports as a multiple functioning strategic tool generally describing, explaining, advising their commercial operations to broad range of stakeholders. By contrast the social work Ethical Code of Conduct while also being able to provide multiple functions has a different primary function in providing a governing document for the ethical practice of the profession. Furthermore, the analysis of text applied to the State government funded Service Delivery Models showed how the funding body uses some documents to strategically describe, shape, explain and advise operational governance to funded service providers. This meant the selection of textual analysis was not only important but crucial in identifying mission drift.

Trustworthiness

Trustworthiness in this thesis has been ensured through the provision of an audit trail, a process of transparency. Described as “the cornerstone of social science” transparency responds to the academic obligation of scholars and researchers “to reveal to their colleagues the data, theory, and methodology on which their conclusions rest” (Moravcsik, 2014, p. 48). Thus, an audit trail is a complex collection of documentation (Rodgers & Cowles, 1993). It links “interpretations and conclusions in the final research document to the data, through all steps in-between”

(Akkerman et al., 2008, p. 270) and so can be considered as “a procedure comprised of a variety of researcher-generated data that must be consistently and conscientiously recorded and skilfully organised throughout the research process (De Kleijn & Van Leeuwen, 2018, p. 5).

Transparency was also prioritised in this thesis as the areas most prone to risk of bias include data collection, interviews and the reporting of data (Noble & Smith, 2015; Rolfe, 2006). Addressing the integrity of the research, attention was applied to the rigour and quality assurance evaluation mechanisms relevant and appropriate to conducting a qualitative case study (Noble & Smith, 2015). These evaluations of integrity included insuring trustworthiness, dependability, creditability and transferability. The use of document analysis to investigate the research topic of mission drift minimised reflexivity issues usually associated with qualitative research (Bowen, 2009). The use of document analysis was deemed nonobtrusive and non-reactive however reflexivity issues in this research were not excluded.

To enhance the research credibility reflexivity issues were considered by situating the researcher and addressing areas that pose the most potential for bias (Noble & Smith, 2015). Reflexivity in this research was firstly addressed in Chapter One by the researcher situating personal experience. Further assisting with qualitative research creditability in this study was the researcher identifying epistemological assumptions that underpinned the choice of methodology. As discussed earlier in this Chapter my postmodern epistemology meant that it was important to represent multiple stakeholders susceptible to mission drift. The collection of multiple data sources representing key stakeholders assisted with issues of rigour, consistency and comprehensiveness of this research. The choice of selecting multiple data sources also provided the opportunity for triangulation which further enhanced the creditability of the study. (Roberts & Priest, 2006).

Ethical Considerations

Ethical considerations for all stakeholders involved in the research process were the researcher, the organisation, participants, the State government, and the university. Targeted strategies and reflective practice throughout the research process as well as my experience of the topic required two areas for consideration, ameliorating personal bias in all areas of the research process, being attentive to any

personal negative consequences that may have arisen in conducting the research (Goodman, 2016). This study was reviewed by the University ethics committee and gained ethical clearance prior to the commencement of the research.

Strategies to minimise personal bias included debriefing with supervisors, external supervision and maintaining a reflective journal documenting any challenging issues that may have emerged from being involved when conducting the research. Personal bias was dealt with by the articulation of my epistemology which allowed me to be attentive to the role of my values and beliefs (Berger, 2015). Additional ethical considerations were also deployed in the researcher recruitment phase of NGOs, and to prevent any conflict of interest I chose not to approach the large NGO where I worked for ten years.

The selection of publicly available documents for analysis reduced ethical considerations and risks as no participants were engaged for in depth interviews. A further strategy applied to reduce harm and minimise any negative consequences for organisations was the de-identification of source documents. These included organisational Annual Reports, Service Delivery Models and the recruitment personal details of phone and email communication throughout this thesis. In line with literature ethical considerations were included in the recruitment phase of the six large NGOs. This meant I contacted organisations one by one and finalised data saturation before contacting further organisations to participate in the research.

CHAPTER 5: DATA PRESENTATION, ANALYSES, AND FINDINGS

This chapter presents and analyses the five data sources – NGO Non-Engagement inclusive of researcher experience (Data Source 1), NGO Annual Reports (Data Source 2), Social Work Framework (Ethical Code of Conduct - Data Source 3) State Government funded Service Delivery Models (Data Source 4) Practitioner experience (Data Source 5) that will be used to answer the research questions in the investigation of mission drift.

Analyses

This section utilises a series of qualitative and quantitative methods as well as various forms of analyses as outlined (Chapter 4) in interrogating the five data sources. Each data source applies multiple levels of analyses to deal with the complexity of the data in fulfilling the aim to illuminate both objective and the hidden data. Data Sources 1 and 4 deploy three levels of analyses while data Source 2 and 3 apply two levels of analyses. Data Source 5 provides a narrative account of practitioner experience.

Pathways

The aim of this Chapter is to present manifest and latent data and does so by firstly presenting analyses of the five data sources. This series of analyses then leads to the presentation of the data where the concepts of *performance* and *relationships* (developed in Chapter 3) is operationalised to produce findings. The Chapter concludes with practitioner reflections.

Data Source 1 - Analysis of NGO Non-Engagement

The presentation and analysis of Data Source 1 were conducted within an overarching framework of Mission as Service and utilised the concepts of *performance* and *relationships* as foundational concepts within the Mission as Service Framework. These concepts are relevant to an investigation of the NGO Non-Engagement and are used to illuminate latent meaning. However, as process is relational the concepts of *performance* and *relationship* not only overlap but are often intertwined in the enactment of engagement. In addition, *relationship* in this

NGO Non-Engagement preceded my experience of performance and so in the following analyses the *relationship* of the researchers and the organisation will be considered before applying the concept of *performance*.

The NGO research recruitment was conducted with the intention to recruit one NGO – however the decline from NGO research participation resulted in approaching six NGOs, a process which was journaled in detail and presented in Table 4.4. A further detailed account of the NGO recruitment process is provided (see Appendix A). This recruitment was retrospective to the discovery of significant literature - a comprehensive and detailed report on NGOs as self-silencing (collaborators: Human Rights Law Centre, Pro Bono Australia, University of Melbourne) (Maddison & Carson, 2017). With this report as an informing document, the analysis of the NGO Non-Engagement was conducted to investigate the potential for NGOs as self-silencing.

The data collected through researchers experience in NGO Non-Engagement were organised sequentially according to the timeline of contacting each organisation. Data Source 1 – the NGO Non-Engagement - consists of three levels of analyses (1) applying the concept of *performance* within the NGO recruitment process (2) applying concept of *relationships* within NGO recruitment process. These two levels of analyses were applied for the potential of providing qualitative evidence of NGOs self-silencing. (3) The third analysis was applied for the potential of quantifiable evidence of NGO self-silencing within Data Source 1. The third analysis applied three data sets of analysis (1) first level analysis – structural levels of organisational contexts (2) organisational responses to research (3) organisational research decisional outcomes. The outcomes of the three sets of analysis are shown later in Table 5.1 and form part of the discussion Chapter.

First Level Analysis of Performance in NGO Non-Engagement

The data was sequentially collected in five (5) phases (see Table 4.2). The data was analysed using the tri-level structure of organisations – administrative, tactical, strategic levels (Metin, 2017). This tri-level grid (administrative, tactical, strategic) that reflects the operational structure of organisations was adopted when utilising the concepts of *relationships* and *performance*. As mentioned earlier in this

Chapter, use of these concepts was to elicit evidence from the researcher's recruitment experience, with the potential for organisational self-silencing.

This first level analyses organisational responses and the concept of *relationships* was utilised to reveal organisations' responses to myself as the researcher to interpret and evaluate evidence of the *performance* of organisational self-silencing. Thus, this initial analysis describes ways in which the six (6) NGO related to me as researcher. With Org 1, the administrative level person as the research contact person (identified on the website) did not respond to my request for access to a decision-maker within the organisation, instead continued to ask for specific additional information involving eight emails. This information I was told would be sent on to the strategic level. It was not until the eighth email that I was finally given the email address and phone number of a person at strategic level. My contact with this person went unanswered.

My relationship with Org 2 while experienced positively in the beginning, where after the initial phone call at administrative level I was given access to a person at strategic level however communication with this person was a protracted process. The person at strategic level set the tone of the communication by informing me - "you will have to chase me up". Throughout this engagement process and relationship building (so I assumed) with this person at strategic level via 4 phone calls and 3 emails, the decision to decline participation was conveyed to me through a phone call with a person at the tactical level that I had never spoken to or in any way related to before. My experience of this phone call (and so of the organisation) was one of being 'caught off guard'.

The way in which Org 3 related to me as a researcher was on the administrative and tactical levels. These *relationships* were negotiated at email as well as their internal communication. The research engagement with Org 3 at first seemed somewhat respectful of me as a researcher in that the administrative sent an internal email that copied to the person at the tactical level enquiring if the organisation could respond. In addition, the person at administrative level gave me the email of a person at strategic level whom I then emailed with no response. Some time lapsed and the tactical level person emailed me apologising for the time delay and asked a couple of questions. After this I received the information via email that

they were having internal discussions about participation. I received an email from Org 3 at the tactical level five days later declining the invitation to participate. Overall, my experience of Org 3 during the NGO Non-Engagement and my requests for a decision-maker was one of 'handover'. While I did not receive any response from the strategic level person the discussions from the tactical level indicated some organisational consideration of participation.

Relationships within Org 4 was one of obstruction as my request for access to an executive level person was denied by staff at the administrative level. The reply to my request was one of policy - "we don't give out contact details of executive members". When I asked for someone else who would be available for a conversation about the research, I was put through to someone at the tactical level, whose response was they would pass on the verbal information. After no organisational response I phoned again and was told "if someone is interested, they will get back to you".

My impression of the way in which Org 5 related to me and my invitation to participate in the research was dismissive. While I was given immediate phone access to the strategic level by the person at administrative level, the brief conversation with the head of research and advocacy that ensued did not allow any room for relationality, any further conversation and/or negotiation of possibilities. This person closed the brief conversation saying, "it's a busy time of the year and people on the ground won't have time to assist".

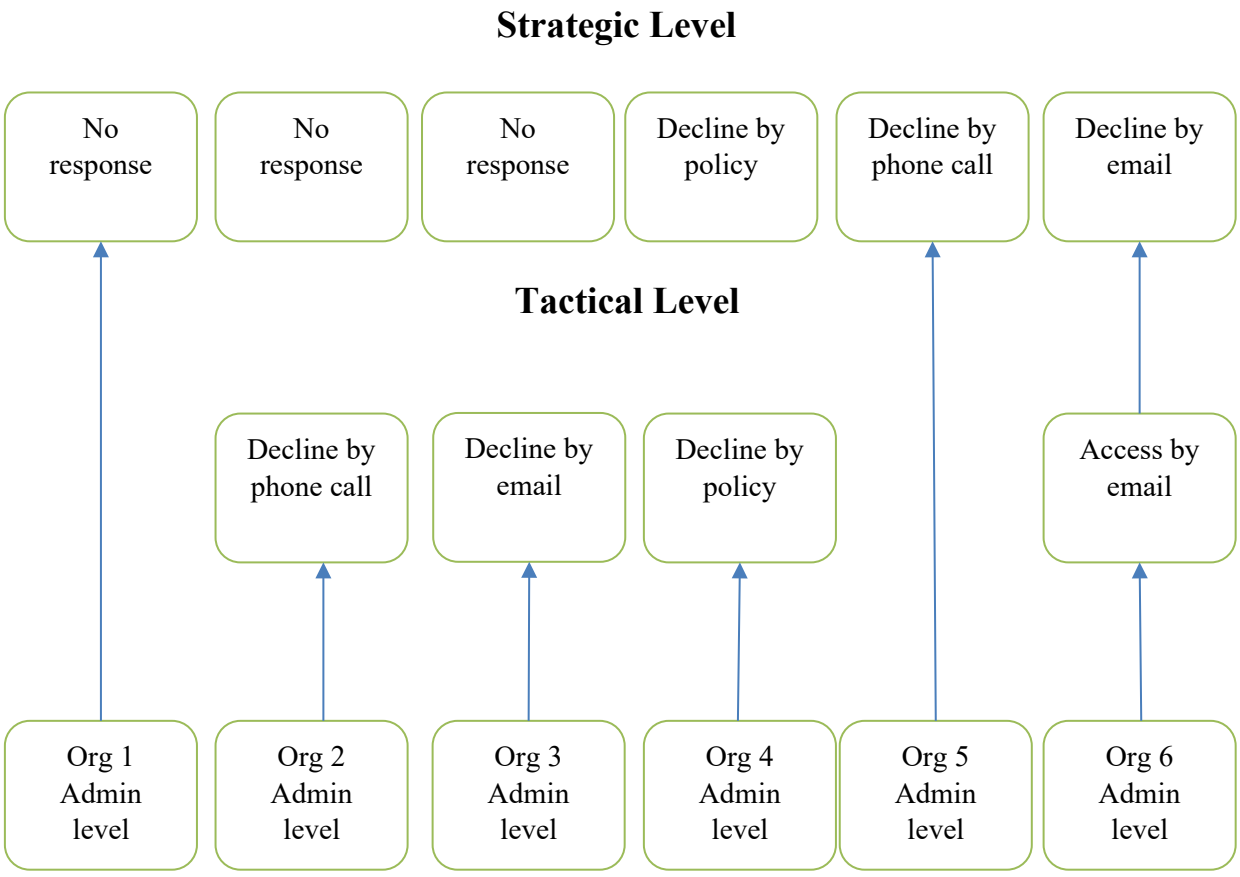
The relationship I experienced with Org 6 was more relational as there was an email trail, emails between myself, the tactical and strategic levels. However, after responding to their request for full disclosure of the research project there was no follow up communication. A week later I emailed to elicit an organisational response and that same day I received a decline response email from the strategic level person, saying "we cannot accommodate an additional research project at this time".

My overall experience with the six NGOs was that of varying degrees of engagement with my invitation to participate in the research. Those 4 organisations who did provide an organisational (final) answer gave generic responses, some at strategic and others at tactical levels, while Org 1 gave no response, Org 4 gave their

response without meaningful engagement or any real relationship, taking a default policy position without any relationality - "if someone is interested they will get back to you". Figure 5.1 sets out an analysis of the *relationship* interaction based on the researcher's experience engaging six large NGOs to participate in research.

Figure 5. 1

Organisational Relationship Interactions with Research



Second Level of Analysis of Performance in NGO Non-Engagement

This section builds on the analysis of the researcher's *relationships* with the organisation now utilises the concept of *performance* to identify ways in which the six (6) NGOs conducted organisational internal and external controls considering research participation. Control was shown through the ways that members' roles and responsibilities were enacted, ways that are shown to be self-silencing. This evidence of external and internal control will appear mainly as gatekeeping, use of policy and lack of response.

Org 1 clearly evidence gatekeeping as an external control, as did also Org 4. The gatekeeping exercised by Org 1 was through an initial denial of access as well as a protracted process of information requesting. Gatekeeping was extended to the strategic level, where it was exercised through no response to my invitation to participate in the research. The gatekeeping by Org 4 was clearly overt in contrast to Org 1 (where I was being led to believe that I would be given access eventually to a decision-maker). Gatekeeping in Org 4 was exercised through quoting what seemed to be policy at both administrative and tactical levels. Both persons at these levels told me they could not give out email addresses.

External control for Org 2 initially was not exercised as communications at administrative level were positive. However, some external control was perhaps unintentionally being enacted through their structuring of the researcher to continually having to return to them for access to the organisation (the seat of power). This authoritarian structuring of organisational *performance* meant I was positioned to be disempowered in the process, while Org 2 performed as a relatively closed system. By initially saying 'yes' to my invitation I was drawn into their organisational *performance* which resulted in my experiencing being 'dumped' at the end of the process.

Initial interactions with Org 3 showed that there was no exercise of gatekeeping at the administrative level, as I was given direct access to the strategic level. There was no response at this level. Again, I contacted the administrative level where the person facilitated engagement at the tactical level. This was an experience of the organisation's exercise of internal control and external control as my request was being extended to unseen teams (evidenced by my copy of emailed persons) and yet unable to connect with these decision-makers at this tactical level. Lag time was experienced before receiving a decline email from the tactical level.

For Org 5 external control was exercised by direct access to the strategic level, where after a very brief call, I was told I would be called back. With no return phone call, the following week I called to discuss the possibility of participation however the call was brief "my organisation would probably not be a good fit for the research given the low level of government funding" that was followed up by "it's a

busy time of the year and people on the ground may not have time to assist". I was left with the impression that this closure was a generic response.

Org 6 seemed to want me to have a high level of *performance* while remaining unaccountable or having any reciprocity in the process. The treatment of my invitation was involved in a process of elevation, from administrative, to tactical to strategic levels. The person at strategic level requested full disclosure of the proposal, the research protocols, and evidence of the university's ethics clearance. A week later I followed up by email to see how my invitation was progressing without any organisational response. I then received an email declining research participation.

Third level of Analyses.

The third level of analyses applied reveals the hidden data within Data Source 1. The results from the researcher's experience of recruiting NGOs as participants in the research that focused on sector issues confirms Maddison & Carson's (2017) findings, that NGOs are self-silencing. This level of analyses revealed some quantifiable data of the number of organisational contacts and the responses received within the recruitment process of the six NGOs. An example of contacts was Org 1 where 11 contacts (phone calls, emails) were made without a response from the strategic level person. By contrast a strategic level person from Org 6 replied with a decline response, however this was after 10 contacts (phone calls, emails). This analyses also showed the three levels of organisations responses and how research consideration was dealt with throughout the organisational levels. The meaning of these data findings will be discussed later in the Chapter. Table 5.1 illustrates the NGO contacts, responses and decisional outcomes in NGO Non-Engagement.

Table 5. 1

NGO Contacts and Organisational Responses and Outcomes

NGO	Org structural levels	Phone calls	Emails	Decisional response
Org 1	Administration	1	8	
	Tactical	0	0	
	Strategic	1	1	No response
	Total contacts 11			
Org 2	Administration	4	0	
	Tactical	1	0	"…we don't have capacity at this time."
	Strategic	5	3	No response
	Total contacts 13			
Org 3	Administration	4	0	
	Tactical	2	4	"…we are really stretched at the moment with some new programs and changes within the region so at this stage I will need to decline our participation in the research project".
	Strategic	1	1	No response
	Total contacts 12			
Org 4	Administration	3	0	
	Tactical	2	0	"…if someone is interested, they will get back to you".
	Strategic	0	0	No contact
	Total contacts 5			
Org 5	Administration	1	0	
	Tactical	0	0	
	Strategic	2	0	"…it is a busy time of the year and people on the ground may not have time to assist"
	Total contacts 3			
Org 6	Administration	1	0	
	Tactical	0	1	
	Strategic	0	8	"…at this time we unfortunately are unable to accommodate an additional research project"
	Total contacts 10			

Data Source 2 - Analyses of NGO Annual Reports

Two levels of analysis were conducted using content analysis as shown in Table 4.3. The purpose of the first level of analysis was to provide quantified data as manifest data, whereas the second level of analysis provided the concepts necessary to conduct an in-depth analysis in order to elicit latent meaning. The concepts which were developed in Chapter 5 include *performance* and *relationships*.

First Level of Analysis.

The first level of analysis deployed a word frequency count of the words *mission* and *service* in the Annual Reports between 2015 and 2018 to reveal manifest data. The data for *mission* provided initial and compelling evidence of mission drift. The outcomes are presented in Table 5.2. This table shows the overall decline in the use of the word *mission.*

Table 5. 2

Mission Word Frequency Count

NGO	2015 Annual Reports	2018 Annual Reports
Org 1	20	8
Org 2	9	pdf unavailable
Org 3	12	3
Org 4	101	3
Org 5	9	10
Org 6	10	3

As shown applying the word frequency count of mission-aligned text within the 2015 and 2018 Annual Reports revealed an overall decline in the use of the word *mission*. Five of the six organisations had substantially reduced the frequency of the use of the word *mission* in Annual Reports. The most substantial decline was in the Annual Report of Org 4. In 2015 the word *mission* was used 101 times and 2018 the same word was used 3 times. This analysis also revealed Org 4 in 2018 had changed the Annual Report format to a short 9-page version of the Annual Report to a shortened version called an Annual Review, significantly named ‘At a glance’. The only organisation showing a different result was Org 5, having a minor increase the use of the word *mission*.

This significant overall decline in the use of the word mission is evidence of mission drift, as organisational mission statements show the purpose of the organisation ‘what it does’ and ‘why they exist’ (Heyes & Martin, 2015). As

previously discussed, the importance of mission for organisations also serve other agendas as the mission statements also provide organisational direction, assist with future planning and can be beneficial to maximise income revenue (Heyes & Martin, 2015).

The first level of analysis deployed a second word frequency count of the words *service* in the Annual Reports between 2015 and 2018 to reveal manifest data. The analysis revealed all NGO Annual Reports reduced the use of the word *service.* An example of this was Org, 5 where the use of the word *service* was reduced in 2015 from text 13 times and in 2018 the word was used 9 times. Importantly the Annual Report document remained the same document length (72 pages) in the 2015 and 2018 this was the only organisation to produce the same page length Annual Report in 2015 and 2018. This decline in the use of the word indicates that the organisation perceived less importance in representing the use of the word *service* to public stakeholders in the four-year period. Table 5.3 shows the outcome of word frequency count of *service.*

Table 5. 3

Service Word Frequency Count

NGO	2015 Annual Reports	2018 Annual Reports
Org 1	78	47
Org 2	77	pdf unavailable
Org 3	38	7
Org 4	199	8
Org 5	13	9
Org 6	37	23

What the analysis revealed was an overall decline of the use of the word *service,* evidencing (in a publicly available document) a lessening of the perceived importance of the concept of *service* to public stakeholders. Significantly, some declines were greater than others. A significant example of decline in the use of the word *service* in the four-year period was Org 4, which revealed a dramatic decline

(from 199 [in 2015] to 8 in [2018]), this data flagging very significant organisational change and/or influence.

Bringing together both word frequency counts showed a quantifiable shift in Data Source 2 with an overall decline in *mission* counts and *service* counts. These shifts have significant implications when considered within Mission as Service framework Ethical Code of Conduct. This significant implication will form part of the discussion of Chapter 6. Identifying these significant shifts in the NGO Annual Reports it was deemed necessary for a second level of analysis.

Second Level of Analysis.

A second level of analysis was then applied, using thematic analysis to elicit latent meaning within these documents. This elicitation involved a two-stage process, where comparison between the Annual Reports of 2015 and 2018 identified the codes of organisational structure, commercial activities and strategic goals. Using these codes as themes, the concepts of *performance*, *relationships*, and *leadership* were identified in the 2015 Annual Reports. These concepts were operationalised to reveal latent data which could then be examined for significance and meaning. As Table 5.4 illustrates, an overall decline was found in the number of times these concepts were used within the Annual Reports. However, the concepts of *performance* and *relationships* were identified as important because of the consistency in the NGO Annual Reports of 2015 and 2018.

Table 5. 4

Second Level Analysis of Mission – Concepts of Performativity, Relationships, Leadership

NGO	Year	Performance	Relationships	Leadership
Org 1	2015	✓	✓	✓
	2018	✓	✓	no alignment
Org 2	2015	✓	✓	✓
	2018	pdf unavailable	pdf unavailable	pdf unavailable
Org 3	2015	✓	✓	✓
	2018	✓	✓	no alignment
Org 4	2015	✓	✓	✓
	2018	✓	✓	no alignment
Org 5	2015	✓	✓	✓
	2018	✓	✓	no alignment
Org 6	2015	✓	✓	✓
	2018	✓	✓	no alignment

The second level of analysis utilising the concepts of *performance* and *relationships* showed constancy between the NGO Annual Reports of 2015 and 2018 this indicated the importance of representing these two concepts in the public stakeholder documents. What was also found in the analysis of these documents was that the concept of *leadership* no longer appeared in the 2018 Annual Reports. The real significance of the absence of the concept of *leadership* was found to be within the framework of Mission as Service, where its absence of the concept of *leadership* that was no longer operational in the organisations' Annual Reports in 2018 was

unexpected for manager and practitioners, but it also revealed without mission and leadership being aligned it creates unpredictable outcomes for organisations (Hearon, 2019).

Data Source 3 - Analyses of Social Work Framework

As outlined earlier, the Ethical Code of Conduct was applied to analyse the Mission as Service framework and used to represent managers and practitioners therapeutic practices. Their representation in the Mission as Service framework as the mandated Ethical Code of Conduct for managers and practitioners could be used to interrogate the data for evidence of their experience of mission drift. The word frequency count of *service* was also to prove informative later in the document analysis as it represents the work of managers and practitioners, service as the manifestation of mission in workplace practice (van Wormer, 2002).

First Level of Analysis.

Within the Ethical Code of Conduct document, the word frequency count showed the word *service* as returning a very high response, having 54 mentions within a 56-page document. This high rate of usage showed how the use of the word *service* was applied within the Ethical Code of Conduct as central to the ethical practice framework, of the social work profession. In addition, this high use of the word *service* within the governing document indicated how central the enactment of *service* is to social work as a profession.

Second Level of Analysis.

The next strategy was to use thematic analysis as an analytical tool, where the word *service* was used to code and identify the concepts of *performance* and *relationships*. The codes that were identified were accountability, responsibility, community collaboration, client care, conflict of interest, values and ethical decision-making. These codes set within the context of the wider document were then analysed to elicit the concepts of *performance* and *relationships*, as identified codes are the performance measures for ethical therapeutic practice, measures used by both practitioners and managers. The concepts of *performance* and *relationship*s as conceptual tools provided the means to investigate the organisational experience of practitioners and managers.

Data Source 4 - Analyses of Service Delivery Models

As previously discussed, the purpose of analysing the (3) State government Service Delivery Models was to evidence personal experience and represent organisational managers and practitioners by identifying changes to work conditions required by the funding body to maintain employment. Applying textual analysis to the source documents could provide strong evidence of changes to work conditions over the three successive State government funding contracts. Personal experience of observable changes directed the purposeful selection of the criteria of analysis within the source documents. The criteria selected for analysis were (1) referral criteria and pathways (2) staff skill sets (3) data collection and reporting. The three criteria of analysis applied within the three Service Delivery Models would be useful to show shifts in the working conditions of managers and practitioners.

First level of analysis.

The first level of analysis conducted was the referral criteria and pathways. This analysis of the three documents showed a change in the second Service Delivery Model which expanded the referral criteria and pathways. The change in the referral criteria expanded the client target group of families with children from 0-8 to families with children from 0-18. The analysis of the referral pathways revealed a significant change in the number of referrers that could make referrals to the service. The referral pathway in the first Service Delivery Model included one State government referring body. The second Service Delivery Model showed an increase of referring bodies which included additional State government and non-government departments and self-referrals where capacity allowed.

Second level of analysis.

The second level of analysis conducted was the staff skills sets required by the funding body to deliver the services. This analysis across the three State government Service Delivery Models showed constancy in organisational responsibilities for staff training, induction, and professional supervision. There was also constancy in the competencies of staff skill sets with a requirement of highly skilled staff with relevant qualifications and experience. Of significance the analysis staff skill sets revealed a shift in the second and third Service Delivery Models which was the removal of staff competencies that required service staff to work within

ethical frameworks when providing service delivery. By contrast the second and third Service Delivery Models staff skills sets focused on staff being highly skilled and holding relevant qualifications.

Third level of analysis.

The third level of analysis conducted was the data collection, data entry and reporting requirements from the State government funding body. This analysis showed a shift in the second Service Delivery Model in reporting requirements for managers and practitioners. The second Service Delivery Model stated there would be an increased focus on reporting to maintain future funding. A further change identified in the analysis was the evaluation measures of the Service Delivery Models. The first Service Delivery Model evaluation measures included mixed methodology research that involved quantitative and qualitative data to inform the successful performance of the service delivery. By contrast the second and third Service Delivery Model's performance measures were based on quantitative measures provided by managers and practitioners data entry in the State government funding body client management system (CSIS). Table 5.5 shows the four Data Sources and multi-level analyses applied within each source document.

Table 5.5

Data Sources and Applied Multi-level Analyses

Data Source	**First Level Analyses**	**Second Level Analyses**	**Third Level Analyses**
Non-Engagement	Applied *Relationship* Concept	Applied *Performance* Concept	NGO responses in recruitment process
NGO Annual Reports	Two-word frequency counts *mission* and *service*	Applied Concepts *Performance* and *relationships*	
Ethical Code of Conduct	Word frequency count – *service*	Applied concepts of *performance* and *relationships*	
Service Delivery Models	Referral pathways and criteria	Staff skill sets	Data collection, data entry and reporting

Data Source 5 - Practitioner Personal Experience

The following section provides personal practitioner experience as a further Data Source (Data Source 5) to answer the research questions. The inclusion as a Data Source provides a narrative account of changes over time in the three State government funded Service Delivery Models. The personal narrative account also provides some contextual background of the Queensland State government funded Service Delivery Model in which managers and practitioners worked within between the years of 2006 and 2016. Personal narrative accounts are also included to provide representation of managers and practitioners in the Queensland State government Service Delivery Models. Furthermore, the analysis of these documents could show changes in the funding Service Delivery Models which impacts the working conditions of managers mezzo level practice and practitioners micro level practice.

Service model overview. The Queensland State government Service Delivery Model purpose was to provide support to vulnerable children and their families. Initially there was a total of 10 service sites across the state with a range of different NGOs receiving funding to deliver services. Across the state were different service sizes (small, medium, and large) with funding amounts that corresponded to the size of the services. The large NGO I worked for had funding for two large services and one medium. A large service received $890,000 funding per annum employing a manager, team leader, eight case managers, administrative support and $160,000 per annum in brokerage funds (Service Delivery Model 1, p.6)

Service Delivery Model (1).

The first service model was for a three-year period commencing 2006-07 and ending on the 30/6/10. The team established for the large service I worked was a multi-disciplinary team with practitioner skills sets in specialist areas to provide holistic support to the children's age ranges in the service model. Consent was gained from families before a referral progressed which assisted in alleviating stress for the family and practitioner. During this time managerial working relationships at the mezzo level were established to manage the referral suitability, volumes and timely service delivery.

The State government funded service delivery model reporting requirements for monitoring performance was output based measuring client service outcomes.

Initial reporting was a monthly paper reporting system. The State government Service Delivery Model stated funded services were expected to contribute to demographic and case management data through a service database (RIS IS). Further evaluations of service effectiveness were gathered from data records and included qualitative and quantitative information to provide evidence of service performance. I recall in or about October 2008 a consultancy agency conducted state-wide qualitative research using a case study methodology with multiple data sources. The multiple data sources included interviews with practitioners and clients and practitioners case files.

Service Delivery Model (2).

The second State government funded service model was for a three-year period commencing on the 1/7/10 and ending on the 30/6/13. Some changes to the new service model included extending the referral criteria to include families with children to 18 years of age. This changed the client group and impacted on the micro level practice of practitioners that had specific skills sets tailored to meet the previous referral criteria group. Service managers were impacted as they supported staff and arranged appropriate training to upskill practitioners to meet the new client group needs.

Referral pathways in the second State government funded service model also had changes which impacted on manager mezzo level practice and practitioner micro level practice. The referrals pathways now included three additional State government departments and other State government and non-government agencies and self-referrals where capacity was available. Some categories of referrals were prioritised however family consent was not required which would sometimes result in verbal abuse directed at practitioners. The extended referral pathways also required managers to extend their community level engagement (mezzo level) and increased accountability measures with multiple stakeholders.

The second State government funded Service Delivery Model also changed reporting requirements. Reporting required more focus on data entry and compliance would be critical to future funding agreements. The new reporting requirements were ‘output funding and reporting’. The performance measure for funding compliance was ‘hours of direct client service delivery’. Over this period there was also

significant changes to the system of reporting. This included the State government funding department implementation of a client management system, Community Sector Information System (CSIS). It was a requirement for managers and practitioners to enter client data into the system. Monitoring service performance, data would be extracted on the tenth day of the month. This increased manager reporting frequency as previous reports were required on a quarterly basis. It also required practitioners to prioritise client data entry over therapeutic client practice because reporting requirements was conditional to maintain funding and employment.

Service Delivery Model (3).

The third State government funded Service Delivery Model was for a three-year period commencing on the 1/7/13 ending on 30/6/16. Referral criteria and pathways remained the same as the prior Service Delivery Model. The data entry requirements for reporting also remained the same as the previous service model. A key difference in this State government funded service delivery model was that organisations were now able to access a variety of reports from the client information management system. With this new access to the reports, I observed the service management devise an internal system of monitoring individual practitioner reporting hours. This narrowed the focus on to individual data entry reporting and provided opportunity for all the staff to see which practitioners were meeting the required target hours for the month.

Data Presentation

What the previous two levels of analysis brought forward was the concepts of *performance* and *relationship* as being common within the NGO Annual Reports, Ethical Code of Conduct and the State government Service Delivery Models. This section uses these concepts to illuminate how these concepts work within the four source documents of NGO Non-Engagement, NGO Annual Reports, Ethical Code of Conduct and the State government Service Delivery Models.

Operationalising the Concepts

Performance and Relationships Within the NGO Non-Engagement

Analysing organisational *performance* of Org 1, the nine times that I contacted the organisation at administration level, there was evidence of a background conversation as the administration kept asking for further information requested by a strategic level person. I was finally given the email address of this person at the strategic level; however, no response or direct contact was made at this level. This evidence of protracted gatekeeping reveals a lack of interest in participating in the research, suggesting also a lack familiarity with the benefits of research in spite of their claim on the organisational website of claims such as *research and evaluation underpins all of the work we do* and *interested in doing research with us?* (Org 1) as well as dot points that identify their focus on research *we welcome opportunities for research partnerships that contribute to improving outcomes for our staff, clients, and communities* and *The evidence base of our current services and our services of the future translating knowledge and best practice into our everyday work.* (Org 1)

In contrast to Org 1, Org 2 provided contact at the strategic level (7 times), the administrative level (4 times) was helpful in providing access to the tactical level. This movement between the administration and tactical levels suggests a greater consideration of the invitation to participate in the research than Org 1. Finally, however it was the tactical level that provided the organisational response by an email that said they were "stretched at the moment" so would have to decline the invitation.

The organisational *performance* of Org 3 regarding invitation also evidenced a slightly more positive response with much of the contact being delivered at tactical level (6 times). *Performance* of the administrative level was co-operative, willing to provide me with contacts and while I was given access to the strategic level, there was no response to my email, suggesting organisational self-silencing. This self-silencing was greater in Org 4 as the Org 4 administration level acted as a gatekeeper, being unwilling to provide access to decision makers within further levels of the organisation. The organisation *performance* of Org 5 was swift as the administrative level gave me direct access to the strategic level decision-maker

(Head of Research and Advocacy). After a brief conversation, the person who said she would ring me back never did. My follow up phone call resulted in a brief negative response. Org 6 at administration level put me straight through the tactical level, where my invitation was progressed to the strategic level where the decision-maker requested more detailed information, requesting my research proposal. After protracted engagement and full disclosure, the organisational response at strategic level was to decline my invitation to participate.

Performance and Relationships in Annual Reports

As described earlier, the two concepts of *performance* and *relationships* remained constant throughout the 2015-2018 Annual Reports (while the concept of leadership was no longer being operationalised in 2018 reporting). One of the ways that the concept of *performance* in the NGO Annual Reports was operationalised was in reference to corporate *performance* – "*They are then tasked with a mission to create dynamic solutions based on specific cross-functional priorities* (Org 5, 2018, p. 32) and also *we developed a new Data Enablement Strategy to accelerate our mission, deliver greater impact and improve stakeholder engagement"* (Org 5, 2018, p. 11). The statement also revealed a concentrated overlap of the concepts of *performance* and *relationships*. This also revealed a strategy of identity construction as well as perception management that heightens credibility of organisational activities (Dhanani, 2019).

The use of the concept of *performance* was also deployed in quantitative terms to describe commercial activities such as funding delivery outcomes – *"In 2017-18 we delivered 1.3 million hours of care to more than 40,000 community aged care clients, disability clients, and palliative care/ transitional care clients"* (Org 1, 2018, p. 12) and service locations *"Our Children and Parenting services provided support to parents, children and young people across 33 service locations"* (Org 1, 2018, p. 24). Quantitative representation of *performance* was used to describe service delivery: *"The service delivered 4,621 hours of support to 310 counselling clients during the year"* (Org 1, 2018, p. 16). *"It delivered 338 hours of Professional Training and Community Education, training for Queensland Police Service personnel in Trauma-informed Interviewing of Male Victims of Childhood Sexual Abuse and delivered a one-day workshop for the Victorian Centres Against Sexual*

Assault" (Org 1, 2018, p. 16). This descriptive numerical evidence was provided also via tables and graphs, adding to the strength of numerical representations of *performance.*

Within the NGO Annual Reports, the use of the concept of *relationships* was also operationalised towards corporate achievements. Some areas of *relationship* referred to included funding procurement: *"Our involvement in the Queensland State Government's Stronger Families reform initiative, with more than $2 million in new government funding secured for new Family and Child Connect services and an Intensive Family Support Service"* (Org 6, 2015, p. 24), donors/philanthropic contributions by individuals and businesses, "*We would like to thank the individuals and businesses who donated to the project and acknowledge our corporate partners – the Property Industry Foundation, COX Architecture and Paladin Projects – for their ongoing contribution"* (Org 1, 2018, p. 30). This focus on *relationships* with donors is used in conjunction with the concept of *service* as the reference to the benefits for homeless actively promotes their credibility. "*With approximately 4,000 women at risk of homelessness on any given night in Brisbane, this project shows our commitment to supporting women and children in crisis and helps us to provide them with better service"* (Org 1, 2018, p. 30

An overlap regarding the concept of *performance* and service is also reflected in corporate partnerships that promoted organisational credibility to stakeholders "*Through his passion for plants, he has fundraised over $50,000 for Bribie Island Retirement Village and Aged Care Service"* (Org 4, 2015, p. 32). *Relationships* with corporate partnerships can also be shown to have external meaning for the concept of *service*, as declared: "*We build strong, long-term relationships with major donors. These relationships are geared to help them achieve their philanthropic goals"* (Org 5, 2018, p. 41). *Relationship* to *service* was also expressed in reference to community partnerships: *"We continued to deliver the Communities for Children Facilitating Partner initiative, working with and through local community networks and members to strengthen the capacity of the service system and deliver important early intervention and prevention programs to families and children"* (Org 5, 2018, p. 43).

Performance and Relationships in the Social Work Framework

This section analyses the concepts of *performance* and *relationships* as they are operationalised within the Ethical Code of Conduct document and within the manager and practitioner Mission as Service framework. These concepts of *performance* and *relationships* were identified within the Social Work Framework which is the Ethical Code of Conduct for managers and practitioners. These two concepts of *performance* and *relationships* were identified as operationalising the ethical practice framework and responsibilities required by managers and practitioners to fulfil and enact their professional practice standards and the underpinning values.

The practitioners' concept of *performance* related to professional standards when viewing performance as accountability is as a measure where the Ethical Code of Conduct states: *"Social workers will work towards the best possible standards of service provision and will be accountable for their practice"* (AASW, 2010, Section 5.1.4 h). The concept of *performance* also measures for practitioners their personal responsibility for the standard of practice in professional development described within the Code is as follows: *"Social workers will act to maintain and expand their levels of current knowledge, theory and skill in order to provide quality service and accountable and transparent practice"* (AASW, 2010, Section 5.1.5a). There were times in the Ethical Code of Conduct where practice and accountability were linked as a main performance measure for social workers in a managerial role and mandate: *"Social workers will promote effective teamwork and communication and an efficient and accountable social work service"* (AASW, 2010, Section 5.4.2d).

Further to these practitioner *performance* measures identified within the Code was ethical decision making *"When making ethical decisions, social workers are advised to consult with colleagues, supervisors, the AASW Ethics Consultation Service and/or other competent professionals, including cultural consultants"* (AASW, 2010, Section 4). *Performance* as decision-making included identified areas of potential conflict of interest as central to professional practice: "*If the law or organisational directives conflict with perceived moral obligations, a social worker should seek guidance from competent professionals, including the AASW Ethics Consultation Service"* (AASW, 2010, Section 4). Managers and practitioners are

also required to maintain and promote the ethical values in all areas of their work practices as stated in the Ethical Code of Conduct: *"Social workers will promote the ethical values and standards of the profession when undertaking broader types of service such as administration, policy development, education and research"* (AASW, 2010, Section 5.1.4 c). These are crucial aspects of managers and practitioner's *performance* as are their accompanying measures because these aspects represent the underpinning values of the Ethical Code of Conduct.

The concept of *relationship* within the Ethical Code of Conduct related to a range of stakeholder *relationships* managers and practitioners engage with as part of their professional practice. The concept of *relationships* for practitioners is represented in their working and collaborative partnerships with clients *"They will seek to ensure that their clients, colleagues and employers are not disadvantaged and will take steps towards ensuring their continuing wellbeing both in their own interests and in the interests of competent service"* (AASW, 2010, Section 5.3d).

The *relationship* concept also refers to responsibilities is social work practice which includes practitioners promoting client care identified within the Ethical Code of Conduct as follows: *"Social workers will respect the rights of clients to a relationship of trust, to privacy and confidentiality of their information and to responsible use of information obtained in the course of professional service"* (AASW, 2010, Section 5.2.4a) and considers their wellbeing *"Social workers will provide a culturally safe service system in which all children, families and communities feel safe, respected and which responds holistically to the context of family and community"* (AASW, 2010, Section 5.1.2j). The importance of the concept of *relationships* is adherence to the Ethical Code of Conduct and the core values of the profession.

Furthermore, the concept of *relationship* within the Ethical Code of Conduct includes working with other service providers, professionals to enhance outcomes for clients, and the wider community, as an example from the Ethical Code of Conduct that follow, evidence: *"Social workers will collaborate with other professionals and service providers in the interests of clients, maintaining their privacy, and with clients' knowledge and consent whenever possible"* (AASW, 2010, Section 5.2.1d). The concept of *relationship* also refers to community groups

where managers and practitioners are directed to: *"Where possible, social workers will seek guidance regarding service development and delivery from community members, mentors, advisors and recognised Elders from culturally and linguistically diverse communities, Aboriginal and Torres Strait Islander communities and other cultures and communities"* (AASW, 2010, Section 5.1.2i).

The concept of *relationship* was often linked and overlapped with the concepts of *performance* within the Ethical Code of Conduct. For example, when it also included colleagues and their employer's *relationship* responsibilities. "*Social workers will ensure that staff are fit to practise, hold appropriate qualifications, provide references (including evidence that they are not a risk to service users) and that they understand their roles and responsibilities, including their ethical duties"* (AASW, 2010, Section 5.4.2i). The concept of *relationships* was identified further in relation to managers and practitioner requirements regarding their employers. This was clearly encompassed within the Ethical Code of Conduct: *"Social workers will acknowledge and strive to carry out the stated aims and objectives of their employing organisation, agency or service contractor, consistent with the requirements of this Code"* (AASW, 2010, Section 5.4.1a).

Performance and Relationships in Service Delivery Models

This section analyses the concepts of *performance* and *relationships* as they are operationalised within the three State government funded Service Delivery Model documents and within the Mission as Service framework. The concepts of *performance* and *relationships* were identified within the three Service Delivery Models within the criteria of investigation. These concepts were operationalised in the three successive State government funded Service Delivery Models in the selected criteria of referral criteria and pathways, staff skill sets, data collection, data entry and reporting. However, how these concepts were operationalised changed over time according to the different changes in the State government generated service delivery models. An example of how these concepts changed over time will be discussed later. The service delivery models changed each time the funding contract ended which had implications for the mezzo and micro level practices (working conditions) of managers and practitioners.

The concept of *performance* represented in the first State government Service Delivery Model was operationalised in the referral criteria by the successful engagement of practitioners with families with children unborn to eight years old. The successful engagement of families with children in the target age range was a *performance* measure that practitioners were responsible for in their direct face to face service delivery at the micro level practice. The successful *performance* measure of the service managers at the mezzo level, was the management of one State government referring body. The concept of *performance* represented in the second State government Service Delivery Model that changed the working conditions of managers and practitioners was the expansion of referral criteria and pathways. This was evidenced by a list of changes in the second Service Delivery Model that impacted on the micro level practices of practitioners stating some of the changes to include *'Extending the target group to families with children unborn to 18 years'*. Further changes for service managers mezzo level practice included the referral pathway expansion that changed the number of referring bodies that could provide referrals as exampled '*increasing the flexibility and capacity of services to respond to Child Safety referrals as first priority, referrals from DET and Queensland Health as a second priority and to respond to referrals from other agencies and self-referrals as a third priority if capacity allows'*

The concept of *relationships* was operationalised in the three successive State government funded Service Delivery Models in the areas of referral criteria and pathways, staff skill sets, data collection, data entry and reporting. As with the concept of *performance* and the concept of *relationships* also changed over time within the selected areas of the State government funded Service Delivery Models. The first Service Delivery Model included staff skill sets that have a strong alignment with client and colleagues relationships as required competencies exampled in dots points *'recognise the uniqueness of each family and family circumstance'* and '*treat families with dignity and respect provide choices to enable family decision-making'* and further colleague *relationships* stating the requirement to *'function as a member of a team by sharing other team members expertise'* (Service Delivery Model 1, p. 11). By contrast within the third State government Service Delivery Model the concept of *relationship* was operationalised by a shift in focus to more productive (performance) orientated *relationships* with clients and

community networks as described *'All employees should have skills and knowledge of working within a culturally safe environment and have the ability to empathise and demonstrate constructive and purposeful working relationships with adults, children and other community members.'* (Service Delivery Model 3, p. 15)

Some overlap existed in the concepts of *performance* and *relationships* in the three State government funded Service Delivery Models. An example of this in the first Service Delivery Model was where it stated that staff skills required competency to *'work within an ethical framework that includes appropriate behaviours such as respecting the confidentiality of clients'* (Service Delivery Model 1, p. 10). This overlap of concepts suggests that the State government recognised that relationship building with clients was a *performance* measure for service staff. A key change in the concept of *relationships* was the removal of *relationships* in the area of data collection and reporting in the second and third State government Service Delivery Models. The first Service Delivery Model included the concepts of *relationships* and *performance* in the service evaluation, this required funded services providers to participate in the evaluation of the Service Delivery Model. This was evidenced by the Service Delivery Model evaluation requirements stating, *'this includes early and collaborative work on the development of outcome measures incorporating unique child identifying data'* (Service Delivery Model 1, p. 16). In the successive State government Service Delivery Models the concept of *relationships* was no longer featured and linked with the concept of *performance* in the area of data collection and reporting instead focused specifically on the data entry requirements as stated in second Service Delivery Model changes *'an increased focus on data entry and reporting on the number of hours with or on behalf of a client and the number of clients (individuals) and families, as part of a transition to output funding'* (Service Delivery Model 2, p. 5). This focus on *performance* without alignment with *relationship* in the area of data collection and reporting continued and was shown further in the third State government Service Delivery Model stating *'The department will continue to use regular reporting from CSIS and information from regions and service to assess the effectiveness of the model in maximising access for vulnerable families'* (Service Delivery Model 3, p. 5). Table 5.5 shows the four Data Source analyses applying the concepts of *performance* and *relationships.*

Table 5. 5

Data Source Analyses Applying Concepts of Performance and Relationships

Data Sources	Performance	Relationships
Data Source 1	Lack of performance in research engagement	Limited relationality with researcher
Non-Engagement	All six NGOs declined research participation Protracted gatekeeping Self-silencing	No response or access by policy and protracted gatekeeping prevented collaborative relationships
Data Source 2	Consistency of concept between 2015 and 2018	Consistency of concept between 2015 and 2018
NGO Annual Reports	Represented by quantifiable numbers	Represented in commercial terms
Data Source 3 *Ethical Code of Conduct*	Key performance measure for managers and practitioners is adherence to Ethical Code of Conduct	Relationships alignment with the therapeutic practice of managers and practitioners
Data Source 4 *Service Delivery Models*	State Government changed performance measures over time (2006-2016)	State government changes to performance measure expanded manager and practitioner relationship accountabilities

Findings of First Level of Analyses and Analysis

The first level of analyses applied within the four Data Sources addressed the overarching Research Question, and Sub-Questions 1 and 2. These analyses produced evidence of some ways NGOs are self-silencing. The first level of analysis applied within Data Source 2 showed quantifiable evidence of change over time between the NGO Annual Reports of 2015 and 2018. The first level of analysis applied within Data Source 3 also showed how the Mission as Service framework (developed in Chapter 3) is central to manager and practitioner therapeutic work practice. Additionally, the first level of analysis applied within Data Source 4 showed quantifiable evidence of change in the working conditions of managers and

practitioners. The second level of analyses (discussed later in this Chapter) applied to the four data sources operationalised the concepts of *performance* and *relationships.*

NGO Non-Engagement (Data Source 1) Findings

The first level analysis applied within Data Source 1 produced quantifiable findings of some ways NGOs are self-silencing. The key findings emerged showed that all six strategic level decision makers from the organisations declined participation in research that focused on mission drift. Potentially the organisations that declined research participation by providing responses that they were too busy to participate may have been accurate. However, this key finding produced from the analysis of Data Source 1 aligns with prior research that NGOs are self-silencing (Maddison & Carson, 2017). A further finding in the analyses of Data Source 1 was that one organisation articulated that legal concerns was a consideration in the decision making of research participation. The first level of analysis applied within Data Source 1 also showed three approaches that six NGOs self-silenced in considering research participation.

Ways of Self-silencing.

(1) No Replies: no response was provided from the organisational strategic level decision makers after the researcher made contact about the research invitation. Table 5.1 showed that four of the six organisational strategic level decision makers did not reply to emails sent from the researcher's invitation for research participation. This silencing from the strategic level persons suggests that some form of gatekeeping could be at work.

(2) Generic Responses: the researcher was provided with generic responses of why the organisation could not participate. Generic responses in this paper are understood as the use of a phrase that reflects stereotypical commonality this is shown in Table 5.1 Four organisations provided the researcher with generic responses as reasons why the organisation was unable to participate in research. These generic responses provided to the researcher were by emails and phone calls and referenced the organisation did not have time to participate. The organisations that did respond with a final decision about research participation provided generic responses.

(3) Organisational Policy: this was shown in research participation communication with Org 4 whereby the administration and tactical levels both stated they were unable to facilitate communication between the researcher and strategic level decision makers because they were unable to give out email addresses of strategic level members. This strongly indicated that this organisation has an organisational policy that prevents external outsiders from accessing communications with the strategic level decision makers of the organisation. Further to these three approaches of organisational self-silencing was one organisation articulating legal concerns as a barrier to research participation.

Legal concerns at the first level of analysis applied within Data Source 1 also showed findings that suggested legal obligations presented a barrier to research participation for one organisation. This was articulated by the strategic level person from Org 2 in the process of organisational research consideration. As discussed previously in Chapter 4 a phone call with the strategic level person resulted in an agreement to research participation, however in further discussions articulated to me that 'the legal team had some concerns' about research participation – which revealed another generic response.

NGO Annual Reports (Data Source 2) Findings

Data Source 2 first level of analysis was a response to Sub-Question 1. This level of analysis produced quantifiable findings that showed overall, the use of the word *mission* declined within the six large NGOs Annual Reports. This was evidenced by five of the six NGOs reducing the use of the word *mission* in the Annual Reports over the four-year period from 2015 to 2018. As evidenced in the analysis of Data Source 2 there was one organisation which showed an exception in the declining trend of using the word *mission*. Over the four-year period Org 5 showed a slight increase in the use of the word *mission* in the Annual Reports from 2015 to 2018.

The first level of analysis also produced quantifiable evidence that showed an overall decline in the use of the word *service* in the Annual Reports. All five NGO Annual Reports for the period of 2015 and 2018 showed a decline in the use of the word *service*. The most significant decline of the use of the word *service* was Org 4 showed the word *service* was used 199 times in 2015 and 8 times in 2018. The organisation had decreased the amount of information provided to stakeholders in

the Annual Reports in the period of 2015 to 2018. The organisation's Annual Report of 2018 was available in PDF but with a significant reduction in information, the PDF was called 'At a glance' The first level of analysis of Data Source 2 also showed quantifiable evidence that Org 2 had stopped producing an Annual Report in PDF in 2018. As discussed in Chapter 4, as part of the data collection phase I contacted the organisation to inquire if it was possible to acquire a 2018 Annual Report in PDF. I was informed that the organisation had stopped producing an Annual Report in PDF 'to save money'. The organisation's Annual Report is still being produced, but since 2016 it is online version of the Annual Report. The first level of analyses applied to Data Source 2 produced quantifiable evidence that overall, the six large NGOs declined the use of the words *mission* and *service* in the Annual Reports of 2015 and 2018.

Ethical Code of Conduct (Data Source 3) Findings

The first level of analysis applied within Data Source 3 respond to Sub-Research Questions 1 and 2. This level of analysis produced quantifiable evidence that showed the word *service* is central to the work practice of managers and practitioners. This was shown by the high-level use of the word *service* within the Australian Ethical Code of Conduct. The word frequency count conducted as part of the first level of analysis showed that within the 56-page document, the word *service* was used 54 times. The first level of analysis also showed the current Australian Ethical Code of Conduct that social work managers and practitioners enact was produced in 2010. This showed there is no evidence of change to the ethical practice framework required of managers and practitioner in their enactment of *service* since 2010.

Service Delivery Models (Data Source 4) Findings

The first level of analysis applied within Data Source 4 provided answers for Overarching Research Question and Sub-Question 2. This level of analysis produced quantifiable findings of six changes required by the State government funder that required managers and practitioners were to meet in order to maintain organisational funding and their future employment. As was shown the State government funder changes in the three selected criteria of Service Delivery Models created six changes for managers and practitioners. The changes included referral criteria and referral

pathways, staff skills set, data collection, data entry and reporting. These changes to State government service delivery, had a direct impact because these areas changed the work conditions for managers and practitioners.

Findings of Second Level of Analyses

This section addresses the three Research Questions in that is shows conceptual similarities and the differences between the key stakeholders. The second level of analyses of the four Data Sources was conducted to reveal latency and significant meaning between the key stakeholders. The concepts of *performance* and *relationships* have been applied to the four data sources to reveal some of the similarities and differences and thus changes over time between the stakeholder concepts of *performance* and *relationships* within the selected source documents. As previously discussed, the key stakeholders responsible for the service provision of community services are State government funders, NGO governance, the managers and practitioners employed by organisations.

Performance in NGO Non-Engagement (Data Source 1).

Applying the conceptual tool of *performance* within Data Source 1 revealed that the six organisational strategic level members showed their approach to research consideration was not a performance measure. This was evidenced by the six organisational strategic level responses in the research engagement process deployed by the researcher. The lack of engagement from the six organisations described earlier in this Chapter highlighted three approaches in which research consideration was not a performance measure for the six organisations. These included (1) no response to researcher (2) generic decline responses (3) decline by organisational accessibility policy. These findings are indicative of organisational gatekeeping as described in scholarly literature. Evidence produced from the data analysis showed NGOs used gatekeeping as a way of self-silencing which occurred from all three levels (administration, tactical, strategic) of the organisations.

Relationships in NGO Non-Engagement (Data Source 1).

Applying the conceptual tool of *relationships* within Data Source 1 revealed that there were limited opportunities for the researcher to engage in relationship building with the six NGO strategic level persons. The second level of analyses

applied within NGO Non-Engagement revealed a low level of relationality from all six NGOs that were invited to participate in research. The NGO strategic level lack of relationship engagement in forming collaborative relationships with the researcher was shown by three ways (1) no response from strategic level (2) protracted research consideration process (3) organisational accessibility policy. This is confirmed by the first level of analysis and also based on my experience as a researcher in gaining access to a research site.

These key findings were evidenced by the lack of response from the strategic level persons *(Org 1, Org 3, Org 4)* and protracted research consideration process *(Org 1, Org 2, Org 3, Org 5, Org 6)* and organisational accessibility policy *(Org 4)*. (1) The lack of response to the researcher invitation from organisational strategic level persons negated any opportunity for the researcher to build relationships. (2) The protracted engagement process with other organisations *(Org 1, Org 3, Org 5, Org 6)* showed that the relationship collaboration was one sided, with the researcher continually following up (phone calls, emails) with individuals to find out how the research consideration was progressing. This level of analyses applied within Data Source 1 evidenced that *relationship* engagement with a researcher was not prioritised by the strategic levels of the six organisations.

(3) the further use of the conceptual tool of *relationships* revealed that *relationship* building opportunities with Org 4 was impossible because of the organisational policy that excluded outsider communication any access with strategic level persons. This meant as a researcher I was unable to build any *relationship* that may have assisted in the research consideration process. By contrast the *relationship* building (phone calls, emails) with Org 2 did produce an initial positive response to research participation, however when the organisation decided not to proceed the *relationship* was terminated by the strategic level person. This was evidenced by a different tactical level person contacting the researcher with a decline response. The response provided was a generic response as to why the organisation would not participate in the research. The second level of analysis indicates that all six NGO *relationship* building and engagement with an outsider, researcher was not prioritised.

Performance in NGO Annual Reports (Data Source 2).

Using the conceptual tool of *performance* within Data Source 2 showed that the concept of *performance* was consistent in the NGO Annual Reports of 2015 and 2018. The consistency of *performance* between the 2015 and 2018 showed the importance of promoting the concept of *performance* for the six NGOs. The concept of *performance* applied across all six organisational Annual Reports also showed that *performance* was represented in commercial and quantifiable information to public stakeholders. This was evidenced by many textual examples in the Annual Reports of NGO services delivery were by the information was represented by numbers of hours, numbers of clients, numbers of volunteers. This evidence produced in the second level of analysis showed some alignment between the State government *performance* measures (Data Source 4) that require quantifiable information as a successful *performance* measures of service delivery. This analysis also revealed that in the NGO Annual Reports there was a lack of transparency of the manager and practitioner governing document - Ethical Code of Conduct. Additionally, the initial concept development in the 2015 Annual Reports revealed three concepts of *performance, relationships* and *leadership*. Further analysis applied to the 2018 Annual Reports revealed that the concept of *leadership* and *mission* aligned text was no longer operational in the 2018 Annual Reports.

Relationships in NGO Annual Reports (Data Source 2).

Using the conceptual tool of *relationships* within Data Source 2 showed that the concept of *relationships* was consistent in the NGO Annual Reports of 2015 and 2018. The consistency of the concept of *relationships* in the 2015 and 2018 Annual Reports also showed the importance for NGOs to articulate these *relationships* to external stakeholders in the public documents. It was also revealed that these articulated *relationships* within the six NGO Annual Reports were of a commercial orientation. The *relationships* articulated in the six Annual Reports of 2015 and 2018 were described in terms of funding partnerships, donors and peer organisations. The NGO *relationships* with funders and peer organisations were represented in the promotion of service delivery outcomes with quantifiable numbers supporting the successful partnerships in delivering services.

Performance in Ethical Code of Conduct (Data Source 3).

The use of the conceptual tool of *performance* applied within Data Source 3 revealed that adherence to the social work ethical practice framework is a key *performance* measure for managers and practitioners. Applying the conceptual tool of *performance* within the Ethical Code of Conduct showed that the *performance* measures for managers and practitioner is not represented in quantifiable numbers. *Performance* for managers and practitioners is the enactment of the ethical practice framework when providing service delivery. The further applied use of the conceptual tool of *performance* within Data Source 3 also revealed there was no alignment of NGO governance within the Australian Ethical Code of Conduct. This was evidenced by the document analysis (discussed in Chapter 4) which showed no connection between the word *service* and NGO governance.

Relationships in Ethical Code of Conduct (Data Source 3).

The second level of analysis using the conceptual tool of *relationships* revealed that *relationships* within the Australian Ethical Code of Conduct identified key stakeholders for managers and practitioners which included clients, colleagues, communities and other service providers. These manager and practitioner stakeholders' *relationships* were client focused and require ethical responsibilities in the enactment of service to others.

Performance in Service Delivery Models (Data Source 4).

Applying the use of the conceptual tool of *performance* within the State government funded Service Delivery Models (Data Source 4) provided evidence of how key *performance* measures of managers and practitioners changed over time. This section will also apply personal experience as a practitioner (ten years) working with a large NGO as a Data Source that evidence changes in Service Delivery Model which changed the *performance* measures of managers and practitioners. As evidenced in the analysis of the Service Delivery Models the State government funder made successive changes to the Service Delivery Models each three-year contractual term. These changes to *performance* measures had significant impacts on manager mezzo level practice and practitioner micro level practice.

Further evidence of change in the State government Service Delivery Models using the concept of *performance* showed that the State government changed the manager and practitioner *performance measures* in three selected areas. These three areas of change created different *performance measures* for managers and practitioners. The evidence produced (in this Chapter) showed how the *performance measures* changed for managers and practitioners in the three selected areas of the State government Service Delivery Models. Further findings produced from the second level of analyses of Data Source 4 also showed additional new *performance* measures required by the State government funder which was the requirement of data collection, data entry and data reporting. As mentioned earlier, the new *performance* measure changed the work conditions of managers and practitioners in different ways.

The State government funders requirement of new *performance* measures (data collection, data entry and data reporting) also changed the *performance* measures of managers but to a lesser extent than the practitioners. As shown earlier in the analysis of Data Source 4 the reporting requirement (performance measures) for managers changed from quarterly reporting to monthly reporting. As highlighted, the new data collection and data entry required by State government became the new successful *performance* measures that primarily required practitioners input into the State government client reporting system (CSIS). This change in the State government successful *performance* measures increased the time practitioners needed to spend in collecting and entering data as this became the expected *performance* measures of successful service delivery.

Importantly, shown in Table 5.6 the practitioners work conditions were impacted more significantly than the manager work conditions. The required State government changes to service delivery changed the work conditions of managers in two areas that were the referral pathways and the data reporting requirements.

Table 5. 6

State Government Funder Changes in Performance Measures

	Service Delivery Models	Managers	Practitioners
1.	Referral criteria		✓
	Referral pathways	✓	✓
2.	Staff skill sets		✓
3.	Data collection		✓
	Data entry		✓
	Data reporting	✓	✓

Relationships in Service Delivery Models (Data Source 4).

Applying the conceptual tool of *relationships* to the Service Delivery Models revealed that the State government funder changes to *performance* measures also changed the *relationship* accountabilities between managers and practitioners and their client and community stakeholders. Further evidence of a shift in how the concept of *relationships* within the State government Service Delivery Models changed over time was in the selected criteria area of staff skill sets. The State governments first Service Delivery Model evaluation required collaborative partnerships between State government, non-government agencies, managers and practitioners in the *performance* measure of service delivery. It was also a State government requirement and *performance* measure that highlighted stakeholder *relationships* were considered in the collaboration of the Service Delivery Model evaluation. This was evidenced in the first State government Service Delivery Model which required mutual collaboration between the State government and the service providers (managers and practitioners) to participate in qualitative research in the service evaluation. By contrast the second and third State government Service Delivery Models did not include any requirement of *relationships* from service managers and practitioners to participate in further service evaluations.

Practitioner Reflections on State Government Funding Impacts

This section concludes Chapter 5 by providing additional insights of practitioner personal reflections that further show State government funding impacts on the organisation, managers and practitioners where I worked for ten years. The large organisation I worked for received State government funding to delivery

community services and Federal government funding to deliver employment services. As will be described the organisation managing two different State and Federal funding contracts increased the complexity of work conditions for the organisation, managers and practitioners. These practitioner observations were within the third State government Service Delivery Model 3 (2013 – 2016).

Federal government funding impacts. The large NGO I worked within were contracted by federal government funding to deliver employment services. In or about 2015 the organisation received notification that services they were contracted to provide would not be refunded after 30/6/15. I observed this situation have negative impacts for staff at all levels working across the organisation. The area manager was required by the organisation to oversee closure of sites and manage redeployment and redundancies of employees. The shutdown process took about three months to finalise. This responsibility created pressure for the area manager and further reduced the capacity for service and community level engagement and support. For practitioners it highlighted the reality that macro level practice of organisational contractual funding loss would result in personal loss of employment.

State government funding impacts. At the same time the Queensland state government announced major funding changes across the community service sector state-wide. The previous State government funded Service Delivery Model (11 service sites) would not be refunded but replaced with a new Service Delivery Model. The service staff raised verbal and written concerns with the service manager about what the changes would mean for staff and the clients. The response was there no information to provide clarity at this time. Over the next five months little information was provided from the executive leadership team (macro level), area manager or service manager (mezzo level) to staff (micro level) about their unstable working conditions and future employment. For me, this situation highlighted how powerless and ‘at risk’ staff were firstly, from the State government funding body change in service delivery requirements and secondly, how organisational leadership (macro level) responded to those changes and requirements. Over time I observed how this negatively impacted on the mental health of staff and created low staff morale which was evidenced by staff taking sick leave, staff crying at work and a reduced focus in therapeutic client practice.

Later that year, one area manager emailed staff about the organisations intention to apply for tenders for the new Service Delivery Model. This created a pressure situation for key stakeholders at all levels of the organisation (macro), managers (mezzo), and practitioners (micro) because of the immediate threat to all employed stakeholders. Notification was provided two months later one service would not be refunded and shut down at funding contract ending 4 months later. I observed how this news had a negative effect on service staff because it highlighted the lack of power practitioners had and that their future employment was dependant on the organisation's successful tender submission.

The State government funding contract for the service I worked in was in place until the end of the financial year, however the funding body changed the service agreement six months before the contract ended. The new State government funded Service Delivery Model would have a different staff structure, with some specialist positions required. This created another pressure situation at the mezzo and micro practice level for managers and practitioners and uncertainty about their future employment. Organisational leadership did not provide clarification of manager and practitioner unstable employment futures. The staff feeling powerless and unsupported by organisational leadership engaged union support and advice about the change process deployed by the organisation, worker rights and entitlements. The union lodged a letter of staff concerns and submitted to the organisation.

This period of significant change in the Queensland State government funded Service Delivery Models and required changes in the sector resulted in long periods of uncertainty and employment instability for managers and practitioners. Over this time some managers went on sick leave and did not return to work. Practitioner outcomes varied with some working within the new Service Delivery Model, others took redundancies and other practitioners resigned from the organisation.

CHAPTER 6: DISCUSSION

Discussions and Answering Research Questions

This study focused on the phenomenon of mission drift of those organisations that operate within Queensland. This Chapter discusses research findings of the research and describes how these key findings answer the three research questions. The research findings address the research questions using multiple data sources and a series of analyses applied to each data source. The first level of analysis was applied within the four Data Sources to show quantifiable evidence of stakeholder changes over time as evidenced in documentation. The second level of analysis applied within the four source documents was applied to reveal significant and latent meanings within the documents. This chapter also draws on practitioner experience to show how State government changes to Service Delivery Models have a direct impact on the work conditions of managers and practitioners.

The final Chapter reviews the data sources and series of analyses used to answer the overarching research question and Two Sub questions. Further discussed are key findings and how these findings answer the research questions. As previously mentioned in the methodology Chapter the research Sub questions (One and Two) will be addressed first as answering these questions allowed the overarching research question to be addressed. Sub question One is addressed firstly highlighting some of the dominant factors that contribute to mission drift. The second Sub question (Two) discusses some of the impacts of mission drift on the therapeutic practices of managers and practitioners. Thirdly the overarching question illuminates how Queensland government funding contributes to mission drift in NGOs. Following this section research conclusions are presented, further recommendations, limitations of the study and the contributions to the field of research. The Chapter concludes with researcher reflections about personal the impacts of the study.

Discussed earlier, the selected data sources used to answer the research questions included Data Source 1 (Non-engagement of NGOs), Data Source 2 (Annual Reports of six large NGOs), Data Source 3 (the Australian social work Ethical Code of Conduct), Data Source 4 (three government Service Delivery Models). These chosen data sources and series of analyses answer the overarching question and two Sub questions.

Overarching Research Question

How do the current Australian government, specifically Queensland Government funding conditions for non-government organisations contribute to mission drift?

Sub Question One

What are the dominant factors that contribute to mission drift?

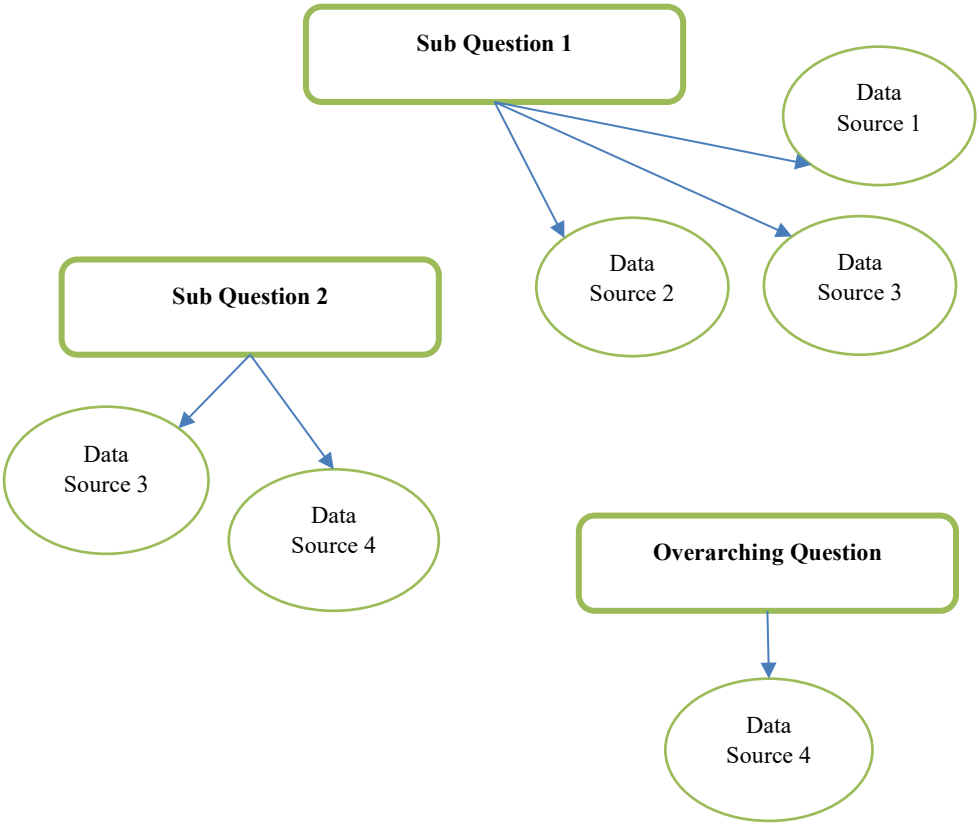
Sub Question Two

What are some impacts of mission drift on managers and practitioners?

Figure 6.1 shows how the four data sources answered the research questions.

Figure 6. 1

Data Sources Answering Research Questions



Dominant Factors Contributing to Mission Drift

Research Sub Question 1 was answered by the analyses of Data Sources 1, 2 and 3. Research Sub Question 1 *What are the dominant factors that contribute to mission drift?* The analysis of Data Source 1 provided some compelling evidence of some the factors that prevented research participation within the NGO Non-Engagement. The researcher experience showed that NGO strategic level showed no response to considering research that is recognised in the literature as a significant issue for the NGO sector. The four key findings presented in Chapter 5 suggest alignment with literature that many Australian governments in recent years have attempted to restrict the ability of government funded organisations to participate in lobbying or advocacy activities of political change (Gray, 2013). Many of these government contracts have made it a condition of funding, in the terms of contract, that a funded organisation be essentially 'gagged' from speaking out on issues that may criticise the government (Gray, 2013). NGO engagement with the topic of mission drift may have provided organisations with an in depth understanding of the significant issue within the NGO sector. The lack of engagement with research that could increase organisational understanding of mission drift represents a dominant factor that contributes to mission drift.

A further dominant factor contributing to mission drift was shown in the analysis of Data Source 2 was that overall NGO Annual Reports have changed over time, diminishing information about *mission* and *service* provided to their public stakeholders. This suggests a lessening of perceived importance of maintaining public image connections between organisational *mission* and *service* with their stakeholders. As evidenced five of the six NGOs reduced the use of the word mission in Annual Report in 2015 and 2018. By contrast one organisation had a slight increase in the use of the word *mission*. A consideration that may explain the slight increase in the use of the word *mission* would be the organisational focus in the 2018 Annual Report that stated the organisation would be 'accelerating and amplifying their mission' through the use of the technology. This organisational focus that promoted a change in their approach towards the organisational *mission* in the 2018 Annual Report provides a possible rationale for this being the only organisation to increase the use of the word *mission.*

The first level of analysis also produced evidence indicating a further dominant factor that contributes to mission drift which was the overall reduction in the use of the word *service* in the NGO Annual Reports. A possible reason for the significant reduction in the use of the

word *service* may be the organisations reduction of information provided in the 2018 Annual Report. While this proposition shows more changes in the reduction of information in organisational Annual Reports it does not detract from the overall decline in the use of the word *service* in the Annual Reports. The legal obligations of the Australian Charities Not-for-profit Commission (ACNC) do not require Annual Reports as a mandatory reporting requirement. What the ACNC does require is an Annual Information Statement that is completed by the organisation online. The ACNC also requires organisations submit organisational financial statements for the financial year. The ACNC website provides information about Annual Reports and states a request for Annual Reports or a link to the organisational website where the Annual Report could be located.

As evidenced in Chapter 5 Org 2 changed the way the Annual Report was being produced (in 2016) by providing a link on the website to the Annual Report instead of an Annual Report in PDF. This elimination of a PDF copy of the organisation's Annual Report suggests it would be more difficult for future document analysis to be conducted because the public documents are not as accessible as organisations that produce Annual Reports in PDF. This finding suggests compliance with the reporting requirements of the ACNC whereby the organisation is not legally required to submit an Annual Report however to meets its minimal request for a link to the organisational website where the Annual Report could be found.

The decline in the use of *mission* and *service* words suggests a lessening of the perceived importance of the words *mission* and *service* to all of the NGOs producing Annual Reports to stakeholders over the four-year period. This importance in the reduction in the use of both words - *mission* and *service* is highlighted and significantly emphasised in considering the work of Carley (1993) who makes the point that the more significant and important a word means to the author the word will be used more frequently. In other words, the use of the words authors or organisations show evidence their strategic intentions and the biases that are present within public documents.

A further dominant factor contributing to mission drift in the analysis of Data Source 3 was that NGO governance was not included in the Ethical Code of Conduct. This suggests no accountabilities measures for NGO governance to adhere to the same Ethical Code of Conduct as managers and practitioners. The absence of the Ethical Code of Conduct (Data Source 3) within the NGO Annual Reports suggests a further dominant factor contributing to organisational mission drift. This showed no alignment or consistency between NGO

governance and the manager and practitioner *service*. This absence would suggest there is no accountability for NGO governance to maintain ethical practice frameworks which managers and practitioners are required to adhere to. In other words, NGO governance is not mandated to enact the same *mission* that is a foundational aspect in ethical practice frameworks of managers and practitioners. As discussed previously, the Australian Ethical Code of Conduct is the professional governing document that provides the mandated ethical practice framework for managers and practitioners to adhere in their work practices. The governing document provides clear direction around the ethical responsibilities for managers and practitioners and provides guidance in ethical decision making in multiple areas of their day-to-day practice.

Furthermore, central to the social work ethical practice framework is the requirement of managers and practitioner's adherence to the core values of the profession. The high use of the word *service* within the Australian Ethical Code of Conduct also showed how the word *service* is central to the ethical practice framework of the social work profession. Of significance the enactment of ethical practice and service delivery also requires managers and practitioners adhere to the three underpinning values (respect for all persons, social justice and professional integrity). The manager and practitioner Ethical Code of Conduct was notably absent from the Annual Reports. The absence of the Ethical Code of Conduct suggests that all six NGO governance perceive that promoting the manager and practitioner ethical practice framework is not of importance to public stakeholders.

Some Impacts of Mission Drift on Managers and Practitioners

The answers for research Sub Question 2 were provided by the analysis of Data Sources 3 and 4. *What are some of the impacts of mission drift on managers and practitioners?* As shown in the analysis of Data Source 3 manager and practitioner ethical practice framework is a qualitative document without any reference to any numerical (quantitative) information. The findings also showed that the Ethical Code of Conduct is a static document which governs the ethical work practices of managers and practitioners. The governments required ongoing changes within the Service Delivery Models were shown to be oppositional and erode the ethical practice framework of managers and practitioners.

Some further impacts of mission drift for managers and practitioners were shown in the analysis of Data Source 4 evidenced by the changes in the State government Service Delivery Models. These changes required compliance of quantitative administrative tasks that

changed the work conditions of managers and practitioners. As shown earlier (in Chapter 5) the changes to the government Service Delivery Models changed the practitioners work conditions more disproportionally than the managers work conditions.

Practitioner personal experience (in Chapter 5) showed how the work conditions for managers and practitioners changed disproportionally according to their work roles (mezzo and micro level practice) with required changes to government Service Delivery Models. As previously shown the manager's work conditions were changed in the areas of referral pathways and reporting requirements. The expansion of referral pathways changed the managers community stakeholder engagement and accountability measures. As mentioned earlier managers had one government referral body which meant that one referring stakeholder was easier to manage than multiple community stakeholders. The further change required by government was in the area of reporting requirements. The further change required managers to have increased reporting requirements. This was shown in the first level of analysis whereby the managers reporting requirements shifted from quarterly to monthly.

The changes identified in the work condition changes for practitioner micro level practice was in the six areas required by the government. Practitioner work conditions were changes in the six areas required by the government funder. The expanded referral pathways required practitioners expand their community stakeholder engagement and accountability measures. This required extended the administrative work in communication with multiple community stakeholders. The expanded referral criteria meant that practitioner micro level practice became more complex with more diverse client age ranges. The expanded referrals meant that practitioners had a broader client age group which increased the complexity of their micro level practice with a more diverse client range. Practitioner work conditions were also changed in the three areas of data collection, data entry and data reporting. These changes required the practitioner to be responsible for the data collection and data entry data reporting was also required on a monthly basis to meet the reporting requirement of the funding body. As described in the literature the activity of data collection and data entry is the most labour intensive and the least useful to the participant that is required to perform and data collection and data entry. And secondly, practitioners with the broader range of referring agencies (government and non-government and self-referrals) also had more performance measures to meet expanded accountabilities with government and non-government agencies in delivering community services. These changes required by the government funding body increased the work demands of managers and practitioners who were required to meet these

new funding requirements or risk losing organisational future funding and their own employment.

Government Funding Contributing to Mission Drift

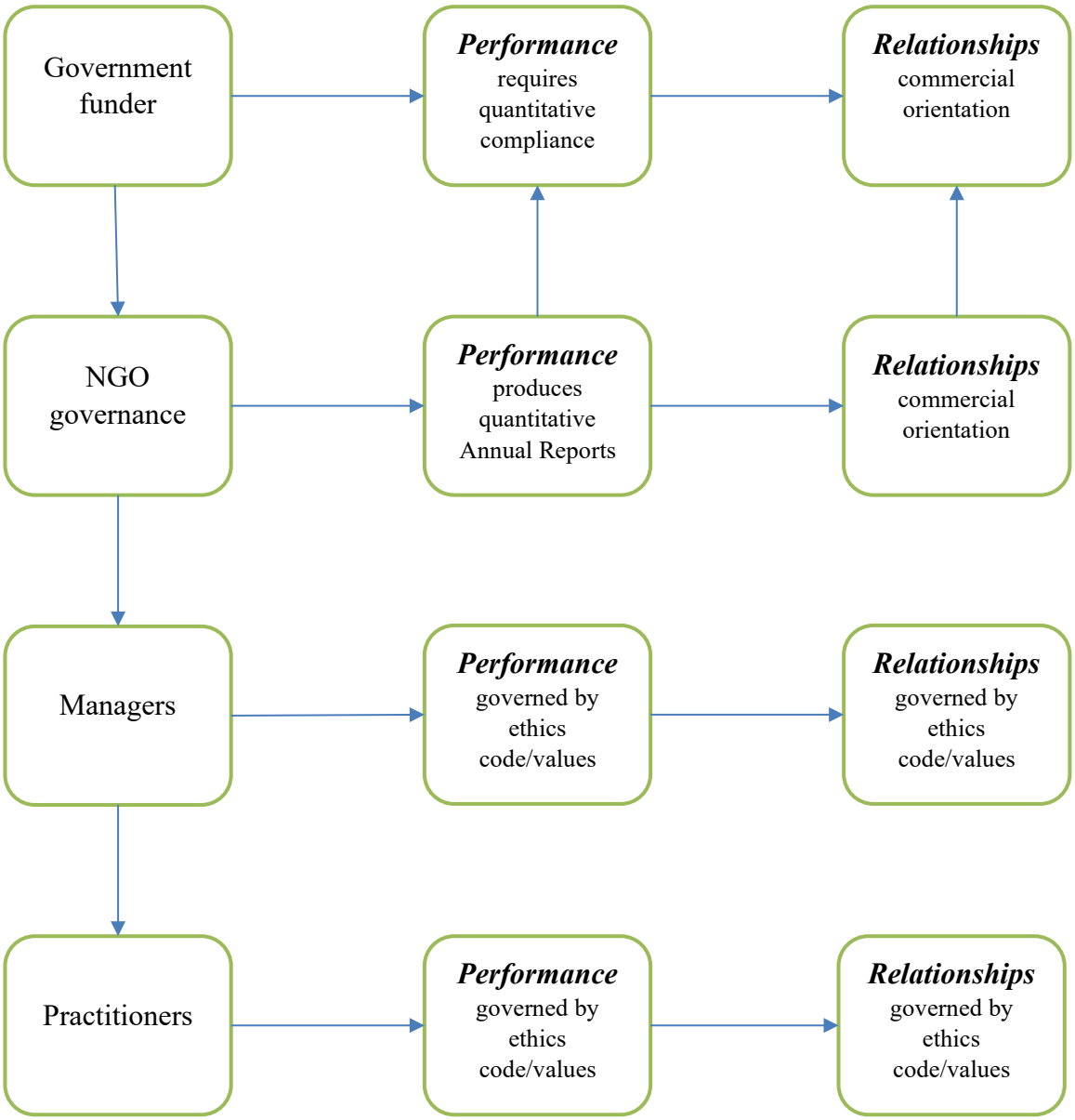
Strategically, Sub Questions One and Two were utilised to answer the overarching research question - *How do the current Australian government, specifically the Queensland Government funding conditions for non-government organisations contribute to mission drift?* These Sub Questions were addressed by applying the first level of analysis within the four selected Data Sources. The analyses of Data Source 4 firstly provided answers for Sub Question 2 *What are some impacts of mission drift on managers and practitioners?* These findings then contributed to answering the overarching research question. As was shown the ongoing changes to the government generated Service Delivery Models contribute to mission drift because of the quantitative reporting compliance required by NGOs, managers and practitioners. These government reporting requirements shifted the manager and practitioner work practice focus from qualitative to quantitative. The government's ability to set and change the work conditions of managers and practitioners creates compliance from managers and practitioners because future employment depends on meeting the government Service Delivery Models. These government required quantitative reporting measures are administrative and diminish time available for manager mezzo level practice and practitioner micro level practice.

Stakeholders Conceptual Similarities and Differences

The overarching research question and two Sub questions were addressed by applying the second level of analysis within the four data sources which operationalised the concepts *performance* and *relationships* (in Chapter 5). This second level of analysis was useful to reveal significant and latent meanings between the stakeholders. As was shown a disconnection exists between the four key stakeholders – State government funders, NGO governance, managers and practitioners responsible for providing community services. Figure 6.2 shows the key stakeholders and the significant differences between how the concepts of *performance* and *relationships* are operationalised.

Figure 6. 2

Stakeholder Conceptual Map of Performance and Relationships



Sub Questions 1 and 2 were deployed to answer the overarching Research Question *How do the current Australian government, specifically the Queensland Government funding conditions for non-government organisations contribute to mission drift?* As evidenced in the second level of analyses the series of disconnections and similarities between stakeholders contribute to mission drift. Addressing the overarching Research Question it was shown that the government funder has the power to decide the *performance* measures of managers and

practitioners. The government generated Service Delivery Models mandate the successful *performance* measures that are required by NGOs, managers and practitioners. Over time these government *performance* measures were changed within the Service Delivery Models and this changed the *performance* measures of managers and practitioners. A disconnection was revealed in the *performance* measures of managers and practitioners and the required *performance* measures from the government funder. These government required quantitative *performance* measures create a juxtaposition for managers and practitioner's *performance* measures which is adherence to the Ethical Code of Conduct and the underpinning values. The government having the power to set and change the *performance* measures strongly suggests managers and practitioners ethical practice framework is being eroded because managers and practitioners are required to meet government performance measures to maintain organisational funding and thus future employment.

These series of discords revealed stakeholder *performance* measures that exist between the government funder and the managers and practitioners contribute to mission drift. A further consideration of how the government funder contributes to mission drift was shown by the lack of *relationships* with managers and practitioners delivering community services. This was highlighted in the changes required by government in the Service Delivery Models. As evidenced the government funder showed some *relationality* with managers and practitioners in the first Service Delivery Model in the collaboration of service evaluation. This lack of *relationships* between government funder, managers and practitioners is a consideration that contributes to mission drift because the government shifted focus in the funding Service Delivery Models that required managers and practitioner to perform more administrative tasks which reduced mezzo and micro level practice.

The second level of analysis also provided answers for Research Sub Question 1 *What are the dominant factors that contribute to mission drift?* As was shown in Chapter 4 all six large NGOs declined research participation focused on mission drift. The second level of analysis applying the concepts of *performance* and *relationships* revealed that the NGO responses align with literature that suggests organisational gatekeeping is a strategy organisation use to avoid research participation. Wanat (2008) identifies that research gatekeeping happens at multiple levels of organisations. The hierarchical structures within organisations creates different levels of gatekeepers to control access to a research site. Gaining access and cooperation from potential participants is influenced by what is perceived as benefits and threats to research participation. The perceived positive benefits for

organisations make the research project more likely to proceed. Perceived threats to organisations participation include personal ramifications or the threat of loss of employment. The formal gatekeepers are considered senior levels of management that can provide official approval for conducting research. Anxious gatekeepers described in the literature (Wanat, 2008) are persons who stonewall, delay, shift responsibility to others, control communication, request additional information and forget to follow through on promises of assistance.

Further evidence of a disconnect was also shown in the analysis of Data Source 3 where the concept of *performance* was not shown in quantifiable information. As evidenced in Chapter 5 NGO Annual Reports concepts of *performance* and *relationship*s were represented in quantifiable and commercial orientation. However, the Ethical Code of Conduct that managers and practitioners adhere to does not include quantifiable information or commercial orientation as a *performance* measure. This disconnection between NGO governance and managers and practitioner's *performance* measures strongly indicates mission drift because *performance* for managers and practitioners is not represented in quantifiable information.

A further disconnection was shown in the second level analysis applied within Data Source 2 which highlighted that the concept of *leadership* in the Annual Reports of 2015 was no longer being aligned with *mission* in the 2018 Annual Reports. A possible reason for the concept omission of organisational *leadership* and *mission* alignment maybe that the 2018 NGO Annual Reports produced less information about their organisational missions. Additionally, when conducting organisational website searches some information could be found on the organisational websites about their governance (board members). This may represent a change in the way organisations represent their *leadership* and *mission* to their public stakeholders.

However, if NGO governance are strategically removing the alignment of *mission* and concept of *leadership* this presents issues for managers and practitioners who are expected to adhere to the organisational individual missions. As literature suggests organisations without organisational l*eadership* and *mission* alignment can create unpredictable outcomes for organisations. Without the *leadership* and *mission* alignment there is less accountability for organisational *leadership* to maintain the organisational *mission*. Maintaining organisational *mission* is an expectation required of managers and practitioners in the day-to-day work practices. When conducting organisational website searches it was evident that each

individual NGO has its own *mission* which was represented on the NGO websites however managers and practitioners are required to enact their own professional Mission as Service according to the Ethical Code of Conduct. Managers and practitioners are required as part of the Ethical Code of Conduct to strive for their employer's aims and objectives. This requirement in the Ethical Code of Conduct for managers and practitioners suggests ethical tensions especially if the organisations aims and objectives are aligned with meeting the government funders contractual obligations.

What the second level of analysis also revealed was that the two more powerful stakeholders operationalise the concepts of *performance* and *relationships* the same way. The government funder and NGO governance operationalise the concept of *performance* by quantifiable information. The government requires quantifiable information as a *performance* measure and NGO governance produces quantifiable information as a *performance* measure in Annual Reports. The applied use of the concept of *relationships* within Data Source 2 and 4 also highlighted how the concept was operationalised in the same way by the two more powerful stakeholders. As was shown *relationships* for the government funder and NGO governance were represented by commercial orientation. The alignment of these two concepts between government and NGO governance highlighted a discord between the two more powerful stakeholders and the managers and practitioners.

A further dominant factor that is indicative of mission drift is the conceptual difference between operationalisation of *performance* and *relationships* between managers and practitioners, NGO governance and the government funder. This discord evidenced (Figure 6.2) showed the concepts of *performance* and *relationships* for managers and practitioners include adherence to the professional governing document – the Ethical Code of Conduct and the three underpinning values. This showed a disconnection of the two concepts between the key stakeholders and is considered a dominant factor that contributes to mission drift. This is because of the oppositional operationalisation of the concepts of *performance* and *relationships* between the government funder, NGO governance and managers and practitioners.

The applied concept of *performance* within the Ethical Code of Conduct showed that *performance* measures for mangers and practitioners is adherence to the three core underpinning values of the profession (respect for all persons, social justice and professional integrity). These three core values are the values that unite the profession and differentiate the

social work profession apart from other helping service professions. The ethical practice framework for managers and practitioners also includes maintaining ethical responsibilities and decision-making processes required to meet performance measures of the profession. Part of the ethical responsibilities for managers and practitioners, is the *performance* measure of maintaining broad range of stakeholders including clients, colleagues, the broader community, other service providers and their organisational employers.

As mentioned earlier in the findings of the first level of analysis it was shown that the Australian Ethical Code of Conduct was produced in 2010. This highlighted that there have not been any changes to the Australian ethical professional governing document in a ten-year period. In other words, the key *performance* measures for managers and practitioners maintaining their ethical practice framework and underpinning values have not changed since 2010. By contrast the funding context that managers and practitioners work within has significantly changed in the government Service Delivery Models. This finding suggests mission drift because both more powerful stakeholders have the ability to represent *performance* to multiple public stakeholders whereas managers and practitioner's *performance* measures remain the same.

The second level of analysis also revealed a discord (shown Figure 6.2) between the concept of *relationships* between managers and practitioner and NGO governance and government funder. As shown *relationships* for managers and practitioner require the management of professional relationships according to mezzo and micro practice levels. The provision of service delivery also requires manager and practitioners to work collaboratively within local community groups. Fulfilling the *relationship* accountabilities measures managers are required to work collaboratively with their colleagues and the broader community (mezzo level practice). Practitioners also have additional ethical responsibilities in their *relationships* to uphold in their enactment of service delivery. Practitioner micro level practice requires that *relationship* accountabilities include collaborative partnerships to enhance client outcomes. Practitioners have additional *relationship* accountabilities with community stakeholders, colleagues and clients. By contrast with managers, practitioners have additional *relationship* accountabilities with their client face-to-face micro level practice.

A further dominant factor that contributes to mission drift is that NGO governance is not mandated to enact the Ethical Code of Conduct which is the governing document of

managers and practitioners. This finding suggests a lack of accountability in *performance* measures for organisational governance as they are not mandated to enact the ethical practice framework in their own practice of organisational governance. In other words, NGO governance is not accountable or directed by the social work professional ethical practice framework and the underpinning values. This second level of analysis using the concept of *performance* revealed a discord exists between NGO sector governance and the managers and practitioners who are responsible for the day-to-day service delivery of mezzo level (community) and micro level practice (client face to face).

The second level of analysis using the applied concepts of *performance* and *relationships* and provided answers for Research Sub Question 2. *What are some of the impacts of mission drift on managers and practitioners?* This second level of analyses revealed further discords exists between the government funder, NGO governance, managers and practitioners. These discords highlight some of the impacts of mission drift on managers and practitioners. As evidenced the government funder changes to Service Delivery Models had a direct impact and changed the work conditions of managers and practitioners. The most notable change in work conditions *(performance)* was the requirement of quantitative data collection, data entry and reporting. These changes required by the government funder increased the administrative tasks of managers and practitioners. These required changes were reductive to the mezzo and micro work practices of managers and practitioners. As shown managers and practitioners need to prioritise government *performance* measures or risk organisational and personal future employment. Managers and practitioners prioritising the government funder *performance* measure is indicative of a drift from ethical practice frameworks as the time required to meet government *performance* measures largely diminishes therapeutic work practices at the mezzo and micro levels.

Significantly, for practitioners the government changes to *performance* measures required practitioners to collect the data, enter data and report the data. In line with literature data collection and data entry is the most time-consuming activity and the least beneficial for the persons performing the activity. The change to referral pathways *(performance)* increased the managers stakeholder accountabilities in their (community) mezzo level practice. The government change to the service reporting requirements increased the frequency of managers administrative (reporting) work. The governments required changes of referral criteria as a *performance* measure increased the practitioners case load complexities and also changed the staff skills set because of the expanded referral criteria. Furthermore, the

government changes required in data collection, data entry and reporting impacted on the practitioner work conditions in all three areas. The following section will show how practitioners were primarily responsible for the client data collection, data entry and reporting requirements of these administrative tasks.

This section draws on practitioner experience to show how *performance* measures and *relationships* of managers and practitioners changed over time between the three government Service Delivery Models. These changes in the government Service Delivery Models impacted on the work practices of managers and practitioners and changed their working conditions. As mentioned earlier, the government changes to Service Delivery Models increased the *performance* measures for managers and practitioners. My personal experience as a practitioner confirmed that the government funder removed the requirement of staff working within ethical practice framework in the same Service Delivery Model (contractual term) as implementing new successful *performance* measures for managers and practitioners. The government funders elimination of the manager and practitioners ethical practice frameworks within the Service Delivery Models documents made the mandated professional Ethical Code of Conduct invisible to a broad range of public stakeholders. The Service Delivery Models changes removal of the staff ethical practice frameworks would indicate that the government funder perceived a lessening of significance and importance that managers and practitioner work within ethical practice frameworks.

Manager's *performance* measures shifted by the changes to referral pathways which required managers to engage and communicate with multiple community stakeholders. The changes to referral pathways also increased the *performance measures* for practitioners as they were required to communicate with the multiple government and non-government agencies. referring bodies (community stakeholders). This change increased the administration work for practitioners in communication management with multiple community stakeholders.

Importantly for practitioners, both changes shown in the second government Service Delivery Model (referral criteria and referral pathways) increased their required *performance* measures. The expansion of referral criteria meant that practitioners were required to work with a broader age range of clients. This increased the complexity of practitioner micro level practice because practitioner caseloads had more diversity in client age ranges. This change in referral criteria also had implications for practitioner *performance* measures as

practitioners needed to expand their skills sets to accommodate the new client age range required by government. By contrast the expanded referral criteria for managers did not increase their mezzo level practice.

Personal experience confirms practitioner micro level practice was changed because of the new *performance* measure required by the government funder. Some examples of the practitioner's data collection and data entry requirement included individual family members address details, family members birth dates, financial brokerage funds spent, individual referrals to other community services and time spent working clients. The governments new successful *performance* measure meant that practitioners were required to prioritise time on administrative tasks which diminished the time available in their professional micro level practice.

The government applied changes to the second Service Delivery Model meant that managers had expanded *relationship* accountability measures to a wider range of stakeholder *relationships* in their mezzo level practice (community). Practitioner stakeholder *relationships* were also impacted by the increase of referring agencies from one referring government agency to additional referring government, non-government agencies and self-referrals. This change increased the work complexity for practitioners in maintaining their expanded stakeholder *relationships*. The referral pathway change required by government also increased practitioner stakeholder *relationships* and accountabilities measures. The expanded referral pathway also created more change for the practitioner micro level practice because of the expanded broader client age range increased the *relationship* complexity of face-to-face client service delivery.

Conclusions

As discussed in the outset, this Chapter has answered the overarching Research Question and the Two Sub Questions through the series of analyses applied within the data sources (in Chapter 5) and discussed the key findings. A prominent key finding that was shown to contribute to mission drift was that six large NGOs declined research participation focused on mission drift. The lack of interest in research participation from all the NGOs strategic level persons confirmed prior literature that NGOs are self-silencing. The findings presented in Chapter 5 highlighted some of the ways self-silencing can occur in NGOs. The NGO decline in research participation suggests that organisations will be more at risk of

further mission drift because of the unwillingness of NGOs to deepen their understanding of the phenomenon by research participation.

A dominant factor that was highlighted as contributing to mission drift is that the key stakeholders operationalise the concepts of *performance* and *relationships* differently. The analysis showed evidence of similarities and differences between how the key stakeholders operationalise the two concepts. As the evidenced the government and the NGO governance operationalise these two concepts in the same way (Figure 6.2). However, managers and practitioners operationalise these two concepts differently. This revealed a discord that exists between the two more powerful key stakeholders and managers and practitioners suggesting mission drift for the organisation because of the compliance measures required by the government funder.

A further dominant factor that contributes to mission drift is that *performance* in NGO Annual Reports is represented in quantitative terms. As shown the analysis of NGO Annual Reports highlighted that the Annual Reports *performance* aligns with the government successful *performance* measures. The government requires quantifiable information from the NGO governance, managers and practitioners as the successful *performance* measure. The NGO governance provides quantifiable information in the Annual Reports which was also shown to be in decline. Overall, most of these organisations made major shifts to the information provided about their *mission* and *service* in their Annual Reports in the four-year period. This alignment with government *performance* measures and decline in *mission* and *service* in NGO public documents is considered a dominant factor contributing to mission drift.

Furthermore, additional dominant factors that contribute to mission drift is how *relationships* is conceptualised differently between the key stakeholders. As with the concept of *performance,* the concept of *relationships* showed evidence of similarities and differences between how the key stakeholders operationalise the concept of *relationships*. As evidenced the government funder and NGO Annual Reports operationalise the concept of *relationships* in the same way (Figure 6.2). This alignment of the concept of *relationships* was evident as both stakeholders' government and NGO governance were commercially orientated. Importantly, a discord was revealed in the operationalisation of the concept of *relationships* between the government funder and the managers and practitioners. This was evidenced by the government funder changing the concept of *relationships* over time within the Service

Delivery Models. As shown the government funder had some relationality with managers and practitioners in the first Service Delivery Model.

Also evidenced as a dominant factor that contributes to mission drift is discord of the concept of *relationships* between NGO governance and managers and practitioners. This was evidenced by how *relationships* were represented in the Annual Reports and how relationships are considered in the Ethical Code of Conduct. *Relationships* in the Annual Reports were shown to be commercially orientated. By contrast the concept of *relationships* for managers and practitioners was operationalised by the adherence to the Ethical Code of Conduct which showed no commercial orientation. The concept of *relationships* for managers' and practitioners' was aligned with the mezzo and micro level practice requirements which is governed by the Ethical Code of Conduct. In summary a disconnection of the concept of *relationships* exists between the key stakeholders. The government funder and NGO governance operationalise the concept the same way (commercially) and managers and practitioners operationalise the concept according to the Ethical Code of Conduct.

A further disconnect that would suggest mission drift is that the governance of NGOs (Annual Reports) showed no alignment with the Ethical Code of Conduct managers and practitioners. As shown all NGOs (Annual Reports) are changing and altering their public image of their *missions* and *service* over time. However, the Ethical Code of Conduct that managers and practitioners are mandated to adhere is a static document that governs the key *performance* measures of the collective social work profession. Of importance for managers and practitioners the Ethical Code of Conduct has remained the same over a ten-year period but as was shown the contextual factors of managers and practitioners have changed at an accelerated pace over a ten-year period. The disconnection between NGO governance and the ethical practice framework of the profession is deemed to be a dominant factor contributing to mission drift as there is no accountability for the governance on NGOs to adhere to the ethical professional governing document.

Additionally, managers and practitioners ethical practice framework was compromised because of the concept disconnection of *performance* between government funder and managers and practitioners. Managers and practitioners operationalise the concept of *performance* by adherence to the Ethical Code of Conduct and the underpinning values. As shown, the government funder operationalises the concepts of *performance* differently to the managers and practitioners who are responsible for the mezzo and micro level practice

delivering community services. This discord in *performance* measures suggests that managers and practitioners ethical practice framework is being eroded because of the need to comply with the successful *performance* measures required by the government funder.

Significantly, as shown the government funder contributes to mission drift in multiple ways, impacting on the macro, mezzo and micro practice levels of NGOs. The government funders' ability to set and change the *performance* measures of other stakeholders suggests that the government funder has no accountability measures for the Service Delivery Models they chose to fund. As also shown the government funders' ability to make further changes to the Service Delivery Models has direct impacts on the manager and practitioner *performance* measures required by the government to maintain organisational funding and their future employment. The government created new *performance* measures for managers and practitioners. As mentioned earlier, three of the new *performance* measures expanded the manager mezzo level practice and practitioner micro level practice. The further three government required *performance* measures were administrative and reductive (data collection, data entry and reporting) to managers and practitioners ethical practice framework. These new *performance* measures were time consuming and diminished time available for managers and practitioner core day to day work practices. Significantly the new *performance* measures required by the government funder impacted more greatly on practitioner's *performance* measures than managers *performance* measures.

This Chapter has outlined multiple disconnects that impact on the *performance* of NGO service delivery. The most significant disconnect and greatest impact that the research questions bring forward is that the government funder, as the creator of Service Delivery Models has the ability to set the working conditions for managers and practitioners via the changes to the *performance* measures for managers and practitioners in the Service Delivery Models. The new *performance* measures required by the government funder changed the work conditions for managers and practitioners. What could be extrapolated from Table 5.6 and accompany evidence is that the practitioner *performance* measures, and work conditions were not only impacted disproportionally than the manager *performance* measures and work conditions, but the professional practices had been changed from largely service delivery to more focus on data reporting etc., by the funding requirements needing to be filled at organisational level. This evidence of drift from therapeutic practice to data collection, data entry and reporting also evidenced by the drift from practitioners' *mission* and *service* to vulnerable members of society to labour intensive administrative tasks. This drift raises the

question of who benefits from the data collection and data entry mandated in order to secure funding for the organisation? And how does this serve the most vulnerable members of society for whom the organisations exist to serve?

Recommendations for Further Research

The findings from this research suggests further research is this area is warranted. As shown the topic of mission drift for the six large NGOs invited to participate in research revealed an anxious community unwilling to address the phenomenon of mission drift. This research focused on Qld State government Service Delivery Models and the changes to therapeutic practices of managers and practitioners in Queensland. Further research in this area would be required to see if these research findings are consistent with other Australian States and Territories government funded Service Delivery Models. Prior research in this area has identified self-silencing is an issue for the NGO sector. A recommendation would be to publish the findings of this research so the issue of mission drift can become more visible to government policy makers, the NGO, the broader NGO community, managers, practitioners, scholars and interested others. Publication of these research findings would raise awareness of NGO self-silencing and provide a more in depth understanding of mission drift.

Limitations

As discussed in the methodology section the initial research design was adapted because of the inability to access an NGO research site. This lack of access to a research site meant that the researcher was unable to conduct semi structured interviews with managers and practitioners to illuminate their real lived experiences of mission drift in the workplace. As was shown in the analysis of NGO Non-engagement the sensitive topic of mission drift was a limitation in the data collection phase. A further limit in the research was the population selection to recruit one large NGOs to participate in the research, this excluded recruitment of small and medium size NGOs. Selecting a different NGO group (medium, small) to participate in research has the potential to return different research participation responses. NGOs that do not rely as heavily on government funding to deliver community services maybe more inclined to participate in research.

Further limitations of this study include the selection of Data Source 4. This selection of one government Service Delivery Model excluded further different government Service Delivery Models. Government funders provide funding to many NGOs to delivery many community services. As such further research selecting different data sources i.e., Service

Delivery Models may result in different findings. A considered limit was also the three government Service Delivery Models selected for analysis for this research project was over ten years (2006-2016). Therefore, these findings show the government funder changes within this particular time period. Further research conducted within a different time period or different Service Delivery Models has the potential to produce different findings.

The scope of the research project limited the time available in the recruitment phases of data collection. The researcher recruitment model developed in Chapter 4 could be modified to accelerate the closure phase which has the potential reach the data saturation point in a shorter time period. This would accelerate the recruitment process which would increase the potential to collect further data for analysis.

Contributions to Research

My contributions to the field of research fills a gap in the literature by investigating mission drift within an Australian NGO contextual background. The paucity of literature provided justification for further investigation of the phenomenon of mission drift. This research thesis addressed the research questions and provided some compelling evidence of mission drift within six large Australian NGOs. A further contribution to the field of research was highlighting how the government funder strongly contributes to mission drift because it has the ability to set and change the *performance* measures of the NGO governance, managers and practitioners. This also revealed some aspects of the power imbalance between the key stakeholders responsible for delivering community services.

Additional contributions highlighted some of the dominant factors that contribute to mission drift within an NGO. The research findings revealed some of the conceptual similarities and differences of how *performance* measures and *relationships* are operationalised between the key stakeholders. Significantly was the identification of multiple conceptual discords between government funding arrangements, NGO governance and managers and practitioners responsible for delivering community services.

Contributing to the topic of mission drift key findings also showed how government funder changes to Service Delivery Models change the work conditions of managers and practitioners. This finding showed some impacts of mission drift on the professional ethical practice framework of managers and practitioners. Also, considered an important contribution was the illumination of how government funder changes to Service Delivery Models disproportionally impacted practitioner work conditions (performance measures) more than

managers over a ten-year period. This study also revealed that managers and practitioners need to prioritise government *performance* measures or risk further organisational funding and also their future employment. Importantly, a further contribution to the literature highlighted some ways self-silencing occurs within large Australian NGOs.

A further contribution to the field of research is the researcher recruitment model developed in the engagement process in gaining access to a research site. The five-phase recruitment model may be useful for early career researchers and interested others to apply when developing their research design. This model may be most useful in the recruitment phase of data collection with participants and applied by researchers to assist in decision making when potential data collection has reached a saturation point. Furthermore, the model developed is transferable to other research site settings when outsider researchers are attempting to gain access to a research site.

Researcher reflections

This thesis concludes by providing researcher reflections of some personal impacts of undertaking this research. Throughout this research process I gained understanding of the ethical tensions and that myself and colleagues experienced when working within a State government funded Service Delivery Model over time. As a practitioner and researcher, it was concerning to understand the contextual factors that are eroding the professional therapeutic practice framework, especially as these contextual factors identified throughout this thesis are beyond the control of the many professional people that work alongside the most vulnerable members of society. My reflections of working with colleagues in the community services sector was that providing strong advocacy for clients assisted in rebalancing some of the social justice inequalities.

So, it is with some sadness I came to understand these professional people who advocate strongly for social equality for all groups and members of society are now being required to reduce and compromise their therapeutic professional practices. This was largely due to spending more time on administrative tasks rather than spending time working with clients. For me personally, the current community service funding arrangements is a system that creates social injustice for managers and practitioners because they are unable to fulfill their commitment to their profession. As I close this research three personal questions are front of mind - Who in the future will provide strong advocacy that addresses the erosion of therapeutic practices of managers and practitioners? And - If current government funding

arrangements continue unchecked what future erosions may occur within the therapeutic practice framework of managers and practitioners? And further - If therapeutic practices erode further what level of professional therapeutic support will vulnerable members of society receive?

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APPENDICES

Appendix A NGO Non-Engagement – Recruitment Process

Organisation 1

The recruitment commenced on 19th January 2019 and concluded about 8th February 2019. Phase two cold calling resulted in a staff member responsible for organisational research (Administrative Level) requesting further information about the research to provide the Queensland State director. Phase three included email communication with the staff member and direct email contact with the State Director, providing further information.

This contact progressed via internal conversation and emails with the Queensland State Director (Strategic Level). Further information about the research was requested and provided via email. I later placed a follow up phone call to the State Director to enquire about interest of the organisation to participate in my research project. With no response to the email or phone calls, I decided not to pursue this avenue as a source of data collection.

Organisation 2

The recruitment commenced on 18th February 2019 and concluded about 15th March 2019. Phase two 'cold calling' provided initial contact with the receptionist and provided phone access to the Acting State Director. At this phone call, information was requested about the research project. Phase three was followed up the next day and an email providing information was sent to the Acting State director.

Phase four was a follow up call to the Acting State Director to talk more about organisational participation. At this phone call the executive member stated, 'they were interested in going ahead with the research'. The Acting State Director agreed to send a confirmation email about the organisation's participation. With some time without confirmation I placed a further follow up phone call to the Acting State Director. This call revealed the research project would need to be viewed by the

legal team to see if there was anything in their funding contracts that would preclude the organisation from participating in the research.

I agreed to place a follow up call to the Acting State Director about the organisation's participation. At the next call the Acting State Director said the organisations research participation was to be discussed, at the following Monday executive leadership meeting. A follow up email was sent to the executive leader to find out the organisational executive leadership teams' decision. No response was provided.

Shortly after I received a phone call from a staff member from the communications team, declining participation. The rationale provided for non-participation was *'we don't have capacity at this time'.* This phone call concluded the NGO Non-Engagement and potential data source for research participation.

Organisation 3

The recruitment phase commenced on 19th March 2019 and concluded about 4th April 2019. Phase two commenced with an initial phone call with a receptionist (Administrative Level) providing the email contact details of the State Director. An email was sent to the State Director providing information about research participation. With no response from the email a phone call was placed which apparently generated some internal email discussions regarding the research participation. The Programs Manager requested further information via email. I proceeded with phase four and sent an email addressing further questions about the organisations research participation.

In a follow up email to the Programs Manager I received an email declining research participation. *Email "…we are really stretched at the moment with some new programs and changes within the region so at this stage I will need to decline our participation in the research project".*

Organisation 4

The recruitment phase commenced on 4th April 2019 and concluded about 2nd May 2019. The initial cold calling to speak with an executive leader was declined with the receptionist (Administrative Level) saying 'we can't give out email addresses'. I talked about reason for my call and provided some brief information about the

research. The receptionist said she would pass the verbal information on to other departments via internal emails.

In a further follow up phone call, a public relations and communications team member stated *'someone would contact me if they were interested'* in participation. A total of five phone calls with staff at the operational level, provided no access to a decision maker (Strategic Level) from the leadership team. With no further response I decided to close this organisation as a source of data collection.

Organisation 5

The recruitment commenced on 4th April 2019 and concluded about 18th April 2019. Cold calling resulted in an initial phone call with a staff member and phone contact details for the Head of Research and Advocacy.

A call was placed to Head of Research and Advocacy. A brief phone call with the executive member revealed unavailability of time to discuss research participation and an offer to ring back to discuss the research further. With no response the next week, I progressed to provide further information by placing a further call to discuss the research information and possible participation.

At this call the executive leader talked about how their organisation had a '*relatively low funding compared with other organisations'*. Being responsive to the conversation, I mentioned discussing the possibilities with my supervisory team. The executive responded it was a *'busy time of the year and people on the ground may not have time to assist'.* This phone call with the Head of Research and Advocacy confirmed the closure phase of this data source.

Organisation 6

The recruitment phase commenced on 30th April 2019 and concluded about 14th May 2019. The second phase of cold calling this organisation progressed from the receptionist (Administrative Level) to a phone discussion with the Senior Head of Human Resources.

Following this phone conversation about the organisations research participation, email details of the Head of Clinical Services was provided. Internal emails threads demonstrated the executive member was aware of the email to follow about the

research. I sent an initial email providing the first level of research information to the Head of Clinical Services about participation.

The second level of information was provided via email after a request for additional information by the Head of Clinical Services to assist with decision making process. A follow up email enquiring about research participation confirmed the closure of this data source. The reason provided by the Head of Clinical Services via email was *"they couldn't accommodate an additional research project at this time"*.