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The Triple Bottom Line and Social Responsibility Framework in Public Sector Management

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This is to certify that the doctoral dissertation by

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Abstract

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MBA, Golden Gate University, 1989

BA, Simpson University, 1987

Dissertation Submitted in Partial Fulfillment

of the Requirements for the Degree of

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Abstract

Leaders of public sector agencies must incorporate the voices of diversified stakeholders into planning and decision-making processes. With aging infrastructures around the world, public agencies are challenged to move public benefit projects forward when citizens are not engaged or empowered to participate in the process. The purpose of this triple bottom line (social, ecological, and financial) and social responsibility study was to explore whether public sector organizations are socially responsible by law. A case study was developed using data from publicly available documents and interviews that explored how the San Francisco Public Utilities Commission (SFPUC) implemented a social responsibility framework that was grounded using the International Organization for Standardization (ISO) ISO 26000 guidelines, stakeholder theory, and corporate social responsibility theory. Data were collected using a researcher-developed questionnaire for face-to-face interviews with 20 elected officials, public agency executives, program managers, advisory group members, regional public sector members, and community stakeholders. Data were analyzed using direct interpretation, detailed description, establishment of correspondence and patterns, and categorical aggregation. Three themes emerged that demonstrated the existence of a socially responsible organizational framework at the SFPUC: unequivocal leadership support, allocation of adequate resources to fund the program, and a dynamic stakeholder-driven performance metrics and reporting system. The research findings may contribute to social change by demonstrating how ISO 26000 can help frame the performance measurement and reporting systems of public sector agencies and serve as a foundation for implementing stakeholder policies and procedures thus benefiting the public.

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Dedication

This doctoral study is dedicated to my children (Olivia, Jason, Austin, Josiah, and Grace) whose unconditional love and sacrifice made it possible for me to stay focused and sustained me in those times when I wanted to give up and do something else. To my parents (Mary Anoke Ajiake and late father, Philip Bawa Ajiake) who instilled in me the value of finishing what I started and who always emphasized the value of education. This milestone would be impossible without your caring support.

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Table of Contents

iv

List of Tables

List of Figures

Chapter 1: Introduction to the Study

Triple bottom line (TBL) is making inroads into public sector performance measurement partly because it is uncertain whether (a) it is a sound, transparent, and defensible model for transforming and managing public sector agencies; and (b) it is the right social responsibility framework for identifying and engaging stakeholders. Figure 1 shows an overview of the three integrated components of TBL:

TBL-ISO 26000-CSR-ESG Models

Environment

Economy

Social

TBL Social Responsibility Funnel
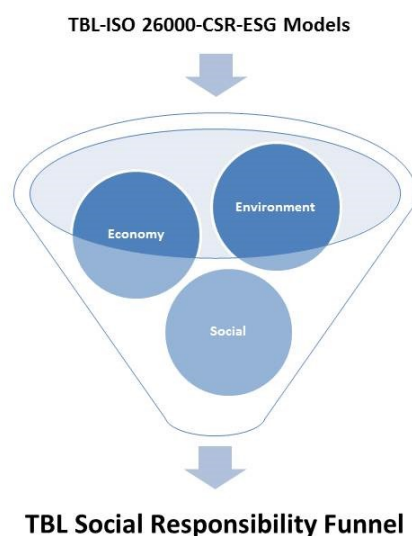
Figure 1. Triple bottom line overview

This confusion over TBL veracity within the public sector is becoming relevant in light of the fact that global sustainable organizations in the 21st century—like multinational enterprises (MNE) or multinational corporations (MNC)—are moving toward incorporating TBL precepts in their reporting mechanisms to stakeholders. Even so, public sector organizations are predisposed to accept the wishes of stakeholders because they are often created or exist for that reason. How these public agencies remain accountable, transparent, ethical, and respect stakeholder interests, the rule of law, human rights, and organizational norms and behaviors is at the heart of this study. This chapter includes the background of the study, problem statement,

purpose statement, research questions, conceptual framework, nature of the study, definitions, assumptions, scope and delimitations and limitations, and the significance of the study.

Background of the Study

Early adoption of the TBL model within the private sector has been on the reporting side of measurements that were put in place either after the fact or for the benefit of the organization to showcase its social responsibility commitments. The compendium of measures is limited in organizational and global applications and self-serving in their overarching purposes and designs (Norma & MacDonald, 2004). Functional units within these organizations create their own measures to justify their existence and may or may not include an organization-wide focus (Marlow, 2010). While it is important to measure functional units by themselves, such measurements are limited if they do not include the rest of the organization. Both private and public sectors face the same problem of bad performance measurements when they are (a) crafted for the benefit of management, (b) short-sighted or narrowly defined, and (c) fail to account for medium- and even long-term implications of organizational activities (de Lancer Julnes, 2009). At the core of understanding social responsibility within an organizational context is whether public sector organizations are more inclined by their organizational governance and related actions and expectations or are more socially responsible than the private sector organizations that are primarily driven by financial rewards. Public agencies, while driven by the same sentiments to report to stakeholders, are required by legislation and/or ordinances to report on how they (a) use public funds, (b) procure services, (c) select projects, (d) deliver projects on time and within budget, and (e) engage stakeholders in the previous four areas. This makes

public sector organizations socially responsible by law rather than by self-will—the prevailing social responsibility driver for private sector organizations.

This was an exploratory study of stakeholder engagement in performance measurement and reporting in public utilities. Recent administrative reforms in the public sector primarily focused on increasing accountability and transparency (de Lancer Julnes, 2009). Historically, public performance was associated with results—economy, effectiveness, and efficiency—in the delivery and provision of programs and services (ISO, 2010). While public sector stakeholders—traditionally called citizens—have often expected government to provide and deliver services effectively and efficiently, they also expected government to support democratic governance processes and values which included responsiveness, equality of opportunity, fairness, and access to the process.

As many private and public organizations move toward a TBL model or some sustainability or social responsibility model, it is time to address the performance measurement discipline. This is even more so in the public sector as the criteria used to develop them has significant consequences on how projects are conceived, developed, funded, and implemented or brought into service for public use and/or consumption. When stakeholders are engaged in the selection and reporting of performance measures, the information generated will transcend managerial type measures that are in common practice (Berman, 2005; GASB, 2002). When stakeholders are engaged in this manner, their interest centers around timeliness, quality of life, and contact experience which translates to responsiveness, fairness, and equal access, respectively.

TBL is a holistic socially responsible way of defining the criteria and metrics that is used to measure an organization's success from both an internal and external perspective. TBL is anchored by three elements—economic, ecological, and social—all three find a compelling nexus in the social responsibility construct (ISO, 2010). TBL, also known as people, planet, and profit is gaining support especially among large organizations—irrespective of whether or not they are global or local in nature—because it captures an expanded worldview that goes beyond just profit. The question is whether TBL can thrive in the public sector.

Social responsibility TBL, and ISO 26000 have had an active stream of contributors in recent years. Global companies are clamoring to meet the increasing demands by stakeholders for more accountability. Elkington (1999) argued that no long-term sustainable business in the future would solely depend on its financial stakeholders and financial indicators as its only priority. Elkington advocated seven revolutions that must take place in order for TBL to be in sync with the traditional financial bottom line: corporate governance, partnership, markets, values, life-cycle technology, transparency, and time.

Researchers have attempted to create performance metrics for reporting on TBL in line with current financial reporting rigors. Stakeholder-citizens are using innovative technological tools to decipher public agency activities and using the same or similar communications tools to demand input into how large infrastructure projects are planned, designed, funded, and built. This new development is forcing public sector elected officials and administrators on the defensive and they can no longer hide behind sunshine clauses that keep pertinent information away from them in the guise of management prerogatives. Scholars have focused on financial

stakeholders more than they do social and environmental ones (Bhattacharya & Korschun, 2008). This tendency to only be concerned with the whims of stakeholders who have financial influence in whether the organization meets its financial objectives is rooted in the history of business development where the only bottom line that mattered was the profit.

Identifying stakeholders for a firm can be challenging at best. Donaldson and Preston (1995) identified several stakeholders who are typical for a firm: governments, investors, political groups, customers, communities, employees, trade associations, suppliers, etc. However, as Bhattacharya and Korschun posited, the focus solely on the firm in stakeholder theory makes the identification of stakeholders primarily driven by the instrumental value they provide to the firm. Then there are those stakeholders who do not provide instrumental value to the firm, but stakeholders nonetheless.

While CSR seeks to address the normative imperative of stakeholder theory by advocating for the inclusion of social stakeholder concerns because it is the right thing to do morally, it does not provide the means for ensuring that all stakeholders are identified or trained to be effective stakeholders. It is one thing to identify a stakeholder, but it is another to ensure that this stakeholder can play a role for the ultimate benefit of the corporation and society.

TBL, and other forms of sustainability reporting mechanisms, have lagged behind in widespread adoption because inductive theorizing from the field is missing (Owen, 2008; Qian et al., 2011; Spence et al., 2010; Thomson, 2007). Consequently, both deductive theorizing and corporate disclosure studies have filled the void, howbeit unsuccessfully, because the role of management accounting as it relates to sustainable development is overlooked in research. At

issue is the interaction and interface between (a) sustainability and management control systems (Gond et al., 2012) and (b) both management accounting and the environmental management system (Parker, 2005). Qian et al. (2011) posited that in order to overcome the limitations of conventional accounting, an environmental management accounting mechanism is needed to improve decision-making (Burritt & Schaltegger, 2010). Sustainability accounting research— embedded in the social responsibility construct—within the public sector is under-researched (Owen, 2008; Qian et al., 2011) and for the most part, nonexistent. These findings suggest that additional research is needed in developing sustainable assessment and stakeholder engagement tools (Adams & Frost, 2008).

One of the most popular sustainability reporting frameworks that has international play is the global reporting initiative (GRI), developed—under the auspices of a nonprofit organization based in Amsterdam—by a collage of stakeholders representing business, academia, government, civil society, professional institutions, and other international organizations. The GRI reporting guidelines are applicable to organizations of any type, size, and from any geographic region or sector (public or private). While there is growing literature on the use of GRI reporting in the private sector, little or nothing exists on public sector, and the GRI reporting standards for public sector are still in their infancies.

A reporting initiative that has captured the public sector interest is ICLEI –Local Governments for Sustainability—which is a UN-based association of nations and local governments who are committed to sustainable development. In early 2007, ICLEI pushed for TBL as the standard for community and urban accounting, but has not pursued making it a

universal set of regulations and rules. Instead, ICLEI encourages communities and governments to track their own TBL progress by their internally developed measures.

Both the GRI reporting guidelines and the ICLEI initiatives are TBL paradigms driven by consultants and not by the rigors inherent in the academic peer review process. One of the limitations of TBL was the arbitrary nature of how performance indicators are created and measured (Hubbard, 2009). Allowing firms to arbitrarily report on their sustainability agenda is layered with several limitations. No company left to its wishes would willingly disclose its weaknesses to the outside world. Therefore when firms report on their own sustainability agendas, how the stakeholder is engaged becomes a muted endeavor. In measuring social and environmental factors, the stakeholder tent must be widened beyond the corporation itself in order for it to have true holistic meaning in shared representation, responsibility, and the reconciliation of the elements of TBL—environmental, social, and economic (Li-Chin & Taylor, 2007). While researchers have addressed the need for reporting corporate sustainability goodwill, there is not a universal model that measures social and environmental issues across board. Leaving corporations to define what is sustainability and how it is measured leaves room for cooking of the books in order for an organization to look good before its selected stakeholders. This is a reason why there are currently no standardized universally accepted measures like those adopted by the International Accounting Standards Board (IASB).

In 1987, the Brundtland Commission to the United Nations suggested that sustainable development is an integral concept that allows the present generation to meet its current needs without limiting the ability of future generations to do the same. Intrinsically tied to this

definition are the roles stakeholders must play in sustainable development and how the results are reported. In 2009, the International Organization for Standardization (ISO) developed the ISO 26000 using a multi-stakeholder approach that involved 40 international or broad-based regional organizations and experts from more than 90 countries. The experts were grouped into six stakeholder categories—consumers, government, industry, labor, nongovernmental organizations (NGOs) and service, support, research and others—and this vetting may give the model veracity and acceptance across board. ISO 26000 was adopted in 2010 and provides a comprehensive list of principles and performance measurements that can be customized for any organization, including governmental agencies (ISO, 2010). ISO 26000 goes beyond the traditional use of TBL in planning and addresses organization-wide principles of social responsibility and methods for integrating socially responsible behavior into existing organizational strategies, practices, processes, and systems.

Problem Statement

The problem was the limited understanding of the organizational systems, processes, and personnel skills and capabilities needed by a public sector organization to be a socially responsible organization. An exploratory analysis of the why, how, and what happens when public utilities engage stakeholders in performance measurement and reporting discussion that are citizen-driven is a relevant problem that has significance to academia and practice. Social responsibility is driven by an understanding of the broader expectations of society (ISO, 2010ISO, 2010). The lack of public participation in the planning of public infrastructure projects have often led to unresolved conflicts that end up in courts and in the community memory for a

long time, and this necessitates the need for public administrators to be conversant with democratic values and principles (Hamilton, 2007; Painter-Morland, 2006).

Unlike in the private sector where the goal is to provide the greatest total value for shareholders, the public sector's goal is to create this value for the communities it serves. Abundant literature exists about the efficacy of TBL models within the private sector, but there is little about its adoption within the public sector where social and environmental effects are less amenable to dependable valuation and rely on qualitative discussion. While the TBL model provides a framework for a broad range of benefits and costs to be communicated and portrayed for both monetarized values (internal and external costs and benefits) and nonmarket outcomes (social and environmental), research findings are still lagging behind academia and practice and are rarer still in the public utility front.

Purpose Statement

Performance measurements help organizations become accountable to stakeholders. Citizen-driven performance measurement has the potential to improve democratic governance (Sanger, 2008); yet, researchers have focused on the instrumental benefits. The purpose of this qualitative case study was to explore the organizational systems, processes, and personnel skills and capabilities needed by a public sector organization to be a socially responsible organization. Scholars understand the value of performance measurement and reporting as key to accountability within any organization, but little is known or understood as to how public sector reporting mechanisms are reflective of the wishes of both internal and external stakeholders. A case study can provide a systematic framework for understanding organizational social

responsibility and for discovering how the organization identifies and engages stakeholders. ISO 26000 provides principles of social responsibility that address the tri fecta nexus of TBL — profit, planet, and people—and provide a compelling tool for how public sector organizations see and report on themselves. The intent of this study was not only to explore but also to increase the knowledgebase of the organizational systems, processes, and personnel skills needed by public agencies to be deemed socially responsible and in the process contribute to positive social change.

Research Questions

The overarching research question is whether the TBL approach can be successfully implemented in a public utility in hopes of expediting the development of massive infrastructure projects without the debilitating conflicts and costs usually associated with projects of this nature? As social responsibility requires the integration of an organization's decision-making process into its core strategy and its assigned responsibilities and accountability at all appropriate levels and as public sector agencies exist by law, statutes, ordinances, or regulations, three research questions for this study are listed below:

1. Are public sector agencies predisposed to having social responsibility construct embedded in their organizational systems, processes, personnel skills, and capabilities making them socially responsible by law?

2. How do technological communications innovations hinder or enhance the engagement of and reporting to stakeholder/citizens when using social responsibility construct in public utility massive multigenerational projects?

3. What are some of the organizational systems, processes, personnel skills, and capabilities essential for public utilities to evaluate, plan, and execute massive multigenerational infrastructure projects that engages stakeholders at all levels and that minimizes project conflicts and delays?

Conceptual Framework

The social responsibility model based on ISO 26000 was the conceptual framework upon which this TBL study used. TBL, CSR, and environmental, social, and governance (ESG) address the three lines upon which the ISO 26000 is framed: economic, environment, and social. I argue that all four performance measurement and reporting and stakeholder identification and engagement models are interrelated because they can be funneled through a TBL social responsibility framework.

A TBL social responsibility construct cannot be implemented in a haphazard manner in an organization because one or more of the social responsibility core subjects affects the organizational structure. While the central principle of social responsibility is compliance with legal bidding obligations and respect for the rule of law, it also recognizes obligations to others that are widely shared ethics and values (author, year). Thus, the ISO 26000 social responsibility model accounts for stakeholder's interests, advocates for transparent and ethical behavior and enhances sustainable development, complies with applicable law, and is integrated within the organization and in its relationships (Author, year). ISO 26000 is driven by the pursuit to maximize an organization's contribution to sustainable development.

Performance measurements must be more than just measuring economic factors that matter to the financial world. ISO 26000 provided the stakeholder framework for the case study upon which this research was based. Stakeholder theory, anchored by descriptive, instrumental, and normative distinctive has contributed to the body of knowledge on what constitutes a stakeholder. CSR and ESG reporting are sometimes used as synonyms for TBL reporting, but the essences are different. While conventional financial reporting—on which CSR and ESG are built—use accounting standards to maximize shareholder-stakeholder values, TBL cannot be driven by a monetary-value-based model alone because public benefits do not easily translate into numbers and do not account for the requisite political processes accompanying public works (ISO, 2010). Other theories include public administration, new public administration, and theory of services management.

Public agency performance metrics must be holistic in order to be relevant to a host of stakeholders. Clause 6 in ISO 26000 integrates TBL, CSR, and ESG precepts into a systemic whole with two contextual organization lens: organizational and governance. From these two lenses, ISO 26000 identified eight core subjects in which all three precepts are represented. From these core subjects, the model identified core issues that can serve as patterns and themes to help inform a content analysis of an organization's sustainable development ranking using a qualitative approach. Miles and Huberman (1994) defined conceptual framework as either graphical or narrative portrayal of the key factors or variable of what is being studied and the inherent relationships. In the ISO 26000, clause 6 laid out a comprehensive social responsibility framework that is dynamic and incorporates lessons learned to-date from the evolution of

environmental and social concerns while leaving room for new body of knowledge to be

integrated at some future time. Figure 2 shows a conceptual framework of the social

responsibility core subjects:

Social Responsibility Core Subjects

Figure 2. Conceptual framework of ISO 26000 (ISO, 2010).

The characteristics of ISO 26000 (the conceptual framework of this study) include the

expectations of society, the role of stakeholders in social responsibility, the integration of social

responsibility as a core component of organizational strategy, and the relationship between social

responsibility and sustainable development. The principles that anchor this model are

accountability, transparency, ethical behavior, respect for stakeholder interests, respect for the

rule of law, respect for international norms of behavior, and respect for human rights. These

characteristics should already be ingrained in the organizational structure of public sector

agencies, and it is argued that most these organization already exist as socially responsible

organisms and therefore can be evaluated for performance and stakeholder engagement using ISO 26000 as the rudimentary benchmark. Figure 3 shows how social responsibility can be integrated throughout an organization:

Figure 3. Maximizing an organization's contribution to sustainable development (ISO, 2010)

I explored the steps needed to implement the TBL model within a public utility's planning and decision-making framework. The published research on CSR is anchored on the stakeholder theory—a systemic view of an organization (Gadenne, Kennedy, & McKeiver, 2009). Under stakeholder theory, all individuals and groups who are influenced or influence the

activities of an organization are included in its stakeholder definition (Freeman, 1984).

Stakeholder theory has two fundamental components: the ethical and managerial. While the

managerial component is concerned with stakeholders who have power over its activities, the

ethical component equalizes the dichotomy by positing that all stakeholders have rights

regardless of how much power they are able to wield (Deegan, 2007).

On any given day when a public meeting is taking place, a previously unknown-to-the-

public-sector stakeholder can appear before an elected body and identify him or herself as a

begrudged stakeholder. Current literature on the issue of stakeholder identification as it relates to

TBL focus on financial stakeholders more than they do social and environmental ones. This

tendency to only cater to the wishes of stakeholders who have financial influence in whether the

organization meets its financial objectives is rooted in the history of business development where

the only bottom line that mattered was the profit. Stakeholder-citizens use innovative

technological tools to decipher public agency activities and use the same or similar

communications tools to demand input into how large infrastructure projects are planned,

designed, funded, and built. This new development is forcing public sector elected officials and

administrators on the defensive, and they can no longer hide behind sunshine clauses that keep

pertinent information away from them in the guise of management prerogatives. In essence, an

open public process that engages stakeholder-citizens, tracks, and reports performance in the

format that is useful to them should be the driver for how and what performance measures are

developed in the public sector. This means that to improve performance in the public sector, a

joint effort of administrators and stakeholder-citizens are required in order to ensure that

whatever performance measurement and reporting system is used, it is effective and efficient in service delivery and pays attention to democratic values.

Globalization has leveled the playing field for the definition of stakeholder and stakeholder rights. Within the global context, corporations must engage stakeholders wherever they are and act as partners in civic society. Schwab (2008) suggested that a new way of business is to describe it as global corporate citizenship, where the corporation must engage stakeholders and also become a stakeholder in partnership with civil society and governments in order to address global issues that were beyond the purview of one sector—be it public, private, or nongovernmental agencies (NGOs). Freeman (2004) posited that the days when shareholders are seen as having prima facie rights as the sole private owners of corporations are over because of globalization. When the rights of corporate shareholders and their interests affects the lives of others who are not party to the decisions of the corporation, the need for a holistic stakeholder paradigm becomes a necessary good.

The two fundamental practices of social responsibility—recognizing social responsibility and stakeholder identification and engagement—are two keys needed to minimize conflicts and costs associated with massive infrastructure projects and maximize sustainable development. Clause 7 of ISO 26000 provides the guidance for integrating social responsibility in an organization, the framework for applying TBL precepts within a public utility and serves as the rubric for interpreting the results (ISO, 2010). Most public utilities already have effective systems for internal review and communication, some form of acceptable form of governance, and established approaches for introducing new concepts (ISO, 2010). Clause 7 includes a broad

conceptual lens to evaluate these systems. What makes this approach unique is that most public utility organizations are already socially responsible in one form or another. While these agencies may not consider themselves as already using a TBL, CSR or other performance reporting models because they are required by established laws, ordinances, and statutes to meet certain reporting standards and requirements, there is an opportunity to create a universally accepted social responsibility standards using the ISO 26000 framework.

Nature of the Study

In qualitative research, researchers can change or alternate modes of data collection after the initial investigation, and this flexibility allow the research problem to drive the process rather than the initial research-design protocol (Denscombe, 2010). Further, qualitative methods tend to favor the meaning of problem resolution for the participants (Riege, 2003), and it is a suitable method for exploring in-depth program process or activity as data are collected on a study site or in the field as opposed to a laboratory or laboratory-like setting (Creswell, 2009). A single case study is appropriate for studying the process of integrating TBL into a public utility because it allows for planning, improved practice, and demonstration of the applicable theory (Noor, 2008).

Current literature on whether public agencies are socially responsible by law is limited. A case study is useful for gathering data when there is a limited amount of literature and knowledge on the subject (Yin, 2003). When research questions are defined and there is a general need for increased knowledge of a phenomenon, Mason (2010) argued that a case study is justified. In this study, I explored the processes used by one organization to implement a major water resources infrastructure overhaul during a set period of time, resulting in a holistic view of issues

rather than in isolation and results in depth rather than breadth and emphasizes process over

outcome (Denscombe, 2010). This study included observations, reviewing public records and

documents, and conducting descriptive surveys or interviews. Bowen (2008) argued that

qualitative research allows for the use of observation, including formal and informal interviews.

At the center of this inquiry is understanding how supportive democratic deliberative processes,

responsiveness to public input, and dialogue are integrated into delivering projects on time and

within budget with little conflict using a TBL model. This study design achieved the objective of

the study because I investigated steps needed to integrate TBL into a public utility planning and

decision-making process thereby increasing the body of knowledge in stakeholder engagement

and enable future research on the subject.

One of the highly contested concepts in civic governance is citizen participation. When it

comes to engaging citizens, how much engagement is enough is at the crux of this contest.

Stakeholder or citizen participation in public discourse theories advocate for direct involvement

while others believe in indirect involvement (Callahan, 2007). In indirect involvement,

proponents argue that in a representative democracy, elected officials and professional

administrators act on behalf of the citizens and in the best interest of the state (Callahan).

Proponents of direct involvement contest that citizens are the owners of government and should

be directly involved in the decisions of the state (Callahan). I explored the middle ground where

both sides of the citizen participation debate can find common ground.

This qualitative research was designed as an exploratory case study about public

involvement in the development of performance measurement at public utilities in order to

determine how to integrate a holistic measurement process within a given setting or situation (Creswell, 2007). A public sector organization has social responsibility built in, making it a good candidate for performance assessment and evaluation using the social responsibility core subjects as the framework. ISO 26000 recognizes that an organizational needs assessment must be holistic and explore all functional roles and responsibilities inherent in the organization's structure—the core subjects—in order to identify gaps and opportunities for improvement (ISO, 2010). ISO 26000 also recognizes that while all core subjects may be interrelated and complimentary, how the organization is governed as written in its policies and procedures manual may be the difference between a socially responsible organization and one that is not (ISO, 2010). ISO 26000 was ideal for assessing where an organization is in the social responsibility construct because it gave me the tool to assign inferences, intents, and other variables of its organizational governance and related actions and expectations to the core subjects' framework.

Definition of Terms

Accountability: The responsibility of an organization to own the pros and cons of its decisions and activities while remaining answerable to its governing bodies, legal authorities, and other stakeholders (ISO, 2010).

Consumer: An individual of the public who purchases or uses products and services for private purposes (ISO, 2010).

Corporate social responsibility: The way in which corporate leaders manage the economic, environmental, and social activities of their organizations (Harvard University, 2010).

Customer: See consumer definition.

Due diligence: A comprehensive approach in identifying, avoiding, and mitigating risks over the entire life cycle of an organizational activity or project (ISO, 2010).

Environment: The interrelationships within the natural surroundings in which an organization exist and operates, including people, water, air, land, flora, natural resources, and fauna (ISO, 2010).

Ethical behavior: Behavior that is considered right or good conduct within the context of a given situation and within internationally accepted norms (ISO, 2010).

Gender equality: The treatment of men and women in an equitable manner and in accordance with men and women interests and needs.

Impact of an organization: The results of an organization's past and present decisions and activities that positively or negatively affect the economy, environment, or society whether in whole or in part.

Initiative for social responsibility: Any organizational, programmatic, or activity which is aimed at dealing with social responsibility construct.

International Standard Organization (ISO): A worldwide federation of national standards bodies (ISO member bodies).

ISO 26000: Provides guidance on the fundamental principles of social responsibility, the core subjects and issues pertaining to social responsibility and on strategies to integrate socially responsible behavior into existing organizational norms, systems, practices, and processes. ISO

26000 is not a requirement for certification but a recommendation on developing measureable results and improvements in social responsibility performance (ISO, 2010).

Social responsibility (SR): SR is organization based and focuses on the responsibilities of the organization to society and the environment. Organizations that want to be socially responsible must integrate social, environmental, and economic considerations in their core business activities. These three lines make social responsibility synonymous with TBL and the two terms were used interchangeably or together.

Sustainability development (SD): An integral concept that advocates for meeting current societal needs using the planet's ecological provisions without depriving future generations the ability to do the same in the three lines of interdependencies: economic, social, and environmental (ISO, 2010).

Triple bottom line (TBL): An integration of economy, environment and social—is a promising form of public participation platform with democratic values integrated into a performance assessment model fit for public sector evaluations. Within the context of this study TBL and social responsibility were synonymous.

Watershed: An area of land where both the water under it and the water that drains off of it go to the same place.

Assumptions

The term *stakeholder* is loosely used in research. Patton (2002) suggested that in order to take a holistic position on an issue, the researcher must understand the context of the study. While the public utility may have used stakeholder terminologies and precepts, these

nomenclatures may be different from the ways they were described and intended for ISO 26000.

Making this qualitative observation at the site gave me the opportunity to (a) observe social

responsibility nuances that staff may have taken for granted or never even considered as part of a

TBL model, (b) be discovery-driven and inductive and be less reliant on prior assumptions

whether they be from written documents or verbal reports, and (c) be better able to assess the

context within which the utility staff interacted and made decisions.

Any social responsibility performance measurement rubric or tool must be universal in its

core subjects and applicability. ISO 26000 includes a holistic framework for evaluating and

implementing or implementing and evaluating social responsibility initiatives within an

organizational context. The assumption and value of using ISO 26000 as a framework for best

practices in the global implementation of social responsibility-TBL center on its original purpose

to provide a harmonized and globally relevant guidance vetted by experts from the main

stakeholder groups ensuring an international consensus. Social responsibility has core subjects

that are universal to any public utility in the manner in which it organizes itself. Human rights,

labor practices, the environment, fair operating practices, consumer issues, and community

involvement and development are all parts and parcel of a public utilities core practices and are

critical to the meaningfulness of this case study.

One of the assumptions of this study was that public utilities can successfully engage

stakeholder/citizen in meaningful and successful ways. Integrating social responsibility

throughout an organization is an art that is self-evident in most public utilities because of the

regulatory and compliance structure in which they exists. While many of the organizational

functions in the way these utilities carry out their daily activities are similar, management's commitment to continuous leadership development and organizational change affects its sustainable social responsibility. It was in this context that ISO 26000 was applied to the activities of the public utility in this case study.

Scope and Delimitations

This qualitative study was designed to explore the nexus of stakeholder/citizen engagement and performance measurement at the public utility level. When researchers seek to investigate little understood phenomena, exploratory studies can be useful in identifying or discovering important variables and to produce hypotheses for further research (Scapens, 2004). How activities are carried out in organizations may not vary as much in regulated and legal-compliance-driven sectors like public utilities. This means that organizational knowledge is transferable and easily implemented especially as it relates to engaging stakeholder/citizen in planning and decision-making processes. As supported by the ISO 26000 model, the more familiar the entire organization as a living organism is to the principles of social responsibility, the greater its ability to integrate its organizational governance norms with its related actions and expectations.

This study is unique in the sense that I used ISO 26000 to evaluate how a public utility in a major urban center in the United States rolled out a massive water supply infrastructure program within a regional framework that covered several other cities and local jurisdictions, each with its own requirements and interests. By using the ISO 26000 social responsibility framework within the context of TBL, I evaluated how this utility integrated social responsibility

throughout its organization and outside of its domain where it had influence but not the power to carry-out its will at random.

Having the framework of ISO 26000 gave me the tool to conduct a qualitative evaluation of an agency with a level of comfort that the framework is universally vetted and the results can be duplicated using the same performance metrics. Patton (2002) posited that genuine openness of naturalistic inquiry is a natural byproduct of inductive reasoning that leads to analysis that is driven by direct fieldwork which is informed by a "holistic understanding of unique human settings" (p. 252). The public utility selected for this case study was based in the United States. The agency served 2.4 million residential, commercial, and industrial customers within its region and a complex water supply system of reservoirs, tunnels, pipelines, treatment systems, pump stations, and dams built in the early to mid-1900s. Approximately one-third of delivered water goes to retail customers in the city in which the agency was based; two-thirds comprise wholesale deliveries to 28 suburban agencies within three large regional counties. In 2001, the agency and its wholesale customers launched a $4.6 billion water system improvement program (WSIP) to improve the system's reliability by repairing, replacing, and/or seismically upgrading its 17 pump stations, 14 reservoirs, nine tanks, and 1,250 miles of transmission lines and water mains. WSIP is one of the largest water infrastructure programs in the nation—and the largest infrastructure program ever undertaken by this particular city. In managing and implementing the WSIP program, the agency strives to meet service level goals for water supply, seismic recovery, water quality, and drought reliability.

The scope of this case study did not include the exploration of a stakeholder/citizen within a local government setting. Rather, while paying attention to the boundaries and limitations within which public utilities must exist, I focused on how a public utility implemented a system-wide stakeholder-driven massive water resources infrastructure overhaul. While the population of the entire city and the region in which the projects are located were be included in the study, city-wide policies and procedures were collected and analyzed for their social responsibility contents. This approach is in concert with the pure naturalistic qualitative strategy advocated by Patton (2002), wherein qualitative data are collected and the researcher performs a content analysis. Patton argued that the openness and depth of qualitative data is in concert with the openness and direct researcher involvement of the naturalistic quest. The pure experimental-qualitative strategy is most related to this study but was not investigated because statistical analysis was not performed. The argument for using a mixed strategies center around the thought that an evaluator cannot be without bias when exploring both inductive and deductive data at the same time or when testing predetermined hypotheses while remaining unbiased with the open-ended observation (Patton, 2002). However, because human reasoning is flexible and complex enough, it was possible for me to use both deductive and inductive approaches.

Limitations

The case study approach focused on a single public utility, and this limits generalization to other organizations (Denscombe, 2010) because only one public utility was investigated within one sector (the public sector). Therefore, the findings may or may not be applicable only

to the same size organizations within similar regions or within the same sector. This case study was conducted from data collected from one site with a reliance on the perceptions of a few participants and my extrapolation on matching the organization's use of social responsibility intentions and terminologies to ISO 26000 nomenclatures. Because only information collected from one location during a short period of time was used, there is a perception of bias. This bias was addressed by selecting a purposeful sampling approach where the public utility in the study had information-rich data from a decade and half of planning and implementing a massive water infrastructure program. Patton (2002) agreed that purposeful sampling can mitigate for biases in qualitative studies when information rich cases are selected because these cases yield better "insights and in-depth understanding rather than empirical generalizations" (p. 230), common to random and statistical representative samples.

Significance

Every business, community, and family needs infrastructure to strive—from the reservoir dam to the water main, from the electric grid to the power lines, all connecting to the individual homes. With aging infrastructures strewn around the world, municipalities, regional, state and federal governments are finding it difficult to move forward with public benefit infrastructure projects that serve as the bedrock for any sustainable development due to lack of public support, shrinking resources, conflicting performance measurement reporting systems, and unengaged fuming stakeholder-citizens.

Historically, public works have not just disrupted daily routines and services in large cities they have resulted in cost overruns and long-term conflict among stakeholders that was

dealt with in the media and in the courts. The U.S. EPA (2013) estimated that $384 billion will be needed just to bring U.S. drinking water infrastructure into the 21st century by 2030. How these aging infrastructures are brought into the 21st century will be determined by factors such as ensuring that the ratepayers can afford the costs (economy), securing environmental impact reports (environment), and addressing social justice issues (social). Communities that cannot afford to upgrade their aging infrastructures or encounter insurmountable environmental and social resistance are likely to experience economic and sociocultural decline as industries move to more conducive communities and the citizenry go where the jobs are located.

Current estimation is that the U.S. water and wastewater infrastructures are aging and many need immediate replacement or remodeling in order to keep up with population growth and technological advancement. The American Society for Civil Engineering (ASCE, 2013) estimated that there are 240 water main breaks per year in the United States due to aging pipelines that are more than 100-years-old. Evaluating public sector infrastructure planning efforts and the actual project delivery or completion can be a challenge. Public administration is seen as the means for expressing the wishes and the values of stakeholders (citizens or public etc.). The question is how much public or citizen participation is enough and when do elected officials and professional public administrators exercise their fiduciary responsibilities. ISO 26000's guidance on integrating social responsibility throughout an organization can answer this question because, at its core, the model addresses the importance of results and improvements in socially responsible performance and provides a decision-making framework.

TBL provides the needed infrastructure for measuring and reporting on the three-legged stool of economy, environment, and social imperatives. How and when stakeholders are identified, engaged, and actively participate in the activities inherent in a firm's sustainability plan is a gap in current literature. Much of existing literature continues to identify stakeholders who have financial influence over the firm, who are vocal environmental or social activists, or who are adept in using the democratic process to get their way. For shadow stakeholders or those born out of crisis, it remains unclear as to how they are integrated adequately into the sustainability agenda.

Summary

In any public sector social responsibility discourse, public performance and stakeholder identification, and engagement are core fundamentals. To understand public sector relationship with stakeholder-citizen and the role of public administration, public performance must be defined, assessed, and evaluated correctly using democratic values. Without the inclusion of democratic values into a performance management system, it is easy to work against democratic values by overemphasizing metrics borrowed from the private sector at the expense of public interest.

This study was conducted in response to the clarion call by many in the public and private sector organizations, including scholars and writers for the development of globally accepted norms and best practices for performance measurement and stakeholder identification and engagement (de Lancer Julnes, 2009; ISO, 2010; Kinney, 2008; Sanger, 2008). The ultimate goal is that this research will contribute to existing understanding of the organizational systems,

processes, and personnel skills and capabilities needed to transition public sector organizations to become socially responsible public sector organizations. While a broad literature may exist for TBL implementation in large multinational corporations, such data cannot be easily transposed into public sector organizations policy, governance and decision-making processes as both sectors are markedly different business entities. In Chapter 2, I will explore existing literature on TBL social responsibility, performance measurements, stakeholder engagements, and other issues related to sustainable development within the public sector.

Chapter 2: Literature Review

Defining public performance has been elusive for researchers. Fried (1976) posited that studying public administration should be both structural (organizational structure and dynamics) and performance-based. While many performance measurements borrowed from the private sector have made their way into the public sector, they are still driven by metrics that are not necessarily the primary concern of the public. Measurements, results, goals, satisfaction, and quality are not value neutral (Brewer, 2006; Moynihan, 2008). Performance is a value-based concept, socially constructed, and driven by organizational and individual values (Brewer, 2006; Moynihan, 2008). This means that while the private sector is primarily concerned with performance metrics in the 3Es—efficiency, effectiveness, and economy—the public sector has socially constructed measures that are pursuant to public interest—responsiveness, fairness, and equal access which in a value-based concept translates to timeliness, quality of life, and contact experiences, respectively (Brewer, 2006; Moynihan, 2008). The purpose of this literature review is to explore the compatibility of TBL and social responsibility construct within the context of sustainable development inherent in public sector decision-making framework that integrates long-term thinking (with future generations in mind) than the short-term thinking (that focuses on maximizing profits or creating short-term benefits at the expense of future stakeholders).

Literature Search Strategy

I explored the existing literature on stakeholder engagement and performance measurement and reporting in the public sector using TBL as the driving construct for exploring social responsibility. Accessed library databases and search engines used for this literature

review included, but were not limited to, the following: business source complete/premier,

ABI/INFORM complete, Emerald management journals, SAGE, and ProQuest central. Search

terms and combinations of search terms used for this literature review included, but were not

limited to, the following: *triple bottom line,* TBL*,* TBL *sustainability, sustainability, social*

responsibility, public administration, stakeholder engagement, corporate social responsibility,

and *ISO 26000.*

While much of the material accessed for this literature review was from the Walden

Library, other libraries outside of Walden were also used. Because the terms listed above were

germane to business, management, and public administration, they were used in the following

databases: Business source complete/premier, ABI/INFORM complete, Emerald management

journals, and SAGE premier. Defining public performance is so ambiguous (stakeholders rarely

agree on which metrics should be measured) that the scope of the literature discussion on the

topic is as vast as the definition. The review of current literature on the extent to which

performance measurements and stakeholder-citizen engagement are integrated into social

responsibility construct are normative even though there are empirical research on TBL in the

private sector. The current knowledge and learning on TBL and performance measurement and

reporting of social responsibility in the private sector are driven by values and professionalism

akin to managerial prerogatives that are not necessarily applicable to the stakeholder-citizen

engagement and the performance measurements requirement in the public sector.

The term TBL has been attributed to Elkington (1997) and it is sometimes referred to as

both an excellent but utopian metaphor. While the term was unknown before the late 1990s, a

cursory Google search today will return millions of results. As a construct, TBL expresses the integration of social and economic lines to a broader environmental agenda (Hubbard, 2009). But from a holistic point of view, TBL provides outlines for measuring the performance of an organization using the social, economic, and environmental lines. ISO 26000 provides guidance on how to use globally vetted social responsibility framework to assess an organization's social responsibility activities. The TBL term has also become integrated with sustainability—which is engulfing the corporate thought processes as a strategic planning moniker for organizational development and survivability. TBL and sustainability are used simultaneously in literature because they both address changes in practice and thinking as opposed to changes driven by theories. A chief executive officer (CEO) cannot just be concerned about what happens in the theoretical space of the organization because external forces wrapped in the form of the three bottom lines (economic, environmental and social) are pushing organizations to integrate them into their day-to-day and strategic policy making practices.

Conceptual Framework

Public sector organizations share common organizational structures when it comes to how their organizational governance and related actions and expectations are embedded in social responsibility core subjects—human rights, labor practices, the environment, fair operating practices, consumer issues, and community involvement and development. Consequently, it is conceivable that public sector activities can be evaluated after the fact or post performance on the basis of these core subjects as well before the fact—in the integration of social responsibility

in the conception, planning, development, and implementation of new infrastructure initiatives—whether they be fiscal or physical.

ISO 26000 was adopted in 2010 and provides a comprehensive list of principles and performance metrics that can be customized for any organization, including governmental agencies. ISO 26000 goes beyond the traditional use of TBL in planning and addresses organization-wide principles of social responsibility and methods for integrating socially responsible behavior into existing organizational strategies, practices, processes, and systems. Norman and MacDonald (2004) argued that the claims of the TBL are exaggerated and may provide the right charade for companies who want to avoid the effective reporting of their environmental and social performances. Norman and MacDonald suggested that the near absence of academic inquiry into the TBL space has given consultants the platform to parley their theories without undergoing the rigors of peer reviews, making TBL not that helpful in the current CSR discourse. Pava (2007) agreed but cautioned that until academic research catches up with the need to address the gap in TBL accounting framework, it may be too soon to ignore the contribution of current TBL approach. Vanclay (2004), on the other hand, set out to establish that the entire social assessment component of TBL was a takeoff from social impact assessment (SIA), which was a rigorous and established research subject, but Vanclay was concerned that the proponents of TBL were ignorant of SIA and the other impact assessments norms. Hubbard (2009) contended that in light of the difficulty in establishing universal sustainability measuring framework, workable concepts need to be broken down into simple practical indicators until such a time when new standards are developed. Harvey and Buckley (2002) posited that

Managers are concerned that the field of management has become significantly *cluttered* with outdated and useless concepts, given the continuous array of *new* being introduced into the field. We would argue that we must delete some of the basic wisdom of the 20th century and, at the same time, update the foundation concepts in management, as we enter the 21st century. (p. 368)

In a global marketplace, no management overhaul will be complete without revisiting how success or failure is measured regardless of whether the issue is conceptual or managerial practice. A social responsibility model based on ISO 26000 was the conceptual framework upon which this TBL study was built. TBL, CSR and ESG address the three lines upon which the ISO 26000 is framed: economic, environment, and social. While the central principle of social responsibility is compliance with legal bidding obligations and respect for the rule of law, it also recognizes obligations to others that are widely shared ethics and values (ISO, 2010). The ISO 26000 social responsibility model accounts for stakeholder's interests, advocates for transparent and ethical behavior and enhances sustainable development, complies with applicable law, and is integrated within the organization and in its relationships.

Literature Review

TBL is a consistent construct (the three elements must be included in any performance evaluation), brings balance between all three lines (Hubbard, 2009) and brings sustainability to an organization (Adams & Frost, 2008). Companies that incorporate TBL into its reporting infrastructure are often more sustainable within their industry.

When ecological bottom lines are driven by regulatory agencies, it forces organizations that must comply to pursue ethical practices, seek new ways or redesign old processes and find new technological tools to ensure compliance. While these new compliance requirements have costly effects on the economic bottom line, they have been shown to be the least costly of the two alternatives. In essence, it is cheaper not to produce waste than to clean up waste. The proliferation of the knowledge-base about the effects of climate change have forced the development of new clean technologies—a new industry expected to grow by more than 10% annually in the next few years and soaring by 2020 to a third of a trillion dollars (Dee, 2011). There are new acceptable ways to quantify the value of natural capitalism a byproduct of nature's services to the Gross National Product. This has a direct affect on global economic sustainability in the form of free honeybees' pollination of crops (referred to as the "flying five-dollar bills") leading to bountiful harvests and erosion control, clean water, pest control—due in large part to less toxic substances released into ground (Hawken, Lovins, & Lovins, 1999).

A consistent theme in TBL-related literature is that companies that follow TBL reporting models are among the most sustainable companies today, regardless of industry. Public utility projects integrating the TBL model focus on balancing economic, environmental and social factors as they must: (a) balance decisions considering economic factor to be sustainable; (b) not harm the environment in the process of creating public benefit projects, and (c) not forget that they are responsible to the stakeholders who would be affected (socially, economically, and environmentally) by decisions to create sustainable projects and whose input must be sought

throughout the process, howbeit at varied levels (Hubbard, 2009; Norman and MacDonald, 2004).

While corporations continue to produce voluminous literature on TBL in support of their activities, very little academic literature exists by way of comparison. Norman and MacDonald (2004) argued that the claims of the Triple Bottom Line are exaggerated and may provide the right charade for companies who want to avoid the effective reporting of their environmental and social performances. Norman and MacDonald suggested that the near absence of academic inquiry into the TBL space has given consultants the platform to parley their theories without undergoing the rigors of peer reviews, making TBL not that helpful in the current CSR discourse. Pava (2007) agreed but cautioned that until academic research catches up with the need to address the gap in TBL accounting framework, it may be too soon to ignore the contribution of current TBL approach. Vanclay (2004), on the other hand, set out to establish that the entire social assessment component of TBL was a takeoff from *social impact assessment* (SIA), which was a rigorous and established research subject, but Vanclay was concerned that the proponents of TBL were ignorant of SIA and the other impact assessments norms. Hubbard (2009) contended that in light of the difficulty in establishing universal sustainability measuring framework, workable concepts need to be broken down into simple practical indicators until such a time when new standards are developed.

How the Current Study Benefits from this Framework

ISO 26000 is driven by the pursuit to maximize an organization's contribution to social responsibility and by extension to sustainable development. While social responsibility and

sustainable development are driven by the three lines of TBL—economy, environment, and social—they are markedly different in their focus. Social responsibility is organization based and focuses on the responsibilities of the organization to society and the environment whereas sustainable development is more focused on the planet and why the society of today should be cognizant of the ecological limits of global resources and the need for future generations to be able to meet their needs with these resources.

Early discourse on social responsibility focused on philanthropic activities (feeding the hungry) and a century later labor practices and fair operating practices were added to the social responsibility umbrella. Over time, other subjects like the environment, human rights, countering corruption and consumer protection also became part of the social responsibility tent. Currently, social responsibility is in our lexicon and is driven by several factors:

1. Globalization and the advent of technological tools have made it easy for organizations to broadcast their mission and activities to both their internal and external stakeholder and these same tools have made it also easy for external stakeholders to scrutinize the activities of organizations beyond the comfort levels of administrators. This creates an opportunity for elected officials and public administrators to review and update their policies and procedures to proactively engage stakeholders-citizens before and after implementing a performance measurement reporting and stakeholder identification and engagement best practices.

2. The global nature of the environment has made it plain that no organization exists in a vacuum and that organizational activities have financial and economic interdependencies

with other organizations. A water utility's failure to adequately prepare for drought periods could cause financial and economic hardships on companies and families that rely on an uninterrupted water supply. When these same companies leave the community to where there is sustainable water supply, the entire social network it support or that supports it is also interrupted.

3. The last several decades have seen the rising of new types of organizations with competing business models to age-old government provided programs and services. Many NGOs exist as para-government agencies by virtue of the services they provide in areas such as healthcare, prison, welfare, and education. These agencies are giving public agencies a run for the public dollar forcing them to be more responsive to stakeholder issues.

4. Customers, investors, consumers, and donors are all clamoring for more social responsibility reporting and legislation such as the Freedom of Information Act (FOIA) and other community right-to-know legislation is emboldening stakeholders to exercise these rights.

ISO 26000 as a model brings all of these renditions of social responsibility best practices together in a performance measurement and stakeholder engagement framework that is easily implementable in most public sector organizations. The ISO 26000 model has seven clauses or sections and a cafeteria list of core subjects and issues of social responsibility such as organizational governance, human rights, labor practices, and the environment.

Any discussion of TBL can easily be a discussion on social responsibility or sustainable development because they speak the same fundamental practice language of recognizing social responsibility and stakeholder identification and engagement as an integral whole. A TBL performance reporting system can be framed by the social responsibility mantra because they both meet and exist within a three-legged universe of: economics, environment, and society. Public utility projects are ubiquitous. Every community in the U.S. and around the world has utility-related projects of one form or the other. These projects are usually done for the welfare and benefit of the public. It is safe to say that as long as there are communities and people living in them, there will always be public utility projects to expand and maintain (MacGillivray & Pollard, 2008). As communities grow, relief stations, wastewater systems, solid waste management, and other utilities are continuously put to different tests for efficiency and adequacy of current capacity (Duane & McIntyre, 2011).

But by far, technological innovations, while costly at first, drive the need to maximize public funds by ensuring that the right infrastructures are in place and are working as they are supposed to without the fear that they may be compromised due to age. These technological innovations are needed to update aging utility infrastructures in order to attract more people and economic growth into a community. The California watershed project is one project that innovatively used modern technology to upgrade its aging infrastructure. While the project suffered several delays in its original timeline, when it was completed, it demonstrated good use of public funds to execute a regional utility infrastructural upgrade as compared to the system it replaced (Hanak, 2010). TBL reporting approach requires that technology and innovation be

incorporated in any given project unless there is a compelling reason not to do so. The theory is that even if technological and innovation costs increases the economic costs and thereby cutting into the pie, the savings from the environmental and social costs should very easily substitute for the economic cost effect (Marlow, 2010).

The Evolution of the TBL Framework

Not everyone agrees that TBL is everything its proponent's claim it is and Vanclay (2004) and Norman and MacDonald (2004) offered a contrarian view. Vanclay (2004) argued that TBL proponents overreach in trying to make TBL a quantifiable aspect of corporate social responsibility when it was originally conceived as a philosophical approach. Continuing this frame of thought, Vanclay (2004) contended that although SIA is a component of environmental impact assessment, it was far bigger than that—it was more like a "philosophy about development and democracy" (Vanclay, 2004, p. 269). In developing his argument in support for why he believes that TBL is a fad, Vanclay posited that "one should focus on the things that count, not the things that can be counted" (p. 266) and argued that the insatiable urge to create social performance indicators in line with measures such as net profit, balance sheet, and other financial indicators was doomed to fail. Vanclay (2004) argued that TBL concept—while accredited to Elkington—was actually a rehashing of earlier concepts such as the Brundtland Report on ecologically sustainable development (ESD) and the 1992 Rio Declaration and Agenda 21. In the ESD, a three-legged stool analogy was given to demonstrate the interrelatedness and relevance of economic, environment, and social within the framework of sustainability.

Assessing social factors is not as straight-forward as measuring economic factors. Vanclay suggested five current trends of impact assessment: "(a) moving impact assessment upstream to the policy level through the development of strategic environmental assessment (SEA); (b) ensuring that all possible considerations are included through the development of a myriad of additional forms of impact assessment to cater for each specific issue; (c) an increasing focus on integration and integrative approaches; (d) broadening the definitions; and (e) mainstreaming impact assessment through environmental auditing and environmental management systems (EMS)" (Vanclay, 2004, p. 271). By attempting to measure social impacts, using a set of indicators, Vanclay argued that TBL losses its original intent which was more in line with a philosophical framework for ensuring the inclusion of social and environmental concerns to the table of profit generation. Vanclay concluded that proponents of TBL would learn a great deal from existing literature on impact assessment.

While researchers and practitioners continue to develop innovative social and environmental rubrics for TBL, not everyone agrees that they are worthy of standardization. Norman and MacDonald (2004) contended that the claims of TBL proponents were sometimes contradictory, imprecise, and often very diverse in how they are presented or discussed. Norman and MacDonald set out to prove that it was impossible to measure social responsibility of a firm using TBL as a tool within the rigors of established accounting reporting which was based on the simple notion of net income where expenses and incomes are known quantifiable units. Norman and MacDonald began with a basic assumption that most firms want to be socially responsible

and that tools such as TBL, which attempts to measure the social and environmental values in quantitative terms are promising more than they can deliver.

While there was not a methodology used in the article, Norman and MacDonald (2004) investigated what supporters of TBL were advocating and suggested that the data points used for these arguments were already part of what the firms gather and therefore not a novel idea beholding to the advent of TBL. For example, Norman and MacDonald argued that employee demographic was already within the domain of Human Resources tracking infrastructures. Even so, Norman and MacDonald argued that it was impossible to get to the social bottom line by giving a numerical value to a company with women as 25% of its executive management as opposed to another company where 25% of the board members are women.

Researchers do agree that while TBL metrics are not perfectly formed, they are still useful. Pava (2007) responded to the claims of Norman and MacDonald (2004) in their seminal article about why TBL was an *unhelpful* contribution to the corporate social responsibility debate. In particular, Pava sought to establish that while TBL is not a wholesome methodology in measuring a corporation's social responsibility performance, its presentation of some quantifiable performance indicators for social and environmental accounting is still useful for now until new measures are developed by the academic world. Pava conceded that until now, the academic research on the term TBL accounting has been insufficiently represented giving the popularity it has garnered over the years.

Pava (2007) contended that Norman and MacDonald's claim that TBL was overselling its usefulness by disaggregating various social and environmental performance measurement

indicators was unfair. Norman and MacDonald had argued that proponents of TBL were pushing the erroneous position that "it is possible in some sense to quantify a firm's social performance in a way that arrives at some kind of bottom line result" (Norman & MacDonald, 2004, p. 107) in the manner consistent with how financial or economic bottom lines are arrived at in current accounting practices. This so-called *aggregate claim* Norma and MacDonald argued cannot be substantiated because social or environmental bottom lines are different from organization to organization and from one industry to another.

Some researchers contend that TBL as a tool cannot be expected to have robust rubrics that existing financial accounting systems are not producing. Pava (2007), on the other hand argued that trying to force TBL into a routine that is not even practiced in general accounting best practices was also a *flawed logic*. Pava contended that considering that even the U.S. Financial Accounting Standards Board (FASB) is requiring additional disaggregated disclosures to augment financial and economic bottom lines, it was unfair for Norman and MacDonald to single out TBL for doing the same thing—aggregating various indicators to come up with a social and environmental performance indicators.

Perhaps, as some researchers contend, even the term triple bottom line might be misleading and not encompassing enough. Pava (2007) conceded that in the business ethics development, there is still the "inability to measure and track social and environmental performance in a meaningful, consistent, and comparable way" (p. 108). But Pava also contended that blaming the TBL movement that has identified the problem and is trying to put forth possible remedies was unjustified. Pava concluded that perhaps the nomenclature of TBL

was misleading and the use of multiple bottom line reporting was a better fit for the movement.

Norman and MacDonald (2007) responded to Pava's argument that their claims against TBL

were *deeply flawed* by suggesting that in following Pava's argument to its logical conclusion, a

fundamental problem with TBL still remains: "Crucial qualitative distinctions—especially

deontic distinctions between different kinds of obligations and responsibilities—would be

bulldozed over by an entirely quantitative evaluative scheme" (p.112).

Some researchers disagree that existing financial measures are inadequate. Norman and

MacDonald (2007) acknowledged that even Pava did not counter their original arguments that

for TBL to actually work, proponents would have to aggregate multiple data typically captures in

social reports. However, Norman and MacDonald found it interesting that Pava would counter

that the kinds of aggregating demanded of TBL is not demanded of financial and economic

measures. Norman and MacDonald) posited that financial or economic measures such as net

profit, balance sheet, and cash flow all have quantifying numbers whereas how a community

feels about an organization does not necessarily translate into real numbers and across industries.

Norman and MacDonald described the current state of TBL as one where if it had to be

compared to cost of goods sold, the proponents would exchange actual inventory dollars for

measures like tonnage of raw materials or other measures that are not directly quantifiable.

Whether the "bottom line" in TBL should be taken literally generates its own debate.

Norman and MacDonald (2007) also took Pava to task for suggesting that the bottom line in TBL

was never meant to be taken literally. Quoting Pava (2007), Norman and MacDonald continued,

"There is no bottom line nor was there ever a bottom line—only multiple and contingent bottom

lines" (p. 108). Norman and MacDonald contended that while this view may be Pava's sanitized version of TBL, the proponents of the movement envisioned more than just a literal meaning. Instead, the proponents of TBL envisaged a way to categorize social and environmental indicators that could be in the same vein as financial and economic indicators.

In response to the pro and con arguments above, Hubbard (2009) proposed a hybrid of measures, borrowing from the Balanced Scorecard and stakeholder theory to come up with what he called sustainable balanced scorecard (SBSC). Hubbard conceded that getting any industry let alone proponents of sustainability to agree on universal measures or indicators will be very difficult. This is why he argues that leading organizations around the world are struggling to figure out how to quantify social and environmental indicators outside of their current focus— social and environmental justice. Hubbard (2009) began with a generic assumption that by bringing the broadest stakeholders' perspectives and the corresponding impacts of the decision on future generations into a sustainability model, TBL stands to be the ideal tool to drive organizational performance measurement that is sustainable. Hubbard, on the surface, seemed to be a good compromise between the lines of demarcation between financial and economic reporting and social and environmental reporting. Hubbard argued that even conventional financial measures and indicators such as profit and loss statements and balance sheets must be supplemented by explanatory notes and TBL proponents ought to be able to do the same with social and environmental indicators.

The overarching question is whether stakeholder demands for performance metrics will continue to grow. Hubbard (2009) acknowledged that the issues confronting TBL performance

measures are many and complex but suggested that turning the original concepts into working practical measures, moves the process forward. Hubbard contended that the desire for organizations to report their sustainable performance is not likely to die down. This means that eventually, these universal social and environmental measures will not be marketing tools. The sustainable balanced scorecard is one tool that appears to provide some useful measures even as the TBL movement continues to evolve.

TBL and the Public Utility Planning

TBL offers promising tools to assist utilities with many age-old, emerging and current problems (Hubbard, 2009). In order to develop a reportable performance metrics for TBL, there is an obvious need to include economic, social, and environmental elements of several internal processes that are common to public utilities. These internal processes include asset management and strategic plans, performance indicators, service levels, and targets (Baldwin & Uhlmann, 2010). Sustainability assessment and stakeholder engagement tools are also important and they are usually used in formal management (Adams & Frost, 2008). Current researchers on the TBL and Water resources planning show that it is mandatory to engage the interested groups of stakeholders in the planning process. The engagement of stakeholder leads to better sustainable projects and must take into account many issues related to the society, environment, and economy (Baldwin & Uhlmann, 2010). A public utility, traditionally burdened by constraints— but required to implement high level policy directives—overcome bias to financial interests at the expense of social and economic interests by developing an integrated water resources

infrastructure plan. The TBL approach enables the agencies to bring a balance between the three lines (Pearson et.al, 2010).

Over the last 30 years, public utilities managers have found it favorable to involve interest groups as part of their decision-making process. Involving stakeholders in a shared decision-making process, (a) allows the agencies to develop support and build trust within the community and ultimately leads to more cost-effective and better solutions, (b) shares the responsibility for actions and decisions, (c) forges strong working relation, (d) develops suitable solutions, (e) enhances coordination and communication of resources, and (f) helps to ensure the identification of environmental concern at an early stage (Liner et al., 2012).

The involvement of stakeholders is not conducted in parallel to the planning process, but is woven in the planning process to strengthen the final results and outcomes. Stakeholders want to be assured that all decisions affecting the wider environment and water resources have been properly vetted using a transparent, methodical and accountability process (Liner & deMonsabert, 2010). In water resource planning, for example, key stakeholders include water users and regulatory agencies (MacGillivray & Pollard, 2008). The responsibilities for decision-making and for finalizing plans remain with the relevant elected officials, agency management, and staff (Farrelly & Brown, 2011). For most water-related infrastructure projects, proper identification of the correct stakeholders is very important because not all stakeholders can add value to the planning and implementation process even though their respective views must be sought. Yet, stakeholders in this sector can run the entire spectrum—from indigenous representatives to private water users, affected industries, the general public and science and

environmental groups (MacGillivray & Pollard). As watershed projects may need a different type of stakeholders than the electricity project (Maheepala & Blackmore, 2008), agencies must be flexible in order to properly identify the right mix of stakeholders, as this alone is paramount to having a successful project. At the micro-level, consider that for a water resource-planning project, the stakeholders may be the landowners, farmers and suppliers (Moss et al., 2009). Hence, in order to engage the different types of stakeholders, a number of communication methods might be required that includes meetings and publications (Liner & deMonsabert).

When starting a stakeholder engagement program, the agency must identify the driving forces that underpin the efforts. The identification will assist the agency to determine the level and scope of participations during the rest of the planning process. For instance, many programs under the Clean Water Act need or strongly propose stakeholder engagement to execute efforts linked to source coastal zone management, water safety, total maximum daily loads (TMDLs), protection of estuaries, and water quality standards and criteria (Pearson et.al, 2010). The authorizing process for storm water-management, wastewater discharges, and combined sewer run over management also need public involvement and input, as do activities performed under federal and state non-point basis for the Endangered Species Act and pollution programs (Liner & deMonsabert, 2009). Once the agency identifies the driving forces behind the project, it also needs to identify and assess its own internal objectives and goals. After the assessment of these two elements the agency must then determine what level, if any, of stakeholder engagement will be required (Farrelly & Brown, 2011). Then the agency needs to frame the stakeholder

engagement process, including the identification of the various stakeholder groups and their structure, the decision-making roles and responsibilities and the reporting mechanisms.

Social responsibility and TBL in the private sector have had an early start compared to the public sector but it is clear from existing literature that what works in one sector does not necessarily work in the other. While both sectors agree on the two fundamental practices of social responsibility—recognizing social responsibility and stakeholder identification and engagement—how they define performance measurements and the role stakeholders play in that definition remain vastly different.

The theoretical foundations upon which public sector performance measurement and reporting have been informed and built include: (a) stakeholder theory (deals with how an organization conceptualizes itself and what role its stakeholders play in fashioning that role); (b) public administration and new public administration (focuses on the human being engaged in managerial and administrative activities); (c) theory of services management (focuses on the well-being of the public by assessing basic quality of goods and services offered by public sector agencies); (d) public administration, performance, and democratic theory (based on the concept that public administration is the manifestation of stakeholder-citizen expressed interests and values at-work); and (e) performance management theories (focuses on how performance measurement can lead to better decision-making and improved managerial thinking).

Public Trust of Citizens in Government Decisions

One of the key messages in all of the theories outlined above is building citizen trust in government—a necessary component for establishing legitimacy for any governmental entity.

Kathi and Cooper (2007) posited that the idea of citizen government collaboration and citizen participation in governance lead to "increased trust in governance from a conceptual or macro level perspective is difficult to visualize or establish empirically" (p. 617). They argued, instead, that citizen involvement in general must be collaborated in the relationship between "specific micro-level citizen organization and city or local public agencies" (Kathi & Cooper, p 618). As with most researchers on the subject of trust in government, Kathi and Cooper defined it as the confidence level of citizens that their elected officials and public officials will do the right thing by acting honestly and appropriately on behalf of the public. Kathi and Cooper also agreed with a common school of thought that the level of public trust of citizens in government decision-making is waning fast.

Rebuilding public trust in government decision-making is a challenging feat because public trust was not broken at one asymmetric point but at many fronts. Kathi and Cooper (2007) suggested that this erosion of public trust for government decision-making can be mitigated by the deliberate and active participation of citizens in governance at the micro-level (city or local government levels)—where they are more likely to experience the effect of their contributions— rather than at the conceptual or macro-level—where the effect can be national in scope. Based on an extensive analysis of various researcher positions, Kathi and Cooper offered five effective collaboration and trust building requirements and three models: (a) working with citizen groups, (b) changing the decision-making process to be less scientific and technical, (c) addressing a specific problem related to service delivery, (d) using a shared power and authority process, and (e) creating an improved information and communication flow. The three models (shown below)

included (a) citizen participation—trust-causal relationship, (b) neighborhood council—trust in city agency causal model, and (c) model for enhancing trust and civic capacity—collaborative learning project:
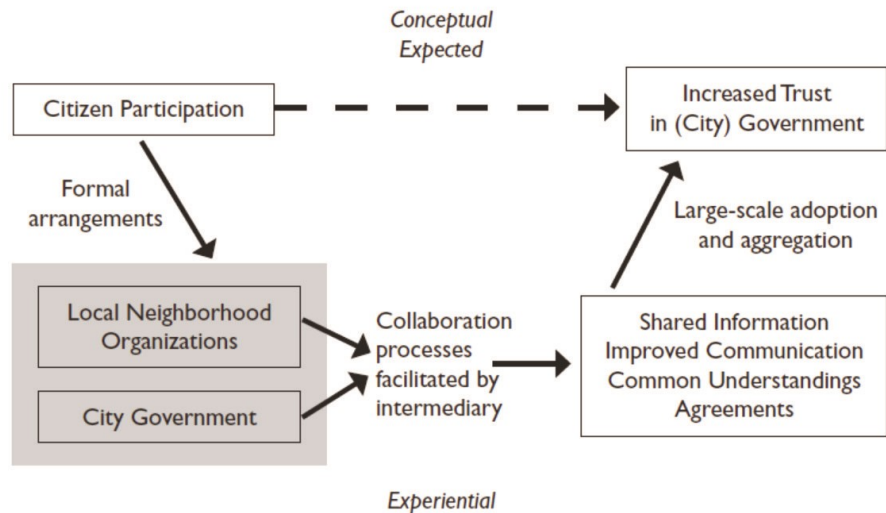
Figure 4. Citizen participation—trust-causal relationship (Kathi & Cooper, 2007, p. 623).
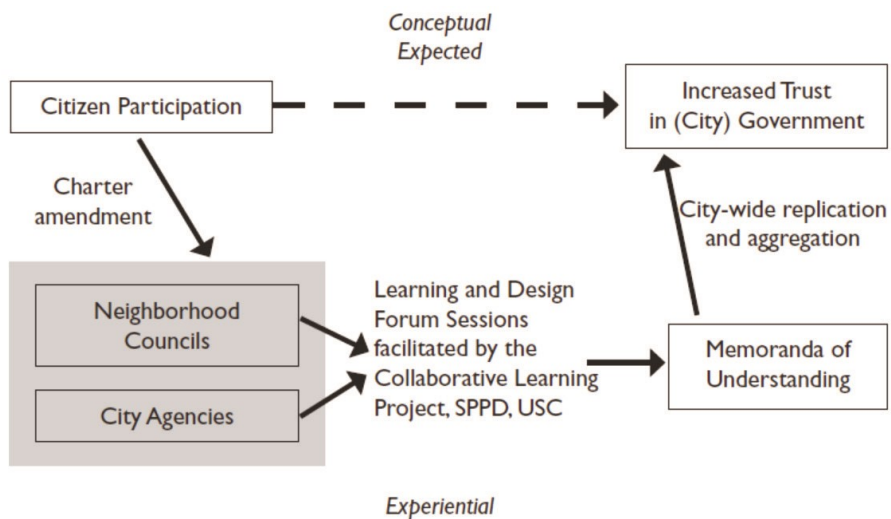
Figure 5. Neighborhood council—trust in city agency causal model (Kathi & Cooper, 2007, p. 624).
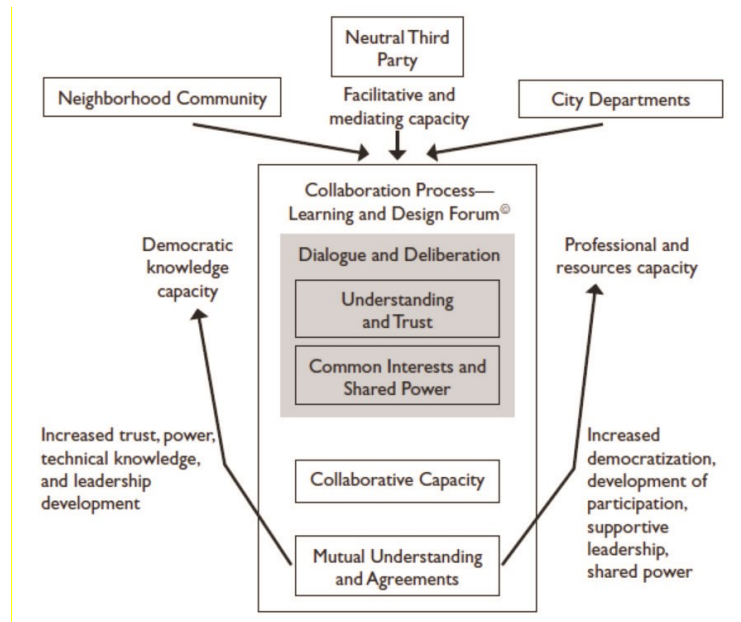
Figure 6. Model for enhancing trust and civic capacity—collaborative learning project (Kathi & Cooper, 2007, p. 625).

Making the correlation between trust, participation and performance can be challenging. Mizrahi et al. (2010) agreed with the findings of Mathi and Cooper (2013) that at the macro-level, it is difficult to quantify the relationship between trust, performance and participation. Citing their own study findings of the Israeli national insurance institute (INI)—which operates nationally providing services like welfare—Mizrahi et al., argued that any relationship at this macro-level is difficult to quantify because they are complex and challenging to generalize using participatory mechanism. Mizrahi et al. contended that the challenge:

> Should be understood in the broader context of the New Public Management (NPM)
> approach, which has motivated numerous public sector reforms, although some scholars
> now suggest that NPM has peaked (Hughes 2003) or is even 'dead' (Dunleavy et al.

2005, 2006). The New Public Management approach, which emerged in the 1980s and 1990s as part of a reform movement in the public sector, treats bureaucrats as managers and citizens as customers. NPM strategies include contracting-out or the privatization of services, adopting a customer-oriented approach, measuring performance and efficiency and changing the incentive structure of workers from life-long employment to personal contracts (Ferlie et al., 1996; Lane, 2000; Hood 1991). (Mizrahi et al., 2010, p. 100)

Citizen participation in public sector governance can also be restricted by administrative code or legal constraints. An example of this public participation paradox is the *closed session* option where local elected officials and administrators discuss legal matters at the exclusion of the public at-large. Baier (2009) extended the above discussion by suggesting that the legal system can become a hindrance to public participation. In the sociology of law, Baier conceded that even if participation implies inclusion of stakeholders, there are situations when the legal system becomes the impediment. Baier argued that participatory instruments that are integral to the legal framework can cause participation problems. Citing the environmental law and regulation of genetically modified organisms (GMOs) as an example, Baier argued that there are times when the legal systems are used to deliberately exclude citizens even though they were included by regulations.

To minimize the legal exclusion of citizens from processes they were supposed to participate in by regulation, the decision makers need to ask why the exclusion is for the communal good and not necessarily for expediency sake. In an essay summarizing the results of a case study on participation and administrative decision-making on the release of GMOs, Münte

(2009) presented the inherent failures in public participation and administrative authorities coexisting in a conflict-free manner. Münte demonstrated that inherent communicative collision occurs because the public authority is structured to provide the legal framework for public order while citizens are more interested in discussing or negotiating the subject with the public authority or to critique the knowledge base of the authority's decision-making. To zero in on the purpose of his own case study research, Münte asked the following questions:

> How is the permitting procedure opened to the public? How is the possibility of contributing to the procedure interpreted by concerned people, and how is it used by them? How does the approving authority deal with these contributions? More generally, we also asked: Which types of communication between authority and citizens take place in this sequence of documents, and how are the positions of public authority and citizens as contributors to this communication process constituted? (p. 567)

At issue is whether or not public participation is seen as "necessary" or "necessary evil". Münte (2009) concluded that because these parties do not act with the same citizen participation and administrative procedure framework, it is not surprising that the "result is a rather fruitless sequence of framing and reframing" (p. 566). The above discussion seems ominous for genuinely having public stakeholders' participation in the governance or decision-making processes of public sector agencies. On any given day, public sector organizations generally exist to meet or fulfill certain roles and responsibilities on behalf of a group, community or society at large. As public sector activities are driven by the need(s) of stakeholders whether through

legislation, ordinance or regulations, they can be evaluated using ISO 26000. This evaluation can be after the fact—on the basis of evaluating existing organizational competencies and/or before the fact—in the integration of social responsibility in the conception, planning, development, and implementation of new infrastructure initiatives.

In the United States, most states, counties, cities and other incorporated communities generally have a public utilities department, agency, or unit. While there are many ways these entities are configured and administered, in general they are required to provide water, wastewater, electricity, and other utilities that serve the community as a whole and within individual context or experience. The focus of this research is on the water utility side, and it is customary for the government to provide water and wastewater services to its residents in their homes and for industrial purposes (Adams & Frost, 2008). In the course of carrying out its responsibilities, water utility agencies must engage all its stakeholders in order to improve the quality and sustainability of its services and infrastructures (Hanak, 2010).

Correct stakeholder identification is always the key to winning sustainable public support for utility infrastructures because these stakeholders change overtime and their interests at any moment that remains unmet could be disastrous. Stakeholders want to be assured that all decisions affecting the wider environment and water resources, for example, have been properly vetted using a transparent, methodical and accountability process (Liner & deMonsabert, 2010). In the same manner, a water plan development must rely on relevant participants that are representative of a broader section of the community, including water users and regulatory agencies (MacGillivray & Pollard, 2008). The responsibility of decision-making and finalizing

the plans, however, remains with the relevant elected officials and agency management (Farrelly & Brown, 2011). For most water-related infrastructure projects, proper identification of the correct stakeholders is very important because not all stakeholders can add value to the planning and implementation process even though their respective views must be sought. A watershed stakeholder may be different from an electric utility stakeholder—within the same community—because their interests are different. This supports the view that stakeholder identification cannot be a *one size fits* all framework, as water resources planning projects tend to have stakeholders such as landowners, farmers, and suppliers. Yet, stakeholders in the water sector can be very diverse—from indigenous representatives to private water users, affected industries, the public and science and environmental groups (MacGillivray & Pollard). Identifying the right stakeholders based on the nature of the project (Marlow, 2010) helps the agency ask the right questions and get the correct data to info its decision-making process.

TBL and Public Utility Projects

In today's global economy, global reporting initiative (GRI), an Amsterdam-based nonprofit organization is leading the way in developing sustainability reporting framework for measuring the performance of sustainability-driven organizations. While thousands of private sector organizations around the world have participated in using aspects of the GRI model, not many public sector organizations have done so. This, according to the GRI, is because reporting standards for governmental agencies are still rudimentary and challenging to implement. A UN-based international association of national and local governments—ICLEI—is leading the development of performance metrics in the public sector. ICLEI uses a case-by-case approach to

developing local government sustainable practices through target setting, monitoring, and public

reporting in line with the TBL model. Although ICLEI adopted TBL as its model for developing

performance metrics for local governments, it has not pursued a universal set of regulations or

rules. Instead, ICLEI encourages governments and communities to develop their own TBL

construct. To its credit, ICLEI has compiled and continues to compile relevant projects within

the local government domain to showcase successful implementation of TBL constructs.

TBL is gaining some foot-hole in the public sector partly because this sector requires—

by statute, ordinances or law)—to include the voices of stakeholders that fall within the

economic, environmental and social boundaries. Some of the internal processes used by the

public sector to bring these voices of inclusion to bear include asset management, strategic

visioning and planning, performance metrics, service-levels-and-targets identifications.

Sustainability assessment and stakeholder engagement tools are also important they are usually

used in formal management (Adams & Frost, 2008).

Planning and TBL reporting are joined together, and good planning can result in

improved reporting. Since there are limited numbers of organizations implementing TBL within

the water utility subsector, it is not uncommon for it to be compared with the electric subsector

as well as with global water industry (MacGillivray & Pollard, 2008). Thus, there is a need for a

variety of measures specifically targeting the real issues and opportunities prevalent within the

water industry as whole (Hubbard, 2009). Among such implementation plans are the

development and training of staff on best practices criteria development and choosing the right

performance metrics that is common to all water agencies (Adams & Frost, 2008). The figure

below shows how TBL and public utility planning can be integrated:
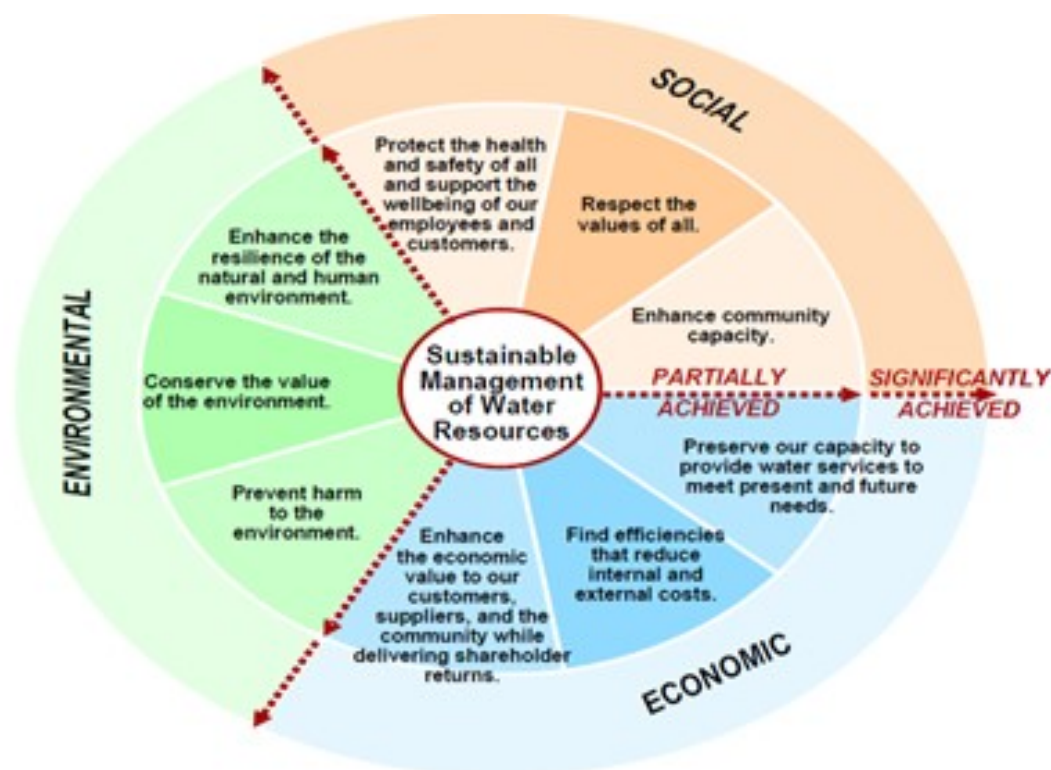
Figure 7. A triple bottom line framework (Kenway et al., 2007, p. 14. Used by permission).

As shown in the above figure, planning for water resources infrastructure projects must

consider the costs of all three lines of TBL in order to develop a sustainable reporting system

(MacGillivray & Pollard, 2008). Hubbard suggested that the social line begins with respect for

all stakeholders by first identifying them correctly in regards to the role they play and by

ensuring that the new infrastructure increases capacity (Hubbard, 2009). The environmental line

refers to the increase in resilience of human and natural environment, conserving the values of environment by preventing the harm to the environment (Adams & Frost, 2008). The economic line refers to the enhancement of economic value to the customers, community and suppliers while delivering shareholders return, finding efficiencies that reduce external and internal costs and preserving the capacity to provide water services to meet the needs of the present and the future (Moss et al., 2009). Perhaps a bigger contribution that TBL and sustainability will provide public utility in regards to infrastructure projects will be the ability to report to a myriad of stakeholders demonstrating the planning efforts, the cost savings, the protection of the environment and the contribution to social good (Liner et al., 2012).

Engagement of Stakeholder

The traditional concept of stakeholder is any individual or group who is affected by the achievement of the organization's goals. The core idea behind the concept was how an organization should be conceptualized and what the organization should be (Moss et al., 2009). Stakeholder management is placed on the organization's manager(s). On one side of the coin, managers are expected to create or increase stakeholder value by engaging stakeholders in the decision-making process. On the other side, managers are expected to act as the agent of the stakeholders to ensure the company's survival by safeguarding the long-term stakes of each group (Liner et al., 2012).

Stakeholder involvement in public utilities has gained momentum recently. Stakeholder involvement is; however, much more than just seeking public comment and holding a public hearing on a newly introduced regulation (Maheepala & Blackmore, 2008). Effective stakeholder

involvement provides a method for identifying public values and concerns, producing effective and efficient solutions through an inclusive and open process, and developing consensus among affected groups (Marlow, 2010). Managing this process requires paying attention to the synergies and logistics of operating and creating a diverse people team pursuing a common goal.

Involving stakeholders early and throughout the planning process ensures wholesome results. The engagement process of stakeholder is cyclical and iterative and is not linear, so it can start at any phase (Marlow, 2010). Stakeholders need to be involved in every stage of the planning process. Stakeholder's knowledge of economics, ecological, social and political circumstances, can provide the yardstick against which the projected plan can be measured. Stakeholders also generate problems, goals and remediation strategies, which clarify what is achievable and desirable (Liner & deMonsabert, 2009).

Engagement of Stakeholder in Water Resources Infrastructure Plan

The water planning process is a crucial process which requires research work and a conglomeration of community knowledge that stakeholders are best primed to provide. Stakeholder engagement in the process ensures the availability and inclusion of enough local knowledge and better ideas (Van de Meene et al., 2011). As stakeholders know the community needs sometimes better than the agency, they are able to contribute better and workable ideas in the planning process (Adams & Frost, 2008). Developing a water planning process requires four strategic steps:

1. The agency must describe the water resource needs and use within the planning area (van der Steen & Howe, 2009). While describing the water resource needs and use,

stakeholder knowledge comes in handy because it assists the planning manager to develop and describe the need and use in a more comprehensive manner (Van de Meene et al., 2011).

2. The agency must also set the objectives and outcomes early and this requires the involvement of stakeholders whose input represents the community's interest (van der Steen & Howe, 2009). Through the engagement of stakeholders, an agency is able to justifiably identify the priority areas for planning.

3. The agency then sets the quantitative objectives for establishing the appropriate criteria that will lead to measurable performance metrics and the development of alternatives. This step also needs the engagement of stakeholders as their input in every step is invaluable.

4. The agency needs to develop the water management strategic plan and this process requires the input of stakeholders. Stakeholder engagement at this stage enables the agency to develop appropriate and convincing alternatives that has the buy-in from the community because they were engaged along the way.

5. The agency at this stage must implement the final negotiated water process planning outcome and this step does not usually involve stakeholders (Farrelly & Brown, 2011).

6. Finally, the agency must report its progress to the stakeholders and the community by using the performance metrics developed earlier and then prepares TBL reports within the timeframes specified in the negotiated agreements or as required in its management practice (Spengler, 2011).

As discussed above, stakeholders can help in any type of watershed management activities (MacGillivray & Pollard, 2008). Comprehensive processes increase understanding and awareness of challenges and issues, increase help for remediation programs, generate relevant data, support in determining the priorities and enhance the likelihood of success (Farrelly & Brown, 2011). Stakeholder processes sometime provide a check for scientific efforts: they seek to synthesize technical, economic, political, ecological, cultural and social concerns through a detailed process that informs what can be measured (MacGillivray & Pollard). The initialization of holistic and integrated watershed management creates a platform for addressing issues beyond just water and looks at what type of vegetation and others cover the land, how the land will be used and how these concerns will be managed (Liner & deMonsabert, 2009). This approach needs the involvement of developers, urban government, landowners, recreational groups, farmers, homeowners and other groups in watershed if actual advancement is desired (Maheepala & Blackmore, 2008).

The objectives of engagement of stakeholder must be clear to them from the get-go and the clear enunciation of the limits of engagement must be made upfront as well. The engagement of stakeholders in the water resource planning process can best be achieved using an integrative tool like TBL, which requires the inclusion of social, environmental and economic lines. In designing a water resource planning project, issues such as land, the environmental cost of the project and how the agency will store the water in its dams must be carefully evaluated. The agency must also account for how the water will be filtered and transported for public consumption, including the labor, material and overhead cost (Baldwin & Uhlmann, 2010).

Technology Innovation and TBL Project

For a public utility, the use of technological tools is no longer an option because it not only saves time, but also reduces the cost of doing business and brings excellence and perfection to the work (Spengler, 2011). A number of scholars today believe that the use of technology gives a company a competitive advantage over its competitors in the market (Adams & Frost, 2008). It is also well accepted that using the latest technology keeps a company up-to-date and makes the production and manufacturing process smooth by increasing efficiencies and minimizing redundancies (Moss et al., 2009). Innovation is a process of bringing something new to the work process. While technology revolutionized the way work is performed, innovation ensures that the work process is continually improved, and new technological tools adopted as market conditions change (Spengler, 2011).

By using advanced technology, a company can increase the efficiency and effectiveness of a project and this reality has not gone unnoticed in the public sector. But using technological tools to engage stakeholders is still the right approach and must complement existing non-technology driven processes like in-person commission or board meetings, direct distribution of project information to the community, engagement of working group, etc. In addition, implementing new advanced technological solutions have initially high economic and human capital (training of employees) costs (Pearson et al., 2010). Existing research suggests that public utility's adoption of new technology increases the efficiency and effectiveness of the project but the economic cost increases as well and the risk of delays are ever lurking. In order to avoid delays in the project, the agency may need to adopt the technological path it intends to take prior

to planning for the project. The training and development of employees and workers are also time-consuming and cost consuming (Marlow, 2010) and should be done ahead of time or in time before the planning and implementation are in full gear.

Various researchers have suggested that the technology used in public utility projects must not be too old and it should not be the latest and greatest because both have opportunity costs that must be quantified and evaluated. In California, the watershed project incorporated an innovative technological approach using the latest and modern technology of the time. While the project suffered delays, the results were far better (Hanak, 2010). For TBL reporting approach, technology and innovation must be incorporated. If, on one hand, this approach increases the economic cost, the savings in environmental and social lines should balance it out. Hence, using TBL approach and engaging stakeholder in a public utility can bring a balance in economic, social and environmental costs of the utility project.

Summary

Defining performance measurement and reporting systems in the public sector has been elusive for quiet sometime partly because private sector measures were unsuccessfully used at the expense of the stakeholder-citizen interests and also because it is rare for stakeholders to agree on what metrics to use. The literature discussion on the topic has also been very vast and numerous, making it impossible to decipher correctly how public performance and stakeholder engagement are measured in a holistic manner.

While terms such as social responsibility, TBL, sustainability development, and CSR have all tried to create a holistic approach around the social responsibility of government in the

economic, environmental and social fronts, developing performance measurements and reporting systems for multigenerational infrastructure projects that meets the expectations of stakeholder-citizens and creates trust between them and public administrators remain a challenge. This gap in knowledge both in academia as well as in practice created the opportunity for the development of an ISO 26000 global framework that looks at how an organization meets its social responsibility commitments and how stakeholder-citizens are correctly identified and engaged in order to assist the public administrators be responsible.

The study fills the gap in public sector performance measurement and reporting and stakeholder identification and engagement research by using ISO 26000 as its fundamental framework to assess the social responsibility level of a public sector organization. This qualitative research will be designed as an exploratory case study about public involvement in the development of performance measurement at public utilities in order to determine how to integrate a holistic measurement process within a given setting or situation (Creswell, 2007). A public sector organization has social responsibility built into its existence making it a good candidate for performance assessment and evaluation using the social responsibility core subjects as the framework. Since public sector organizations already have activities that can be classified, grouped or evaluated based on ISO 26000 Framework, it is possible to use the core subjects of social responsibility to design an assessment tool that scores or ranks an organization's practices for integrating social responsibility. In chapter 3, I explored several methodologies and design strategies for evaluating responses to the research questions and settled on one approach that best fits the use of TBL social responsibility rubrics within the public sector.

Chapter 3: Methodology

I described the methodology, design, and related techniques in this chapter. This chapter

includes the research design and rationale; how the case study method is linked to the research

questions; and how the data were gathered, validated, and checked for quality—the crucial

components of any qualitative case study research (Yin, 2009).

Research Design and Rationale

This section includes the research design and addresses the exploratory method of inquiry

that grounds the study, the sample and population, methods of data collection, data analysis, the

structure of the case study report, the role of the researcher, ethical- and quality-related issues,

and researcher bias and protection of the participants. The study of social responsibility within

public sector agencies can best be explored using a qualitative case study approach because it

gave me the flexibility to examine a specific case by examining all of the issues associated with

it (Creswell, 2007). In this case study, a public agency in the United States was examined for its

social responsibility within the context of its entire organizational setting. Narrative research was

considered but not used because it works best when a researcher is conducting a biographical

study, where data collection consists of stories and conversations from one source—usually the

individual or subject of the investigation. The case study gave me the option to look at multiple

sources of information in order to produce a detailed in-depth picture of an organization's social

responsibility portrait.

As social responsibility requires the integration of an organization's decision-making

process into its core strategy and its assigned responsibilities and accountability at all appropriate

levels and as public sector agencies exist by law, statutes, ordinances or regulations, three central questions were asked:

1. Are public sector agencies predisposed to having social responsibility construct embedded in their organizational systems, processes, personnel skills, and capabilities making them socially responsible by law?

2. How do technological communications innovations hinder or enhance the engagement of and reporting to stakeholder/citizens when using social responsibility construct in public utility massive multigenerational projects?

3. What are some of the organizational systems, processes, personnel skills, and capabilities essential for public utilities to evaluate, plan and execute massive multigenerational infrastructure projects that engages stakeholders at all levels and that minimizes project conflicts and delays?

TBL social responsibility constructs as a performance measurement and reporting scheme driven by first recognizing social responsibility and stakeholder identification and engagement is rudimentarily in the organizational fabric of public sector organizations. For most public sector agencies, TBL or social responsibility is seen either as a novel idea or as a concept requiring enormous resources to implement. As a result, these reporting systems are developed in a haphazard manner or not at all.

Mixed methods was considered but not selected because my interest was in exploring the topic from a descriptive perspective. In addition, a mixed methods study was not selected for reasons noted from a quantitative perspective. A quantitative study was also considered but not

selected because—although a debatable conclusion—it seeks to establish a causal effect

relationship between variables in order to explain the occurrence of a phenomenon (Salkind,

2000). I was interested in a rich description instead of numbers. Also, I did not want to consider

variables.

A qualitative study was selected because I was interested in an exploration of public

agencies and their predisposition to social responsibility, a topic where theories are nonexistent.

Variables on the issue were also harder to identify for detailed analysis and I needed to explore

the veracity of the topic in order to provide a learned discussion and document the participants'

viewpoint (Creswell, 2009; Trochim, 2001). The qualitative method of inquiry was used because

TBL social responsibility is an emerging construct with no available variables or theories to

explain it. This type of study allows for the use of exploratory means (Strauss & Corbin 1990).

The use of exploratory methodology enabled me to find out if social responsibility construct is

innately self-evident in the way public sector organizations are structured, governed, and identify

and engage both internal and external stakeholders.

In designing the research study, several qualitative traditions were considered. Ultimately

the appropriate design was chosen based on the type of data collected as informed by the purpose

of the study. The traditions considered included narrative, phenomenology, ethnography,

grounded theory, and case study.

Narrative research was considered but not selected because it is tailored toward an

individual story that the researcher can compile in a chronological order. The current study

would have been understudied if single individual story, collective stories, or *restorying*

(Creswell, 2009) were the basis for data collection and analysis as developing a narrative report about the stories of individuals does not by itself explain or address the social responsibility of a public sector organization.

Grounded theory was considered but not selected because it seeks to generate a theory from the data collected, and the theory that is developed becomes the findings (Creswell, 2009). I explored and sought to confirm the veracity that public sector organizations are socially responsible by law. Ethnography was considered but not selected because it seeks to understand cultural behavior within a group(s) context in order to describe and interpret the study. I did not seek to understand the behavior or culture of a particular group but, instead, sought to understand core subjects or functions within an organization that makes it socially responsible (Creswell, 1998). Phenomenology was considered but not selected because it centers on real life activities, situations, and experiences of the individual or group in order to describe a phenomenon (Creswell, 2009). A researcher in a phenomenology study selects the participants in order to make sure that they experienced the phenomenon under study. Based on the responses gathered, the researcher generates a general meaning from the phenomenon. The study would be limited if it depended on the experiences of participants both in terms of context and content as would be required in a phenomenological study.

A case study was selected because this is an in-depth study that explores a bounded system or a case over a period of time, requiring in-depth data collection from multiple sources leading to information that is rich in context (Creswell, 2009). A case study is a preferred design because of the purpose of this study and the type of data to be collected as opposed to other

qualitative traditions of inquiry (narrative, ethnography, phenomenology, and grounded theory).

A case study is the most appropriate design when the questions driving the research are generally

the *what* and the *how* as it is in this study (Tellis, 1997). The case study gave me a tool to

conduct an in-depth study of the phenomenon from a broad spectrum bounded by time,

individuals, activities, and events. It draws data from multiple sources and is rich in context

(Creswell). Further, it is the best method for studying a given context (Trochim, 2001) because it

allows for the use of multiple sources of data, which leads to a comprehensive information about

what is being studied (Jacelon & O'Dell, 2005). All of the above reasons made the case study the

best suited method for this research because studying organizational social responsibility within

the context of a public sector organization requires expansive sources of data in order to explore

all the dynamics and contexts in operation.

Role of the Researcher

I am an experienced management consultant providing leadership and organizational

change services to both public and private firms. In this capacity, I am aware of organizational

infrastructural challenges in the public sector as an observer, participant, and observer-

participant. I was an observer but transitioned to observer-participant when collating data to

match the ISO 26000 guidelines for social responsibility. The goal of this study was to explore

the veracity that public sector agency are predisposed to be socially responsible and already TBL

compliant. This study may also create more questions and holistic view of performance

measurement and reporting within the public sector for future research (Neuman, 2010). I

gathered public data from public records, interviews, observations, and audiovisual materials

pertinent to the study from the city and county and from the public utility. Minutes from council, commission, and advisory boards meetings and communications materials all relating to the WSIP program were evaluated. As Yin (2003) noted, the nature of the face-to-face interviews and other data to be collected for a case study such as this one makes the role of the researcher critical. In preparing for this case study, I reviewed literature on TBL, ESG, ISO 26000, and CSR. Prior to the primary study, I conducted a pilot of all interview questions in order to ensure that both the quality and the reliability of data to be obtained from the questions are relevant to the TBL social responsibility construct.

I was involved in the development of TBL for the public utility in the study. This engagement was for the public utility's $6.7 billion sewer system improvement project (SSIP), which is still under development. This study reviews the organizational social responsibility structures in existence when the water system improvement project (WSIP) was launched and implemented. Much of the 10-year, $4.6 billion WSIP program is nearing completion and provides a deep level of data for exploring the TBL social responsibility construct within the context of a qualitative research. My firm and I were engaged in providing construction management services for one of the WSIP projects. In addition, my firm and I were responsible for some aspects of the preconstruction reviews, development of the risk management analysis and register, and for providing environmental asbestos monitoring services.

At the time of launching the WSIP program, the agency did not have a formal TBL social responsibility framework by comparison to the TBL work done under the SSIP. The current general manager of this public utility was the assistant general manager for infrastructure for the

WSIP program. While the general manager and several of the senior management team and the elected commission are personal friends or acquaintances, there are no supervisory or instructor relationships involving power over the participants.

Researcher biases can influence the outcome or even the direction of a case study research (Yin, 2003) and in this case I have direct contact with the study-site organization and the employees of the organization. This makes the current research subjective in nature as opposed to other qualitative research methods that incorporate quantitative modes such as questionnaires (Noor, 2008). To overcome personal judgments driven by experience and the subjective nature of this study, I relied solely on the data and the ISO 26000 framework as well as avoided background assumptions that could be problematic. I used common sense and focused on the process, the data and the outcomes.

I met in person or over the phone with the participants to discuss the study, the requirements of the participants and the voluntary nature of participation with the emphasis on the participants' choice to withdraw from participating whenever they wished during the study. Each participant was asked to sign a consent form. Both confidentiality of all information gathered and the results of the study were stored for a defined period of time and will be shared with the Walden University community. The data was masked to protect the participants in the study. While data collected was kept in a password-protected file, other physical data were securely locked in a filing cabinet at my office.

Methodology

Participant Selection Process

The selection of study participants targeted senior management, key project managers, and elected officials within the study site. Other participants interviewed included advisory group members, regional public sector stakeholders who were directly involved in negotiating regional issues within the three lines of TBL social responsibility construct as well as those stakeholders who were either directly affected by the major infrastructure work or were indirectly affected.

Sampling Strategy

This study applied a purposeful sampling strategy which allowed me to select participants based on predefined criteria and as Patton (2002) advocated allowed for the selection of "information-rich cases strategically and purposefully" (Patton, p. 243). This was the best approach for this study because the participants chosen for the interviews had primary knowledge of the social responsibility activities of the agency in regards to business practices, policies and procedures and were directly involved in the management and implementation of the WSIP projects. Purposeful sampling allowed me to conduct an in-depth qualitative examination of small groups of participants (Patton, 2002) and to seek to understand a process or phenomenon (Mason, 2010). By way of contrast, quantitative sampling required a significant number of participants.

A public utility in the United States was selected for this case study. The agency serves 2.4 million residential, commercial, and industrial customers within its region and a complex

water supply system of reservoirs, tunnels, pipelines, treatment systems, pump stations, and

dams built in the early to mid-1900s. In 2001, the agency and its wholesale customers launched a

$4.6 billion water system improvement program (WSIP) to improve the system's reliability by

repairing, replacing, and/or seismically upgrading its 17 pump stations, 14 reservoirs, 9 tanks,

and 1,250 miles of transmission lines and water mains. WSIP is one of the largest water

infrastructure programs in the nation—and the largest infrastructure program ever undertaken by

this particular city.

This site was selected for the study because of the breadth and depth of data available

from the WSIP program to answer the research questions using a TBL social responsibility

construct that is driven by ISO 26000 guidelines. Two qualitative sampling strategies were used:

(a) critical case, which allowed for logical generalization and the applicability of the results to a

broad spectrum of cases and (b) criterion which allowed for conclusion to be drawn on

applicable cases and "useful for quality assurance" (Creswell, 2007, p. 127). Creswell agreed

that in selecting the site of the study, the sampling size of the study is very important in choosing

the sampling strategy. Creswell contended that in qualitative research, the goal is to both study

the site(s) and to collect as much data as possible for each site or the individual being studied

(Creswell). Table 1 shows the data source and the type of information to be collected:

Table 1

Source and type of information to be collected

Information/ Information Source	Interviews	Observations	Documents	Audio- Visual Materials
Senior management	Yes	Yes		
Project managers	Yes	Yes		
Elected commissioners	Yes	Yes		Yes
Advisory groups	Yes			Yes
Regional public sector stakeholders	Yes			
Community stakeholders (directly impacted)	Yes			
Community stakeholders (not directly impacted)	Yes			
City-wide policies & procedures			Yes	Yes
Agency policies & procedures			Yes	Yes
Commission meeting minutes			Yes	Yes
Advisory groups meeting minutes			Yes	Yes

The criterion for selecting participants was based on sequential referral technique. This technique promotes the selection of participants who are content matter experts and who are familiar with the organizational norms and social responsibility activities, policies, procedures, ordinances and directions from elected officials—the very nexus of using ISO 26000 as a guide to understanding and evaluating where an organization stands in the TBL social responsibility construct. This approach agreed with Weiss (1994) who posited that the people who are "expert in an area or were privileged witnesses to an event" (p. 17) are usually the best informed and are able to be the most informative. The WSIP program has been going on for over a decade and has several key participants who have been part of the program for all this time. Using the sequential

referral technique enabled me to identify and engage the right people as participants. Participants were known to be content matter experts by being:

1. Part of the management team (senior management and project management) who planned and implemented the WSIP project, and

2. Involved in the project planning and implementation as a member of:

    a. the board of supervisors and had direct input in the planning and implementation efforts for the WSIP project

    b. the utility commission who oversees the activities of the agency

    c. a related advisory board and had direct input in the planning and implementation efforts for the WSIP project

    d. an elected body or an administrator of one of the three counties affected by the WSIP project rollout (regional public sector stakeholder) and who had direct input in the interagency coordination efforts for the planning and implementation of a WSIP project within its geographic boundary.

    e. the community directly affected by the projects and

    f. the community in which a WSIP project was planned and implemented but who had no direct contact nor was directly affected.

Table 2 shows the participants type and the number of interviews conducted per category:

Table 2

Participant Type and Number of Interviews

Key Informants	No. of Interviews
Senior management	5
Project managers	3
Elected officials	2
Advisory groups	3
Regional public sector stakeholders	3
Community stakeholders (directly impacted)	2
Community stakeholders (not directly effected)	2
Total Interviews	20

Figure 8 graphically shows the percentage of the interviewees by categories:
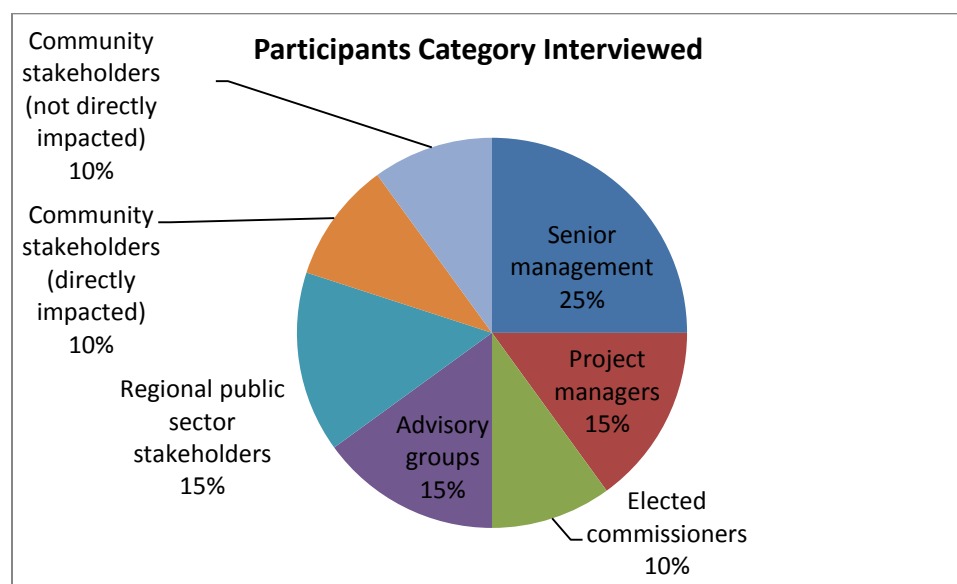
Figure 8. Visual presentation of key informants in the study

As in any qualitative research, deciding the right number of people to interview is challenging. Patton (2002) advocated that in case studies such as this one, in-depth information gathered from a small number of people who are well versed with the issues at hand is more valuable when "the cases are information-rich" (Patton, p. 244). The sample size and the interviewees were chosen on the basis of their direct knowledge and expertise in the planning and implementation of the WSIP project. As the purpose of this study is to ascertain whether TBL social responsibility is an innate order of business in the public sector, purposeful sampling in context does support this rationale. I explored whether or not TBL social responsibility is already ingrained as part and parcel of public sector organizations and supports democratic dialogue and deliberation as well as the democratic institution through process use (Patton).

While in quantitative research the sampling size is predetermined by conventional standards, qualitative research does not have such standards. Selecting 20 people to be interviewed because they are content matter experts supports Weiss's assertion that people who were privileged experts of an event are the most qualified to inform a qualitative research (Weiss, 1974).

The specific procedures for how participants were identified, contacted, and recruited included the following:

- Senior management and project managers: These are the individuals who provided leadership, direction and prioritization for the planning and full implementation of the WSIP project. The general manager and assistant general managers were contacted initially and through their suggestions, others were

identified through sequential referral technique and contacted by phone and email to ascertain their interest in participating and availability. From this process, eight (8) staff were identified, contacted, and recruited and were interviewed.

- Elected officials within the city and county: A total of one (1) board of supervisors and (1) member of the utility's commission who were identified through the minutes as heavily vested in the shaping of the WSIP were contacted by face-to-face contact invitation or phone call and email to participate in the interview.

- *Advisory groups*: A total of three (3) people were interviewed from the various advisory groups that advised the commission on WSIP projects. The WSIP project was a highly contentious project, which suffered several schedule delays because of lawsuits from various stakeholder groups. The three people interviewed were identified through commission and advisory board official meeting minutes and through media coverage. An identified potential participant will be contacted initially by face-to-face contact invitation or phone call and/or email to participate in the interview. If the first contacted person from each group declines, the next member of that body that meets the criteria will be contacted until three people representing related advisory groups agrees to an interview and are interviewed.

- *Regional public sector stakeholders*: A total of three (3) regional public sector stakeholders within the WSIP project corridor were interviewed. The three people

interviewed were identified by sequential referral technique, through commission

and advisory board official meeting minutes and through media coverage.

Potential participants were contacted by face-to-face contact invitation or phone

call and email to participate in the interview. When a participant agreed to be

interviewed, he or she was given or emailed the consent form to fill out before the

interview commenced. When the participant contacted declined or refused to

respond after several attempts, another participant was chosen to replace him or

her.

- *Community stakeholders directed affected*: A total of two (2) community

   members or associations whose business or quality of life was affected before or

   after the WSIP project was planned and implemented. Direct affect could be

   economic, social, or environmental. The two people interviewed were identified

   by sequential referral technique, through commission and advisory board official

   meeting minutes and through media coverage. One person, who was identified as

   negatively affected and one, who was positively affected were interviewed. An

   identified potential participant was contacted initially by face-to-face contact

   invitation or phone call and/or email to participate in the interview. If the first

   contacted person from each demographic declines, the next member that fits the

   criteria will be contacted until two people representing this group agrees to an

   interview and is interviewed.

- *Community stakeholders who are not directed affected*: A total of two (2) community members or associations whose business or quality of life was not directly impacted before or after the WSIP project was planned and implemented but who showed interest in the WSIP project planning and implementation efforts by participation in one or more stakeholder engagement meetings. The two people interviewed were identified by sequential referral technique, through commission and advisory board official meeting minutes and through media coverage. One person was identified as negatively affected and one was positively affected and interviewed. An identified potential participant was contacted initially by face-to-face contact invitation or phone call and/or email to participate in the interview. When the first contacted person from each demographic declined, the next member that met the criteria was contacted until two people representing this group agreed to an interview and was interviewed.

The concept of saturation and sample size in qualitative research is the subject of a lively debate that has no universally accepted conclusion. Bertaux (1981) suggested that 15 should be the lowest acceptable sample in all qualitative research (adapted from Guess et al., 2006). By way of contrast, in quantitative research, the sample size is predefined by the percentage of the total number of available participants. Ritchie, Lewis, and Elam (2003) argued that in qualitative research, a point of diminishing return is reached when additional data have no bearing on the existing results or information. They argued that one occurrence of a particular data would be

enough to establish the data or code for analysis and any additional data would not change the overall outcome.

Engaging the right stakeholders and knowing when the saturation point has been reached are critical for getting good results. As Crouch and McKenzie (2006) argued that qualitative research is about understanding the meaning of events and not of making hypothetical generalizations. Echoing the same sentiments from the past, Glaser and Strauss (1967) contended that at the point when the collection of new data fails to shed any more light to the meaning of what is known, the saturation point is reached. As shown in Figure 7, participants were selected from senior management and project management teams that were/are involved in implementing the WSIP project. Additional participants were selected from the ranks of elected commissioners, advisory groups, regional public sector stakeholders, community stakeholders (who are directly affected by the WSIP project), and community stakeholders (who are not directly affected but participated in framing some aspects of the project). These 20 interviews were enough data points to validate whether or not public sector organizations are predisposed to be TBL social responsibility compliant by nature of their existence. Charmaz (2006) agreed that the aims of a study should drive the project design and therefore the sample size. These 20 people provided enough insight from a variety of sample points to guarantee that the voices of internal and external stakeholders are accounted for in the analysis.

Instrumentation

In order to establish sufficiency of data collection instruments to address the stated research questions, multiple sources of documents were used. Appendix E was used as the

document review protocol. The document review included meeting minutes and reports of

meetings, printed documents, including policies and procedures, ordinances, website

information, regulatory rules and archival materials. Other sources of document review included

media articles, archival broadcasts (video and audio). The document review was to verify

whether or not public sector agencies are predisposed to be socially responsible by law. The

review was conducted prior to and during the interviews as new data was identified. This

approach is supported by Yin (2008) who advocated for three principles in qualitative case study

research: (a) create a chain of evidence, (b) construct a case-study database, and (c) use multiple

sources of information (Yin). Table 3 shows the linkage between ISO 26000 core subjects and

how data was collected and analyzed:

Table 3

Data Collection Scheme

ISO 26000 Clause 6: Social Responsibility Core Subjects	From whom and how data were collected	How data were analyzed
1. Human rights	Public utility/interviews, review of policy and procedures documents, ordinances, informal discussion with program staff, elected officials, etc.	Core meanings to be derived from content analysis obtained from pattern and theme analysis
2. Labor practices	Public utility/interviews, review of policy and procedures documents, ordinances, informal discussion with program staff, elected officials, etc.	Core meanings to be derived from content analysis obtained from pattern and theme analysis
3. The environment	Public utility/interviews, review of policy and procedures documents, ordinances, informal discussion with program staff,	Core meanings to be derived from content analysis obtained from pattern and theme

	elected officials, etc.	analysis
4. Fair operating practices	Public utility/interviews, review of policy and procedures documents, ordinances, informal discussion with program staff, elected officials, etc.	Core meanings to be derived from content analysis obtained from pattern and theme analysis
5. Consumer issues	Public utility/interviews, review of policy and procedures documents, ordinances, informal discussion with program staff, elected officials, etc.	Core meanings to be derived from content analysis obtained from pattern and theme analysis
6. Community involvement and development	Public utility/interviews, review of policy and procedures documents, ordinances, informal discussion with program staff, elected officials, etc.	Core meanings to be derived from content analysis obtained from pattern and theme analysis

Interviews

Upon completion of the initial document review, face-to-face and some telephone interviews were scheduled and conducted with the selected participants. Participants were given the consent form (see Appendix B) to read and sign 24 hours before the interview commenced. The signed consent form was collected before the interview commenced. All interviews were coded to include participant numbers. Using the seven core subjects of ISO 26000 social responsibility and related actions and expectations as the framework, a structured interview questionnaire was created to gather information on organizational governance, human rights, labor practices, the environment, fair operating practices, consumer issues, community involvement and development. Appendix D provides the interview protocol. The interviews were conversational, thus allowing the participants to discuss or share their thoughts and insights.

Each interview lasted between 30 to 60 minutes and was recorded. When a participant chose not to be recorded, he or she received a transcript of his or her interview to verify the veracity of the responses attributed to him or her. When necessary, follow-up emails and telephone were used to clarify data collected. In order to reduce subjectivity, strengthen the integrity of the findings and verify the data collected, the data was triangulated. Yin (2008) argued that triangulation created lines of investigations that come together to increase the validity of the research. Triangulation was accomplished in this study by first reviewing public records and documents, such as meeting minutes, policies and procedures manual, ordinances, media reports, conducting interviews, and observation of the passion and interests of the participants on the subject.

The data collection was conducted in predefined themes (the use of ISO 26000 social responsibility core subjects). Credibility of the interview data was achieved by comparing it against the study objectives and checked for consistency (Ridenour & Newman, 2009). At the conclusion of the interviews, the participants were given a transcript of each of their respective comments to ascertain whether or not I captured the responses accurately. Each transcript had the participant's code with no personal reference to his or her name or any other personal identifier. Data will be secured for 5 years on my laptop and then deleted. Table 4 shows how data collection based on the participant' function was tied back to ISO 26000's core subjects and where they were referenced in the guidelines:

Table 4

Core subjects and interview participants listing

Core Subjects	Addressed in sub-clause	Participant/Function
1. Organizational governance	6.2	Administrators/elected officials
2. Human rights	6.3	Human resources
3. Labor practices	6.4	Human resources/labor unions
4. The environment	6.5	Internal & external environment experts
5. Fair operating practices	6.6	Elected officials/administrators/advisory groups
6. Consumer issues	6.7	Public relations governmental relations
7. Community involvement and development	6.8	Stakeholder relations community leaders

Observations

Observation was conducted during the interview process and descriptive notes recorded on my personal feelings, prejudices, and impressions and on the physical settings (for face-to-face interview only) and the observation of how social responsible activities are described by the participants. The demographic information on the date, place and time of the observation were recorded. Figure 9 shows the multiple sources used answering the research questions:

```
┌──────────────┐   ┌──────────────┐   ┌──────────────────┐
│  Interviews  │   │  Documents   │   │ Observational Field│
│              │   │              │   │       Notes        │
└──────────────┘   └──────────────┘   └──────────────────┘
```

1. Are public sector agencies predisposed to having social responsibility construct embedded in their organizational systems, processes, and personnel skills and capabilities making them socially responsible by fiat?

2. How do technological communications innovations hinder or enhance the engagement of and reporting to stakeholder/citizens when using *social responsibility* construct in public utility massive multigenerational projects?

3. What are some of the organizational systems, processes, and personnel skills and capabilities essential for public utilities in order to evaluate, plan and execute massive multigenerational infrastructure projects that identifies and engages stakeholders at all levels and that minimizes project conflicts and delays?

Figure 9. Multiple sources of data used for answering research questions.

Data Analysis

In qualitative research construct, data analysis begins at the initiation of data collection (Goulding, 2002). For this case study, I followed the data analysis procedures recommended by Creswell (2009). The step-by-step procedure are organizing and preparing data for analysis, reading through all data, coding the data, interrelating themes/description, and interpreting the meaning of themes/descriptions. Creswell suggested that although these steps can be sequentially implemented, nothing precludes me from using an interactive approach.

In the first stage, I organized and prepared the data for analysis. I developed a list of data to be collected and organized them into files based on subjects and then put them into folders. I established predetermined codes for coding the collected data based on the ISO 26000 subjects as themes. Using predetermined codes is an acceptable approach because it gives researchers an invaluable method for coding data (Creswell, 2009).

In the second stage, I read through all the data in order to immerse myself in the data using my transcripts, interviews, documents, and field notes as my sources until I reached saturation. In qualitative research, saturation is reached when there are no additional meanings or insights to be gained by continuing the data analysis. To increase the depth of my data sources, I wrote notes in margins and regularly recorded my general thoughts about the data I was collecting (Creswell, 2009).

In the third stage, I used an interactive process by first establishing a qualitative codebook using the ISO 26000 subjects as themes. Creswell (2009) suggested that at this stage, I should organize the materials into groups or chunks of text before giving meaning to the information. By using predetermined codes, I was able to conduct a detailed data analysis using the coding system developed from the ISO 26000 core subjects as shown in Appendix I.

In the fourth stage, I used the coding process as guide in generating a description of the setting, the people, and the categories or themes for the analysis using what Creswell (2009) dubbed the naturalistic generalization approach that allowed me to make assertions and form conclusions based on the data encountered. I used the ISO 26000 core subjects to represent themes, major findings and headings for findings in both Chapters 4 and 5. Each theme was

analyzed by itself and across other themes in a complex theme connection. For example, the human rights core subject is directly related to human resources function within any public sector organization. Exploring the social responsibility issues associated with human resources and extending them to the organizational social responsibility in organizational governance core subjects created a complex connectivity of themes. Creswell advocated that in case studies, themes could be analyzed for each individual case and across multiple cases. By analyzing multiple perspectives generated from individual interviews from multiple core subjects, evidence-rich descriptive information was developed and supported by diverse quotations (Creswell) and in the process validated the transferability of the findings.

In the fifth and final stage, I interpreted or made meanings out of the data collected by using a realist approach. Constas (1995) argued that qualitative analysis have a major pitfall— subjectivity. When a researcher has the sole discretion to give meanings to report findings, Constas contended that a two-dimensional approach is necessary to give the findings credibility. The first approach is to document the actions that led to the development of the category in order to give the analysis process credibility. The second approach is to present in priori (before data collection) and in posteriori (after data collection) the steps taken within the research process. These two approaches bring the category development process into the public domain, giving the findings credibility. Utilizing existing public domain ISO 26000 core subjects as themes and providing detailed accounting of how the findings on context relates to the research questions brings credibility to this research process.

Procedures for Pilot Study

This study relied on data collected from participants in order to validate the data compiled from the document review. Interview questions were derived from the research questions, which were mapped to the core issues identified in ISO 26000 core subjects. The interview questions were tested with three participants prior to conducting the primary interviews to gain a better understanding as to whether the participants understood both the instructions and the questions. The pilot study participants were not included in the final sample and their comments were used to refine the instructions and questions in order to ensure that they are relevant to the study and open-ended. The pilot study served as a means in refining and clarifying interview instructions and questions to ensure that they are open-ended and address the research questions.

<div align="center">

Issues of Trustworthiness

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Credibility

This study's credibility was established by triangulation, prolonged contact, and saturation. Credibility is defined as the relative confidence associated with the veracity of the findings. Triangulation is defined as the comparison of different methods and different kinds of data used to corroborate each other (Silverman & Marvasti, 2008). Triangulation enabled me to gather different sources of data and used different methods in order to minimize biases as each data set or method had the potential to negate or cancel out the other's weakness. It has been argued that by asking different questions and seeking different sources while using various

methods within the context of the study, a researcher is able to construct a reality or a deeper understanding of various aspects of an issue.

At issue in this study is whether public sector agencies are predisposed to be socially responsible by law. The ISO 26000 provided a standardized core subjects in clause 6 (a framework of organizational structure that establishes the spirit of social responsibility) and guidelines in social responsibility clause 7 (a framework of what a socially responsible organization should look like) that can be customized to establish where an agency stands in the TBL social responsibility construct. Triangulation in this study was achieved by using different sources of data (minutes, policies and procedures manual, etc.), different methods (using ISO 26000 clauses 6 and 7) and perspectives (interviewing internal and external stakeholders). This study also used saturation or prolonged contact to establish credibility. By interviewing 20 people who were directly involved in the planning and implementation of the WSIP project and who came from different perspectives as participants, credibility was ascertained. Figure 10 shows the multiple participants used for verification of the findings:
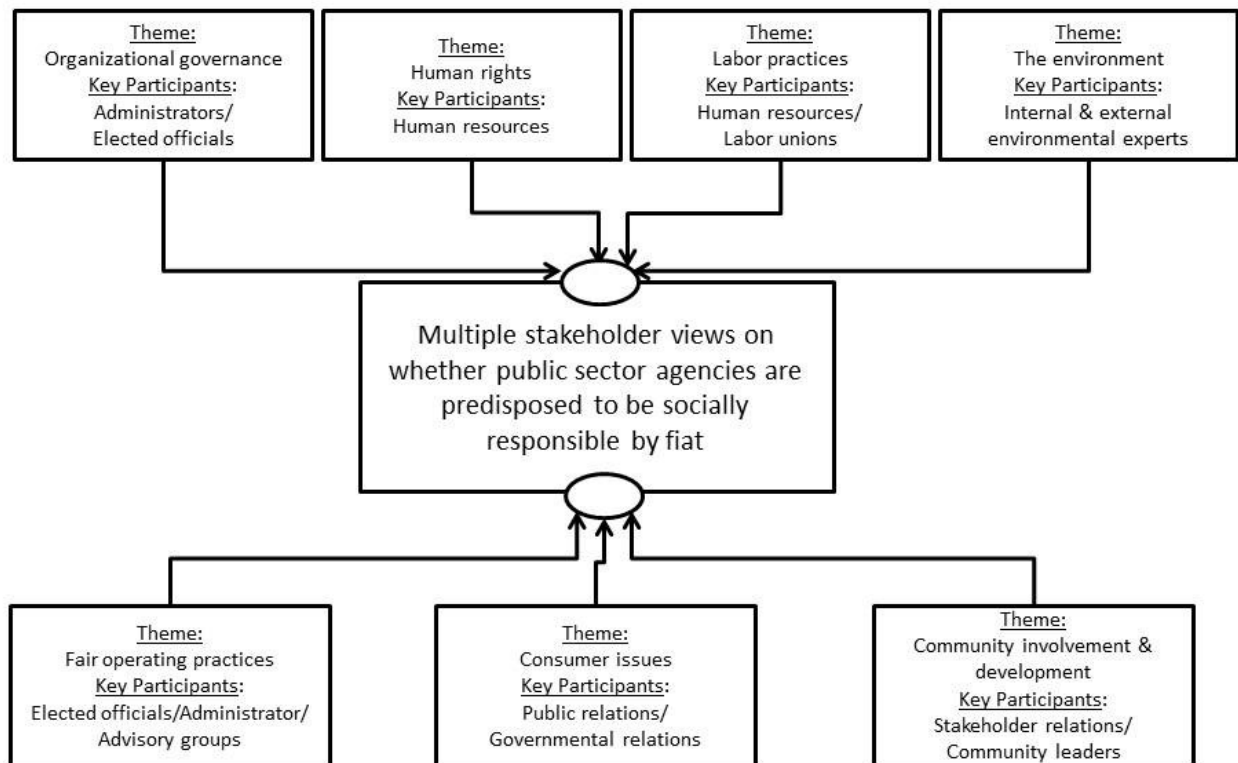
Figure 10. Multiple participants used for verification of findings.

Transferability

By using ISO 26000 core subjects to ascertain whether a public sector organization is

socially responsible by law, the description of the study was sufficiently detailed as to allow for

easy transferability of the process to other public sector agencies. To be certain that the process

was transferable I conducted a small sample using the human rights core issues within the human

resources department. Most public agencies have a human resources department or function. In

the broader study, the core subjects represented typical organizational structures within any public agency and by looking at their policies and procedures manual, reading or listening to board or commission minutes—especially those that demonstrate interaction with citizens or stakeholder-citizens—armed with interviewing a small cadre of the agencies' management, staff, elected officials and external stakeholders, any researcher should be able to come up with similar conclusions. In essence, this study and its results can be transferred to other setting or context because the research context and the assumptions central to the research were exhaustively vetted.

Dependability

Dependability covers the strategies used to ensure that findings can be replicated when similar setting and context are studied. I expect to demonstrate the fluid context in which the study was done and to keep an audit trail that will assist other researchers in conducting similar research. Dependability will be established two-fold:

1. The ISO 26000 clause 6 used to review policies and procedures and other forms of documentations (raw data) verified whether these documents meet this clause' provision for a socially responsible agency.

2. The ISO 26000 clause 7 was used to frame the recommendation discussion.

In an ideal world, the results should be fairly even when the study is carried out in other settings and context, but as Marshall and Rossman (1995) posited correctly that because the social world is under constant change, it is difficult to replicate findings. I kept a research

journal that provided an audit trail as to how these conclusions, interpretations, and recommendations that can be easily traced back to their sources. I also compiled a record of how the evidence was collated—reduced, synthesized and analyzed.

Confirmability

Confirmability is defined as the degree to which the findings are confirmed by the data and not by the researcher's intuition and seeks to establish objectivity (Marshall & Rossman, 1995). Confirmability was established two-fold: (a) by member checking, and (b) by peer review.

1. Member checking means that before beginning any form of analysis of the data collected, I sought feedback from the participants who were interviewed to make sure that the data reflected what they said. The participants were given a transcript of their individual interviews to check for the accuracy of facts they presented.

2. Peer review involved my engaging three colleagues who are familiar with the nature of the study enough to give an independent critic of the analysis and findings for instances where the observations or evidences contradict the findings and conclusions.

Research Ethics

All procedures will be ethical in this study and as part of this commitment Walden's IRB permission to carry out the study (IRB#: 05-12-14-0231125) was obtained. Access to the population was gained by first seeking official permission from the organization's assistant general manager for community benefits (see Appendix A) and by accessing public records. Known ethical concerns such as using an electronic archival system or utilizing the informed

consent forms was addressed by ensuring that no data linked to minors are used and all interview

participants' restraints are addressed promptly. When a participant refused to participate or

choose to withdraw from the study, his or her wishes were honored and respected. The provision

allowing such participant rights were covered in the informed consent form.

The informed consent form. The informed consent form (see Appendix B) was utilized

to inform the participants about the study and to seek their consent to participate. The form

informed the participants that they reserved the right to pull out or withdraw from the study at

any time without any repercussion or adverse judgment. To participate in this study, each

interviewee was required to attest to participating by his or her freewill by signing the form. All

responses will be kept confidential and there was no perceived risk to any participant.

The protection of human participants. I was committed to respecting and protecting

the rights of the participants throughout the study process and agreed to assure each participant

of the voluntary nature of the interview. The informed consent form gave participants the

assurance that they can withdraw from the interview at any point without incurring any adverse

impact. I also assured participants that their responses would not cause them any risks or danger

whatsoever.

Maintaining participants' confidentiality. To maintain participant anonymity, each

data collection instrument and corresponding informed consent form was given a designated

alphanumeric code as opposed to identifying the respondent by his or her actual name. All

records—study protocol, consent forms and collected data—will be stored in a locked container

for 5 years after the completion of the study and then destroyed.

Summary

The goal of this study was to establish whether or not public sector agencies were predisposed to be socially responsible in their organizational make-up. This study addressed factors unique to public sector organizations and the findings may create a means by which these organizations can establish a baseline of their social responsibility status based on the TBL social responsibility construct. Qualitative case study approach was used to uncover the veracity of using TBL social responsibility within the public sector and the findings could help inform future studies on organizational social responsibility and contribute to positive social change. The research concludes with recommendations and future learning potentialities. In chapter 4, I used the qualitative case study approach to gather and analyze the data collected from documents, interviews and observations. Based on these data sources, I presented findings, themes, and patterns in response to the answers provided by participants on the three questions of the study.

Chapter 4: Results

Chapter 4 includes the findings of the study. The purpose of the study was to provide a

deeper understanding as to whether or not public agencies are socially responsible by law. The

following three questions guided the study:

1.   Are public sector agencies predisposed to having social responsibility construct

        embedded in their organizational systems, processes, personnel skills, and capabilities

        making them socially responsible by law?

2.   How do technological communications innovations hinder or enhance the engagement of

        and reporting to stakeholder/citizens when using a social responsibility construct in

        public utility massive multigenerational projects?

3.   What are some of the organizational systems, processes, personnel skills, and capabilities

        essential for public utilities to evaluate, plan and execute massive multigenerational

        infrastructure projects that engages stakeholders at all levels and that minimizes project

        conflicts and delays?

Pilot Study

I relied upon data collected via a set of interview questions prepared for this research (see

Appendix D). In order to validate the clarity of the questions, a pilot of all proposed interview

questions was conducted. Three participants were chosen for the pilot study, two were staff of

the SFPUC (PI2 and PI3) and one was a public agency executive (PI1). PI1, a public sector

administrator with a broad experience in TBL social responsibility from a public agency

perspective, was chosen in order to determine relevancy, transparency, and replicability of the

study questions. PI2 was chosen because she oversaw the community benefits program for the SFPUC and provided a holistic view of the entire program.

The pilot study participants were not included in the study final sample but allowed me to validate and refine the presentation of the questions prior to initiation of the case study. This approach ensured that the questions were relevant, open-ended, and broad enough to gather the data. The pilot study was necessary to refine the research questions (where necessary) for trustworthiness. Participants were asked if the questions were clear and were encouraged to suggest changes. Both pilot participants were interviewed in a face-to-face format. After PI2 was interviewed, it became clear to me that interviewing another SFPUC staff or a third person was not going to add any more significant feedback to what the other two pilot participants had already given. While this was a deviation from the pilot protocol, it did not affect the veracity of the interview questions. One of the pilot participants (PI2) suggested that because Question 3 was a mouthful to read, it was also an earful to understand in one continuous reading. To address this challenge, PI2 suggested that using the commas as a break point will allow the participant to follow the intent and purpose of the question. As a result, I made a note to slow down and practically enunciate each key area (systems, processes, personnel kills, and capabilities) as each one could be a separate question by itself requiring a different response from the participant. Table 5 shows the pilot participants' response summary to the interview questions:

Table 5

Pilot Participants Response Summary

Pilot Study Participant (PI)	Are the interview questions clear?	If not, suggested changes
PI1	Yes	None
PI2	No	Question 3: Very wordy and compact, but if read slowly with the right structure in mind, it was okay for the participant to give more concise responds to the various elements.

Study Setting

In May 2014, after receiving approval from the IRB to commence the data collection, I met with the general manager (GM) of the SFPUC to discuss the study and why his agency was selected for data collection. He agreed for the SFPUC to be a part of the study and requested that I meet with the assistant general manager (AGM) for external affairs. I contacted the AGM and after explaining the intents and purposes of the study, and she agreed to approve the SFPUC as the site for the study.

Demographics

The sample size initially proposed was 20. Participants interviewed were made up of the SFPUC's senior management, project managers, elected officials, advisory groups, regional public sector stakeholders' representatives, and community stakeholders. A detailed description

of the key informants including the positions they hold cannot be given because it will lead to their identification. The SFPUC staff interviewed included five senior managers and three project managers. Elected officials interviewed were two advisory groups, two regional public sector stakeholders' representatives, and three community stakeholders.

Data Collection

After the identification of participants, I contacted them to introduce the study and sought their commitment to participate. This was done by e-mails and by telephone where telephone numbers were available. I also attended the SFPUC commission and the citizen advisory committee (CAC) meetings and approached those identified as participants to introduce the study and seek their consent to be interviewed. While the SFPUC staff were more accessible for the interviews, the elected officials and the advisory group members (the external stakeholders) were much harder to reach and engage in the study. This is partly because these external stakeholders had a full schedule with their other jobs and only volunteer to serve the community as commissioners or advisory group members. Any additional request for their time for SFPUC-related issues was seen by some of them as too much. I used the Internet to locate the phone numbers of some of the external stakeholders because their personal phone numbers were protected by the agency. There were some scheduling challenges, especially with members of the CAC, which made it difficult to get tangible commitments of face-to-face appointment to conduct the interview. To mitigate this scheduling challenge and after going to the CAC meetings and trying to set up interviews with the participants directly failed, I tried several other approaches which included conducting the interview by phone after first obtaining the

participant's consent form by e-mail or fax. While this was a deviation from the original protocol of face-to-face interviewing, it did not affect the quality or reliability of the data collected over the phone.

The names of participants were alphanumerically coded to prevent identification. Senior management staff was coded as SM and the first on the list as SM1 and so on. Projects managers were coded as PM (i.e., PM1); elected officials as EO (i.e., EO1); advisory group as AG (i.e., AG1); regional public sector stakeholders as RP (i.e., RP1); community stakeholders directly effected as CD (i.e., CD1); and community stakeholders not directly effected as CN (i.e., CN1). Letters and numbers were used to code names of participants in order to prevent identification. Table 6 shows the key informants categories by number of interviews conducted and the identification code used:

Table 6

Participant Type, Number of Interviews, and Identification Code

Key Informants	No. of Interviews	Identification Code
Senior management	5	SM1,SM2, SM3, SM4, & SM5
Project managers	3	PM1, PM2, and PM3
Elected officials	2	EO1 and EO2
Advisory groups	3	AG1, AG2, and AG3
Regional public sector stakeholders	3	RP, RP2, and RP3
Community stakeholders (directly impacted)	2	CD1 and CD2
Community stakeholders (not directly impacted)	2	CN1 and CN2
Total Interviews	20	

Data Analysis

Once the appointments were set, I reminded the participants until the interview was completed. The participants were busy people, and the gentle reminders helped keep the appointments on schedule and when circumstances dictated otherwise and the participants could not be interviewed, the appointments were rescheduled. Trust was a key factor for getting the participants to participate in the study. I built trust by describing the purpose of the study and the contribution it could have on how public sector agencies measure and report their social responsibility activities. The senior managers were the most cautious but once they were assured that their names or identities would not be revealed, they were more relaxed, while some requested not to be recorded. In general, participants considered the study necessary, and many of them were cooperative and excited about what the findings would reveal and as a result shared their experiences freely.

Documents used for the study included policies and procedures manuals, performance reports, website articles and reports, meeting minutes, media reports and ordinances. Key documents coded included the environmental justice policy (EJP) and the community benefits policy (CBP). I used the interviews to observe the participants' demeanor about social responsibility. The senior managers and elected officials were very passionate about organizational governance, the role of leadership in making social responsibility part of the organization's culture and the need to involve stakeholders (both internal and external) in their decision-making processes. The project managers were excited about the commitment of the organization as laid out by the strong support of the senior managers and the elected officials in

not only walking the talk but also allocating the resources needed for implementing the

commitments. The regional and community stakeholders were very frank and matter-of-factly in

responding to the questions, partly because they serve a constituent base that is demanding of

their respective interests and often skeptical about the actions of government agencies. The

elected officials or commissioners were passionate about making the right policies that integrate

stakeholder viewpoints in the decision-making process of the agency.

Data were analyzed using *direct interpretation*, *detailed description, establishment of*

correspondence and patterns, development of naturalistic generalization, and *categorical*

aggregation (Stake, 1995). By direct interpretation, I identified meanings as a finding from an

idea, concept or terminology that appeared in the document once, or a single instance of a

participant's comment, or an observation made by me in a single instance. For correspondence

and patterns, I coded the transcripts to aggregate how often a concept or idea appeared in a

particular context in order to establish patterns. By the development of naturalistic

generalization, I made assertions and drew conclusions derived from the data, and in the process

established that the interpretation of data was not solely dependent on facts but on my attempt to

make the case understandable. Stake argued that this process is a key function of a case study.

For detailed description, I provided full description of the data and the meanings that emerged

while in categorical aggregation; impressions or instances were collated to form a meaning.

While the findings were driven by the results derived from using the five approaches to

qualitative interpretation, not all the approaches were applied to the finding because in some

cases only one approach was used to a finding. The findings were confirmed using multiple

sources of data, rich thick description and peer review. The narrative report was based on the realist approach. All participants were assured that their identities would be concealed and it was and their privacy was also respected.

Evidence of Trustworthiness

A qualitative study embodies the phenomenon of study because it describes the experiences of those who experienced it. I established credibility by ensuring that the findings are consistent with the perspectives and beliefs of the participants and the contents of the documents reviewed. This placed a burden on me to provide detailed characteristics of what was studied, thus given it transferability value. This transferability value was independent of my personal conclusions and makes it possible for external assessors to verify the findings using the same or similar methodology. As conditions on the study changed, I documented them and captured how they may affect other similar studies, ensuring dependability. For confirmability, I recorded the document procedures for confirming and collaborating the research findings (Trochim, 2001).

To implement and adjust to consistency strategies discussed above, I used multiple sources of data, kept field notes and memos, persistently observed (in person and over the phone) participants' demeanor or expressed passion (or lack thereof), worked with discrepant data, provided rich thick description, clarified researcher bias, and peer review or debriefing (Creswell, 2012). Creswell suggested that at least two of these strategies should be included in accessing the quality of qualitative findings. In case studies, Stake (as cited in Creswell)

suggested the use of detailed verification or quality check while Creswell advocated for seeking the convergence of information.

I used rich thick description, member checking, peer review and multiple sources (Creswell, 2012). I used multiple sources to confirm findings by collaborating and interpreting data gathered from participants and using the ISO 26000 sustainable development framework to correlate the information into groups of participants. Table 7 shows how the groups were coded and Figure 6 showed how multiple participants were used to confirm the findings.

Table 7

Participant Type By Group and Identification Code

Participant Type By Group	Identification Code
Senior management	C1
Project managers	C2
Elected officials	C3
Advisory groups	C4
Regional public sector stakeholders	C5
Community stakeholders (directly impacted)	C6
Community stakeholders (not directly impacted)	C7

Preliminary findings were shared with selected participants, given them the opportunity to provide feedback to ensure that they were consistent with their experiences. I provided detailed description of the study so others could duplicate it successfully and possibly become a generalization in the field. The findings were further subjected to peer-review for comments and feedback by a professional in the feed. These measures were intended to ensure the quality standard of the study (Creswell, 2012).

Study Results

Research Question 1: Are public sector agencies predisposed to having social responsibility construct embedded in their organizational systems, processes, personnel skills, and capabilities making them socially responsible by law?

To answer this question, a general understanding of what social responsibility construct means in the context of public sector management is essential. A general characteristic of a socially responsible organization is its effective integration of social and environmental concerns into its profit-only or economic decision-making paradigm. This paradigm assumes that all decision-making processes have implications on both society and the environment. To foster a socially responsible working environment, an organization must be transparent and ethical in its practices and must consider the interests of stakeholders comply with applicable law and ensure consistent application of its policies and procedures throughout the organization (ISO, 2010).

For the public sector organization, there is a general understanding that it exists to meet societal and environmental needs as articulated in its governing law, ordinances or policies and procedures. This expectation is often embedded in its charter, vision, or mission statements and organizational structure. Together these documents, contracts or commitments—expressed through policies, procedures, objectives—should integrate into the core organizational strategy with the designated roles and responsibilities as well as the accountability framework at all levels of the organization. Furthermore, most public sector organizations do not function within and or alone themselves and must rely on other organizations to carry out its activities effectively. These external organizations have influence into how a public sector organization carries out its

mandate and the level of influence plays a key role in determining how socially responsible an agency is to all of its stakeholders.

The social responsibility construct ultimately leads to sustainable development. Sustainable development is a widely accepted concept that every generation should live within the planet's ecological limits in order to ensure that future generations also have the natural resources to meet their needs. How public sector management goes about ensuring that it is both socially responsible and operates from a sustainable development framework can only be assessed by looking into its governance systems, processes and the skills and capabilities of its workforce. ISO 26000 suggested that organizations should seek to maximize its contribution to sustainable development in order to be deemed socially responsible and presented seven guiding principles: (a) accountability, (b) transparency, (c) ethical behavior, (d) respect for stakeholder interests, (e) respect for the rule of law, (f) respect for international norms of behavior, and (g) respect for human rights (ISO, 2010).

Document Review. In reviewing organizational documents such as the environmental justice and community benefits policies, there is clear evidence that the agency has successfully integrated social responsibility into its core operations. Together, these two primary documents have integrated the core organizational strategy with designated roles and responsibilities throughout the agency creating an accountability framework at all levels of the organization. The broad scope of and the strong awareness of these policies as guide within the organization as well as with external stakeholders has created a communal nexus from which civic engagement

and discourse emanates and this helps frame the organization's operational activities and also

informs its decision-making processes

In the ISO 26000 framework, socially responsible organizations are transparent, ethical,

consider stakeholders' interests, comply with applicable laws and ensure the consistent

application of its policies and procedures across the entire organization. Within the context of

transparency, ethics, stakeholder interests and compliance with applicable laws, the agency has

established directives in both its Community Benefits and Environmental Justice Policies (see

Appendix K).

In reviewing the agency's documents, I looked at policies, procedures, measureable

objectives, and other evidences that demonstrate tangible commitment to social responsibility

norms that were also in concert with the decision-making processes and structures identified in

ISO 26000 as the seven core subjects. The goal was not to expect a perfect one-on-one word

match but the reconciliation of terms, concepts, objectives and intended meaning(s). The SFPUC

uses its key policies in SFPUC policy review (2012) document to (a) guide staff in the

development of its proposed budget to the commission, (b) provide the needed context of how

policies & mission is implemented during budget hearing, (c) ensure stewardship of the agency's

assets, and (d) align rate-making and budget deliberations with wise use of resources and

ratepayer accountability. In addition to the community benefits and environmental justice

policies, the following SFPUC's policies were also reviewed: (a) budget law & policies, (b) debt

law & policies, (c) land use policy, (d) rates policy, and (e) ratepayer accountability policy.

Appendix E shows tables representing my summative findings reconciling the agency's social responsibility construct with ISO 26000.

    Conducted Interviews. During the coding phase, the interview data was first coded by participant type and then the results were compiled by groups into seven subgroups by classification based on the participant's role and responsibility or exposure to existing policies, procedures, and objectives. Table 8 shows the types of participants interviewed and how their identities were coded:

Table 8

Participant Type and Identification Code

Key Informants	Identification Code
Senior management	SM1,SM2, SM3, SM4, & SM5
Project managers	PM1, PM2, and PM3
Elected officials	EO1 and EO2
Advisory groups	AG1, AG2, and AG3
Regional public sector stakeholders	RP1, RP2, and RP3
Community stakeholders (directly impacted)	CD1 and CD2
Community stakeholders (not directly impacted)	CN1 and CN2

Table 9 shows the types of participants interviewed by groups and how their identities were coded:

Table 9

Participant Type By Group and Identification Code

Participant Type By Group	Identification Code
Senior management	C1
Project managers	C2
Elected officials	C3
Advisory groups	C4
Regional public sector stakeholders	C5
Community stakeholders (directly impacted)	C6
Community stakeholders (not directly impacted)	C7

The subgroups provided me with the framework to understand how each group viewed its collective roles and responsibilities in upholding for or engaging with the agency using its committed social responsibility construct. I used the seven guiding principles and precepts and the seven core subjects of ISO 26000 as the lens from which to view or code the participant's responses. When a terminology used by a participant matches an ISO 26000 category, it is counted as 1 incident and the more times that terminology is used, the more counts. Where the terminology is not a direct match but the concept or idea or thought is directly related to one of the ISO 26000 categories, the used *direct interpretation* to analyze the data and counted it as 1 and the more times, the more the number rises (see Appendix I for codes used).

C1s, as a group, represented the organization's internal senior leadership and they talked about their policies, procedures and organizational objectives from a big picture focus. All the C1s interviewed knew and understood the social responsibility embedded in the two overarching

policies and their roles and responsibilities in integrating them into their respective decision-making processes. This awareness was not only surface-based but was deeply ingrained in their respective worldviews and demonstrated that they were committed to the successful implementation of the community benefits and environmental justice policies. SM3 explained it this way:

> Triple bottom line is obviously something we want to use as a mechanism for us to do the right thing. It is not just about if you can do projects, capital projects or not...we also have to be socially responsible in all phases of triple bottom line. It is not really something new for us…we have been doing socially responsibility since the Clean Water Act implementation of the 1970s when the Clean Water Act came out some mitigation happened because our largest treatment plant is in the poorest part of San Francisco—the bayview hunters point area. So we felt certain responsibility…an obligation as part of the mitigation to put in something that was of benefits to the community that we serve and affected by expanding our largest treatment plant in their neighborhood.

SM2 echoed the same sentiment:

For any professional service contract that is $5 million or higher has a community benefit requirement. It allows us to leverage over f $5 million in twenty two projects to date. That's on top of the money that the PUC is independently putting in to make sure that we are a good neighbor in the places where we have impact. There is a commitment where you can see that it is embedded in how we do our work day-to-day i.e. putting these community benefits requirements into our contracts. When you look at the dollars that we

are putting into the community—we hired 650 kids last summer, hiring that many kids again this summer, we're getting ready to invest $25 million for the Southeast Community Center. We are building an education center in Sunol. You can see that we are doing right by the community—going above and beyond what we are mandated to do.

C2s were the managers and executors of the organization's policies and procedures. This group is particularly important in the rollout of social responsibility construct within an organization because they are vested with decision-making authority to function as a bridge between the C1s and the rest of the organizational staff. Without the wholesale buy-in from C2s, any organization-wide principles and precepts enacted or adopted by governing bodies would be limited at best. But when guided by principles and practices such as accountability, transparency, ethical behavior, respect for stakeholders' interests, respect for the rule of law, and respect for human rights, C2s become the frontline leaders who keep the social responsibility construct grounded within an organization. C2s are not only keenly aware of what works and what does not work in organizational policies and procedures, they also have leverage to quickly effect change by their close affiliation with C1s, their associations with the rest of the organization and often as the first point of contact with external stakeholders. PM1 summarized it as follows:

> A family that has been impacted and a business that has benefitted in our Irvington Project is right next door to a house. We are actually tunneling in their front yard area…he runs an excavation company and so we got him certified as a locally owned business. He's actually done so well that he can't be a locally owned business anymore because his profit margins are up higher than the minimum qualifications. We look to

him as a great success story. He's affected by the project, but he's participating in the

project. That's a local business enterprise that's a big success.

C3s, as the elected officials or appointed overseers of the agency were also vested in

ensuring that the organization operated from a shared values and strategic focus. At this level,

the focus should be providing vision from which the entire organization derives its

organizational directions and develops its culture. By adopting two key overarching policies (EJ

and CB) early on in its social responsibility journey, C3s guided and shaped the way the

organization functions, demonstrated good governance and keen awareness of the integral role

all stakeholders play in the life of the organization. When the policies and procedures from the

Board level are clear and precise, it is a lot easier for management to work collaboratively with

the Board, internal and external stakeholders to formulate objectives that can be measured and

reported as part of a best practices performance metrics and reporting system. These performance

metrics become one way for the Board, the external stakeholders and management to grade how

the agency is doing in its social responsibility commitments. For public agencies to be socially

responsible, they must have in place a clear and practical set of rules of engagement as in the

structures, processes and systems that make it easy for social responsibility principles and

practices to be applied. C3s demonstrated their commitment to principles and precepts of social

responsibility by ensuring that their policies included application language so the entire staff of

the organization was aware of what was expected of them as they carried out their roles and

responsibilities.

C4s, provide a unique perspective to the organization by serving as representatives of various interest groups in providing advisory oversight to how the agency carries out its public responsibilities. While most advisory groups do not have the authority vested in governing boards, they do have influence and serve a useful function as watchdog, clearinghouses for issues and as lobbyists for their various interests. Understanding the organization's guiding principles and precepts enables the advisory groups to play their roles effectively and with less conflict and antagonism within its own structure and with the organization at large. The agency has several community advisory groups, and key amongst them is the citizens advisory committee (CAC). CACs form a unique check and balance function within the SFPUC's goals of transparency, accountability, ethical behavior, respect for stakeholder interests, and the rule of law and human rights and the understanding of their roles and responsibilities are critical to their success. These CACs were involved and continued to be involved in the evolutions of current policies and procedures as they affect their respective spheres of influences and as they affect the common goal of the agency to be socially responsible.

C5s, like C4s, are watchdogs for the interest groups they represent and they are often very militaristic in getting the organization to do what it was set up to do or what they think the organization should be doing. C5s are often well versed in their respective causes, well organized structurally as independent advocacy groups, and well-suited by nature of their educational levels to challenge public agencies and their respective policies and procedures. The magnitude (covered nine counties) and cost ($4.6 billion) of the WSIP project mobilized many C5s to engage their own stakeholders to protect their respective interests and to challenge or support the

program. As a result, C5s were engaged in the crafting of the community benefits and

environmental justice policies. C5s continue to hold the agency accountable to their social

responsibility obligations by staying engaged and proactive. C6s are community stakeholders

who have been impacted by the WSIP project and therefore have vested interest and this vested

interest informs their perspective on the social responsible behavior of the agency. C6s provide a

unique view because they are directly affected by the activities of the agency and can serve as a

barometer as to whether the agency actually is compliant. C7s are community stakeholders but

unlike C6s have not been directly affected by the WSIP project. C7s also offer a unique

perspective because they are often consumers of the agency's services and provide insights as to

how well the agency follows its policies and procedures.

Observations. How committed an organization is to its social responsibility position can

be assessed by observing how passionate its staff is in following its policies and procedures on a

daily basis. For some organizations, what the policies and procedures state are unknown to the

rank and file staff at best and leaves a gap between what the policymakers hoped for and what

actually transpires in real life.

Making social responsibility work requires that it become a lifestyle of the organization

as there is no other way to engage thousands of people (staff and external stakeholders) without a

structured commitment and awareness of that commitment by all involved. An organization that

functions through the dictates of its policies and procedures is one that is unity. Ingraining

sustainable development framework into an organization's guiding principles requires the

integration of its governance systems, processes and the ability of its workforce to function as an

integral whole and a lifestyle. This journey begins with the organizational chart. Where the organizational unit responsible for overseeing social responsibility functions resides in the organizational chart determines how effective it will be in serving as the champions and custodians of social responsibility construct. For the SFPUC, the social responsibility function resides at the highest level with the assistant general manager for external affairs reporting to the general manager who is also an ardent supporter and keen student of the social responsibility construct (see Appendix J)

One way to transform an organization into a socially responsible entity is to begin by first having clear and concise policies and procedures that are developed in a shared governance framework. When all internal and external stakeholders believe they were part of creating these documents, they are more likely to become its greatest advocates. To assess this transformational effect of walking the policy talk, a researcher can observe the passion, the enthusiasm and the energy exuded by the agency's staff when discussing or carrying out their daily activities. Observing how participants interviewed responded to the questions and how they reached back to the policies and procedures as a mantra for how they do their jobs or why their organization is socially responsible is informative. The passion or lack thereof that the interviewees exuded in person or by phone demonstrated whether or not they had bought into the organization's goals and aspirations for being a socially responsible entity. For the SFPUC staff, elected officials and external stakeholders, I observed the physical changes in the tone of voice and where observable, the mannerism (hand motions, rapidity of speech, references to the documents) as indications as

to whether or not the individual is completely on board with the agency's social responsibility direction, understands what it means to be in compliance, etc.

Research Question 2: How do technological communications innovations hinder or enhance the engagement of and reporting to stakeholder/citizens when using social responsibility construct in public utility massive multigenerational projects?

A socially responsible organization seeks input from its stakeholders in developing its policies and procedures and in responding to stakeholder issues, concerns and contributions to the public discourse. For a public agency, this requires the development of public policy through the gathering and refining of relevant feedback from all stakeholders. The technological tools used to gather this information and their effectiveness are very important to the agency and its decision makers because they help frame and inform performance monitoring and reporting. However, research on eGovernment and eParticipation tools aimed at facilitating engagement between governments and citizens continue to evolve (Irani et al., 2012). Millard et al. (2012) argued that harnessing the flexibility of the Internet in a creative manner can increase the participation of citizens or stakeholders in the policy decision-making processes. Prosser (2011) proposed four ways of categorizing citizen engagement: (a) informing, which represents a one-way communication channel between citizens and decision makers (e.g., websites), (b) consulting, represents a limited two-way communication channel between citizens and government and its aimed at opinion gathering, (c) engaging is an enhanced two-way communication channel and discussion on policy matters between decision makers and citizens and it takes place at the time of policy formation, and (d) empowering involves citizen

engagement as a partners in policy making. While eParticipation tools and their effectiveness remain a contested discourse within Academia, this researcher focused on simply discovering what technological tools in use by the agency hinder or enhance stakeholder engagement.

C1s were interested in tools as long as they provided them the feedback needed to improve their decision-making processes. C3s were not so much interested in the tools used but more interested in face-to-face dialogue with stakeholders. This is understandable because the Commission meets twice a month for the sole purpose of engaging stakeholders. In fact, EO1 was reluctant to answer this question because he contended that the tools were not as important to him as the personal one-on-one contact.

Research Question 3: What are some of the organizational systems, processes, personnel skills, and capabilities essential for public utilities to evaluate, plan and execute massive multigenerational infrastructure projects that engages stakeholders at all levels and that minimizes project conflicts and delays?

An organization's systems, processes, personnel skills and capabilities all contribute to its social responsibility ecosystem. The third research question was intended to allow me to derive meanings from questions one and two as to what steps an organization needed to have taken or should take to be socially responsible. Three steps became self-evident: (a) adoption of the two fundamental practices of social responsibility or similar construct, (b) assess and align the organization's policies and procedures to the 7 guiding principles of social responsibility, and (c) integrate functions into a socially responsible construct and allocate adequate funding:

Step 1: Adopt the two fundamental practices social responsibility: (a) recognizing social

responsibility, and (b) stakeholder identification and engagement. Figure 11 graphically depicts the two fundamental practices of social responsibility:

Two Fundamental Practices of Social Responsibility
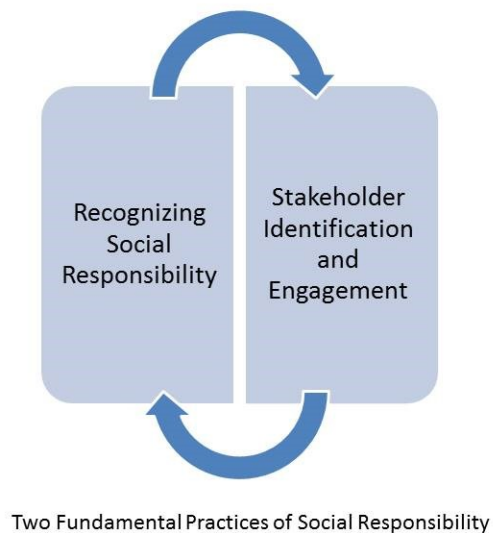
Figure 11. Two fundamental practice of social responsibility (Derived from ISO 26000:2010).

Step 2: Assess the existing policies and procedures and rewrite or align them to the seven guiding principles of social responsibility: (a) accountability, (b) transparency, (c) ethical behavior, (d) respect for stakeholder interests, (e) respect for the rule of law, (f) respect for international norms of behavior, and (g) respect for human rights (ISO, 2010). Figure 12 graphically depicts the seven guiding principles of social responsibility:

Figure 12. Seven guiding principles of social responsibility (Derived from ISO 26000:2010).

Step 3: Integrate the agency's key functions into a social responsibility construct by ensuring that its commitments of resources include adequate funding for all social responsibility activities, trained staff, and availability of essential tools.

The findings from the data collected in questions one and two assisted me in formulating themes and patterns consistent with the recommendation of Creswell (2012) that data be collected, analyzed, and grouped into themes. Three themes emerged suggesting that for a public agency to be socially responsible, (a) its policies and procedures must have buy-in from the very top (elected officials and senior management) and its development incorporate the voices of

agency staff, advisory groups and community stakeholders, (b) such buy-in must be

demonstrated by the allocation or commitment of adequate resources, and (c) include the

development of stakeholder-driven performance metrics and reporting system that incorporates

or mirror the seven core subjects of ISO 26000 in its presentation. The study data verified that a

socially responsible agency with strong leadership buy-in, over time, becomes its own

organizational *eco-system* where its culture, value system, everyday activities and decision-

making processes are seamlessly integrated and reported. Figure 13 graphically depicts the social

responsibility ecosystem:
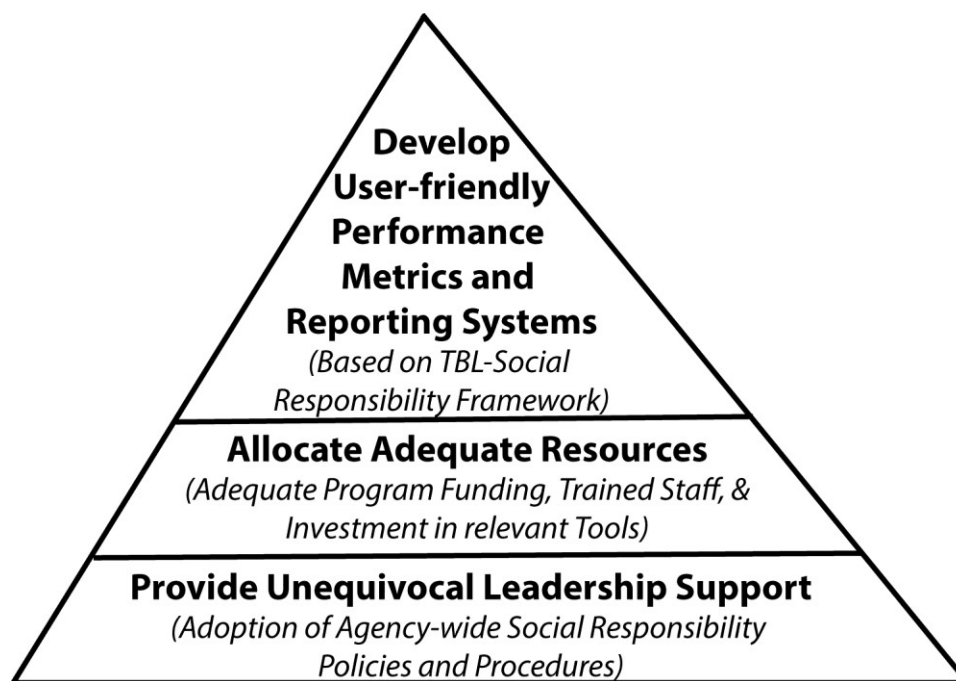
Figure 13. The social responsibility ecosystem.

Table 10 shows how the research questions led to the formulation of the themes and

patterns:

Table 10

Themes and Patterns

Research Question	Themes	Patterns
RQ1: Are public sector agencies predisposed to having social responsibility construct embedded in their organizational systems, processes, personnel skills, and capabilities making them socially responsible by law?	Need for strong organizational leadership support (elected officials and senior management buy-in) on social responsibility construct	Development of an organizational eco-system where organizational culture, value system, and everyday activities are driven or informed by clearly articulated policies and procedures
RQ2: How do technological communications innovations hinder or enhance the engagement of and reporting to stakeholder/citizens when using social responsibility construct in public utility massive multigenerational projects?	Need for allocation of adequate resources to fund social responsibility initiatives	A dedicated functional unit or designated lead/champion in charge of organization-wide social responsibility initiatives and serves as the custodian of the organizational knowledge-base
RQ3: What are some of the organizational systems, processes, personnel skills, and capabilities essential for public utilities to evaluate, plan and execute massive multigenerational infrastructure projects that engages stakeholders at all levels and that minimizes project conflicts and delays?	Need for development of user-friendly performance metrics and reporting systems that mirror the seven core subjects of ISO 26000	A dynamic organization that is well-informed about its performance, self-correcting (where there are deficiencies), and proactive in communicating its social responsibilities to its constituents

Theme 1: Need for strong organizational leadership support

The information gathered in this study confirmed that while public agencies may have a public-driven mandate, not all of them are socially responsible by law. A key ingredient needed

for an agency to be socially responsible is an unequivocal organizational leadership support for a

well-articulated policy and application directive that is embedded in the organization's decision-

making processes. In essence, what gives life to a socially responsible organizational eco-system

are its adopted policies and procedures that easily fit into the ISO 26000 model. To craft a

successful policy and procedure, the organization must understand its external and internal

stakeholders and their interests within the triple bottom line construct. For a public agency, this

means balancing the interests of both public and private stakeholders using two different

paradigms for the three buckets of TBL: while the private sector zeroes in on economic values,

the public sector looks at equal access (contact experience); for the private sector's interest in

effectiveness, the public sector interest lies in responsiveness (timeliness); and for efficiency in

the private sector, it is fairness (quality of life) in the public sector. Figure 14 graphically depicts

the two stakeholders drivers in the public sector social responsibility construct:
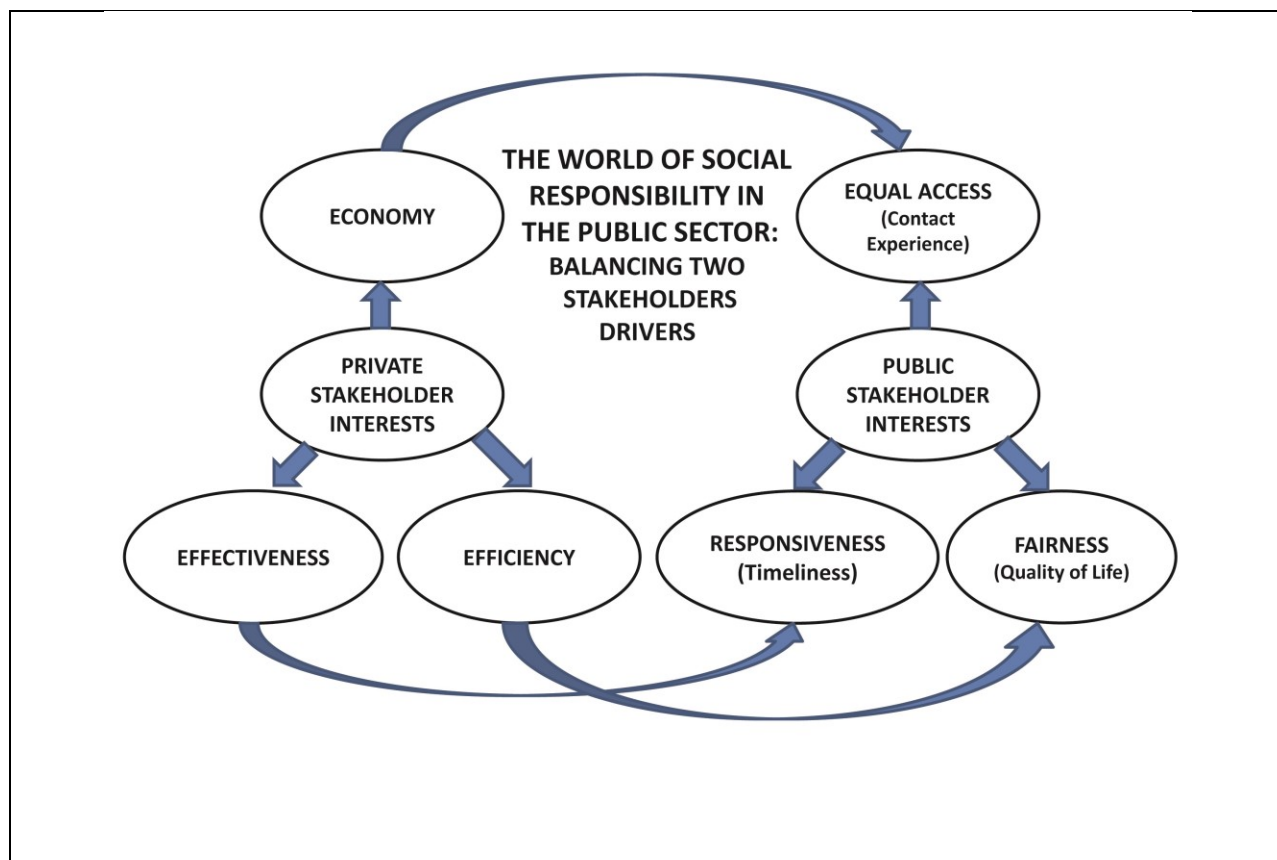
Figure 14. The world of social responsibility in the public sector (Derived from ISO 26000:2010).

The SFPUC is a socially responsible agency because nearly every participant—both internal and external to the organization—praised its leadership for its support of the agency's social responsibility obligations. Without a strong and well-articulated community benefits and environmental justice policies, it would have been nearly impossible for the agency to roll-out a massive water system improvement infrastructure project such as the WSIP. The fact that all participants—internal and external—were aware of these policies and used them to explain how the agency does business or is held accountable by outsiders suggest that they were clear and

concise from the point of adoption and serve as the umbrella under which its social responsibility activities are implemented, discussed and evaluated.

Theme 2: Need for allocation of adequate resources

The allocation of resources to fund social responsibility commitments of an organization is the clearest sign that it means business. Conversely, a well-crafted policy and procedure about an organization's social responsibility walk that is not funded is a promise outside of reality. Allocation of resources—people, funding, and tools—are essential to bring into reality an agency's social responsibility commitments. ISO 26000 suggested that any commitment to community involvement cannot be linear but must be inclusive of the cultural and historical characteristics and integrate its divergent or conflicting socio-political, economic, and cultural interests into a common goal. To accomplish this, the organization has to have a proactive outreach effort to (a) engage stakeholders, (b) integrate education and culture into the community's identity through social and economic activities, (c) create employment and skills development for its staff and the community at-large, (d) commit to technology development and providing access to engage the community, (e) be instrumental in community wealth and income creation by engaging in the facilitation of economic and social programs or generation of community benefit through its activities.

The data from this study shows that the SFPUC is socially responsible by law because of its allocation of funding, trained staff, and investment in tools to ensure that its policy commitments are implemented. The SFPUC, based on the documents reviewed, aggressively sought to gain stakeholder involvement because the WSIP projects covered nine independent

counties, in a region with highly educated and well-organized interest groups and where some of the projects were highly visible, political and altered environmental and social norms permanently. The agency implemented several public participation methods including public hearings, brown bags and public meetings, visioning, public forums, citizen advisory groups, public workshops, citizen surveys, design charrette and where possible entered into public private partnerships. The agency, the data suggested, was aware that without stakeholder buy-in, the WSIP would not come to fruition.

The agency has a designated assistant general manager position for external affairs, whose primary function is to provide high level leadership and guidance for all of its social responsibility commitments. This AGM is supported by a cast of highly skilled professionals who work daily to ensure that the agency walks its *policy talk*. Some of the highlights of the community benefits and environmental justice policies include:

- The hiring of a community benefits manager, an environmental justice analyst and a land use analyst in FY2012-13.

- In concert with the city (through its arts enrichment ordinance), the agency contributes 2% of all above-ground, public construction projects to the acquisition of artwork for public spaces. In 2012, the agency used some of its 2% for the arts fund to create a *digital art wall,* which is used for helpful infographics about energy use at all public buildings in the city.

- Starting in 2013, the SFPUC began investing in the community arts & education programs of the San Francisco Arts Commission in a historically underserved district. Developed a partnership with the San Francisco Unified School District (SFUSD) to

explore innovative ways to connect K-12 students with science and public infrastructure

through creative, hands-on arts projects. The agency uses its land to promote urban

agriculture—the growing of food in densely populated metropolitan areas: the agency's

funded *garden project,* which is a nationally recognized program and it provides job

training and support to former offenders and at-risk youth through counseling, assistance

in continuing education and horticulture skills; another project, an 18-acre farm is used to

promote sustainable farming, public education and natural resources stewardship; and the

agency is currently piloting three urban agriculture projects that could serve as models for

sustainable promotion of eco-literacy and green-job training/creation for K-5 children,

community and nonprofits.

Further, through an ordinance, the city and county of San Francisco established the

southeast community facility commission (SECF) in 1987 as a mitigation measure for locating

its southeast treatment plant in the bayview hunters point (BVHP). According to its website,

The operation of the SECF is intended to further the gainful employment of residents in

the BVHP community; create opportunities for them to participate in educational

programs; establish and expand opportunities for children's daycare; and provide

information and resources for the enhancement and growth of the community as a whole.

The SECF is governed by a commission of community representatives appointed by the

Mayor and its goal is to advocate and promote special services that improve the general

economic, health, welfare, and safety of the residents who live in the southeastern sector of the

city. The budget of the SECF is underwritten by the SFPUC.

Theme 3: Need for development of user-friendly performance metrics

The ISO 26000 seven-core subjects provide a universally acceptable structure from

which to begin an agency's social responsibility journey. A socially responsible public agency by

law clearly articulates—at a very high policy level—its organizational governance, human rights,

labor practices, the environment, fair operating practices, consumer issues, and community

involvement and development expectations (ISO, 2010). Assessing how well an agency

addresses the seven core subjects in its adopted policies and procedures will shed light in where

there are gaps and opportunities for improvement. The need for the development of user-friendly

performance metrics and reporting system that mirror the seven core subjects follows the

adoption of the socially responsible policies. This aligns with the understanding that the right

solutions are guaranteed to fail if the right results are not defined ahead of time in order for them

(the right solutions) to achieve needed results. This study data suggest that a dynamic

organization that is well informed about its social responsible performance is one that is also

self-correcting (when there are gaps and deficiencies), and proactively communicates its

activities to its constituents.

The data supports the SFPUC as a socially responsible agency because it understands the

role of performance metrics as a key factor in its on-going relationships with stakeholders and

further understands that these metrics are not cut in stone but must continue to evolve. Since

2005 when the agency launched its own sustainability initiative—based on the international and

commonly accepted sustainability guidelines of the global reporting initiative (GRI)—it has

embedded sustainability into its business DNA and consistently engaged stakeholders to identify

and customize the triple bottom line into six issue areas most significant to its performance as a

water, wastewater and power utility. The following quote is from the agency's website:

> Over 3 years, we continued to work with our stakeholders to develop the KPIs for
>
> our first, or Sustainability Baseline Assessment for Fiscal Year (FY) 2005-06, and
>
> to develop an initial 20 strategies to improve that performance in our FY 2008
>
> Sustainability Plan and Program. In FY2008-09 we experimented with a subset of
>
> our KPIs for quarterly reporting, subsequently completed the integration of our
>
> sustainability plan with SFPUC-wide strategic goals and objectives in March of
>
> 2011, issued our second and third annual performance reports for FY 2010-11 and
>
> 2011-12 respectively. Our current FY 2012-13 performance results now provide
>
> us with the emerging and exciting capacity to trend our strategic sustainability
>
> performance and allow longer term foresight planning. SFPUC remains
>
> committed to continuous improvement of its triple bottom line as integrated into
>
> our strategic sustainability framework, and invites you to view our progress
>
> through the following links.

Summary

I documented and analyzed the data collected in details from documents, interviews and

observations and presented findings, themes and patterns that addressed the three fundamental

questions of the study in this chapter. While the data collected in questions one and two helped

inform the conclusions drawn for question three on what systems, processes, and other organizational commitments are needed for an agency to be socially responsible, it was also apparent that public agencies are not socially responsible by law without them. Three themes emerged suggesting that for a public agency to be socially responsible, its social responsibility policies and procedures must have buy-in from the very top (elected officials and senior management), its development be a shared governance process with agency staff, advisory groups and community stakeholders, its implementation supported by the allocation of adequate resources, and its evaluation be driven by ISO 26000 or related performance metrics.

In Chapter 5, I interpreted the meanings to the findings, explored ways to extend the knowledge gained from this study, and how ISO 26000 could be used as a strong rubric for developing or strengthening an organization's social responsibility construct. I made recommendations for future researchers in this area in both academia and practice and suggested some possible areas still needing in depth academic analysis in order to fill the existing gaps in both literature and application.

Chapter 5: Discussion, Conclusions, and Recommendations

Public performance researchers generally focus on the instrumental purpose of goods and services delivery while in reality public organizations exist as mechanism for political decision-making more than just instruments to produce public goods and services (Ventriss, 1989). ISO 26000 as a model looks promising in providing a defensible framework upon which a consistent performance measurement in government can be constructed and evaluated because it recognizes social responsibility and stakeholder identification and engagement as the lynchpin for success. This is in line with the rationale and the goal of public sector performance measurement where involving citizens early and throughout the process brings government closer to the people and ensures that public services meet the needs of the stakeholders not the service providers alone (who are also stakeholders). As Ho (2007) suggested, involving the citizens democratizes the data collected because it helps make the performance information relevant to a broader spectrum of the society and empowers citizens to learn better how government works while enabling public administrators to provide better quality services and improving the trust between citizens and government. This is even more so, when citizens have access to information that in years past would be considered managerial prerogative and not subject to release to the public. By proactively involving citizens and stakeholders alike in the planning and decision-making processes, a collaborative and shared governance structure is achieved.

In the age of globalization, connecting business values and ethics to global and local norms is critical to success, sustainability, and social justice for global enterprises. Painter-Morland (2006) posited that TBL plays a crucial role in integrating "corporate social

responsibility and corporate codes of conduct (p. 352)" by suggesting that it is the failure to acknowledge the interconnectedness between society and business that often leads to the breakdown in ethical codes and values. Painter-Morland contended that a social grammar—a universal code—is needed for global codes of conduct to be successful. Painter-Morland suggested three central areas have traditionally dogged the successful implementation of global codes of conduct: "(i) the lack of stakeholder engagement in code development and implementation; (ii) a lack of integrity in organizational practices; and (iii) the lack of stakeholder activism in keeping organizations to their promises" (p. 353). Like TBL, which is anchored by three imperatives—profit, people, planet—stakeholder theory is also anchored by three distinct imperatives: descriptive, instrumental, and normative.

Organizations face challenges of effectively balancing stakeholder interests with their corporate responsibility in order to remain profitable and sustainable. Descriptive stakeholder theory provides a platform for the unique "creation, maintenance, and alignment of stakeholder relationships [that] better equips practitioners to create value and avoid moral failures" (Parmar et al., 2010, p. 6). Stakeholders, according to the descriptive stakeholder theory, describe the unique behaviors and the characteristics of influencers of the organization—the stakeholders. Instrumental stakeholder theory provides the platform for identifying and addressing the interrelatedness or lack of interrelatedness between the continuum of managing stakeholder interests and achieving traditional corporate objectives of profit and growth (Donaldson & Preston, 2010). In its broader application, instrumental stakeholder theory addresses "the problem of the ethics of capitalism" (Parmar et al., 2010, p. 5). Normative stakeholder theory

provides the process for interpreting the functions of an organization as it relates to the "identification of the moral or philosophical guidelines for the operation and management of corporations" (Donaldson & Preston, 2010, p. 71). It further addresses the process managers use to create a synergy between corporate values and ethics and as Parmar, et al. (2010) uncovered, it is a management mindset problem (p. 5).

Stakeholder theory can be viewed as a tri fecta of interrelated thoughts. Using the external and internal shell metaphor, Donaldson and Preston (2010) provided another way to view the nested or interrelatedness of the stakeholder theory triad: First, the descriptive imperative serves as the outside or external shell where the external relationships of the organization are observed or captured. Second, the instrumental imperative or the predictive quotient suggests that when certain results are observed, it is because certain practices have been carried out. Third, the normative imperative provides the core for bringing wholeness to the whole stakeholder theory where all stakeholder interests are reconciled with the corporate values.

To measure how socially responsible an organization is, ISO 26000 suggested that seven core subjects be included in the assessment: (a) organizational governance, (b) human rights, (c) labor practices, (d) the environment, (e) fair operating practices, (f) consumer issues, and (g) community involvement and development (ISO, 2010). I summarized the descriptions of these core subjects as they relate to each of the three research questions and presenting data in support of each core subject and corresponding finding(s). Figure 15 shows the interrelatedness of the social responsibility core subjects:

Social Responsibility Core Subjects

Figure 15. The social responsibility full core subjects (ISO, 2010).

Interpretation of Findings

The following recommendations are framed by and presented in accordance with ISO 26000 social responsibility core subjects categorizations:

CSI 1: Organizational Governance

ISO 26000 described organizational governance within the social responsibility context as both a core subject—relative to how the organization acts—and as a means—relative to how the organization goes about implementing its social responsibility mandate in regards to the other core subjects. The essence of organizational governance lies in the ability of the organization to

put in place the decision-making system that enables it—from the elected overseers,

commissioners, and advisory board members to the management and down through the ranks.

Every organization has its own decision-making processes and structures—whether formal or

informal—in the manner in which decisions are made or expected to be made. If everyone within

the organization makes some form of decision on behalf of the organization, it is imperative that

they are guided by principles and practices such as accountability, transparency, ethical behavior,

respect for stakeholder interests, respect for the rule of law, respect for international norms of

behavior, and respect for human rights (ISO, 2010). If public sector organizations are to be

socially responsible, they must have in place structures, processes, and systems that make it easy

for social responsibility principles and practices to be applied. A good place to start any

assessment under this premise is to review its existing documents such as the applicable laws,

ordinances, and statutes that created the agency and its organizational chart, policies, procedures,

and budget.

CSI 2: Human Rights

Human rights are universal, inalienable, interdependent, and indivisible rights, and they

need to be incorporated in the ways in which an organization performs its activities because of

the potential for abuse—whether by the organization itself or by those it engages in order to

carry out its activities. ISO 26000 recommends that an organization reviews its activities as they

relate to due diligence; human rights risk situations; avoidance of complicity; resolving

grievances; eliminating discrimination and protecting vulnerable groups; protecting civil and

political rights of employees and stakeholders; protecting employee and stakeholders' economic, social and cultural rights; and addressing fundamental principles and rights at work.

CS 2.1: Due diligence. Due diligence within the social responsibility paradigm looks at the entire life cycle of a project or organization within the context of proactively identifying risks and creating ways to avoid or mitigate them. Within the human rights framework due diligence looks at comprehensive measures aimed at avoiding the risk of human rights violations in an organization's activities and relationships.

CS 2.2: Human rights risk situations. Within the context of social responsibility, there are situations and environments in which organizations face pressure relating to human rights and the potential for or existing risk of human rights abuses. In these circumstances, organizations with good intentions to uphold human rights and mitigate abuses face challenges beyond their control. ISO 26000 recommended that organizations have systems and processes in place so as not to contribute or exacerbate human rights abuses.

CS 2.3: Avoidance of complicity. When organizations carry out their activities in a corrupt society, it is easy for them to look the other way and be complacent. But to be a socially responsible organization in this environment, ISO 26000 recommends that the organization review its own internal systems, processes and security structures to ensure that they respect human rights; they are consistent with international norms and standards as it relates to law enforcement; their security personnel are sufficiently trained whether or not they are employees, contractors or subcontractors; and that all complaints regarding security personnel or procedures are addressed and investigated immediately and when necessary by independent investigators.

CS 2.4: Resolving grievances. A socially responsible organization should have established mechanisms for resolving grievances for both its own use and by its stakeholders.

CS 2.5 Discrimination and protecting vulnerable groups. ISO 26000 recognized that when all groups within a society—including those who are vulnerable—are fully and effectively participating in the activities of the organization, both the individuals and the organization benefit. ISO 26000 further recognized that groups that have suffered perennial discrimination which have led to entrenched disadvantages will continue to suffer from discrimination and human rights neglect unless organizations purposefully develop protection and inclusive programs and provisions to address them. To be socially responsible, an organization should examine its own operations and those within its sphere of influence –employees, customers, partners, stakeholders, members and others—to make sure there are no systemic discrimination practices—whether directly or indirectly.

CS 2.6: Civil and political rights of employees and stakeholder. A socially responsible organization ensures and respects all individual civil and political rights

CS 2.7: Economic, social and cultural rights. ISO 26000 recognized that every person has economic, social and cultural rights within society that guarantees his or personal development and dignity. A socially responsible organization shares in the societal responsibility (while recognizing the roles and responsibilities of governments and other organizations) to respect the economic, social and cultural rights of individuals by ensuring that it engages only in activities that do not impede, obstruct or infringe in the enjoyment of these rights.

CS 2.8: Fundamental principles and rights at work. While fundamental principles and rights at work are legislated, in most cases, socially responsible organizations should independently guarantee these rights.

CSI 3: Labor Practices

ISO 26000 recognized that the labor policies and practices of an organization transcends its immediate borders and extends to work performed by others on its behalf, including those performed by contractors, subcontractors and other public sector partners. A socially responsible organization should ensure that its policies and practices and those of its partners and contractors are in compliance with international norms and practices. Other sub-themes under labor practices include the following derivations from ISO 26000:

CSI 3.1: Employment and employment relationships. In any given employer-employee relationship, the employment contract establishes obligations and rights for the employer and the employee in the interest of the organization in particular, and the society at large.

CSI 3.2: Conditions of work and social protection. While recognizing that the primary responsibility for social responsibility is in the domain of the state, ISO 26000 recommended that organizations have policies and practices in place to reduce impact of the loss of income due to work-related injury, disability, illness, maternity, or other financial hardships. Work conditions and social protection are critical to the preservation of human dignity and the establishment of a sense of social justice and fairness.

CSI 3.3: Social dialogue. Social dialogue involves the exchange of information by employers, employee representatives and other governmental bodies on matters of common interest (including legislation and social policy) relating to social and economic matters.

CSI 3.4: Health and safety at work. Health and safety at work addresses the need for the maintenance and promotion of the highest standard for the mental, physical and social well-being of employees and prevention of harm to health due to poor working conditions.

CSI 3.5: Human development and training in the workplace. Human development involves the process of expanding the capabilities and functioning of men and women to become knowledgeable have decent standard of living and lead a long and healthy lives. ISO 26000 recommended that the organization purposefully engage in promoting human development and enabling access to economic, social and political opportunities for employees to be more productive and to cultivate a sense of belonging to a bigger world other than their workplace.

CSI 4: The Environment

To improve its environmental performance, an organization should seek to prevent pollution by reducing or eliminating emissions to air, contamination of soils and land, discharges to water, the generation of noise, solid or liquid waste and the use or disposal of hazardous and toxic chemicals from its activities. Other subthemes under the environment include the following derivations from ISO 26000:

CSI 4.1: Prevention of pollution. A socially responsible organization is one that seeks to prevent pollution to the extent possible from its activities, services and products.

CSI 4.2: Sustainable resource use. A socially responsible organization is one that seeks sustainable resource use, to the extent possible, from its activities, services and products.

CSI 4.3: Climate change mitigation and adaptation. A socially responsible organization is one that seeks to mitigate climate change impacts, to the extent possible, from its activities, services and products.

CSI 4.4: Protection of the environment, biodiversity and restoration of natural habitats. A socially responsible organization is one that seeks to protect the environment, biodiversity and restoration of natural habitats, to the extent possible, from its activities, services and products.

CSI 5: Fair Operating Practices

Fair Operating Practices involves the expectations that organizations can provide the leadership and the adoption of social responsibility with other organizations it is in partnership with by positively wielding its influence in combating corruption, engaging in responsible political involvement, fair competition, value chain, and respect for property. Other sub-themes under fair operating practices include the following derivations from ISO 26000:

CSI 5.1: Provide for anti-corruption measures. A socially responsible organization is one that seeks to prevent corruption and bribery from its representatives, affiliates and partners.

CSI 5.2: Provide for responsible political involvement. A socially responsible organization is one that seeks the development of public policy through the support of public political process for the benefits of society while maintaining a high ethical standard that does

not exercise undue influence or use manipulative, intimidating or other negative means to undermine the process.

CSI 5.3: Provide for fair competition. A socially responsible organization is one that promotes fair competition in its activities, products and services.

CSI 5.4: Promoting social responsibility in the value chain. A socially responsible organization is one that seeks to promote social responsibility in its sphere of influence.

CSI 5.5: Provide for the respect for property. A socially responsible organization is one that respects property rights (both physical—land, other physical assets—and intellectual—copyrights, patents, funds, etc.).

CSI 6: Consumer Issues

Social responsibility in regards to consumer issues relate to the protection of health and safety, dispute resolution and redress, fair marketing practices, access to essential services and products, education, data and privacy protection, sustainable consumption, etc. Other sub-themes under consumer issues include the following derivations from ISO 26000:

CSI 6.1: Fair marketing, factual and unbiased information and fair contractual practices.

CSI 6.2: Protecting consumers' health and safety. Social responsibility in regards to consumers' health and safety challenges the organization to provide goods and services that—when used as directed or when misused in a reasonably understandable way—are safe and do not come with high levels of risks to the consumer.

CSI 6.3: Sustainable consumption. An organization's products and services, their value chain and life cycle and the content of the information it provides to the consumer all contribute to its sustainable consumption role. ISO 26000 contended that consumers play a key role in promoting sustainable development as they decide on which products to buy and organizations have a role to play in educating them on the impacts of their choices on the environment and on their well-being.

CSI 6.4: Consumer service, support, and complaint and dispute resolution. An organization can increase the satisfaction and reduce the levels of complaints about its products and services by committing to offering products and services that are of high quality where consumers are given clear instructions on how to use them and where to get remedies for faulty products and services. ISO 26000 recommended that in order to provide high quality products and services and reduce consumer complaints while increasing their satisfaction, organizations should monitor the effectiveness of their offerings by conducting surveys of its after-sales service, dispute resolution procedures and the support provided to users.

CSI 6.5: Consumer data protection and privacy. In a world driven by data collection of personal information, an organization can maintain the confidence of consumers and their credibility by establishing rigorous systems for collecting, using and protecting consumer data.

CSI 6.6: Access to essential services. An organization that supplies essential services such as gas, water, electricity, waste water services, sewage, telephone and drainage should ensure access to these services and that they meet the satisfaction of the users.

CSI 6.7: Education and awareness. Responsible consumers are those educated or made aware of their rights and responsibilities before and after purchasing a good or service and the organization producing this good or providing this service plays a key role in this education and awareness undertaken. ISO 26000 recommended that organizations verify that the consumer is properly informed of all their rights and obligations when purchasing and in using their products and services.

CSI 7: Community Involvement and Development

ISO 26000 recognized that the community involvement commitment of an organization goes a long way in improving the economic, social and environmental vitality of that community. Any commitment to community development cannot be linear but must include the community's cultural and historical characteristics as well as the integration of its divergent or conflicting socio-political, economic, and cultural interests into a common goal. ISO 26000 recommended that any community involvement and development include institutional or systemic programs or initiatives aimed at strengthening the community, its collective forums, groups, socio-cultural and environmental as well as local networks that includes several institutions. . Other sub-themes under community involvement and development include the following derivations from ISO 26000:

CSI 7.1: Community involvement. A socially responsible organization has proactive outreach efforts to engage the community in nurturing partnerships with local stakeholders and organizations, preventing and solving problems and challenges and in seeking to be a corporate good citizen. ISO 26000 recommended that organizations contribute to their community by

actively familiarizing themselves with its needs and priorities in order to set its own organizational development goals and aspirations.

CSI 7.2: Education and culture. Social cohesion and development are framed by the respect for human rights and the preservation and promotion of relevant education and culture. ISO 26000 attested to the fact that education and culture play pivotal roles in a community's identity through its social and economic development landscape.

CSI 7.3: Employment creation and skills development. Both large and small organizations, by creating employment contribute to the reduction of poverty and promotion of social and economic development and this makes it a universal goal. ISO 26000 recommends that in creating employment, organizations should consider the guidance proposed in 6.3 and 6.4. On the issue of skills development, ISO 26000 presented it as an essential key for assisting people gain productive employment and sustain social and economic development.

CSI 7.4: Technology development and access. Technology development and access are invariably linked to the advancement of economic and social developments within a community. Organizations are encouraged in ISO 26000 to promote technology diffusion and human resource development by using specialized knowledge, skills and technology to engage the community. Since access to key information can be a game-changer for overcoming disparities, organizations contribute to the reduction of these disparities by improving access and providing training, partnerships and other actions.

CSI 7.5: Wealth and income creation. An organization can be instrumental in the development of wealth creation in a community by engaging in the facilitation of economic and

social programs or generation of community benefit through the development of local suppliers, employment of community members and promotion of entrepreneurship. Wealth and income creation by an organization at the local level can be one of the solutions to alleviating poverty. ISO 26000 recommended that in attempting to reduce poverty within a community, it is necessary to engage or target women in entrepreneurial programs and cooperatives because it bolsters the well-being of society. Acknowledging that the physical, economic and social isolation of communities can impede development and cause even the organizations that are attempting to assist in poverty reduction to operate outside of legal frameworks, ISO 26000 encourages that this not be a deterrent but a motivational drive to create opportunities that will enable full compliance with the law while addressing the economic relationships.

CSI 7.6: Health. One of the universally recognized human rights and an essential element of life in society is health. Organizations, regardless of size, are expected by society to respect the right to health, promote health through prevention of any damage to health and when such damage occurs, have mitigation measures to address them. ISO 26000 positioned that to reduce the burden on the public sector—which traditionally funds societal health—a high level of health in the community is necessary and this in turn creates a good social and economic environment for all organizations.

CSI 7.7: Social investment. Social investment occurs when organizations invest resources in infrastructure and other programs designed to improve the social aspects of community life. Some of the investments could be in training, education, healthcare, culture, infrastructure development, income generation, improvements of access to information and other

economic or social development activities. In ISO 26000, organizations are encouraged to identify and invest in priority projects and programs that are in alignment with the local and national priorities set by policymakers in order to meet the needs and priorities of the communities in which it operates. Organizations intending to carryout social investments, should incorporate useful tools like participatory approach, negotiation and consultation, information sharing, etc., when identifying and implementing social investments. While social investments cannot exclude philanthropy, it should be aligned with local and national capacity-building goals that focus on developmental programs and projects. Sustainable long-term projects, ISO 26000 positioned, are those with strong community involvement in its design and implementation because they tend to survive and prosper long after the investing organization is no longer involved.

The findings above suggest that public sector organizations can be socially responsible by law as long as they have strong leadership support, allocate adequate resources, and develop a user-friendly performance metrics reporting system. However, I acknowledge the limitations inherent in case studies, which includes the use of purposeful and small samples, making it impossible to generalize its application to a larger population. The assessment of one site and the perceptions of a few participants may also have limited the study. It is likely that by selecting a few key informants, the study could have been biased. Interview transcripts were relied upon heavily for data analysis from one group—staff, elected officials and those who have had interactions with the agency—and this may have diminished the quality of the data as financial and time constraints limited the number of cases studied. It is further acknowledged that the

agency studied had capacity for raising capital to do large projects and therefore could afford the cost of implementing a socially responsible construct. This may not be the universal reality of all public sector agencies. Variables that contributed to the results of this study lie in the fact that the agency was already committed to sustainable development and its corporate culture was astute in stakeholder engagement. A large sample of various public sector agencies may have significant differences in results. Therefore the need for additional case studies to either confirm or refute the findings of this research is warranted.

Limitations of the Study

The case study approach focused on a single public utility and this limits generalization to other organizations (Denscombe, 2010) because only one public utility was investigated within one sector (the public sector), making the results limited. Therefore, the findings may or may not be applicable only to the same size organizations within similar regions, or within the same sector. This case study was conducted from data collected from one site with heavy reliance on the perceptions of a few participants and my extrapolation on matching the organization's use of social responsibility intentions and terminologies to ISO 26000 nomenclatures. Since only information collected from one location during a short period of time was used, there is a perception of bias. This bias was addressed by selecting a purposeful sampling approach where the public utility in the study had information-rich data from a decade and half of planning and implementing a massive water infrastructure program. Patton (2002) agreed that purposeful sampling can mitigate for biases in qualitative studies when information rich cases are selected because these cases yield better "insights and in-depth understanding

rather than empirical generalizations" (p. 230), common to random and statistical representative samples.

Recommendations

Most performance systems in use in the public sector are management-driven systems intended to aid senior executives and department directors determine goals, priorities and internal objectives. Therefore, the managers establish what data to collect, the performance metrics to be used, self-monitor performance and determine how to report and distribute the information generated. This process, while adequate for delivering goods and services, does not account for the engagement of external stakeholders—citizens—and often fails to provide comprehensive information in a democratic society on the larger role of public administration. Current literature on the nature of performance measurement in the public sector has not focused on stakeholder engagement and whether or not these measures are of importance to them and the impact it has on the stakeholder-government relationship.

Current TBL global knowledge is based on how it was implemented largely in the private sector. While this body of knowledge can easily be used in the public sector, the development of GRI and other public-sector-focused stakeholder engagement and performance reporting systems suggest that there is room for improvements. Whether TBL remains a reporting mechanism or graduates into a true performance measurement rubric for measuring organizational performance for the benefit or review of internal and external stakeholders remain to be seen as there are currently no globally accepted reporting standards. What then are the implications for an organization that has already or plans to implement a TBL model? What are the implications for

its stakeholders—both internal and external? Schwab (2008) suggested that a new way of business is to describe it as global corporate citizenship, where the corporation must engage stakeholders and also become a stakeholder in partnership with civil society and governments in order to address global issues that were beyond the purview of one sector—be it public, private, or non-governmental agencies (NGOs). Freeman (2004) posited that the day when shareholders are seen as having prima facie rights as the sole private owners of corporations are over because of globalization. When the rights of corporate shareholders and their interests affects the lives of others who are not party to the decisions of the corporation, the need for a holistic stakeholder paradigm becomes a necessary good.

With aging public infrastructures strewn around just about every community, public agencies must become more proactive to insure that public input is sought and included in the decision-making process and not be stymied by legitimate or even illegitimate threats by its own internal antiquated systems or the outrageous expectations of interest groups. The lack of public participation in the initial planning and the lack of on-going public participation as project plans are implemented or change in multigenerational public infrastructure projects have often led to unresolved conflicts that end up in courts and in the community memory for a long time.

I explored ways in which the agency's sustainability categories matched the ISO 26000 core subject categories. Future research is needed to drill down deeper to investigate whether or not the performance metrics used by the agency are in concert or responsive to the issues and recommendations in ISO 26000. A good place to start is to develop a more comprehensive assessment tool based on the ISO 26000 Model.

Implications

To the best of my knowledge, this study is the first of its kind that explored or reconciled a major U.S. public utility's organizational governance and performance metrics and reporting system with the ISO 26000 core subject categories. I examined whether or not public agencies are socially responsible by law and its implications are very significant for the ISO 26000 social responsibility construct and for public sector administration. As a well vetted social responsibility construct, ISO 26000 can help frame the performance measurement and reporting systems of public sector agencies—both large and small—and serve as foundation for implementing stakeholder policies and procedures. The SFPUC's WSIP provided the opportunity to use the rudiments of ISO 26000 to examine a regional water system that already adheres to social responsibility using a hybrid of Global Reporting Initiative index and other Best Practices benchmarking evaluation standards.

The WSIP is considered an engineering marvel because it is a gravity-fed system that covers 167 miles with improvements that will enhance the agency's ability to provide reliable, high-quality and affordable water to its customers. As one of the largest capital improvement water program of its kind in the US, the WSIP consists of 86 projects that cost $4.6 billion under construction conditions some have likened to fixing a 747 airplane while it is in flight and with passengers (internal stakeholders) onboard with concerned relatives (external stakeholders) on the ground. As it strived to be a good environmental steward, the SFPUC and its elected commissioners, management and staff worked across seven counties, with many of its projects

crossing residential neighborhoods, commercial areas, major transit routes, school yards, and other utilities—all with its unique impediments.

All across the U.S. and around the world, communities are faced with community development system-wide challenges that include, but are not limited to, aging or nonexistent infrastructure, dilapidating facilities, environmental and public health issues, regulatory concerns, wealth distribution or redistribution and the need to conserve limited local and global resources. Historically, public works have disrupted daily routines and services in large cities and have resulted in cost overruns and long-term conflict among stakeholders that was dealt with in the media and in the courts. The U.S. EPA (2013) estimates that $384 billion will be needed just to bring America's drinking water infrastructure into the 21st century by 2030. How these aging infrastructures are brought into the 21st century will be determined by factors such as ensuring that the ratepayers can afford the costs (economy), securing environmental impact reports (environment), and addressing social justice issues (social). Communities that cannot afford to upgrade their aging infrastructures or encounter insurmountable environmental and social resistance are likely to experience economic and socio-cultural decline as industries move to more conducive communities and the citizenry go where the jobs are located.

In a world linked together by the Internet where stakeholders have become very educated, sophisticated, and engaging, public agencies no longer have the luxury of designing and building public sector infrastructure within the bureaucratic establishment. With far too many interest groups dominating the debate as to how public funds are to be distributed, public agencies can become overwhelmed and worthy projects delayed or cancelled because of opposition. To solve

broken systems in the public sector, agencies have the tendency to look for help from the private sector. Processes like reinventing government were laced with practices from the private sector, which did not translate successfully in the public sector. The implementation of TBL in the private sector has being stymied by lack of universally accepted reporting systems. This gives the public sector the chance to transform communities by effectively identifying, engaging, and empowering its stakeholders/citizens in order to execute public infrastructure projects that are in concert with the needs of citizens: responsiveness, equal access, and fairness. This can be accomplished by assessing the social responsibility infrastructure of a public sector organization to determine how and where they are in the two fundamental practices—recognizing social responsibility and stakeholder identification and engagement. Consequently, performance in the public sector must be defined in a much larger square that links administrators to the diverse experiences of stakeholders and supports democratic governance and not in the small square that only looks at effectiveness, efficiency, and economy—the 3Es. Balancing the needs of both public and private stakeholders makes the role of public sector leaders much more daunting. By effectively navigating through the needs of both sectors' stakeholder groups, the public sector is positioned to produce best practices knowledge from which the private sector may become beneficiaries. This will be a paradigm shift in the performance monitoring and reporting world as the public sector has traditionally borrowed from the experiences of the private sector. Figure 16 shows the three anchors of TBL in relation to public and private sector stakeholders' needs:
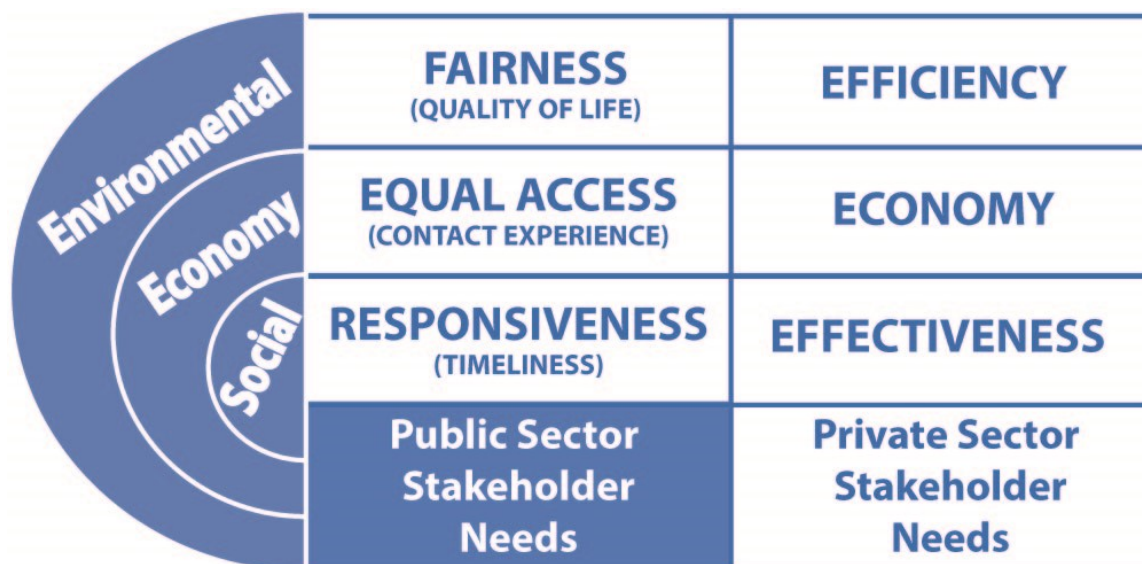
Figure 16. Three distinct stakeholders needs by sector (Derived from ISO 26000:2010).

Stakeholder-citizens are today using innovative technological tools to decipher public

agency's activities and using the same or similar communications tools to demand input into how

large infrastructure projects are planned, designed, funded, and built. This new development is

forcing public sector elected officials and administrators on the defensive and they can no longer

hide behind sunshine clauses that keep pertinent information away from them in the guise of

management prerogatives. In essence, an open public process that engages stakeholder-citizen

and tracks and reports performance in the format that is useful to them should be the driver for

how and what performance measures are developed in the public sector. This means that to

improve performance in the public sector, a joint effort of administrators and stakeholder-

citizens are required in order to ensure that whatever performance measurement and reporting

system is used, it is effective and efficient in service delivery and pays attention to democratic values.

While many of the organizational functions in the way public agencies carry out their daily activities are similar, each management's commitment to continuous leadership development and organizational change affects its sustainable social responsibility. The more familiar the entire organization as a living organism is to the principles of social responsibility, the greater its ability to integrate its organizational governance norms with its related actions and expectations that lead to sustainable development. This makes ISO 26000 an invaluable tool for an organization struggling to know where to begin to assess its current systems with the seven core subjects of social responsibility.

How stakeholders (the public) are engaged and empowered in public utilities projects using TBL principles remains grossly under-investigated and under-reported in public administration literature and in practice compared to private sector utilities, like electricity (MacGillivray & Pollard, 2008). Stakeholder-citizen engagement and the promotion of performance measurement can potentially shift the power of information back to the public and ensures that their priorities and concerns are used by elected officials and administrators in policy development and decision-making (Ho & Coates, 2004). The release of ISO 26000 and this study builds on the ISO 26000 framework while identifying and addressing current gaps in the literature. This gives a solid platform upon which future studies can be built that addresses the perceived experiences of administrators on the impacts of their decisions and the theoretical assumptions concerning stakeholder-citizen engagement in performance measurement.

The SFPUC, as a forward thinking agency has become a first-mover in pioneering TBL social responsibility in public utilities largely because of its size, leverage, scale of projects, multiplier effect, its leadership in the industry and its location in the city and county of San Francisco—a city known for its progressive and sustainable social and environmental practices. The SFPUC celebrates the fact that it is the first utility in the country to have instituted an environmental justice and community benefits policies that serve as its umbrella for pushing a sustainable social responsibility agenda. The agency in its reporting strategy also demonstrated that a public utility cannot transform itself overnight but every incremental activity related to the core subjects of social responsibility provides the initial change needed to convince all stakeholders. According to the agency's website:

> From FY2005 through FY2008, and In accordance with the City and County of San Francisco Charter, Article VIIIB: Sec 8b.123. (A) (3), SFPUC engaged in extensive stakeholder involvement to develop our sustainability plan as the core of our strategic planning. In 2007, we released our FY2005-2006 Baseline Assessment on performance, followed by the release in 2008 of our Sustainability Plan and Program, with its focus on strategies toward long term sustainability organization-wide. In 2011, SFPUC integrated and consolidated a separate strategic effort into our sustainability framework, thus consolidating our SSP system as the organization-wide anchor for planning, evaluating and reporting our annual triple bottom line performance.

Today, the agency makes the following claims based on the review of its sustainability plan that was recognized in the 2010 AWWA publication "The green utility – a practical guide to sustainability", for its "excellent planning process":

- SFPUC's approach in undertaking this challenge remains anchored in the GRI guidelines, draws on the work of others, then innovates and customizes:

  - as the first triple-enterprise utility in the country to develop a sustainability framework incorporating all three components of the triple bottom line

  - by prioritizing risk associated with those issues most material to SFPUC as identified by both internal and external stakeholders

  - then implementing that framework as core to our strategic planning, management and performance evaluation and reporting

Conclusions

The SFPUC began its journey when there were a plethora of operational guides for implementing TBL or CSR construct in the public sector. The release of ISO 26000 gives every public agency a platform to begin the journey. Just assessing where an agency stands based on the ISO 26000 guiding principles and the core subjects makes the cost of entry into the world of TBL social responsible affordable, applicable, and achievable. This case study has implications for the overall importance of TBL social responsibility in the public sector because it demonstrated that sustainable development in the 21st century requires the voluntary involvement and engagement of stakeholders by public utilities in particular and the public sector at-large in all of its infrastructure programs and projects. Stakeholder engagement and participation from

design of a project to its construction makes the process wholesome, enhances community

ownership, and strengthens public trust of public sector elected officials, management and staff.

The data from this study suggests that for a public agency to move forward into becoming a

socially responsible organization by law, three key needs must be addressed:

Figure 17. Three fundamental needs of a potential socially responsible agency.

When these three needs are addressed, the agency is able to begin the journey by using

the core subjects of ISO 26000 to do its own assessment to discover the gaps and opportunities.

The rudiments of ISO 26000 provide a level playing field for all types and sizes of public

agencies to adopt all or some of its principles and practices for sustainable development. The

assumption and value of using ISO 26000 as a framework for best practices in the global

implementation of social responsibility-TBL rests on its original purpose to provide a

harmonized and globally relevant guidance vetted by experts from stakeholder groups ensuring

an international consensus.

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Appendix A: Permission to Use

April 2, 2014

Matthew Ajiake

Dear Matthew A. Ajiake,

Thank you for your interest in conducting your research on the work of the San Francisco Public Utilities Commission (SFPUC) for your doctoral dissertation at Walden University. Based upon my review of your research proposal, this communication is to give you permission to conduct the study entitled, "Using TBL- social responsibility Construct in Public Sector Management.

As part of your independent study, my staff will connect you with the appropriate staff interviewees, including: executives, project managers, and others who worked on our Water System Improvement Program (WSIP). The participation of all individuals will be voluntary and at their own discretion. The SFPUC is not providing any payment, stipend, or monetary compensation for this independent research that you are conducting. Furthermore, the SFPUC reserves the right to withdraw from the study at any time for any reason.

I confirm that you are authorized to conduct research within this setting.
Assistant General

Sincerely,

_____
Juliet Ellis
Assistant General Manager
External Affairs

Appendix B: Consent Form

CONSENT FORM

April 2, 2014

Dear Potential Participant,

You are invited to take part in a research study entitled *Using* TBL-*Social Responsibility Construct in Public Sector Management.* The research will explore whether public sector agencies are predisposed to be TBL-socially responsible organization by law. The data gathered may provide insight into how public sector organizations can conduct a baseline TBL-social responsibility assessment of their entire operations and to utilize the ISO 26000 framework as a standard for TBL social responsibility performance measurement and reporting. The proposed case study holds the potential to serve as a model for public sector agencies seeking to integrate socially responsible practices. The researcher is inviting employees with an FLSA 'exempt' status to be in the study. This form is part of a process called "informed consent" to allow you to understand this study before deciding whether to take part.
This study is being conducted by a researcher named Matthew A. Ajiake, who is a doctoral student at Walden University.

Background Information:
The purpose of this study is to assess the practices and procedures in place at your agency.

Procedures:
If you agree to be in this study, you will be asked to:
• 	Participate in a one-on-one interview with the researcher, responding to questions related to your knowledge of business practice within your agency.
• 	You will be given 48-hrs to read and sign the consent form before the interview will commence.

Here are some sample questions:
• 	What is your understanding of your agency's social responsibility?
• 	How did you identify and engage stakeholders in the WSIP project?
• 	What are the barriers to TBL social responsibility construct in your organization?

Voluntary Nature of the Study:
This study is voluntary. Everyone will respect your decision of whether or not you choose to be in the study. No one at your agency will treat you differently if you decide not to be in the study.

If you decide to join the study now, you can still change your mind during or after the study. You may stop at any time.

Risks and Benefits of Being in the Study:

Being in this type of study involves some risk of the minor discomforts that can be encountered in daily life, such as stress or becoming upset. Being in this study would not pose risk to your safety or wellbeing. Any risk of injury or harm during the study interview is virtually nonexistent, and the duration of the interview session will be limited to under sixty (60) minutes. The interview will be audiotaped to maintain the accuracy of all data collected.

The study will introduce potential applications for TBL social responsibility within public sector agencies. The research will identify core subjects in ISO 26000 and verify that public sector agencies are structured to be socially responsible by organizational function and by required regulations, policies and procedures. Examples of how the participating public sector organization can link socially responsible practice and daily decision-making and financial reporting will be presented. The case study will serve as a model for all public sector organizations seeking to integrate social responsibility business practice.

Payment:

Participation in this study is voluntary; there will be no form of payment for participation, but an executive summary of the findings will be offered to the participants as nonmonetary form of compensation.

Privacy:

Any information you provide will be kept confidential. The researcher will not use your personal information for any purposes outside of this research project. Also, the researcher will not include your name or anything else that could identify you in the study reports. The privacy of all participants will be protected with all sensitive data coded in place of source identification. All study protocol, collected data, and consent forms will be stored in a locked container for 5 years from completion of the study.

Contacts and Questions:

You may ask any questions you have now. Or if you have questions later, you may contact the researcher via telephone or email. If you want to talk privately about your rights as a participant, you can call Dr. Endicott. She is the Walden University representative who can discuss this with you. Her phone number is ***XXX-XXX-XXXX***. Walden University's approval number for this study is **05-12-14-0231125** and it expires on **May 11, 2015.**

The researcher will give you a copy of this form to keep.

Statement of Consent:

I have read the above information and I feel I understand the study well enough to make a decision about my involvement. By signing below, "I consent," I understand that I am agreeing to the terms described above.

Printed Name of Participant   _____

Date of Consent   _____

Participant's Signature   _____

Researcher's Signature   _____

Appendix C: Observation

Observation will be conducted during the interview process and descriptive notes recorded on the personal feelings, prejudices, and impressions of the researcher and on the physical settings and the observation of how social responsible activities are described by the participants. The demographic information on the date, place and time of the observation will be recorded.

Appendix D: Interview Protocol

INTERVIEW PROTOCOL

Using TBL-Social Responsibility Construct in Public Sector Management.

Time of Interview:

Date:

Place:

Interviewer:

Position of Interviewee:

Brief description of Study:

Questions

1.   Describe your understanding of TBL and Social Responsibility

2.   What are the organizational systems, processes, and personnel skills and capabilities that

        make a public agency socially responsible?

3.   Why do you think your agency is socially responsible?

4.   What are the technological tools used to engage and report to stakeholders?

5.   How would you rate the effectiveness of each tool you mentioned on a scale of 1 to 5

        where 1 is not effective and 5 is "very effective"?

6.   What are the essential organizational systems, processes, and personnel skills and

        capabilities needed in order to executive massive multigenerational infrastructure

        projects?

Appendix E: Document Review Protocol

DOCUMENT REVIEW PROTOCOL

Table E1

Organizational governance (ISO 26000)/Governance & Management and Infrastructure &

Assets (SFPUC)

Organizational governance (CSI-1)	Confirm compliance with Social Responsibility Standard by entering Yes, No, or NA, and briefly defend response *(Sample response: Yes, agency's policy and procedure manual addresses use of financial, natural and human resources efficiently)*	Source Docs. *(Policy manual, Section 2, pg. 25)*
Are there policies, procedures, measureable objectives, and other evidences that demonstrate the agency's commitment to socially responsible organizational governance? (CSI-1)	Yes. What ISO 26000 identified as Organizational Governance, the SFPUC labeled as Governance & Management and Infrastructure & Assets and developed the following objectives to guide its operations and reporting activities: o Provide high quality service to all customers (GM1.1) o Ensure compliance with regulatory requirements (GM1.2) o Enhance partnership with City Departments, Agencies and Raker Act entities (GM1.3) o Drive accountability and transparency (GM1.4) o Strengthen financial performance (GM2.1-GM2.3) o Implement and improve supply chain and contracting procedures (GM3.1-GM3.3) o Optimize relevant technological innovations (GM4.1) o Optimize planning to meet Water, Wastewater and Power demand (GM4.2-GM4.4) o Advance strategic sustainability planning, management and decision-making (GM6.1) o Advance relevant public policy and legislation (GM6.2) o Develop and implement SFPUC-wide risks assessment and management (GM5.3) o Advance security, emergency planning and response (GM6.1-GM6.3) o Improve capital facilities through construction (IA2.1-IA2.5) o Optimize maintenance for Water, Wastewater and Power assets (IA4.1-IA6.2	Commission Resolution No. 11-0008, dated 01-11-11, pg. 1-2; EJ?; and Performance/ Strategic Sustainability Annual Report FY2012-2013 (December 2013)

(Table continues)

Organizational governance (ISO 26000)/Governance & Management and Infrastructure &

Assets (SFPUC)

Sample results and performance trends data retrieved from the SFPUC's Performance/Strategic Sustainability Annual Report FY2012-13 (December, 2013, p. 14) demonstrating socially responsible reporting:

GM 1.4: Management is held accountable for project and division performance through audits and performance reports.

The number of audits completed has increased over the past year, with an increase in findings not implemented. However, the time taken for findings to be implemented has decreased, with the majority being done in the first six months. SFPUC's Annual Audit Program continues to lead best practice in the City and County.

GM1.4: Management is held Accountable for Project and Division Performance through Audits and Performance Reports

■ Number of audits completed
■ Number of clean audits with no findings

Number of findings/recommendations implemented from all prior audits

	FY10-11	FY11-12	FY12-13
Within 6 months:	102	27	44
Within 12 months:	6	15	4
Within 18 months:	0	13	2
Not Implemented:	112	15	33

** Findings or recommendations identified and which were treated by management as either not feasible or not cost effective to implement, have not been included in the metric for implemented findings. Also, partially implemented findings have been treated for this SSP/KPI purpose as not implemented. Only findings fully implemented are included as implemented.

Table E2

Human Rights and Labor Practices (ISO 26000)/Workplace (SFPUC)

| Human Rights and Labor Practices (CSI 2 & 3)	Confirm compliance with Social Responsibility Standard by entering Yes, No, or NA, and briefly defend response *(Sample response: Yes, agency's policy and procedure manual addresses use of financial, natural and human resources efficiently)*	Source Docs. *(Policy manual, Section 2, pg. 25)*
Are there policies, procedures, measureable objectives, and other evidences that demonstrate the agency's commitment to socially responsible human rights and labor practices?	Yes. What ISO 26000 identified separately as Human Rights and Labor Practices, the SFPUC labels *"Workplace: Issues relating to human resource management, labor relations, health, and safety"* with the following objectives: • Advance positive employee relations through fair labor practices (WP1.2) • Ensure employee health and safety and promote employee morale (WP3.2-WP4.2) • Expand and improve internal communication (WP5.2) • Provide effective recruitment, orientation and mentoring support (WP6.1-WP6.3) • Promote the professional development and retention of staff and ensure employees have clear expectations for performance (WP7.2-WP9.1)	Commission Resolution No. 11-0008, dated 01-11-11, pg. 1-2; EJ?; and Performance/ Strategic Sustainability Annual Report FY2012-2013 (December 2013)

(Table continues)

Human Rights and Labor Practices (ISO 26000)/Workplace (SFPUC)

Sample results and performance trends data retrieved from the SFPUC's Performance/Strategic Sustainability Annual Report FY2012-13 (December, 2013) demonstrating socially responsible reporting:

WP1.2: Number of complaints filed regarding equal opportunity violations/discrimination.

SFPUC met its FY2012-13 target with performance comparable to previous reporting periods. This year we had 12 complaints, representing .52% of staff, which is two more complaints than last year. The upward trend of complaints is consistent with state and national increases in EEO complaints.

WP1.2: Number of Complaints Filed Regarding Equal Opportunity Violations/Discrimination
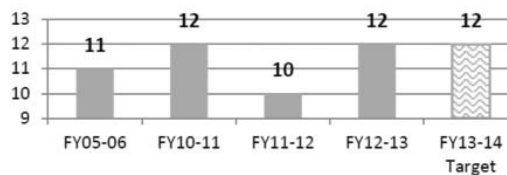
CY3.2: Percent of labor hours worked by local residents on SFPUC construction projects covered by the City's Local Hiring Ordinance:

a. Labor hours worked by local residents as percent of all hours worked.

b. Labor hours worked by local resident apprentices as a percent of all apprentice hours worked.

In 2010, the City and County of San Francisco passed a Local Hire Ordinance requiring public work or improvement contracts over $400k to hire employees that are local to the project. The requirement begins with a 20% requirement and increases by 5% each year until it reaches the maximum threshold of 50%. The ordinance took effect in 2011 (Year 1). Per the ordinance, Year 1 or FY2011-12 projects must meet the 20% requirement. Year 2 or FY2012-13 projects must meet the 25% requirement and so on, up to 50%. For FY2012-13, SFPUC exceeded its annual targets, as well as, exceeded the requirements of the Local Hire Ordinance for both labor hours worked by local residents and by local resident apprentices.

CY3.2: Percent of labor hours worked by local residents on SFPUC construction projects covered by the City's Local Hiring Ordinance
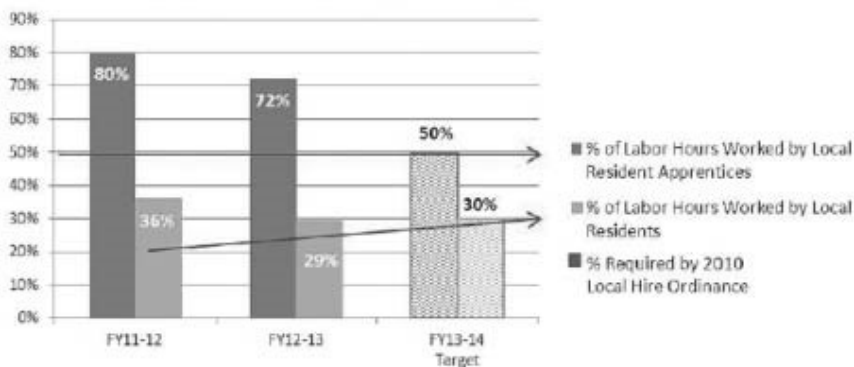
Table E3

The Environment (ISO 26000)/Environment & Natural Resources (SFPUC)

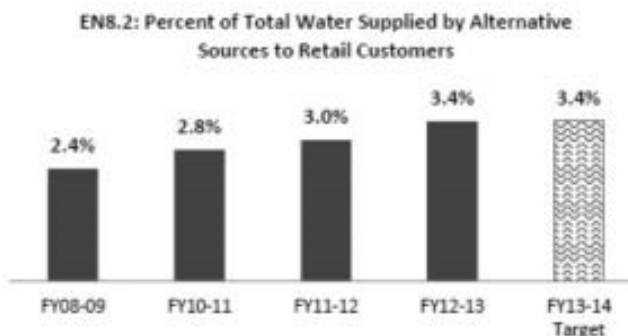| The Environment (CSI 4)	Confirm compliance with Social Responsibility Standard by entering Yes, No, or NA, and briefly defend response *(Sample response: Yes, agency's policy and procedure manual addresses use of financial, natural and human resources efficiently)*	Source Docs. *(Policy manual, Section 2, pg. 25)*
Are there policies, procedures, measureable objectives, and other evidences that demonstrate the agency's commitment to promoting socially responsible environmental agenda?	Yes. What ISO 26000 categorized as The Environment, the SFPUC classified as *"Environment & Natural Resources: Issues relating to environmental impacts and the use, protection, and health of natural resources"* with the following objectives: • Become a leader in environmental stewardship (e.g. habitat, biodiversity, land management (EN2.2-EN2.3) • Diversify high quality water sources and advance water efficiency, conservation and reuse (EN6.1-EN8.2) • Reduce inflows to the sewer system and ensure quality effluent (EN9.4-EN11.3) • Increase energy efficiency and conservation (EN12.1-EN12.2) • Advance high quality and emissions-free power supply sources (EN13.2) • Address SFPUC in-house emissions contributing to climate change (EN16.1) • Reduce SFPUC in-house environmental impacts (EN16.3-EN19.2)	Commission Resolution No. 11-0008, dated 01-11-11, pg. 1-2; EJ?; and Performance/ Strategic Sustainability Annual Report FY2012-2013 (December 2013, pg. 7-12).

(Table continues)

The Environment (ISO 26000)/Environment & Natural Resources (SFPUC)

Sample results and performance trends data retrieved from the SFPUC's Performance/Strategic Sustainability Annual Report FY2012-13 (December, 2013) demonstrating socially responsible reporting:

EN8.2: Percent of total water supplied by alternative sources to retail customers.

San Franciscans enjoy great drinking water from the Hetch Hetchy Regional Water System. To protect our water from disruption of supply due to climate change, drought and natural disaster, we must develop new high-quality local water sources and diversify our water supplies. That's why we're taking steps to supplement our supplies through groundwater wells, recycled water for irrigation and an aggressive water conservation program. Using local water sources reduces the vulnerability that comes from being heavily dependent on distant reservoirs, while at the same time limiting the amount of water we need from the Tuolumne River and keeping our commitment to protect and preserve our watersheds. Since FY2005-06, SFPUC has consistently increased its alternative water sources, meeting our FY2012-13 target and the Level of Service we intend to maintain through 2018, while concurrently developing additional alternatives sources.

EN8.2: Percent of Total Water Supplied by Alternative Sources to Retail Customers

FY08-09	FY10-11	FY11-12	FY12-13	FY13-14 Target
2.4%	2.8%	3.0%	3.4%	3.4%

EN9.4: Percent sewage sludge going to beneficial reuse.

After primary and secondary treatment of wastewater, the extracted solid material is called sludge. Once treated, sludge is transformed into biosolids; San Francisco produces 80,000 wet tons of biosolids every year. Since FY2005-06 through FY2012-13, SFPUC has succeeded in delivering 100% of its sewage sludge to either composting or land application as a beneficial reuse in three receiving counties: Solano, Sonoma, and Merced. Though SFPUC estimates this measure at 100% into the future, it will continue to track it, as it is material to our core business and of interest to our stakeholders.

Table E4

Fair Operating Practices (ISO 26000)/Embedded in all 6 Sustainability Categories (SFPUC)

Fair Operating Practices (CSI 5)	Confirm compliance with Social Responsibility Standard by entering Yes, No, or NA, and briefly defend response *(Sample response: Yes, agency's policy and procedure manual addresses use of financial, natural and human resources efficiently)*	Source Docs. *(Policy manual, Section 2, pg. 25)*
Are there policies, procedures, measureable objectives, and other evidences that demonstrate the agency's commitment to socially responsible fair operating practices? (CSI-5)	Yes. What ISO 26000 identifies as Fair Operating Practices, the SFPUC included in multiple categories in its 6 sustainability categories: Customers, Community, Environmental &Natural Resources, Governance & Management, Infrastructure & Assets, and Workplace. The following are a sample of key relevant objectives: o Ensure compliance with regulatory requirements (GM1.2) o Drive accountability and transparency (GM1.4) o Implement and improve supply chain and contracting procedures (GM3.1-GM3.3) o Advance relevant public policy and legislation (GM6.2) o Promote the professional development and retention of staff and ensure employees have clear expectations for performance (WP7.2-WP9.1) o Enhance meter reading technology and billing accuracy (CR3.1-CR3.5) o Align rate structure to reflect conservation, full costs of providing service and affordability (CR5.1-CR6.4) o Promote Environmental Justice (CY1.1) o Advance Community Benefits (CY2.1-CY3.2) o Foster engagement with current and developing stakeholder groups (CY4.1).	Commission Resolution No. 11-0008, dated 01-11-11, pg. 1-2; EJ?; and Performance/ Strategic Sustainability Annual Report FY2012-2013 (December 2013, pg. 18-20).

(Table continues)

Fair Operating Practices (ISO 26000)/Embedded in all 6 Sustainability Categories (SFPUC)

Sample results and performance trends data retrieved from the SFPUC's Performance/Strategic Sustainability Annual Report FY2012-13 (December, 2013, p. 17) demonstrating socially responsible reporting:

GM5.2: Support and initiate local, regional, state and federal policy actions that support SFPUC's mission.

SFPUC continues to build its capacity and relationships to support, initiate, and report on local, state, and federal policy and actions that support its mission.

Local
- In FY2012-13, there were a total of 103 pieces of legislation of interest to the SFPUC at the Board of Supervisors.
- 46 pieces of local legislation were submitted to the Board of Supervisors by or on behalf of the SFPUC and all were passed.
- An additional 57 pieces of legislation were tracked due to potential impacts on the SFPUC.

State
- In the 2013 Session, 56 bills were tracked, of which 50 were considered high priority and the SFPUC extensively engaged on those 50 bills.
- The SFPUC distributed letters of support for bills to reduce toxic fire retardants out of buildings, create a metal theft task force fund, fund alternative fuel and vehicle technologies, and extend Alameda's Extended Producer Responsibility pharmaceutical program statewide.
- The SFPUC distributed letters of opposition for bills which would ban the land application of biosolids, threaten to shift costs to non-users in shared renewable energy self-generation programs, require costly and redundant peer review of large projects, and curb the Dept. of Water Resources from funding programs and projects that relate to the Delta.

Federal
- The primary piece of federal legislation that the SFPUC has been tracking is the Water Resource Development Act of 2013.
- The SFPUC engages with federal bodies such as the Federal Energy Reserve Commission and the Environmental Protection Agency as it relates to regulatory compliance, licensing, and potential funding opportunities.
- The SFPUC monitors potential threats to the Raker Act in an effort to ensure the protection of our water rights.
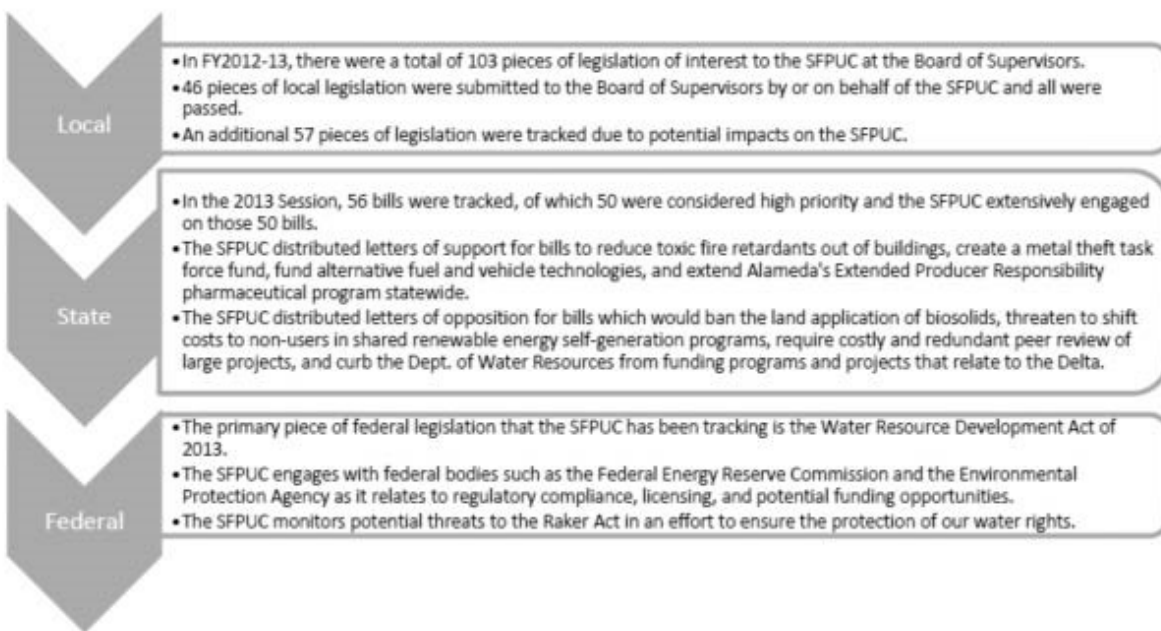
Table E5

Consumers (ISO 26000)/Customers (SFPUC)

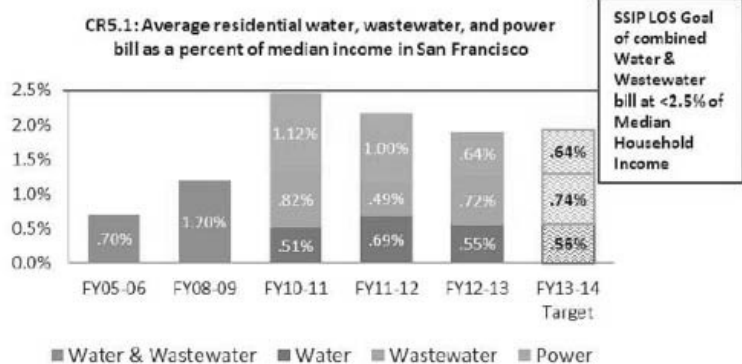| Consumer Issues (CSI-6)	Confirm compliance with Social Responsibility Standard by entering Yes, No, or NA, and briefly defend response *(Sample response: Yes, agency's policy and procedure manual addresses use of financial, natural and human resources efficiently)*	Source Docs. *(Policy manual, Section 2, pg. 25)*
Are there policies, procedures, measureable objectives, and other evidences that demonstrate the agency's commitment to socially responsible consumer agenda? (CSI-6)	Yes. What ISO 26000 identified as Consumers, the SFPUC labeled *"Customers: Issues relating to affordability, rates and service standards"* with the following objectives: • Foster customer satisfaction (CR1.1-CR1.2) • Advance collaboration to support potential SFPUC customers due to City development (CR1.4) • Enhance meter reading technology and billing accuracy (CR3.1-CR3.5) • Align rate structure to reflect conservation, full costs of providing service and affordability (CR5.1-CR6.4)	Commission Resolution No. 11-0008, dated 01-11-11, pg. 1-2; EJ?; and Performance/ Strategic Sustainability Annual Report FY2012-2013 (December 2013, pg. 7-12).

(Table continues)

Consumers (ISO 26000)/Customers (SFPUC)

Sample results and performance trends data retrieved from the SFPUC's Performance/Strategic Sustainability Annual Report FY2012-13 (December, 2013) demonstrating socially responsible reporting:

CR5.1: Average residential Water, Wastewater and Power bill as a percent of median income in San Francisco.

Customers of SFPUC have historically experienced a combined Water, Wastewater and Power bill that is less than 2.5% of the median household income in San Francisco. For Water and Power, SFPUC performed better than peers and reached its FY2012-13 targets. Even though SFPUC did not reach its FY2012-13 target for Water and Wastewater combined, the SFPUC performed better than our SSIP Level of Service (LOS) Goal of less than 2.5% of median household income, exceeded the AWWA industry standard, and met EPA's definition of affordability for these services. In addition, though Wastewater's rate increased and did not reach its FY2012-13 target, SFPUC continues to meet or lead best practice. Finally, SFPUC continues to significantly exceed best practice overall by performing above and beyond our SSIP LOS goal with all *three* enterprise bills combined under 2.5% median income for San Francisco.

Table E6

Community Involvement and Development (ISO 26000)/Community and/or Customers (SFPUC)

Community Involvement and Development (CSI-7)	Confirm compliance with Social Responsibility Standard by entering Yes, No, or NA, and briefly defend response *(Sample response: Yes, agency's policy and procedure manual addresses use of financial, natural and human resources efficiently)*	Source Docs. *(Policy manual, Section 2, pg. 25)*
Are there policies, procedures, measureable objectives, and other evidences that demonstrate the agency's commitment to socially responsible community involvement and development agenda? (CSI-7)	Yes. What ISO 26000 identified as Community Involvement and Development, the SFPUC classified as *"Community: Issues relating to the SFPUC's engagement with and investment in its communities"* with the following key objectives: • Promote Environmental Justice (CY1.1) • Advance Community Benefits (CY2.1-CY3.2) • Foster engagement with current and developing stakeholder groups (CY4.1).	Commission Resolution No. 11-0008, dated 01-11-11, pg. 1-2; EJ?; and Performance/ Strategic Sustainability Annual Report FY2012-2013 (December 2013, pg. 7-12).

(Table continues)

Community Involvement and Development (ISO 26000)/Community and/or Customers (SFPUC)

Sample results and performance trends data retrieved from the SFPUC's Performance/Strategic Sustainability Annual Report FY2012-13 (December, 2013) demonstrating socially responsible reporting:

CY4.1: Stakeholder Access/Exchange:

a. Percent of traffic increase in SFPUC social media platforms.

SFPUC surpassed its FY2012-13 targets and continues to improve the architecture and utility of its social media platforms, while continuing to meet reporting standards and guidelines. The SFPUC's website had a total of 483,462 visits, with 19% new visits and average time on site of 2:22. Total digital Currents subscriptions increased by 38% this year for a total of 52,289, our Facebook page had 3,824 likes, and we had 6,538 Twitter followers.

Total Subscriptions to Digital Currents

b. Percent of projects for which engagement is timely, effective and for which stakeholder feedback is included in early input.

For this year and in our previous three annual reports, early stakeholder feedback was sought for 100% of projects with resulting stakeholder input included in design and initial planning stages. Specifically, for FY2012-13, SFPUC met its target with early stakeholder input for all of its 24 projects and continuing to lead best practice.

c. Key stakeholder groups that engage on a regular basis to advance communication, education and community interaction.

SFPUC increased the number of events held and the number of attendees, surpassing its FY2012-13 target. Though SFPUC did not reach all its FY2012-13 quantitative targets, we continued to engage with stakeholders on a regular basis and to re-design and improve our stakeholder communications and outreach in response to operational dynamics and in anticipation of future events, programs and projects. In FY2012-13, we held eight CAC meetings with 81 people in attendance, 190 public events with 12,926 people attending, and system awareness or education activities with 1,861 in attendance.

Appendix F: Data Collection Protocol

Table F1

Interview Protocol for Data Collection – Pre-Interview

Step	Description
1.	Obtain written permission to interview research study participants
2.	Obtain written permission to use organizational premises for interviews
3.	Prepare request for participants about participating in study
4.	Distribute announcement and official request to potential participants
5.	Coordinate interview room at the research study site if needed
6.	Prepare interview tools (forms (electronic or paper))
7.	Schedule research study participants interviews

Table F2

Interview Protocol for Data Collection – Interview (Pilot Study and Primary Study)

Step	Description
1.	Greet interview participants and explain process
2.	Obtain verbal and written consent
3.	Tape recording (if needed or desired by participant): Have participant identify him/herself orally by name, date, location, and time of the interview.
4.	Initiate interview questions and allow responses for subsequent questions that may emerge from interview questions
5.	Inform participant when approximately 5 minutes remain in the 60-minute time allotment defined in the informed consent
6.	Summarize apparent themes and courses of action to verify accuracy
7.	Conclude interview, thank participant, and address any post-interview questions from participants. Note: if this set of interviews were for the pilot study, adjust interview questions as needed according to results of pilot study.

Table F3

Interview Protocol for Data Collection – Post-Interview

Step	Description
1.	Saved tape recorded comments on tape recorder and created backup (if used)
2.	Secured interview notes, and tape recordings in locked file accessible only by researcher
3.	Provided researcher contact information to participants
4.	Provided an executive summary copy of research study to each participant.

Appendix G: Sample email letter to participate in the study

Hello:

You are invited to take part in a research study entitled Using Triple Bottom Line—Social Responsibility Construct in Public Sector Management. The research will explore whether public sector agencies are predisposed to be Triple Bottom Line (TBL)-socially responsible organization by law. The data gathered may provide insight into how public sector organizations can conduct a baseline TBL-social responsibility assessment of their entire operations and to utilize the ISO 26000 framework as a standard for TBL social responsibility performance measurement and reporting. The proposed case study holds the potential to serve as a model for public sector agencies seeking to integrate socially responsible practices.

This study is being conducted by a researcher named Matthew A. Ajiake, who is a doctoral student at Walden University and who may have interacted with you from a professional capacity in the past, but in this interview function as a researcher.
A consent form is attached to this email for your review. If you agree to be in this study, you will be given 24-hrs to read and sign the consent form before the interview will commence and the signed form will be collected at the time of the commencement of the interview. You will be asked to:
- Participate in a one-on-one interview with the researcher, responding to questions related to your knowledge of business practice within your agency.
- Review my initial interpretations of the interview to ensure I accurately reflect what you meant to say.

Thank you in advance for your consideration.

Matthew Ajiake

Appendix H: Assessment Tool based on ISO 26000 core subjects

The existence of some of the following Organizational Governance sub-categories and objectives are indicative of whether or not an organization is socially responsible:

o   Existing culture that nurtures social responsibility principles and practice;
o   Existing system of economic and non-economic incentives to promote performance on social responsibility;
o   Existing capacity to efficiently utilize natural, human and financial resources;
o   Existing culture that promotes the fair inclusion in senior positions of underserved and underrepresented groups (including women, ethnic and racial groups);
o   Existing culture that seeks to balance its needs with that of its stakeholders—in this and future generations;
o   Existing two-way communication processes that enable effective dialogue between itself and its stakeholders where agreements and disagreements can be negotiated to resolve conflicts;
o   Existing nurturing environment where employees at all levels contribute to its social responsibility decision-making processes;
o   Existing structure that balances the level of the roles and responsibility and the authority given to people based on their skillsets and capabilities;
o   Existing capacity to retain records of its decisions to ensure that decisions are implemented and to determine accountability for results, whether positive or negative; and
o   Existing capacity to conduct periodic audits or evaluation of its governance process.

Figure 18. Sample organizational governance social responsibility assessment metrics (Derived

from ISO 26000:2010).

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The existence of some of the following Human Rights and Labor Practices' sub-categories and objectives are indicative of whether or not an organization is socially responsible:

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CSI 2 : Human rights
- How does the agency demonstrate due diligence (Issue 1)?
- How does the agency handle human rights risk situations (Issue 2)?
- How does the agency demonstrate avoidance of complicity (Issue 3)?
- Are there policies, procedures or other documents for resolving grievances (Issue 4)?
- Are there policies, procedures or other documents for eliminating discrimination and protecting vulnerable groups (Issue 5)?
- Are there policies, procedures or other documents for protecting civil and political rights of employees and stakeholder (Issue 6)?
- Are there policies, procedures or other documents for protecting employee and stakeholders' economic, social and cultural rights (Issue 7)?
- Are there policies, procedures or other documents for addressing fundamental principles and rights at work (Issue 8)?

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CSI 3 : Labor practices
- Are there policies, procedures or other documents that address employment and employment relationships (Issue 1)?
- Are there policies, procedures or other documents that address conditions of work and social protection (Issue 2)?
- Are there policies, procedures or other documents that address that address social dialogue (Issue 3)?
- Are there policies, procedures or other documents that address health and safety at work (Issue 4)?
- Are there policies, procedures or other documents that address human development and training in the workplace (Issue 5)?

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Figure 19: Sample human rights & labor practices social responsibility assessment metrics

(Derived from ISO 26000:2010).

The existence of some of the following Environment sub-categories and objectives are indicative of whether or not an organization is socially responsible:

4.1: Prevention and Promotion
o Existing policy and procedures or systems and processes for identifying the sources of pollution and waste from its activities
o Existing policy and procedures or systems and processes for measuring, recording, and reporting on its efforts leading to reduction in pollution, waste generation, energy and water consumption
4.2: Sustainable Resource Use
o Existing policy and procedures or systems and processes for identifying all sources of water, energy and other resources used
o Existing policy and procedures or systems and processes, including best practices and benchmarks for measuring, recording and reporting significant water, energy and other resources usage
4.3: Climate Change Mitigation and Adaptation
o Existing policy and procedures or systems and processes identifying the sources GHG emissions (both direct and indirect) and defining the scope of responsibility
o Existing policy and procedures or systems and processes for measuring, recording and reporting on the organization's GHG emissions that are significant using internationally agreed upon methods
4.4: Protection of the Environment, Biodiversity and Restoration of Natural Habitats
o Existing policy and procedures or systems and processes that seek to eliminate or minimize potential adverse impacts on biodiversity and ecosystem
o Existing policy and procedures or systems and processes that encourages participation, where possible, in market mechanisms to bear the cost of environmental burdens the organization generates and protect the ecosystem services by creating economic value where possible.

Figure 20. Sample of the environment social responsibility assessment metrics (Derived from

ISO 26000:2010).

The existence of some of the following Fair Operating Practices' sub-categories and objectives are indicative of whether or not an organization is socially responsible:

CSI 5.1: Provide for Anti-corruption Measures
o Existing policy and procedures or systems and processes that counter bribery, extortion, and corruption and by consistently identifying the risks of corruption and adjusting policies and practices to address them
o Existing policy and procedures or systems and processes that puts the leadership of the organization as the model for anti-corruption and in so doing have them provide the oversight for implementing anti-corruption policies

CSI 5.2: Provide for Responsible Political Involvement
o Existing policy and procedures or systems and processes used to train and raise the awareness of employees and representatives about responsible political involvement and dealing with conflicts of interest issues;
o Existing policy and procedures or systems and processes that makes the organization transparent in regards to its political contributions, lobbying and political involvement;

CSI 5.3: Provide for Fair Competition
o Existing policy and procedures or systems and processes for conducting organizational activities consistent with regulatory and the laws of competition and in cooperation with appropriate authorities
o Existing policy and procedures or systems and processes establishing safeguards and procedures for the purpose of preventing complacency or anti-corruption behavior

CSI 5.4: Promoting Social Responsibility in the Value Chain

CSI 5.5: Provide for the Respect for Property
o Existing policy and procedures or systems and processes that promotes respect for traditional knowledge and property rights
o Existing policy and procedures or systems and processes to ensure that before using or disposing of property, the organization has the lawful title permitting such action(s).

Figure 21. Sample fair operating practices social responsibility assessment metrics (Derived

from ISO 26000:2010).

The existence of some of the following Consumers-related sub-categories and objectives are indicative of whether or not an organization is socially responsible:

CSI 6.1: Fair Marketing, Factual and Unbiased Information and Fair Contractual Practices
o   Existing policy and procedures or systems and processes to safeguard the organization from engaging in deceptive, unfair, fraudulent, and misleading practices, including the omitting critical information
o   Existing policy and procedures or systems and processes for clearly identifying marketing and advertising
CSI 6.2: Protecting Consumers' Health and Safety
o   Existing policy and procedures or systems and processes ensuring that products and services are safe to users and others, their property, and the environment
o   Existing policy and procedures or systems and processes for assessing the adequacy of specifications, regulations, standards, health and safety laws in order to address all aspects of health and safety
CSI 6.3: Sustainable Consumption
o   Existing policy and procedures or systems and processes ensuring that the organization produce products and services that are socially and environmentally beneficial to consumers by evaluating the full life cycle and reducing the adverse impacts they have on the society and the environment by:
o   Minimizing or eliminating (where possible) any negative health and environmental impact of its products and services, such as noise and waste
CSI 6.4: Consumer Service, Support, and Complaint and Dispute Resolution
o   Existing policy and procedures or systems and processes to prevent complaints by giving consumers the option to return products within established timeframe or get other appropriate remedies regardless of place of purchase
o   Existing policy and procedures or systems and processes for continual improvement of practices based on complaints and feedback
CSI 6.5: Consumer Data Protection and Privacy
o   Existing policy and procedures or systems and processes limiting the collection of personal data to only information necessary to provide the products or services or ensure that the consumer is informed and voluntarily consented to the collection of the information
o   Existing policy and procedures or systems and processes ensuring that data is collected using fair and lawful means
CSI 6.6: Assess to Essential Services
o   Existing policy and procedures or systems and processes that ensures that consumers are not disconnected from essential services for non-payment without first given them the opportunity to make payment within reasonable timeframes
o   Existing policy and procedures or systems and processes that offer subsidy, where permitted, for those in need when setting charges and prices
CSI 6.7: Education and Awareness
o   Existing policy and procedures or systems and processes committing to educating the consumer on the health and safety and hazards of its products
o   Existing policy and procedures or systems and processes committing to educating the consumer on ways of obtaining redress, appropriate laws, agencies and organizations providing consumer protection.

Figure 22.Sample consumer social responsibility assessment metrics (Derived from ISO

26000:2010).

The existence of some of the following Community Involvement and Development sub-categories and objectives are indicative of whether or not an organization is socially responsible:

CSI 7.1: Community Involvement
o Existing policy and procedures or systems and processes that establishes the rules for engaging community groups in setting priorities for community development and social investment, keeping in focus and providing redress for historical discrimination against vulnerable, under-served and under-represented groups;
o Existing policy and procedures or systems and processes that establishes the rules for engaging local and indigenous communities on the conditions and terms for development that affects them;

CSI 7.2: Education and Culture
o Existing policy and procedures or systems and processes for promoting and supporting the eradication of illiteracy, promoting local knowledge, improving the quality of access to education and general support for education at every level;
o Existing policy and procedures or systems and processes for promoting learning opportunities for discriminated and vulnerable groups;

CSI 7.3: Employment Creation and Skills Development
o Existing policy and procedures or systems and processes for analyzing the impact of the organization's investment decisions as it relates to employment creation and to make direct investments (when feasible) aimed at relieving poverty through the creation of employment;
o Existing policy and procedures or systems and processes that establishes the rules for choosing technology as it relates to its impact on employment and where possible, select technologies that increase opportunities for employment over the long run;

CSI 7.4: Technology Development and Access
o Existing policy and procedures or systems and processes that encourages the development of low cost technologies that have significant impact in alleviating poverty and hunger and can be replicated easily;
o Existing policy and procedures or systems and processes that establishes the rules for developing—where feasible—technologies and potential traditional and local knowledge and ensuring that the community retains the right to the technology and knowledge;

CSI 7.5: Wealth and Income Creation
o Existing policy and procedures or systems and processes that establishes the rules for entering or leaving a community by considering the impacts to the basic resources of the local community and its sustainable development;
o Existing policy and procedures or systems and processes for supporting appropriate programs that promotes the broadening of the community's economic activity;

CSI 7.6: Health
o Existing policy and procedures or systems and processes that establishes the rules for minimizing or eliminating negative health impacts of any product or service provided by the organization, including the production process
o Existing policy and procedures or systems and processes that establishes the rules for promoting good health and encouraging healthy lifestyles, including exercise and good nutrition, while discouraging the consumption of unhealthy products

CSI 7.7: Social Investment
o Existing policy and procedures or systems and processes that establishes the rules accounting for, in the planning of social investment projects, the promotion of community development. This should include increasing local procurement to boost local development
O Existing policy and procedures or systems and processes that establishes the rules for discouraging the community's perpetual long-term dependence on the philanthropic activities, support or on-going presence of the organization.

Figure 23. Sample community involvement and development social responsibility assessment metrics (Derived from ISO 26000:2010).

Appendix I: Coding Scheme Using ISO 26000

Table I1

Guiding Principles Identification Code

ISO 26000 Guiding Principles & Precepts	Identification Code
Accountability	AC
Transparency	TR
Ethical behavior	EB
Respect for stakeholder interest	RS
Respect for the rule of law	RL
Respect for international norms of behavior	RI
Respect for human rights	RH

Table I2

Core Subjects Identification Code

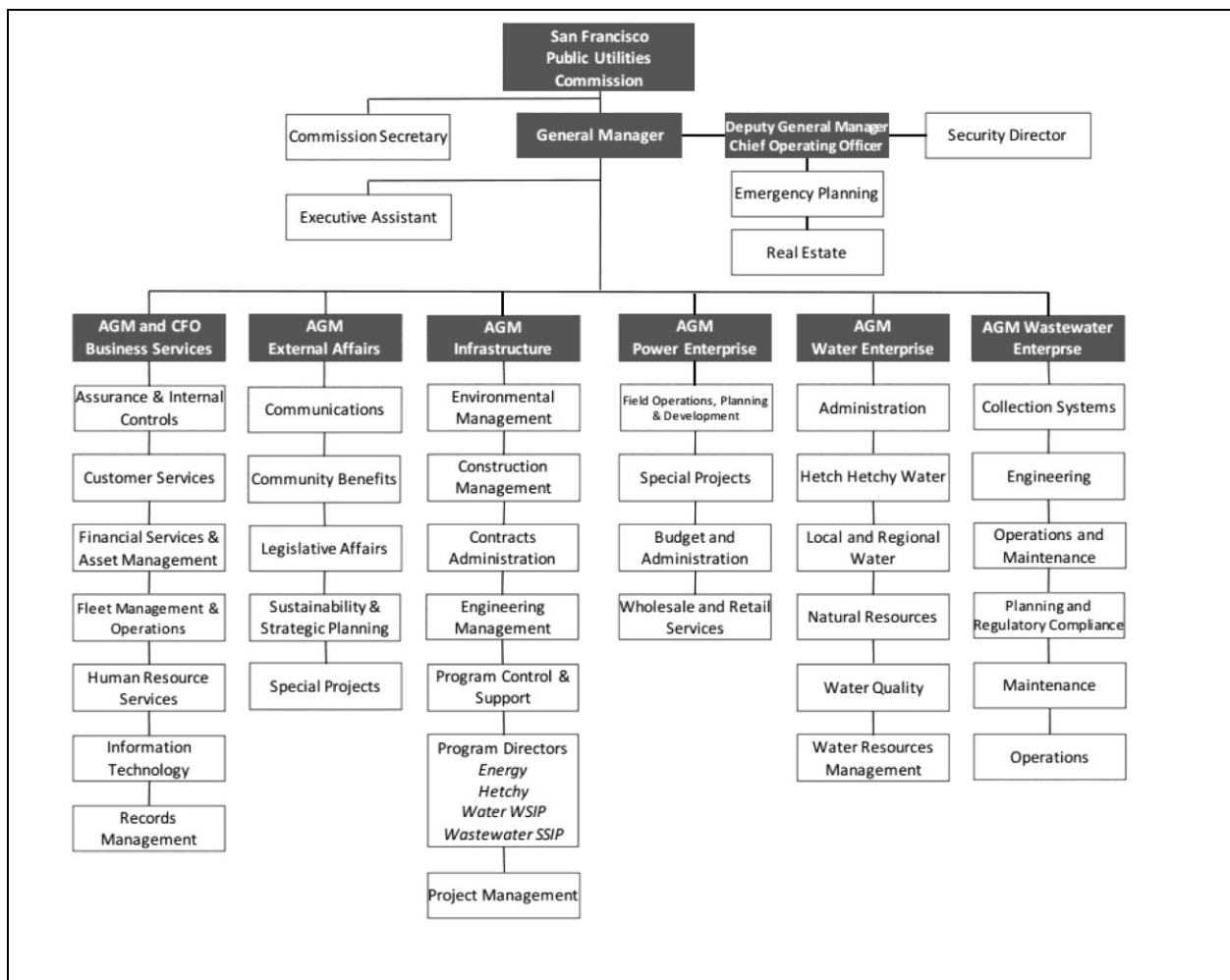| ISO 26000 Core Subjects	Identification Code
Organizational governance	OR
Human rights	HR
Labor practices	LP
The environment	TE
Fair operating practices	FOP
Consumer issues	CI
Community involvement and development	CID

Appendix J: SFPUC's Organization Chart

Figure 24. SFPUC's organizational chart (Used by permission)

Appendix K: Community Benefits Policy

COMMUNITY BENEFITS POLICY
(SFPUC Commission Resolution No.11-0008, dated January 11, 2011)

The San Francisco Public Utilities Commission affirms and commits to the goal of developing an inclusive and comprehensive community benefits program to better serve and foster partnership with communities in all SFPUC service areas and to ensure that public benefits are shared across all communities.

The SFPUC acknowledges its responsibility to develop a community benefits program that is intentional in its participation and support programs and projects that are designed to benefit the community, is centrally coordinated within the SFPUC, applies to all of SFPUC's operations and its activities in all SFPUC service areas, and which is sustainable, transparent, measurable, and accessible by stakeholders and SFPUC staff.

The SFPUC defines community benefits as those positive effects on a community that result from the SFPUC's operation and improvement of its water, wastewater and power services. The SFPUC seeks to be a good neighbor to all whose lives or neighborhoods are directly affected by its activities. The SFPUC has adopted a "triple bottom line" analysis to guide its decisions, balancing the SFPUC's economic, environmental and social equity goals, to promote sustainability and community benefits.

The SFPUC will devote sufficient resources and authority to SFPUC staff to achieve outcomes including:
(1) Stakeholder and community involvement in the design, implementation and evaluation of SFPUC programs and policies;
(2) Workforce development, including coordination of internal and external workforce programs and strategic recruitment, training, placement, and succession planning for current and future SFPUC staff to ensure a skilled and diverse workforce;
(3) Environmental programs and policies which preserve and expand clean, renewable water and energy resources, decrease pollution, reduce environmental impacts, and reward proposals for innovative and creative new environmental programs;
(4) Economic development resulting from collaborative partnerships which promote contracting with local companies, hiring local workers, and providing efficient, renewable energy at reduced costs;
(5) Support for arts and culture related to the SFPUC's mission, goals and activities;
(6) Educational programs;
(7) Use of land in a way that maximizes health, environmental sustainability and innovative ideas;
(8) Diversity and inclusion programs and initiatives;
(9) In-kind contributions and volunteerism; and
(10)   Improvement in community health through SFPUC activities, services and contributions.

In application of this policy to SFPUC's operations, projects and activities, SFPUC staff shall:
- Develop processes to effectively engage stakeholders and communities in all SFPUC service areas.
- Develop and update a budget and staffing plan to implement and sustain the Community Benefits Program.

- Develop an implementation strategy to review, analyze and coordinate community benefits initiatives and integrate these initiatives into an agency-wide Community Benefits Program.
- Implement the environmental justice policy that the SFPUC adopted on October 13, 2009.
- Develop and implement guidelines, metrics, and evaluation methodologies for existing and future community benefits initiatives.
- Develop diverse and culturally competent communication strategies to ensure that stakeholders can participate in decisions and actions that may impact their communities.
- Develop performance measures to evaluate the Community Benefits Program and report the results.
- Develop new and continue to implement existing initiatives to avoid or eliminate disproportionate impacts of SFPUC decisions and activities in all service areas.

Appendix L: SFPUC's Environmental Justice Policy

ENVIRONMENTAL JUSTICE POLICY
(SFPUC Commission Resolution No.09-0170, dated October 13, 2009)

The San Francisco Public Utilities Commission affirms and commits to the goals of environmental justice to prevent, mitigate, and lessen disproportionate environmental impacts of its activities on communities in all SFPUC service areas and to insure that public benefits are shared across all communities.

The SFPUC defines environmental justice as the fair treatment of people of all races, cultures, and incomes and believes that no group of people should bear a disproportionate share of negative environmental consequences resulting from the operations, programs, and/or policies of the SFPUC.

The SFPUC acknowledges that enforcement of environmental laws, rules, regulations, and best practices that apply to its resource supply, operations and delivery of water, wastewater, and power services is core to the fair treatment of the people we serve and the stewardship of our lands.

The SFPUC believes that everyone has the right to a job and reaffirms its commitment as an equal opportunity provider.

In application of this policy to SFPUC projects and activities, SFPUC staff shall:
- Develop and implement training in SFPUC environmental justice issues in conjunction with staff orientation and continuing education efforts.
- Recognize community need for employment through continuation and expansion of workforce development strategies, including green job opportunities in community historically disproportionately burdened by pollution.
- Identify new and continue to implement existing initiatives to avoid or eliminate disproportionate impacts of SFPUC decisions and activities in all service areas.
- Develop diverse and culturally appropriate communication strategies to ensure that stakeholders can participate in decisions and actions that may impact their communities.
- Work with stakeholders, including the SFPUC's Citizens Advisory Committee (CAC) and CAC
- Environmental Justice Subcommittee, to:
  - Develop a concise checklist of environmental justice guidelines or best practices that may be useful in assessing how SFPUC actions are improving or can improve specific proposed SFPUC projects, in addition to the enforcement of applicable environmental laws, rules, regulations and the above standards.
  - Identify SFPUC projects that best demonstrate the implementation of this policy and useful best practices.
  - Identify SFPUC projects that may have additional environmental impacts on communities already affected by disproportionate environmental impacts and work to minimize those impacts.
  - Continue to identify and partner with organizations in order to prioritize, establish and fund appropriate activities to improve environmental justice performance in communities already affected by disproportionate environmental impacts of SFPUC activities.