Public Works Directors' Perceptions of the Effects of Stakeholders on

Environmental Policies in California Cities

by

Gary David King

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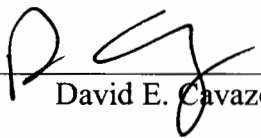
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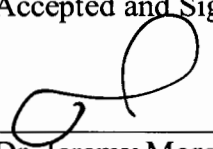
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ABSTRACT

The current triangulation mixed methods study focused on the perceptions of 79 public

work directors on the effects of stakeholders on new or revised environmental policies.

Developing a policy cost more than $54,000 and used more than 500 hours of staff time.

Seventeen percent of these policies were stopped or placed on hold because of external

stakeholders. Directors indicated that just under 30% of the stakeholders had no

knowledge of the policies when the policy was implemented. Analysis of variance

(ANOVA) was used to compare quantitative responses of directors from large and small

cities indicated no significant difference between these groups. In open-ended responses,

directors identified communication and education with stakeholders as important for

successful development and implementation of environmental policies. Directors

indicated that communication and over communication with stakeholders were important

to obtaining approval of an environmental policy. Triangulation of quantitative and

qualitative data indicated governing boards could be influenced by stakeholder groups to

delay or stop an environmental policy. Members of a governing board are sensitive to

stakeholders and stakeholders can stop an environmental policy using tactics such as

disinformation. Stakeholders, the governing board, and public work directors are

sensitive to the actions of each other. Changes, whether communicated or not, can

provoke positive and negative reactions that can affect the development and

implementation of an environmental policy.

DEDICATION

This study is dedicated to family and friends, my mentor, and my committee members who provided support during the dissertation process. In addition, this study is dedicated to the leaders and staff of government who continue to do the right things despite negative and difficult people and environments.

ACKNOWLEDGEMENTS

I would like to acknowledge my mother and father, whose sayings that "rough seas make great sailors" and "drive and determination beats skill and ability" have followed me through my numerous journeys.

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Chapter 1: Introduction

Environmental policies are necessary for the health and welfare of a community

(Park, 2008) and are mechanisms through which a governmental organization, such as a

public works department, protects the community (Dunec, 2007). Kee and Newcomer

(2008) referred to these policies as the mechanics to create change. These policies

provide the means of legislating, implementing coercive laws, and attempting to steer

society in a particular direction (Dubbink, Graafland, & Liedekerke, 2008). Examples of

environmental policies are changes in septic tank requirements, waste oil disposal

requirements, industrial discharge permits, backflow regulations, and solid waste

disposal.

Environmental policies can represent cultural change by government and

government through policies implements these changes. Cultural change can change

relationships with stakeholder groups based on either contractual or implied relationships

(Awal, Kingler, Rongione, & Stumpf, 2006). Cultures are complex, and leaders in

governmental organizations need to anticipate stakeholder reactions to changes affecting

the culture of the community (Fidler, 2004). Leaders in these change efforts should be

aware of these relationships to reduce contradictory behavior by the stakeholders (Awal

et al., 2006). Cultures are complex, and the leaders in government organizations need to

anticipate stakeholder reactions to changes affecting the culture of the community (Fidler,

2004).

According to Syfox (2000), when an organization undergoes change, stakeholders

may object to these changes even though the changes may be necessary to ensure long-

term benefits for the community. Kee and Newcomer (2008) reported, "66 to 75% of public and private initiatives fail, with the predominant problem as resistant organizational culture" (p. 5). Leaders and staff in government organizations may be affected positively or negatively by external cultures. External cultures can be represented by external stakeholders such as nongovernmental organizations, private companies, or individuals. Examples of these organizations include parent-teacher organizations, labor groups, realtors' associations, and environmental groups such as the Sierra Club.

The current research study involved a triangulation mixed method design used to examine public works directors' perceptions of the effects of external stakeholders on the development and implementation of environmental policies in California. External stakeholders are secondary stakeholders whereas primary stakeholders are the internal stakeholders within the organization (Cheng, Miller, & Choi, 2006). The current research study also focused on the experiences of public works directors in interacting with external stakeholders in California cities. Chapter 1 contains discussions of the background, problem and purpose statements, the nature of the study, the theoretical overview, and scope, limitations, and delimitations of the current research study.

Background

Public works departments are subject to a large amount of oversight and criticism concerning the ability of their staffs to provide better service and respond to the needs of the public (Turner, 2001). Decisions by government leaders are also subject to widespread scrutiny, and as a result, a public official, such as a public works director,

may dedicate a majority of his or her efforts to responding to the demands of external stakeholders (Prendergast, 1992). The demands of external stakeholders or secondary stakeholders (Cheng et al., 2006) necessitate that directors of public works departments adjust how the directors operate the public works department to meet those demands.

New demands through laws and regulations and the demands of external stakeholders require government to be constantly changing to meet the needs of its citizens (Edvardsson & Enquist, 2006). To develop effectively and implement these changes requires the support and assistance of the stakeholders (Testa, 2002). However, if change diverges from the current ingrained behavior, then stakeholders may oppose the change (O'Connor & Fiol, 2006).

Stakeholders usually represent various cultures (Atkins & Turner, 2006). Individuals in these cultures have similar principles, beliefs, and impressions that bind these individuals to the culture (Sikorska-Simmons, 2006). A governmental organization is also a culture that represents the culture of the municipality. Edvardsson and Enquist (2006) noted that pressure on the leaders of governmental agencies has created significant difficulty in achieving cultural changes. If leaders in a governmental organization implement cultural change, then they impose that change on the stakeholders through laws and policies (Dubbink et al., 2008).

According to Rainey and Steinbauer (1999), leaders of governmental agencies should have policies and procedures in place to manage relations with both internal and external cultures. Rainey and Steinbauer indicated that if these policies and procedures were effective, then the agency would have reduced risks from both internal and external

factors. Nooteboom, Berger, and Noorderhaven (1997) indicated that a positive relationship with stakeholders could create a more favorable perception with a higher probability of cooperation.

Leaders creating change in government activities should strive to be transparent to stakeholders because government has an ethical responsibility to acquire the approval of the citizens (Brito, 2008). Government administrators cannot hide changes from the public (Munsch, 2009). These administrators will need to address the effects of stakeholders groups such as providing disinformation to other stakeholders and the ability of stakeholders to influence the members of the governing board against approving a policy that will create change. If the leaders of public works departments understand the negative and positive effects of external stakeholders on the development and implementation of environmental policies, then these leaders could adjust their current strategies to become more effective and efficient with these policies.

Problem Statement

Existing research on public works departments and the influence of external stakeholders on policy is sparse (Yackee, 2006). Because public works department decisions affect both citizens and businesses, it is important for administrators of those departments to understand how external stakeholders can and do influence the development of public policy—especially environmental policy. Public works administrators or directors are responsible for the operation and maintenance of a number of critical community facilities including roadways, water, parks, solid waste collection, and wastewater facilities.

Public works provides critical community services such as fresh drinking water and sanitation services. These services are for the general benefit and health of the community; however, the impact of external stakeholders on the development and implementation of critical community and vital services is unknown. The leaders of the public works departments will need to have a clear understanding of how external stakeholders affect environmental policy development and implementation in order to reduce or avoid conflicts about providing vital community services (Bhasa, 2004; Kee & Newcomer, 2008).

An example based on the experience of the researcher is a policy requiring the proper disposal of waste oil at a disposal site in lieu of pouring the oil onto the ground or into a storm water system, as oil discharged improperly could pollute drinking water. Policies implemented by the staff of a public works department requiring the disposal of waste oil at an appropriate facility can help to eliminate this threat. An initial step in identifying the influence of external stakeholders is to ask directors of public works departments about how they work and the effects of external stakeholders as the directors develop and implement environmental policy.

An increased understanding of the perceptions by public works directors about the impact of external stakeholders on environmental policies could allow public works leaders to create and implement changes needed for the general community good that take into account stakeholder opinions. The opinions of the stakeholders can support change, and this support, coupled with a good relationship with stakeholders, can assist in achieving change (Testa, 2002). Understanding these effects is difficult as there is scarce

information on stakeholders involved with rule making (Yackee, 2006). A triangulation mixed method approach was used to examine perceptions of directors of public works departments on the effects of external stakeholders on the development and implementation of environmental policies in California cities.

Purpose Statement

The purpose of the current triangulation mixed method study was to determine the perceived effects of external stakeholders on environmental policy development and implementation in public works departments in California cities. A triangulation mixed method design was appropriate to examine the perceptions of 79 public works directors using a single instrument to collect qualitative and quantitative data simultaneously. According to Kroll, Neri, Miller, and Seacrest (2005), the integration of quantitative and qualitative research maximizes the complementary strengths of both methods.

Data were collected through administration of a Web-based survey, the Policy and Stakeholder Survey (PSS), which was created for the current research study. The PSS consisted of both open-ended and closed-ended items. The open-ended items focused on successful environmental policies, public meetings that gained support, actions and activities used to gain support, and the perceived positive and negative influences of external stakeholders. The closed-ended items focused on the numbers of policies, groups, and individuals interacting with the public works departments.

Quantitative data were analyzed using descriptive statistics. Analysis of variance (ANOVA) was used to compare responses for directors of large and small cities. Qualitative data were analyzed using a constant comparison analysis process in which

data were coded and categorized to describe interactions between external stakeholders and public works departments (Patton, 2001).

Significance of the Study

The current research study is significant because it addressed an area of research about which little is known (Yackee, 2006). The information could assist professionals in academia and government. The information from the current research study may lead to more effective ways of developing and implementing environmental policies. This effectiveness could benefit government by lowering costs, reducing workers' hours, and improving the professional presentation of government organizations. More effective development and implementation of environmental policies can benefit the environment and government because environmental damage could continue until a policy is approved and implemented by government staff. Policies developed with external stakeholder input could make the policies more effective.

This information could improve the relationship between public works directors, stakeholders, and governing bodies. Improved relationships could result in more effective development and implementation of policies. The current research study is potentially important to the health and welfare of the environment.

Significance of the Study to Leadership

Leaders of public works departments should be cognizant of external stakeholders who may influence the creation and implementation of environmental policies. Leaders must make changes in policies in response to environmental needs, public interests, and political influences. These influences can affect the policy structure and the ability to

implement a policy (Zahariadis & Morgan, 2005). The findings of the current research study may provide a better understanding of the effects of external stakeholders on cultural change through new and proposed environmental policies.

Leaders must constantly evaluate and modify the behavior of the members of the organization to be successful in a changing environment (Mackenzie, 2007). For example, the goal of the leaders is to close a road temporarily and successfully manage the traffic problems caused by the closure. The leaders of the organization use the newspaper to communicate the closing of a roadway to vehicle traffic to the stakeholders, who can be drivers of vehicles. If the external stakeholders stop reading the newspaper then the leaders could not communicate a closure of the roadway for vehicular traffic to the stakeholders. Leaders who are constantly evaluating the environment recognize this change and switch to another form of communication, such as radio that the stakeholders are using. This change in communication allows the leaders to communicate successfully a roadway closure to the stakeholders. This successful communication with stakeholders reduces problems such as traffic backups and vehicle accidents. However, if the leaders do not recognize that the stakeholders have stopped using the newspaper, then the leaders continue to use the newspaper and cannot communicate the roadway closure. The lack of communication results in stakeholders being uninformed of the roadway closure. The unsuccessful communication causes problems such as traffic delays, upset drivers, and vehicle accidents. An understanding of how stakeholders behave, such as in this example, could assist the leaders of public works departments to improve their goals.

Information from the current research study may assist public works directors in revising their operations to develop and implement policies effectively. Using the waste oil disposal policy as an example, if disposal of waste oil were to be delayed by stopping or delaying policy development or implementation, the risk to the water supply would continue. Effective creation, implementation, and enforcement of the policy could reduce risks to the water supply.

Nature of the Study

The goal of the current research study was to determine perceptions of directors of public works departments concerning how external stakeholders influence cultural change through new or revised environmental policies. Stakeholders' involvement in policy development and implementation was the focus of the research questions. California cities were the geographical location of the current research study.

The research approach was a mixed method combining collection and analysis of qualitative and quantitative data (Creswell & Plano Clark, 2007). Mixed methods research combines both quantitative and qualitative research, which may yield more insight than using the two approaches separately (Creswell & Plano Clark, 2007). Results of mixed methods research are a merging, connecting, or embedding of the quantitative and qualitative research information (Creswell & Plano Clark, 2007). The figure below depicts merging both types of data for the current research study.

| Qualitative data | → | Results | ← | Quantitative data |
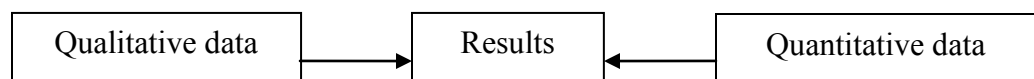
Figure 1. Merging the data (Creswell & Plano Clark, 2007, p. 7).

The use of a mixed method can generate an understanding of issues that analysis of either quantitative or qualitative data alone would reveal if a single-method were used. The strengths of the qualitative approach complement the weaknesses of the quantitative approach. These two approaches combined provided a better understanding compared to the analysis of just qualitative or just quantitative data alone (Creswell & Plano Clark, 2007). A mixed methods approach is qualitative and quantitative research in different combinations within one study (Johnson & Onwuegbuzie, 2004). The scarcity of research on the topic (Yackee, 2006), the exploratory nature of the current research study, and use of a mixed method approach provides a more thorough investigation of the topic of the current research study.

The research method should follow the research questions to obtain the best answers. Many questions in a research study are best answered through use of mixed research methods (Johnson & Onwuegbuzie, 2004). The mixed methods approach supported describing in both numbers and words the interactions of public works directors and external stakeholders.

The current mixed method study involved a combination of qualitative and quantitative research methods. A triangulation method was used in the current research study. Triangulation, exploratory, and explanatory are the three types of mixed methods research (Creswell & Plano Clark, 2007; Tashakkori, 2002; Teddlie & Tashakkori, 1998). Concurrent mixed methods were used with a triangulation design to analyze the answers to the PSS, which was administered to respondents in the current study.

The mixed methods approach was appropriate for the current research study because it generated better insight than qualitative or quantitative methods used separately (Creswell & Plano Clark, 2007). A single survey instrument, the PSS, was developed to collect qualitative and quantitative data simultaneously from public works directors in California cities. Figure 2 below depicts the data collection process for the current study.

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│ Participants │      │ Participants     │      │ Participants read      │
│ received     │─────▶│ contacted        │─────▶│ consent form           │
│ cover letter │      │ www.surveymonkey │      │                        │
│ e-mail       │      │ .com.            │      │                        │
└──────────────┘      └──────────────────┘      └────────────────────────┘
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                                      ┌────────────────┐   ┌────────────────┐
                                      │ "Yes" to       │   │ "No" to consent│
                                      │ consent to     │   │ to take the PSS│
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                                      │ Participant    │   │ Participant did│
                                      │ indicated his  │   │ not            │
                                      │ or her name on │   │ participate.   │
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                                      │ Participant    │
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                                      │ in the PSS.    │
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                                      │ Participant was│
                                      │ informed that  │
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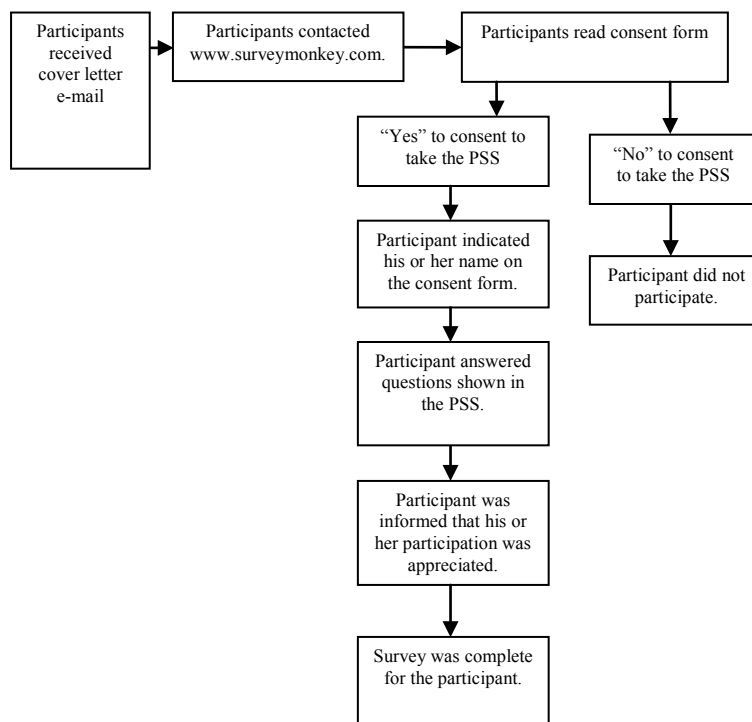
Figure 2. Data collection process.

Research Questions

A public works official may encounter many hurdles while pursuing cultural change, including environmental policies that can affect a large number of stakeholders.

According to Fidler (2004), cultural changes are complex, and governmental bodies can incur the positive or negative effects yielded by external stakeholders on these changes. For effective outcomes, leaders must identify relevant stakeholders and their effects on important decisions (Goodpaster & Atkinson, 1992). The research questions supported gaining a better understanding of the perceptions of public works directors on the effects of external stakeholders on the development and implementation of environmental policies.

Environmental policies are important decisions to the cities (Sharma, 2005). The current study focused on perceptions of the public works director and effects of external stakeholders on environmental policies. The research questions were focused on examining the perceptions of the directors.

The purpose of the current research study was to describe how public works directors perceived the influence of external stakeholders on the development and revision of environmental policies and procedures by a governmental agency such as a public works department. The quantitative research question for the current research study was:

Research Question 1: How do public works directors describe numerically the impact of external stakeholders on environmental policy development and implementation?

The qualitative research question for the current research study was:

Research Question 2: How do public works directors describe their experiences and the effects of external stakeholders on cultural changes through new or revised environmental policies in a governmental organization?

Conceptual and Theoretical Framework

The conceptual and theoretical framework supported the focus of the current research study on public works directors' perceptions of the effects of external stakeholders on environmental policies. Environmental policies represent cultural change by government organizations that affect internal and external stakeholders (Awal et al., 2006). Stakeholders, in turn, can affect the policy.

The foundation for studying the effects of external cultures on policies is that leaders of government organizations are often required to change when external stakeholders assert pressure or when regulations and policies change. Any change should have as a goal harmony and satisfy mutuality of interests (Wren, 1994). According to Wren, effective cultural change in an organization necessitates a spirit of cooperation.

According to contingency theory, organizations whose leaders and staff can adjust to their environment will be successful (Scott, 2003). Adjustments to the environment are constant, and some environments are changing more than are others (Scott, 2003). Changes in environmental policies are requirements to protect the environment and in turn, protecting the environmental can protect the population that the organization serves, such as a city. Stakeholders are part of the population the organization serves.

Scott (2003) related contingency theory to open system theory and the continuous interaction of leaders and staffs of the organization with their environment. In open

system theory, the environmental conditions will inflow into the organization and the leaders of the organization will modify the behavior of the members of the organization to these inputs. Members within an open organization are continually reacting to input from the environment (Hendrickson, 1992). In contrast, the leaders of a closed system will control the inputs that the organizations members receive from the environment (Munsch, 2009).

The internal operation of an organization should conform to or fit its environment (Scott, 2003). Leaders of government conforming to the stakeholders within the environment may be problematic because the leaders of government organizations serve many stakeholders. Serving these stakeholders may be difficult, and any resulting cultural change may be difficult. Staff of the organization can embrace cultural change, but the stakeholders may not embrace the change.

According to Wren (1994), Taylor believed cooperation of the members of an organization would preclude disagreements within an organization. Taylor did not consider external stakeholders and the effects that external stakeholders have on an organization (Wren, 1994). A more functional arrangement can exist between stakeholders and leaders of an organization if the leaders include external stakeholders in a spirit of cooperation (Wren, 1994). This functional arrangement should reduce conflicts between the stakeholders and provide harmony and mutuality.

The current research study fits within the field of research as described above. The current research focused on the perceived effects of external stakeholders on the

development and implementation of environmental policies. These effects are relevant to contingency theory.

If the leaders of a government can understand the environment, such as stakeholder behavior, in which policies are developed and implemented and the leaders make changes, such as communication methods to these behaviors, the leaders could benefit from the positive effects of stakeholders. If leaders do not understand the stakeholder behavior within the environment, it can result in negative effects. For example, these effects can be stakeholders influencing the members of a governing board to approve or not approve an environmental policy.

Little literature has been published on stakeholder involvement with rule making (Yackee, 2006). This literature gap was evident in the limited available research; this gap supported the use of a mixed methods approach. The current study included the following terms.

Definitions

The following definitions reflect terms used in a unique way in the current research study.

Culture: Culture is the common beliefs and behaviors of a group (Wren, 1994). The practicing of those values and beliefs produces an organization's culture (Atkins & Turner, 2006). Stakeholder groups have behaviors, and to understand these behaviors it is necessary to understand the culture of the stakeholder group.

Cultural change: Culture change is change within a culture that provides better oneness and impetus by the leaders and staff of an organization and increases

organizational output and efficiency (Awal et al., 2006). Cultural change will modify the

relationships between the individuals within the organization, the organization and the

individuals, and the organization and the external stakeholders (Awal et al., 2006). In the

current research study, the participants are leaders of government who have developed

and implemented environmental policies. The leaders, through these policies, are

pursuing cultural change.

Effects: Effects are defined as the results of stakeholders exerting change on an

organization. Effects of a stakeholder exerting change on an organization can be in the

form of contesting or thwarting the new policy (Cennamo, Berrone, & Gomez-Mejia,

2009).

External stakeholders: External stakeholders can be affected by the policy or

actions of a government organization (Ho, 2007). External stakeholders are not part of

the government organization. External stakeholder or secondary stakeholders are not

under the direct control of the organization. Primary stakeholders are stakeholders under

the control of the organization (Cheng et al., 2006). External stakeholders are diversified

groups or individual behaviors that can affect environmental policies.

Government: Government is a public agency performing services to support the

needs of the public, legislatures, elected officials, and political power groups (Bass &

Stogdill, 1990). In the current study, government is defined as cities in the State of

California.

Government policies: The governing body approves written documents to direct

staff to maintain existing or implement policies. Policies are a means of legislating,

implementing coercive laws, and attempts to steer societal processes (Dubbink et al., 2008). Policies consist of documents such as ordinances, standards, and submittal requirements developed by an organization to steer either internal or external stakeholders. According to Rainey and Steinbauer (1999), agencies have in place systems such as policies and procedures to manage relations with internal and external cultures or stakeholders. Politics can have a positive or negative influence on the development and implementation of a policy. In the current research study, government policies are environmental policies developed and implemented by the public work departments.

Public works department: A public works department is a segment of local government that provides services to builds, manages, and maintains facilities such as streets, parks, storm water drainage, water, wastewater, transportation systems, and engineering. Staff of a public works department interacts with numerous external stakeholders such as contractors for engineering, development, and other municipal services. In the current research study, cities that may have a public works department are those cities listed in the California Department of Finance report of May 1, 2008.

Assumptions

One assumption was that public works departments in California cities operate in a similar fashion and policies and cultural change are similar among these organizations. Leaders in government organizations can behave in dissimilar fashion and may not provide trends of behavior appropriate for the current research study. It was expected that public works departments provide a predominance of the same operations because historically they have provided these operations.

Another assumption was that the use of a mixed method would provide better insight into the effects of external stakeholders than use of either a quantitative or a qualitative method alone. The scarcity of current literature (Yackee, 2006) meant little published information about policies in government was available. The use of a mixed methods approach was chosen because combining qualitative and quantitative data had the potential to provide better insight into the effects of environmental policies than use of only one method (Creswell & Plano Clark, 2007).

Another assumption was that participants would provide honest, unbiased answers with historical accuracy and that the responses to the survey questions would not be skewed by personal beliefs. Participants responses can be skewed by experience; if a person's experience is negative then his or her response will be negative. The negative experience can affect his or her responses and skew the data.

Scope

The scope of the current research study was to examine how directors of public works departments in California perceived the effects of external stakeholders on cultural change through new or revised environmental policies. The sample included 79 directors of public works departments from a population of 391 California cities. Quantitative and qualitative data were collected via administration of a Web-based survey instrument.

The quantitative data were analyzed using descriptive statistics, and the qualitative data were analyzed using a constant comparison approach. Quantitative data were classified into large and smaller cities using the reported number of city employees, and numerical data were compared using ANOVA. The qualitative and quantitative

findings were triangulated. The findings provided a better understanding of the perceived effects by public works directors of external stakeholders on new and proposed environmental policies. This understanding could assist public works departments in improving the development and implementation of proposed environmental policies.

Limitations

The current research study was limited by the survey participants' memory of the issues and whether they were willing to discuss them. The current study was also limited by the public works directors' knowledge of the history and effects of these changes. Another limitation was the researcher's personal experience as a public works director in Fountain, Colorado; these experiences were positive and negative. Researcher bias was reduced by the use of an online survey method and extensive reviews of the questions by mentors and a validation committee.

A random sample was not used because all of the public works directors for cities within in the state of California were invited to participate. The current research study was limited by the number of public works directors who agreed to participate, affecting the ability to achieve a large sample size. The number of responses resulted in a small sample size. Numerous public works directors indicated they could not participate because of a lack of time due to budget reductions.

Budget issues faced by California and the United States have had an effect on the ability of directors to participate in the survey. During the process of data collection, directors of numerous organizations stated that their organization had been restructured.

As a result, there was no clarity of duties in those organizations regarding who was the public works director.

Delimitations

The current study was limited to the perceptions of directors of public works departments in California cities. Perceptions of individuals can vary and this variability may not be generalized to other studies and other municipalities in California and other public works departments in other states.

This variability in perceptions can affect a small sample size more than a large sample size. A small samples sized can be adversely affected by a small group of individuals with perceptions different from the norm. This skewing of the data reduces the ability to generalize the results of the current study to other states and municipalities.

The responses of the California public works directors in the current study may be applicable to directors of public works departments in other states. If the data and conclusions are generalizable, then the data could be used in additional studies and applied to different studies (Wood, Kuntsi, Asherson, & Saudino, 2008). The summary is a wrap up of the discussion throughout Chapter 1.

Summary

The problem studied in the current research study was the perceptions of public works directors on the effects of external stakeholders on environmental policies. The purpose was to study perceptions of these effects and develop an understanding of these effects. The results of the current study could be generalized for use in future studies or

applied by leaders in government organizations. The generalizability of the results of the current study is contingent upon the limitations and delimitations described above.

The quantitative research question for the current study was *Research Question 1*: How do public works directors describe numerically the impact of external stakeholders on environmental policy development and implementation? The qualitative research question for the current study was *Research Question 2*: How do public works directors describe their experiences and the effects of external stakeholders on cultural changes through new or revised environmental policies in a governmental organization?

A triangulation mixed method approach combining qualitative and quantitative data was used to examine perceptions of 79 public works directors in California cites. The number of cities was based on the census bureau data as presented in *Appendix A*. The number of directors who could have participated in the current research study was 391.

The results of the current study could be important to governmental organizations. Changes such as new or revised environmental policies in a governmental organization may require measures that affect structural, procedural, policy, and personnel issues (Syfox, 2000). An effective organization needs leaders to identify relevant stakeholders and their potential influence on important decisions (Goodpaster & Atkinson, 1992). If government officials understand the effects of external stakeholder, then the officials may change their behavior for effective change.

Environmental policies involve the health and welfare of the public. These policies can represent cultural change by government organizations. As supported by

contingency theory, leaders who are seeking change such as environmental policies should consider the effects of external stakeholder on developing and implementing these policies. Stakeholders are a component of the environment and contingency theory is the relationship of the organization to the environment (Rejc, 2004). Chapter 2 includes a review of the literature pertinent to organizational culture.

Chapter 2: Review of the Literature

The literature review is a summary of relevant literature on the topic of the effects of stakeholder influence on policies and decisions made by public works directors. The literature review revealed a limited amount of direct research on this topic (Yackee, 2006). Chapter 2 provides a review of the literature relevant to the effects of stakeholders on environmental policies (cultural change) in an organization and the relationship of the current research study to existing research.

Documentation

The literature review includes major theories from primary, peer-reviewed, refereed, and professional journal articles. There is little recent literature on the effects of external stakeholders; thus, the literature review includes a limited number of books and articles older than 5 years to provide a broader perspective. The scarcity of published sources necessitated combining historical and current research discussed below. The University of Phoenix Library and reference material were also sources for the development of this literature review. Literature sources included topics such as the history of government and cultures, the relationships between government and stakeholders, and how cultural change pertains to stakeholders through new or revised environmental policies.

Culture

Numerous definitions for culture exist in the literature. Culture defines the behavior or a group. Culture, according to Wren (1994), is a set of common beliefs and

behaviors of a group. The management systems developed by the leaders and staff of an organization represent the culture of an organization (Atkins & Turner, 2006).

According to Wilkins and Dyer (1988), an organizational culture develops through community relationships and education in the framework that represents the culture. Swe and Kleiner (1998) advocated a broader definition of corporate culture. Swe and Kleiner (1998) indicated that a corporate culture is defined as a group of people developing a way to make a living or profit. The representatives of a political culture will support and stimulate political acts (Gustafson, 2005) A city government represents the culture of a city because it is a group of people working together to serve the common good of the citizens.

Moynihan and Pandey (2005) postulated that numerous cultures exist within an organization, and each culture can be markedly different. A group culture will emphasize people rather than the organization (Moynihan & Pandey, 2005). Developmental cultures will emphasize the ability of members within the organization to adapt, change, grow, and acquire resources to meet the needs of the organization (Moynihan & Pandey, 2005). Hierarchical cultures emphasize the command and management with these functions focused on a stable organization (Moynihan & Pandey, 2005). Rational cultures emphasize goals and planning with a focus on output and effectiveness (Moynihan & Pandey, 2005). These cultures also exist within governments.

Wilkins and Dyer (1988) viewed cultures as parts of general organizational frameworks. In addition to situation-specific frames, which vary by cultural scene, participants in an organization may share a general organizational frame of reference

(Wilkins & Dyer, 1988). These frames can delineate the point of view of the culture (Wilkins & Dyer, 1988). These points of view can be extensive, such as the duties and roles of the culture, the relationship of the individuals within the culture, the relationship of the culture to the whole, and the philosophy of the culture (Wilkins & Dyer, 1988).

The convictions, behaviors, processes, decisions, policies, and development of an organization mirror the culture of the organization (Want, 2003). Numerous cultures will exist within the general framework of a city and the city government represents a culture. This culture can influence the external and internal stakeholders who operate or live within the city.

These cultures are not homogeneous in their members' attitudes and behaviors. Cultural systems can conflict when values differ (Znaniecki, 2007). Directors of public works departments need to manage numerous cultures while developing and implementing cultural change. If a positive relationship exists between government and a stakeholder group, stakeholders can have a positive effect on the change. If the attitude toward change is negative, then the opposing stakeholders can thwart or have a negative effect on the change (Wilkins & Dyer, 1988).

Using the oil disposal example developed by the researcher, some cultures within a city could believe that disposal of oil on the ground is acceptable whereas other cultures believe that it is not acceptable and immoral. Differing cultures within a city create effects on the organization. A relationship exists between a public works department, external stakeholders, and the governing board, a relationship shown by the iron triangle.

Iron Triangle

The iron triangle diagram shows a relationship between three entities in a situation. Brady, Clark, and Davis (1995) defined these entities as "government, bureaucrats, and special interest groups" (p. 39). The three entities for the current research study were external stakeholders, public works departments, and the governing board.

Public works departments

External stakeholders
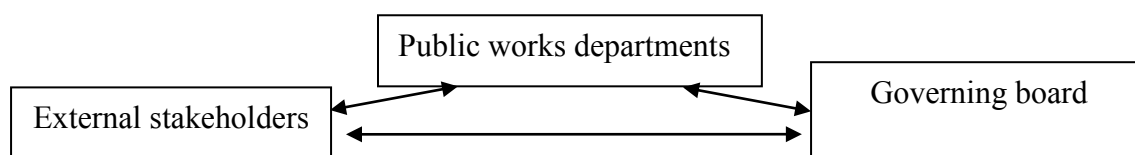
Governing board

Figure 3. Iron triangle.

Environmental policies represent cultural change; however, a policy represents a formal direction by the governing board of an organization (Dubbink et al., 2008). An environmental policy represents direction by the governing board, and this direction is open to external stakeholders (Rainey & Steinbauer, 1999).

Government leaders cannot hide environmental policies from external stakeholders, as legislation is a matter of public record. In fact, leaders in governments have an ethical obligation to obtain the permission of the citizens for certain actions (Brito, 2008). An example is the waste oil disposal policy scenario developed by the researcher. This policy must be approved by the governing board in a public hearing, an event held to allow stakeholders to comment. The development and implementation of the oil disposal policy is transparent to the public.

Transparency during cultural change to the relevant stakeholders does benefit change within government. The advocacy coalition framework (ACF) by Sabatier and Jenkins-Smith (1988) supports the need for complete transparency for change. This transparency by government extends to all internal and external stakeholders (Weible, Sabatier, & McQueen, 2009). The ACF of Sabatier and Jenkins-Smith is more current than the iron triangle model in that Sabatier and Jenkins-Smith considered both internal and external stakeholders, whereas the focus of the current research study is on external stakeholders. Sabatier and Jenkins-Smith's ACF requires consensus for major policy changes to reach agreement and openness in political systems. Transparency and openness are necessary for either the iron triangle or ACF to be effective. The literature review includes the three components of the iron triangle and several potential behaviors.

Public Works Departments

Most societies have had some semblance of government, and as societies grew more sophisticated, systems of operation evolved; these systems were formulated and reformulated throughout history. Government officials can encounter tension from political and public groups (Sharma, 2005). Opposing political pressure on government creates difficulty in achieving cultural changes. Tension is created by mandated requirements or the demand of stakeholders upon the government (Edvardsson & Enquist, 2006).

The public works department is typically a function of government. According to Prendergast (1992), "Local governments bear the primary day-to-day burden of caring for public works, responsible for 70% of the nation's roads, as well as most of the water

systems, wastewater treatment, and solid waste disposal facilities" (p. 40). This burden
pertains to vital function areas such as water, which is important to the environment and
life (Park, 2008). Typically, staff in a public works department can handle these vital
operations for a community or city.

As shown in the iron triangle figure, a relationship exists between the public
works department, external stakeholders, and the governing board. Using the example of
a waste oil disposal policy based on the experience of the researcher. The leaders of a
public works department will create the policy, and staff will implement it. The
foundation of this policy is from the professional opinions of the department staff, and
sometimes, external consultants. Public work department staff may hold the opinion that
oils should be regulated and not disposed of on the ground or into the storm water
system. The behavior of the external stakeholders in most cities might be to dispose of oil
by pouring it onto the ground or into a storm water system. The requirement to dispose of
oil in a disposal area is a change in the past culture, and the members of the governing
body could agree or disagree with the requirement.

External stakeholders can affect public works departments and these effects can
vary among stakeholders, ranging from positive to negative (Cennamo et al., 2009). The
effects of stakeholders on an organization can vary based on factors such as power, and
influence (Dewhurst & FitzPatrick, 2005). External stakeholders are constantly
interacting with the staff of government, and because of the openness of government, the
stakeholders will know the change in discharge requirements. This knowledge can be
through word of mouth, notices of board meetings, or the newspaper. Stakeholders who

own a disposal site will promote the need for the policy. Stakeholders who have disposed of oil on the ground in the past will object to the change by voicing their objections to the leaders of the public works department. The openness of government requires the leaders to work out these concerns. In addition, the leaders of public works departments must consider the long-term health of the community by oil disposal into the water source. The leaders and staff of a public works department will encounter numerous effects by external stakeholders on a waste oil discharge policy.

Stakeholders

Stakeholders can be organizations, advocacy groups, and individuals, and they may influence cultural change within an organization. Although an organization can have numerous stakeholders, Freeman (1984) indicated there are, "six typical stakeholder generic classifications: stockholder, community, customer, employee, government, and management" (p. 25). These generic classifications are useful but they are not all encompassing. Parent and Deephouse (2007) advocated that stakeholders can be organizations or individuals and that it may be necessary to communicate not only with individual stakeholders but also with individual stakeholders within identified stakeholder organizations.

Achievements, opportunities, or failures of an organization will affect stakeholders (Goodpaster & Atkinson, 1992). External stakeholders can be a representative of the external culture of an organization (Post, Preston, & Sachs, 2002). Stakeholders may be more attentive to the interests of the organization because stakeholders may benefit from the relationship with government (Baron, 2006). The

leaders of an organization need to be attentive to the interests of stakeholders because good relationships are advantageous to the organization.

The leaders of an organization must identify stakeholders to build strategies to either coexist with or avoid those stakeholders (Afuah & Tucci, 2003). The leaders of government cannot prevent stakeholders from knowing what government is doing. This knowledge is available because leaders of government are required by law to be transparent.

As part of building a strategy, the leaders of an organization should identify its stakeholders. A stakeholder identification process typically results in a long list of people and organizations that can affect corporate success (Dewhurst & FitzPatrick, 2005). Dewhurst and FitzPatrick indicated that once stakeholders are identified, a careful assessment of the power, influence, importance, and critical needs of each stakeholder is necessary.

The leaders of an organization should pay attention to relationships with stakeholders because these relationships are the foundations of stakeholder theory (Brickson, 2007). Comprehensive support and a positive relationship between the organization and stakeholders will assist in achieving the goals of the organization (Testa, 2002). Stakeholders can affect an organization, and relationships with stakeholders are important to the leaders of the organization if the leaders are to achieve their goals.

Stakeholder theory (Freeman, 1984) covers wider concerns in government than the moral issues of a corporation because a goal of government is social well being. In addition, stakeholder theory stems from a belief that people give corporations the right,

power, and privileges to be purposeful (Charron, 2007). According to Ven (2005)

concerning Mitchell's (1997) stakeholder theory, the leaders of an organization should

consider that the normative core of the organization has a moral obligation to the

stakeholders.

The more influence stakeholders have over the performance and strategy

developed by the leaders of an organization, the more important the stakeholders are to

the "moral obligation" of leaders in the organization (Cooper, 2004, p. 99). Stakeholder

management by leaders necessitates direct communication between the leaders of the

organization and the stakeholders and allows the leaders of the organization to integrate

stakeholders into the organization more effectively (Polonsky, 1995). Leaders in

government should communicate openly and interact with the stakeholders. Stakeholder

positions will probably change over time, and continuous communication with

stakeholders is essential (Preble, 2005).

As in the example of waste oil disposal based on the researcher's experience,

external stakeholders will be both affected by and interested in this future policy.

Stakeholders could refuse to comply or follow the policy. As a waste oil disposal policy

is being developed, stakeholders with an interest in the enforcement of such a policy will

contact board members. Those opposing the policy will probably state that they have

been discharging oil onto the ground for years and there is no effect. Supporters of the

policy will state that it is dangerous to the environment and that proper disposal is the

responsible way to dispose of the oil.

The members of the governing board are elected by the stakeholders, and its members may have long-term friendships and business relationships with these stakeholders. The relationship between the external stakeholders and the board can cause changes in policy that could make the policy ineffective. External stakeholders can affect board decisions and the ability of leaders in the public works departments to develop and implement a policy.

Governing Board

The members of a governing board represent the community and provide policy direction for the government organization through a myriad of tasks such as environmental policies. The governing board of a city can represent culture of the community (Sharma, 2005). Swe and Kleiner (1998) noted a broader definition of culture applies to corporate culture or a group of people developing a way to make a living or profit. These cultures can develop a particular way of doing business. This way of doing business includes the behaviors of the stakeholders within the company and how the company serves its customers (Swe & Kleiner, 1998). Culture can be shared not only within the company but also within families and neighborhoods. A city has numerous cultures (Mainelli, 2006).

Environmental Policies (Cultural Change)

If the governing board representing the community approves an environmental policy, this policy creates cultural change because the policy changes behaviors in the culture. Policies such as the waste oil policy example are important to the needs of the city because improper disposal can damage the water supply. This policy would be a

cultural change for the population because the behaviors toward waste oil disposal will be changed.

One obstacle to change may be external stakeholders who challenge the leadership of the organization. These challenges require the leaders to develop a culture that can adapt to changes and make fundamental changes in the culture if necessary (Mackenzie, 2007). This obstacle is complex because external stakeholders are not under the control of government, in contrast to government employees. However, the leaders within government can require through policies that members of the public change their behaviors to promote the common good.

Cultures can complement each other within the same framework. In addition to situation-specific frames, which vary by cultural scene, participants in an organization may share a general organizational frame of reference. Roles, internal and external relationships, whether positive or negative, philosophy, goals, and strategies define a culture (Wilkins & Dyer, 1988).

If a positive relationship exists among government and stakeholder groups, the stakeholders can have a positive effect on the change. If the attitude toward change is negative, the opposing stakeholders can thwart or have a negative effect on the change (Nooteboom et al., 1997; Testa, 2002). Some stakeholder groups that a board member represents—such as environmental groups—may press for a change (Edvardsson & Enquist, 2006). The representatives within other stakeholder groups may not desire change because of cost or a reluctance to change (O'Connor & Fiol, 2006). The opposing

views by the stakeholders will be communicated to the board by these stakeholder groups.

Contingency Theory

Contingency theory supports the concept that external stakeholders affect organizations. Contingency theory came from the open systems approach that an organization manifests behaviors within the environment in which the organization exists (Rejc, 2004). In comparison to systems theory, contingency theory focuses on organizational factors such as size and structure, whereas systems theory pertains to the system boundaries with input and output variables of the system (Scott, 2003).

External environments and external stakeholders have a large role in determining the viability of an organization in a business environment (Punnoose, 2007). According to contingency theory, leaders of a public works department, which is a subsystem within government, must consider the whole environment or a total systems approach. Stakeholders within the community are part of the environment, including citizens, government contractors, and government agencies.

Contingency theory encompasses a wider environment that includes the organization and everything outside of the organization, including external cultures represented by the stakeholders (Scott, 2003). Contingency theory includes the concept that proposed decisions are dependent upon environmental situations. Leaders of an organization who can meet the requirements of their environment will adapt to the environment. Leaders should consider the current environment and develop contingencies to adapt to the environment (Scott, 2003).

In contingency theory, according to Meznar and Johnson (2005), the success of the leaders of an organization in the environment in which the organization operates is dependent upon numerous issues, one of which is the members' ability to attune internal abilities to the external environment. Successful cultural change such as environmental policies by the leaders of an organization can be contingent upon the external and internal cultures represented by stakeholders of the organization (Zahariadis & Morgan, 2005). Differences in issues such as environmental policies can exist between an organization and the internal and external stakeholders and what might work in one company may not work in a different company (Shriberg, Shriberg, & Lloyd, 2002).

The combination of contingency theory and the greater scrutiny and connection with political influences creates difficulties for cultural change within a governmental organization. The leaders will need to manage these difficulties because of the influence of stakeholders. To understand the difficulties of change, employees must understand the behavior of the stakeholders before, during, and after changes, such as new or revised environmental policies (Mackenzie, 2007).

In the oil disposal example based on the experience of the researcher, the leaders of the public works department should consider the effects of external stakeholders. Previous examples have indicated that members of the board and the leaders of the public works department are subject to the effects of external stakeholders on the oil disposal policy. The board will affect the public works department because the leaders of the public works department will need the board to approve any policy. For the leaders in the public works department to development and implement an oil disposal policy, the

leaders must consider the environment, contingency theory, and the effects of external stakeholders on the decisions of the board.

Conclusion

A city government is a culture and represents the population of an area. The governing board represents the citizens such as the external stakeholders of a city. External stakeholders affect the development and implementation of government policies. The leaders of public works departments desiring to develop and implement an environmental policy should consider the effects of external stakeholders (Mackenzie, 2007; Nooteboom et al., 1997; Testa, 2002). The effects can come from external stakeholders through behaviors such as cognitive dissonance or through more subtle influences such as personal relationships of stakeholders and members of the board. External stakeholders will affect the board, and the board members will react (Fidler, 2004). In turn, the board will affect the efforts of the leaders of the public works departments during development and implementation of environmental policies (Kee & Newcomer, 2008).

A common thread in the literature was that leaders in a public agency have far less flexibility than leaders in a corporate entity because the public agency serves the public rather than the shareholders of a business (Bass & Stogdill, 1990). Because the public is the beneficiary of government services, and the public pays for these services as well as supports government agencies, members of the board must first consider the moral obligation to serve the public good in any kind of change affecting the delivery of government services (Brito, 2008). One of the responsibilities of the leader of an agency

is the need to identify relevant stakeholders and the potential influence of the stakeholders on important decisions (Goodpaster & Atkinson, 1992). Thus, the leaders of a public works department must understand the effects of external stakeholders if the leaders are to develop and implement policies that reflect stakeholder input.

The available literature included information about public works departments, external stakeholders, and cultural change. Theories, ideas, and concepts were incorporated to provide a clearer understanding of the potential effects of external stakeholders on environmental policies. The literature included information that affirmed the relationship between the cultural change of an organization and its external stakeholders (Goodpaster & Atkinson, 1992), but there was little published literature on the specific topic of the effects of external stakeholders on the considerations for cultural change within a government agency, specifically a public works department. Schellong (2008) review of the literature revealed limited research on this topic.

Summary

Organizational cultures such as a city include a wide variety of cultures such as political cultures (Gustafson, 2005). The representatives of these cultures can create a common culture, which is the culture of the organization (Moynihan & Pandey, 2005). The members of different cultures can have different attitudes and behaviors (Moynihan & Pandey, 2005). Stakeholders are representatives of different cultural behaviors and attitudes and these stakeholders can conflict and create difficulty for the leaders of any agency trying to bring about change (Edvardsson & Enquist, 2006; Nooteboom et al., 1997; Testa, 2002).

Environmental policies created by the leaders of government can represent cultural change (Rainey & Steinbauer, 1999) and cultural change is slow to develop. Cultures can be represented by stakeholders and those stakeholders can oppose or support environmental policies. Environmental policies require approval of a governing board, which is affected by external stakeholders. The relationship between stakeholders, governing board, and the public works department, as shown in the iron triangle, makes it difficult to develop and implement environmental policies due to the influence of external stakeholders. Chapter 3 will include a detailed description of the methodology that was used in the current research study.

Chapter 3: Methodology

The purpose of the current triangulation mixed method study was to determine the perceived effects of external stakeholders on environmental policy development and implementation in public works departments in California cities. A triangulation mixed method design was appropriate to examine the perceptions of 79 public works directors using a single instrument to collect qualitative and quantitative data simultaneously. According to Kroll et al. (2005), the integration of quantitative and qualitative research maximizes the complementary strengths of both methods.

Data were collected through administration of a Web-based survey created for the current research study. The Policy and Stakeholder Survey (PSS) consisted of both open-ended and closed-ended items. The open-ended items focused on successful environmental policies, public meetings that gained support, actions and activities used to gain support, and the perceived positive and negative influences of external stakeholders. The closed-ended items focused on the numbers of policies, groups, and individuals interacting with the public works departments. Quantitative data were analyzed using descriptive statistics, and qualitative data were analyzed using a constant comparison analysis process in which data were coded and categorized to describe interactions between external stakeholders and public works departments (Patton, 2001).

Chapter 3 presents an elaboration about the research method and rationale for selecting a mixed method with a triangulation design to measure the effects of stakeholders on the development and implementation of environmental policies in California public works departments. The chapter also includes discussions about the

population, sampling, informed consent, and confidentiality and concludes with a

discussion of data collection procedures, validity, and data analysis.

Research Method

A mixed method was used to investigate the perceived effects of external

stakeholders on environmental policies of public works departments in California cities.

A mixed method was chosen because combining qualitative and quantitative data may

yield better insight into the phenomenon of cultural change than only one method

(Creswell & Plano Clark, 2007). The integration of quantitative and qualitative data also

maximizes the complementary strengths of both methods (Kroll et al., 2005). Multiple

sources and kinds of data using different strategies, approaches, or methods can provide

complementary strengths and nonoverlapping weaknesses (Johnson & Onwuegbuzie,

2004).

The use of a mixed method increased the potential of finding new information and

values not apparent in a qualitative only or quantitative only research method (Creswell

& Plano Clark, 2007). The use of a mixed method was appropriate because of the lack of

published information in recent peer-reviewed journals on this topic. The literature

review revealed few studies on the influence of external stakeholders on policy. Using

mixed methods enabled a focus not only on collecting data on numerical incidence

questions but also on understanding the reason for the directors' perceptions. The use of a

mixed method provided an expansive and creative format for the current research study

and increased the potential of finding new information and values that might not have

been apparent had either a qualitative or quantitative research method alone been used (Creswell & Plano Clark, 2007).

Research Design Appropriateness

The triangulation design selected for the current research study is frequently used for mixed methods (Creswell & Plano Clark, 2007). Three decisions are involved with determining a research design: the sequence in which the data were collected and analyzed, the importance placed on the qualitative and quantitative approaches, and the merging and connection of the datasets (Creswell & Plano Clark, 2007). For the current research study, triangulation was determined to be the most appropriate mixed method design.

The collection of qualitative and quantitative data and analysis of both data sets precedes the triangulation. The analysis and interpretation of both data sets was given equal weight because the qualitative and quantitative data were of equal importance. These two data sets were collected through a single survey with qualitative and quantitative questions. The two data sets were analyzed separately and then interpreted using triangulation (Creswell & Plano Clark, 2007).

Johnson and Onwuegbuzie (2004) indicated five reasons that support the use of a triangulation mixed methods design: (a) use of triangulation to compare and contrast datasets; (b) use of complementarity when use of one method will provide a better understanding of the data obtained through use of the other method; (c) use of initiation when the datasets will not be in agreement, causing the researcher to adjust the research questions to the data; (d) use of development whereas one dataset clarifies the other

dataset; and (e) expansion in which the depth of research is improved by the use of two methods. According to Creswell and Plano Clark (2007), triangulation is a same-time frame, single-phase design with equal weighting of quantitative and qualitative methods. The flow chart presented in Figure 4 illustrates the triangulation design used in the current study.

```
┌──────────────┐        ┌─────────────────────────────┐        ┌──────────────┐
│ Quantitative │ ─────→ │ Interpretation based on both│ ←───── │  Qualitative │
└──────────────┘        │ quantitative and qualitative│        └──────────────┘
                        │           results           │
                        └─────────────────────────────┘
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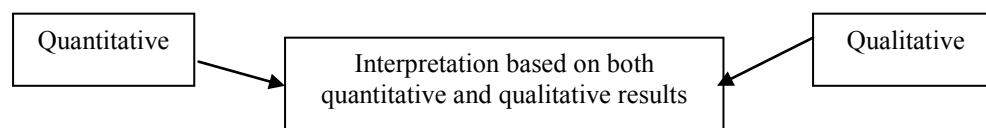
Figure 4. Triangulation design (Creswell & Plano Clark, 2007, p. 63).

The mixed methods approach can entail use of either a single or sequential survey instruments involving quantitative and qualitative questions (Creswell & Plano Clark, 2007). A triangulation design typically involves simultaneous collection of qualitative and quantitative data (Creswell & Plano Clark, 2007). Public works directors in California completed the PSS, a Web-based survey that contained both open- and closed-ended questions.

Quantitative, closed-ended questions were used to collect numerical data. The use of qualitative, open-ended "how" and "why" questions yielded information about the perceptions of public works directors on their interactions with stakeholders and the impact of those stakeholders. Using both qualitative and quantitative data provided a fuller and richer view of how external stakeholders and public works departments interact to develop, change, and implement policy effectively.

Research Questions

The purpose of the current research study was to investigate the perceived effects of external stakeholders on cultural change through new or revised environmental policies of public works departments in California cities. The two research questions for the current study were:

Research Question 1: How do public works directors describe numerically the impact of external stakeholders on environmental policy development and implementation?

Research Question 2: How do public works directors describe their experiences and the effects of external stakeholders on cultural changes through new or revised environmental policies in a governmental organization?

Population

The population for the current research study was 391 directors of public works departments in California whose cities met the criteria of employing a public works director who was not involved with the validation committee. A list of cities (see *Appendix A*) was identified from http://www.dof. ca.gov/Research/Research.php, a website available to the public, with data accurate as of July 1, 2008. According to the website and communications either electronically or by phone with staff in the organizations, 391 cities from this list of 478 cities were identified as fitting the current study criteria. California was selected because of the researcher's position in a governmental organization in California.

Sampling Frame

The participants in the current research study were California public works directors who had responded to the cover letter e-mail sent to 391 cities with public works directors in the state of California. Not all of the directors who responded to the survey request had experienced the phenomenon of interest (Creswell, 1994). The data in question 12 of the PSS indicated that 65.5% of the responding directors had experienced developing and implementing environmental policies. Some directors did not answer all of the questions and were selective in which questions they answered on the PSS.

Patton (2001) noted that there are no absolute rules for sample size in research and that the number can often be a tradeoff between breadth (more participants) and depth (fewer participants responding to more items). Smaller numbers can be valuable, especially if participants offer rich information and experiences. The size of the sample depends upon what a researcher wants to know, why he or she wants to know it, how findings will be used, and what resources are available.

Three hundred and ninety-one directors meeting the criteria were invited by e-mail to participate in the current study. Dillman (2007) noted a response rate of approximately 20% is typical for most studies. If 20% of the invited directors had agreed to participate, it would have yielded 78 public works directors. No inferential statistics were used except for a post-hoc comparison of numeric responses by city size; only descriptive statistics (*mean*, *median*, *mode*, *standard deviation*, and *frequency*) were proposed. Thus, a sample size of 78 was sufficient for the current study. The sample size was determined by calculating the projected sample size based on the population.

Scheaffer, Mendenhall, and Ott (2005) discussed finding an approximate sample size through estimation of a population proportion with a bound on the error of estimation when no prior data exist for the participants. Use of this sampling estimation method establishes a useful and meaningful sample size with over sampling of the accessible population. Use of this method ensured a sufficient number of responses to be representative of all California public works directors of cities. All directors of public works departments in the State of California, who met the sampling criteria were contacted.

Based on the number of full-time employees (n=391) listed on the California department of finance website and using Scheaffer et al.(2005) formula below, the desired sample size was 215 with a bound on the error of .05. N equals the number of participants available; D equals the bound on the error of estimation of magnitude (.05) squared and divided by four. P is an estimate of variance to obtain a conservative sample size and q equals 1-p. The formula calculations result in a sample size of 77.99 participants to be representative of the population. Over sampling was necessary to achieve this number.

$$n = \frac{Npq}{(N\text{-}1)\ D + pq}$$

In mixed methods, it is not only important to have a sufficient number of respondents for the quantitative analysis but also to have enough participants for qualitative analysis. Patton (2001) noted no rules for how many participants are required

for a qualitative study. Determining the number of participants for data analysis is difficult and different from in exclusively qualitative or quantitative studies.

Researchers in several prior qualitative studies used small samples, with the results judged as reliable. Macfarlane, Shaw, Greenhalgh, and Carter (2005) used 28 participants; Esquer-Peralta, Velazquez, and Munguia (2008) used 14, and Griffith and Bhutto (2008) used 25 for qualitative studies. The mean numbers of response for these three studies is 22.3.

Qualitative studies have no mathematical formula for the number of qualitative responses. The mean number of qualitative responses per qualitative question in the development and implementation sections of the PSS from the current research study was 28.72 and 24.41 respectively. Thus, the number of qualitative responses is in the current study was in line with prior studies.

The number of completed surveys for the current research study was 79. The number of responses to the qualitative questions supports data saturation because this condition was achieved when it was apparent no new information would be obtained by adding more participants. One indicator of data saturation was some repetition of responses from participants. Guest, Bunce, and Johnson (2006) indicated that data saturation occurs when the analysis of data indicates an event such as an occurrence, happening, or thing common within the participants' data. In the current research study, there was repetition or trends within the responses to the individual questions and thus data saturation exists within the data.

Informed Consent

A letter (*Appendix B*) introducing the current research study and requesting participation was sent by e-mail to all 391 directors of public works departments of California cities. This letter included information about the purpose and nature of the research that their participation was voluntary and that they could withdraw at any time and for any reason. The letter also included an explanation of the privacy and ethical issues. Creswell (2003) suggested the fundamental criteria for ethical research is to do no harm, including physical, psychological, social, economic, or legal.

Directors interested in participating were instructed to go to the surveymonkey website, www.surveymonkey.com, to access the informed consent form for the survey (*Appendix C*). Only participants who agreed by indicating yes and electronically indicating their informed consent on the first page of the survey website could access the PSS in *Appendix D*. A summary of their responses was included in the data analysis.

Confidentiality

Each participant in a research study has the right to privacy and the expectation that their data will be kept confidential at all times (Dalton, Daily, & Wimbush, 1997). The right to privacy and confidentiality was disclosed to potential research participants prior to their involvement in the current research study. Research participants have a right to expect respect for autonomy, trust, scientific integrity, and fidelity (Dalton et al., 1997). Every research participant has the right to expect there will be no chance of being identified by name at any time, before, during, or after the study.

All survey data were collected thorough the www.surveymonkey.com website, ensuring all data were anonymous and confidential, as individual responses cannot be linked to participants. Participants were not asked the name of their organization or any personally identifying information with the exception of the consent form. The SurveyMonkey website collected names of the participants, but the names cannot be linked to any responses. This method of data collection ensured anonymity of the participants. Anonymity typically increases cooperation, more candid responses, and some legal protection because individual information is not known (Dalton et al., 1997).

The names on the consent form and the responses to the survey were collected separately via the SurveyMonkey website. The surveys did not include any personal information. The names of the participants were collected to meet informed consent requirements, but the data are reported only in aggregated form. Each survey form was coded with a randomly selected identification number. The SurveyMonkey website randomly assigned identification numbers as the participants completed the surveys. This process preserved the confidentiality of the information. SurveyMonkey has numerous security measures and standards (see *Appendix E*).

All data will be stored an electronic format for 3 years on a password-protected encrypted compact disc. The disc is stored in a locked file in the researcher's home office. After 3 years from the completion of the dissertation, the compact disc will be shredded in a crosscut shredder.

Geographical Location

The geographic location of the current research study was California, a state with strong stakeholder involvement in environmental policies and a history of advanced environmental regulations (Hall & Taplin, 2010). These policies have been controversial because of both their stringency and cost and not all stakeholders support them. These policies are considered more proactive than federal environmental requirements in areas such as climate change (Hall & Taplin, 2010).

Instrumentation

The empirical research literature is sparse (Yackee, 2006), and no appropriate existing instrument was found for measuring the interactions of administrators of public works departments and external stakeholders. The PSS, which was developed to collect the data necessary to describe the interactions of public works departments and external stakeholders, was pilot tested before the main study was undertaken.

The PSS contains three sections: demographics, policy development, and policy implementation. The PSS included quantitative and qualitative questions to collect information about the interaction of directors and staff in public works departments with external stakeholders. It was expected that participants would take 20 minutes to complete the online consent form and PSS. The use of one survey instrument reduced inconvenience to the participants. Each section of the PSS is described below.

Demographics

The descriptive demographic section of the PSS included questions about the participants' gender, age in years, years of working for a governmental organization,

years working in a public works department, and whether the respondent had worked for other government agencies. Public works department information requested included number of city employees, number of public works employees, the services provided by the department, and those provided by external organizations or other cities. The information requested was numeric and included information detailed in the preceding paragraph.

Policy Development

The policy development section of the PSS focused on collecting data to provide insight about the influence of external stakeholders on the development or creation of new or changed environmental policies. The section included examples of external stakeholders (community groups, businesses, or labor groups) and environmental policies (changes in septic systems, industrial discharge, or solid waste disposal). This section consists of 22 items: 11 quantitative and 11 qualitative.

The numerical items focused on the numbers of policies developed or changed, numbers of external stakeholders involved in a policy change, number of external stakeholders helping with policy change, number of policies stopped or placed on hold, the percentage of unsuccessful policy changes, and the number of groups opposed to policy changes. Directors addressed open-ended qualitative items concerning the public works department staff's involvement with external stakeholders, beliefs about how leaders might have worked with external stakeholders, recommendations for creating an atmosphere suitable for policy change, process for working with external stakeholders, and the negative influences stakeholders may have had on city government.

Policy Implementation

The policy implementation section contained 6 items: 3 quantitative and 3 qualitative. The quantitative items pertained to the percentage of stakeholders affected by new or revised policies, the percentage of these stakeholders who were unaware of the change, the percentage supporting the change, and the percentage resistant to change. The qualitative items pertained to the ways the public reacted as policy change was implemented, ways to promote implementing policy changes, and how the respondents would change what they did in implementing policy change based on their experience with external stakeholders.

The data collected by the PSS revealed an understanding of the interactions and reactions of stakeholders and public works departments to environmental policies. Analysis of data provided a description of the behaviors of external stakeholders and public works departments. An understanding of how external stakeholders have interacted with public works departments may provide government leaders with the knowledge to develop management practices to serve the needs and elicit the cooperation of external stakeholders more effectively.

Validation of the Survey Instrument

The PSS was validated by a panel of four public works directors selected from cities located near the researcher's residence. These directors were asked to review and comment on the PSS, noting aspects such as clarity of questions, ease of completion, and usability of the results. The directors evaluated the PSS and adjustments were made based on their responses. Validation of the PSS was intended to reduce errors and provide

clarity. The directors who validated the PSS questions did not participate in the main study. The validation committee did not answer the questions in the PSS thus no statistical validation such as Cronbach's alpha of the PSS was completed by the validation committee. The PSS does not include any scaled response choices for any questions; all numerical data from responses in the main study to the PSS were statistically validated using Cronbrach's alpha to assess inter-item reliability. The results of the statistical validation are discussed in chapter 4.

Data Collection

The PSS was used to collect quantitative and qualitative data. Surveys can be used to collect a large amount of data from many respondents in a short amount of time and can be used to collect both qualitative and quantitative data (Ary, Jacobs, Sorenson, & Razavieh, 2009). Survey data collection processes, including the use of the Internet, eliminate costs of postage, paper, and the time for data entry.

Use of the SurveyMonkey website enabled the collection of both text and numerical data and returns the data in an usable format. Using Surveymonkey.com offered advantages over the traditional mailed paper-and-pencil survey in both construction and data collection. Construction and data advantages included formatting the background colors and font to make the survey more user-friendly and determining whether the respondent could skip questions or must answer each one.

Using the Internet for collecting survey data permitted easy follow-up; subsequent mailings of the survey were accomplished by resending the link to the survey to the participant on the list. Compared to mailed surveys, use of the Internet provides control

over items and the number of items a respondent can see at one time (Dillman, 2007).

The SurveyMonkey website automatically assigns identification numbers randomly as

the surveys are completed, preserving the confidentiality of the respondents.

The initial communication with directors of public works was sent using an e-mail

introduction letter that included a link to the SurveyMonkey website for the informed

consent and the PSS. Four separate requests were sent to each director over a 3-month

period. If directors participated or indicated that they could not participate then these

directors were not contacted again. After 3 months, the survey data were summarized by

SurveyMonkey. Figure 5 presents a visual representation of the data collection process.
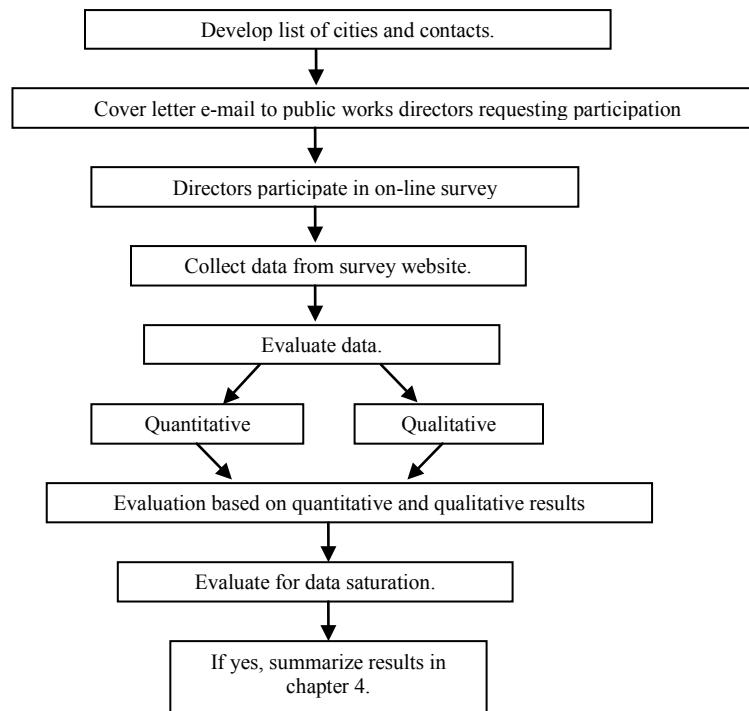
Figure 5. Flow chart for data collection (Creswell & Plano Clark, 2007, p. 63).

Data Analysis

Mixed methods research combines quantitative and qualitative methods, which necessitates separate analysis of the quantitative and qualitative data prior to triangulation. The analysis consisted of preparing data for analysis, then exploring, analyzing, and presenting the data (Creswell & Plano Clark, 2007).

Preparing Data for Analysis

The survey data for the current research study were downloaded from the SurveyMonkey website. Each participant was provided with an identification number and this number was included with each response from the participant. Quantitative data were checked for any anomalies and uploaded to the Statistical Program for the Social Sciences ([SPSS], 2008). Responses for each open-ended question were summarized for that qualitative question. The qualitative data were loaded onto an Excel spreadsheet.

Exploration of the Data

Exploration of the data consisted of examining the data for salient trends and distributions and developing a preliminary understanding of the database. The exploration of quantitative and qualitative data began with reading the data. The data were reviewed repeatedly to develop an idea of the concepts contained in the data (Creswell & Plano Clark, 2007).

Quantitative Analysis

Descriptive statistics were calculated for the quantitative data to show how participants described numerically the impact of external stakeholders on policy development and implementation. The statistics included the *mean*, *median*, *mode*,

standard deviation, *range*, and *frequency distributions* for each question. Data were

downloaded into SPSS to analyze and describe the quantitative data collected by the PSS.

This analysis included descriptive information suitable for addressing the quantitative

research question. In addition, the responses of the directors of public works departments

were classified into large and smaller cities using the reported number of city employees,

and numerical data were calculated for the city group. The results of the quantitative

analyses are presented in chapter 4

Qualitative Analysis

The words of participants were used for the qualitative analysis. The analysis

focused on how public works directors described their experiences and the directors'

perceptions of the effects of external stakeholders on cultural changes through new or

revised environmental policies in a governmental organization. The challenge of

analyzing qualitative data is to make sense of the data by reducing the sheer amount of

data, sifting out the trivial information, finding patterns, illuminating the information,

identifying what the essence or what is important in this set of informational data, and

communicating that information (Patton, 2001). No preconceived or developed codes or

categories were used; the coding was based on patterns revealed in the data. A critical

reviewer with experience in qualitative research was used as a check to ensure proper

coding of the categories that emerged from the data (Patton, 2001). The reviewer

provided a signed confidentiality agreement.

A constant comparison approach was used for the qualitative analysis. A constant

comparison approach assisted in illuminating the meaning, structure, and experiences of a

group of people about a phenomenon (Patton, 2001). After reviewing the data several times, the coding process began. Codes were developed and defined for phrases, sentences, and paragraphs. These codes were small units of data to which a meaningful label was attached. The data were organized into clusters or categories, with irrelevant or repetitive material eliminated (Patton, 2001).

Pieces or portions of data were compared to the parameters of each code, and those portions fitting into a code were labeled. The analysis of qualitative data was a fluid and flexible process. During the course of the data analysis, codes were changed, dropped from the analysis, combined with other codes, and new codes were developed and added as data were analyzed. The analysis began with unfocused coding and moved to descriptive coding, and a finite set of pattern codes were developed during the process. Analysis of qualitative data necessitated pulling apart the data and reassembling the data into information that was meaningful and could be communicated (Patton, 2001).

Once the data were coded and reviewed, the codes were studied to determine which codes appeared to come together to make up a larger and more encompassing category. Categories represented larger ideas or constructs. Each category emerging from the coded data was defined using constant comparison and each code was placed into a category if it fit the definition for that category. Throughout the analysis, the goal was to identify a structural description of the experiences and views of the public works directors.

Validity

Internal validity pertains to how the study was accomplished, how the concepts were investigated, and how the data were relevant to the concepts (Oulton, 1995). Concepts should be defined in a way so that they can be investigated in the real-world (Oulton, 1995). External validity pertains to the ability to apply the results to other situations, groups, and applications of the model (Ferguson, 2004).

Campbell and Stanley (1966) articulated threats to the validity of results. These include history, maturation, pretesting, measuring instruments, statistical regression mortality, differential selection, and selection maturation interaction. Because of the strictly descriptive nature of the study, most of these threats to validity do not apply to the current research study; only the measuring instrument or the PSS was of concern. To address this concern, four public works directors reviewed the PSS to ensure the items address the interactions between public works departments and external stakeholders on policy development and implementation (see Instrumentation).

The researcher could conceivably affect all components of a research study, effects that could alter validity (Malterud, 2001). The researcher's ability to recognize the potential for and evidence of bias was critical to the validity of the current research study. Persons who analyze data consider their opinions and beliefs in their analysis of the information. Attitudes can influence both negative and positive aspects in results (Van Maanen, 1988).

The validity of the current research study was improved by the documentation of the researcher's personal attitude during the research. This documentation improved

validity by recognizing the researcher's beliefs in the coding and evaluation of the data. A record of those beliefs is documented in chapter 4.

In the current research study, the variables and their relationships were unknown. When studies are exploratory, greater priority is often assigned to the qualitative research component (Creswell & Plano Clark, 2007). In studies in which qualitative methods are used to substantiate the findings of quantitative survey data, priority is given to the quantitative methods (Kroll et al., 2005). Triangulation allows a researcher to compare quantitative and qualitative data, a process that can reduce the effects of participant bias. This reduction improves the generalization of data to applications outside the scope of a study (Ferguson, 2004; Healy & Perry, 2000).

Reliability is a measure of whether similar research would produce similar findings. The variability of data recorded by a researcher can affect reliability, but documentation of responses can support it (Oulton, 1995). The documentation of responses to items and the researcher's attitude created reliable documentation in the current research study.

Triangulation allowed for a comparison of the quantitative and qualitative data from the PSS. This comparison supported a realistic understanding of the issues that could be generalized from the sample to the larger population. Demographics such as city size are facts of the organization that are not dependent on the perceptions of the participants. The findings of the current study can be generalized to cities with similar demographics in other states or countries (Healy & Perry, 2000).

Because all participants in the current study volunteered (they were not paid) to participate, there were some concerns if the responses represent an appropriate sample of the population. Gall, Gall, and Borg (2006) noted that volunteers in studies might have different characteristics, such as education level, social class, or need for approval, from those who do not volunteer. Personality types, such as conventional, authoritarian, and conforming, may also differentiate volunteers from those who do not volunteer.

The directors who volunteered to participate in the current research and those directors who did not have in common their occupation; professional interests; knowledge base; adherence to the same state and federal rules, regulations, and policies; and similar interest groups of stakeholders who affect their jobs. These differences between volunteers and those who did not volunteer may affect generalizability and reliability, but the common professional traits between the directors who participated and those who did not may be more alike than different within the context of the current research study. These common professional traits help to support generalizability and reliability of the current research study.

The generalizability and reliability respectively represent the external and internal validity of a study (Ferguson, 2004). The differences between directors who volunteered and those who did not are unknown because those who did not volunteer did not provide any data that can be used to determine the difference. This issue is a concern with any study because a *what if* analysis is constant reminder of weaknesses in any study or effort.

External validity is the ability to generalize the finding to other groups, situations, and scenarios (Ferguson, 2004). The questions and results developed in the current research study could be applied to other geographic areas because policies to protect the environment can exist throughout the world. Findings should be generalizable to similar municipalities in the United States because stakeholder influence affects policies in other democratic settings.

Summary

Chapter 3 presented the methodology for the mixed method triangulation study. Combining qualitative and quantitative data may yield better insight into the phenomenon of cultural change than exclusive use of either quantitative or qualitative methods (Creswell & Plano Clark, 2007). A mixed methods approach was judged to support the integration of quantitative and qualitative data to maximize the complementary strengths of both methods (Kroll et al., 2005). Triangulation allowed equal emphasis to be assigned to qualitative and quantitative data (Creswell & Plano Clark, 2007).

The research questions focused on how public works directors described numerically the impact of external stakeholders on policy development, and how public works directors described their experiences and the effects of external stakeholders on cultural changes through new or revised environmental policies in California cities. To address the quantitative research question, data analysis included generation of descriptive statistics such as *mean*, *median*, *mode*, *standard deviation*, and *frequencies*. A constant comparison method was used to analyze the qualitative responses to the open-ended items on the PSS. In addition, the responses of the directors of public works

departments were classified into large and smaller cities using the reported number of city employees, and numerical data were calculated for the city group. After separate analysis of the qualitative and quantitative data, the data sets were interpreted through triangulation and prepared for presentation in chapter 4. Chapter 4 presents the findings of the data analysis.

Chapter 4: Results, Findings, and Analysis

The purpose of the current research study was to develop an understanding of the perceptions of public works directors of the effects of external stakeholders on environmental policies in California public works departments. In government organizations, public works directors are typically responsible for the development and implementation of environmental policies. Directors manage and operate public works services such as water, wastewater, trash removal, and streets.

Population and Sample

The population of available public work directors for the current study was 391 directors in the State of California. This population did not include all the cities in California; cities were excluded if the city did not have a public works director. All 391 directors were requested to participate. Table 1 presents the population of potential participants that was available for the current study.

Table 1

Potential Participants

Status	N
No public works director	55
Validation committee	4
Would not consent	9
Unable to participate	19
Participants available	391
Total cities in California	478

A letter introducing the current research study and requesting participation was sent by e-mail to 391 public works directors in California. Nineteen directors of the 478 cities or 4.0% responded by e-mail to indicate that they could not participate in the survey because of time constraints. Directors indicated the predominance of their time constraints was caused by budget issues. This finding supported the use of a single survey instrument because if multiple surveys were used, more directors might not have participated because of time constraints. The use of multiple survey instruments would not have yielded better results because in the current research study the use of a single survey necessitated four requests to receive a response from a director.

The original scope of the current research study was to focus on only cities with populations under 100,000; however, the public work directors of all cities were invited to participate to increase the sample size because of the low response rate. Although the original sampling approach was viable for the pilot, the response rate of directors of small cities was too small to yield a sufficiently large sample. It was determined that requesting the participation of public works directors of all cities within California might yield a larger response rate and support a more robust study.

The available participants were tracked on an Excel spreadsheet. As participants responded to a request to participate sent to their publicly available e-mail addresses, their names were highlighted on the spreadsheet to indicate their participation or inability to participate; these participants were not sent another request for participation. The request list was revised and additional requests for participation were e-mailed to the

participants who had not responded to the previous invitation. If the director did not respond to the request for participation, he or she was sent another request. The process of sending a request for participation by e-mail was repeated four times for each director who did not respond to obtain the highest response rate possible.

Ninety-four public works directors in California went to the SurveyMonkey website through a link, provided in the e-mail, to the informed consent page and the PSS. These 94 directors logged onto the SurveyMonkey website; however, 15 did not consent to participate or provided no information. Eighty-five participants accepted the invitation to participate in the current research study, provided informed consent, and participated in the online survey. Six surveys could not be used because of incomplete data, thus 79 directors provided sufficient survey data for the current research study. This resulted in 79 usable responses for analysis, which was a 20.2% response rate (79 responses/391 cities).

The public works directors were selective in the survey items that they chose to answer, a fact that resulted in missing responses to some questions. The number of responses reported in any analysis varies depending upon the number respondents. Missing data showed no pattern, and no attempt was made to impute responses. The survey instrument for the current research study was designed to obtain the directors' perceptions about the effect of stakeholders on policy development and implementation.

Instrumentation

The Policy and Stakeholder Survey (PSS) was created for the current study. The PSS consisted of three sections. The sections included 10 demographic questions, 22

items in the policy section (11 quantitative and 11 qualitative), and a policy

implementation section consisting of 6 items (3 quantitative and 3 qualitative).

Pilot Study

A pilot study was used to determine whether the questions in the PSS instrument

conveyed the intended meaning and were relevant to the population. The survey was sent

to four public works directors in Grass Valley, Auburn, Lincoln, and Rocklin in

California as a validation committee to review the survey. These directors were asked to

review and provide comment on the survey questions. These directors were not known to

the researcher and were selected from the list of cities on the California Department of

Finance website. These directors were selected because the researcher's home location

was close to the cities of these directors' public works departments.

These four directors suggested minor adjustments and wording, such as changing

"work" to "worked." Directors suggested adjustments for any ambiguity they perceived.

One director suggested removal of a question about gender identification as not relevant

and potentially an element of bias, but because gender might provide substance for the

survey, the question was retained. The four directors who participated in the pilot were

excluded from the main study.

Validation of the PSS

The PSS was validated using the statistical information from the 79 participants

from the main study. Cronbach's alpha was used to validate the numerical responses to

the questions in the policy development and implementation portion of the PSS used in

the current research study. The formula for Cronbach's alpha is (k/(k-1)) * (1- (sum of

the squared standard deviation)/ square of the total of the standard deviations). Note k is the number of items and the standard deviations from data each numerical question were included in this analysis.

An alpha of 0.9 or greater is preferred for internal reliability or consistency (Martin & Altman, 1997). This consistency is the relationship of one question to another within the group and the closeness of each of these questions to each other ("SPSS FAQ," 2010). The Cronbach's alpha for the responses to the numerical questions on the PSS collected from participants in the current study was 0.045, thus Cronbach's alpha revealed low internal consistency for the PSS instrument.

A low internal consistency is appropriate for the questions in the current research study. The numerical questions involved a wide range of issues from budget to number of stakeholder involved in a policy. The purpose of including a wide range of questions in the PSS was to understand the wide range of potential issues pertaining to the perceived effects of external stakeholders on the development and implementation of policies. The non-numerical items on the PSS were not scaled or dichotomous items and were not appropriate for factor analysis or reliability analysis using Cronbach's alpha.

Demographics

Demographic data were collected from the public works directors, who participated in the current study. The 79 directors in the sample worked for cities within California. The sample was limited to public works directors for these cities. Questions 2 through 11 on the PSS pertained to the demographics of the participants.

The intent of collecting demographic data was to assist in developing an understanding the demographic profile of the cities, the public works organizations, and the public works directors. Sixty-five directors were male (86.7%), and 10 were female (13.3%). Fifty-nine directors (77.6%) reported working at other governmental agencies, and 17 (22.4%) had not. The directors had on an average work for 2.89 governmental agencies. Measures of the central tendency for these variables appear in Table 2.

Table 2

Descriptive Public Works Director Data

	Median	*Mean*	*SD*	*Range*
Director's years in government	24	22.22	9.571	1-40
Director's years in public works	19	17.69	10.521	1-40
Number of government agencies	2	2.89	1.624	0-8
Number of city employees	120	388.85	8.37.372	6-6700
Num of public works employees	35	66.67	85.952	3-400

In response to question 10, directors reported their department provided numerous services as described in the table below. Participants reported also being responsible for graffiti removal, habitat management, street sweeping, school crossing guards, environmental programs, transit systems, storeroom, weed abatement, landscape, and urban forestry in addition to ensuring compliance with federal and state agencies. Public works department provide numerous services using outside contractors.

Directors reported outside contractors as providing services such as janitorial, traffic signal and street light maintenance, construction management and inspection, and street

tree trimming. The responsibilities and jobs addressed by public works department vary

depending on what the city needs. Table 3 presents the areas addressed by public works

departments internally and externally.

Table 3

Public Works Departments Internal and External Services

	Department provides		External provider	
	N	%	N	%
Water	44	46.8	24	25.5
Wastewater	52	55.3	34	36.2
Solid waste collection	21	22.3	53	56.4
Streets, traffic control, maintenance	73	77.7	3	3.2
Fleet	60	63.8	5	5.3
Storm Water	69	73.4	4	4.3
Parks	43	45.7	12	12.8
Cemetery	4	4.3	24	25.5
Engineering/review/design/mgt.	62	66.0	16	17.0
Building maintenance	52	55.3	6	6.4
None	N/A	N/a	3	3.2

Data Analysis

For the quantitative questions, descriptive statistics were used to analyze the

numerical data, including frequencies and percentages as well as measures of central

tendency and variability. Responses to the PSS were classified into large and smaller

cities using the reported number of city employees and numerical data were calculated

for the city groups. In smaller cities ($N = 37$, 50.7%), the number of employees ranged

between 1 and 120, whereas larger cities ($N = 36$, 49.3%) had 121 or more employees.

Smaller cities were classified based on 120 employees or fewer since that represented the

mean number of the responses from the directors participating in the study. Due to

outsourcing of services, a smaller number of employees can serve a larger community; however, for purposes of the current study, 120 employees or fewer was considered a small city. Cities with more than 120 employees were classified as large cities.

Numerical data collected by the PSS were compared for large and small cities using analysis of variance (ANOVA). ANOVA is appropriate for comparing the means of two or more groups (Weiss & Weiss, 2008). ANOVA indicates a value based on the F statistic, which is a ratio that measures the extent to which the means of the sample differ relative to the variability within each sample (Weiss & Weiss, 2008). This ratio is placed on an F curve based on the degrees of freedom and the p value (Weiss & Weiss, 2008). If the F value exceeds the critical value for the degrees of freedom at $p = 0.05$, then the difference is considered significant. The degrees of freedom in ANOVA represent the number of responses for each question. Participants in the study did not answer all of the questions, which caused the degrees of freedom to vary by question in the ANOVA results. The qualitative responses on the PSS were analyzed using a constant comparison approach (Patton, 2001) to the open-ended responses.

Findings

The findings for the current research study are organized into quantitative and qualitative sections for the responses to questions on the PSS. The quantitative questions on the PSS were questions 12, 13, 14, 17, 18, 20, 21, 22, 24, 29, 30, and 31 for policy development and 33, 34, and 35 for policy implementation. The qualitative questions on the PSS were questions 15, 16, 19, 23, 25, 26, 27, and 28 for the policy development and questions 32, 36, and 37 for the policy implementation.

Policy Development – Quantitative Questions

Questions 12 through 33 comprised the policy development section. In response

to question 12, 36 participants (65.5%) indicated that as a director they had experienced

developing policies. In response to question 13, the directors indicated they had

developed successfully or changed between 0 and 20 policies ($M = 3.07$, $SD = 3.80$). In

successfully revising or developing policies, directors indicated they had interacted with

external stakeholder between 0 and 40 times ($M = 5.05$, $SD = 7.19$). Fourteen directors

(34.1%) indicated they did not interact with stakeholders.

A comparison between large and small cities using ANOVA indicated the

differences were not statistically significant at $p = .05$ for the number of policies changed

or developed, $F(1, 41) = 3.616$, $p = .064$ or for number of stakeholder interactions, $F(1,$

$38) = 3.116$, $p = .086$. Probability levels are reported as the chance of obtaining the

particular F value as reported by the SPSS v17 statistical program. Table 4 presents the

mean and standard deviation for these two variables.

Table 4

Comparison of Large and Small Cities for Policies Changed and Interactions

	Small cities		Large cities	
	Mean	SD	Mean	SD
Policies changed or developed	2.09	2.389	4.24	4.700
Number of interactions with external stakeholders	3.11	3.526	7.05	9.129

In response to question 17, directors indicated there were between 0 and 8 groups

of external stakeholders involved in the development of environmental policy ($M = 2.09$,

SD = 2.133). Thirteen directors (42.9%) indicated they had no external stakeholders

involved in policy development. In response to question 17, directors also indicated there

were between 0 and 5 external stakeholder groups helping to change environmental

policy successfully (*M* = 1.34, *SD* = 1.43).

A comparison between large and small cities using ANOVA indicated the

differences between large and small cities were not statistically significant at *p* = .05 for

the number of external stakeholders involved in policy change, *F* (1, 33) = .724, *p* = .401,

or for the number of external groups helping with successful change, *F* (1, 33) = .339. *p* =

.564. Table 5 presents the mean and standard deviation for both variables.

Table 5

Comparison of Large and Small Cities for External Groups and Policy Change

	Small cities		Large cities	
	Mean	SD	Mean	SD
External stakeholders involved in policy change	1.75	1.880	2.37	2.338
External groups helping with successful change	1.19	1.276	1.47	1.577

In response to question 20, directors indicated how many new or revised policies

had been stopped or placed on hold for more than 6 months because of the influence of

external stakeholders. The directors reported between 0 and 20 policies (*M* = 1.18, *SD* =

3.61). Although 23 directors (69.7%) indicated there were no policies stopped or placed

on hold, one director reported the public works department had 20 policies put on hold.

In response to question 21, the directors reported the approximate percentage of

proposed policies put on hold for more than 6 months. The directors reported between 0

and half of proposed policies had been put hold or completely stopped ($M = 9.12$, $SD =$

16.50). In response to question 22, directors reported how many public meeting were held

in which organizational leaders interacted with stakeholders. Directors reported between

0 ($n = 17$, 54.6%) and 40 ($n = 1$, 3.2%) meetings were held with stakeholders ($M = 3.36$,

$SD = 7.40$).

A comparison of large and small cities using ANOVA indicated the differences

were not statistically significant at $p = .05$ for the percentage of policies stopped for 6

months due to external stakeholders, $F(1, 31) = 2.133$, $p = .154$, for percentage of policies

placed on hold or stopped for 6 months $F(1, 31) = 2.263$. $p = .143$, or for the number of

meetings with external groups for unsuccessful policy change, $F(1, 29) = 2.774$, $p = .05$.

Table 6 presents the mean and standard deviation for these variables.

Table 6

Comparison of Large and Small Cities for Policies Stopped

	Small Cities		Large Cities	
	Mean	*SD*	*Mean*	*SD*
Policies stopped for 6 months/external cause	.25	.775	2.06	4.892
Percentage of policies places on hold for 6 months	4.75	13.577	13.24	18.308
Unsuccessful policy change number of meetings	1.13	1.885	5.44	9.832

In response to question 24, directors reported how many external stakeholder

groups were typically opposed to the development and creation of environmental

policies. Opposition groups numbered between 0 and 20 ($M = 1.29$, $SD = 3.37$) with 18

directors indicating 0 opposition groups and 8 directors indicating there was one group

opposing a new environmental policy.

A comparison of the differences between large and small cities using ANOVA was not statistically significant at $p = .05$ for policies stopped for 6 months due to external stakeholders, $F(1, 33) = 1.134$, $p = .295$. Table 7 presents the mean and standard deviation for this variable.

Table 7

Comparison of Large and Small Cities for External Groups Opposing Policy

	Small Cities		Large Cities	
	Mean	*SD*	*Mean*	*SD*
Number of groups opposed to policy change	.63	.806	1.84	4.500

In response to questions 29 to 31, directors identified the percentage of policies that had been stopped or sent back to staff for revision by the governing board because of the effects of external stakeholders, how many staff hours were involved in developing one new or revised policy, and the cost of developing a new or revised policy for approval of the governing body (attorneys, staff time, consultants, etc.). Directors indicated between 0 and 100% of policies were stopped or setback to staff ($M = 17.23$, $SD = 23.003$). Five directors (19.2%) indicated they had 25 policies stopped or sent back whereas 9 (34.6%) answered 0.

The number of staff hours involved in developing one new or revised policy ranged between 0 and 10,000. Ten thousand hours could be an over estimate or a realistic estimate, as might be found in a large city or with a particularly difficult policy change. Four respondents (13.8%) indicated 200 staff hours were involved in developing one new or revised policy. The mean for staff hours was 513.72 hours ($SD = 1844.53$).

The directors provided a wide range of responses about the cost of developing or revising a policy with approval of the governing body. Cost ranged from $0 to $500,000 dollars ($M = $54,169.23$, $SD = $106,819.83$. Eleven of the directors (42.3%) indicated costs were $20,000 or more; however, three (11.5%) estimated costs at $10,000. The cost of revising or developing a new policy may be dependent upon the specific policy, how controversial it is, and the methods used to pursue the policy to implementation.

A comparison using ANOVA indicated differences between large and small cities were not statistically significant at $p = .05$ for the percentage of policies stopped or sent back due to external stakeholders, $F (1, 24) = 1.746$, $p = .199$, for staff hours in developing one new or revised policy, $F (1, 27) = .985$, $p = .330$, or for cost of developing one new or revised policy, $F (1, 24) = .457$, $p = .506$. Table 8 presents the mean and standard deviation for these variables.

Table 8

Comparison of Large and Small Cities for Policies Sent Back, Staff, and Cost

	Small cities		Large cities	
	Mean	SD	Mean	SD
Percentage sent back due to external stakeholders	24.09	31.766	12.20	12.650
Staff hours in developing one new or revised policy	109.00	144.049	799.41	2393.790
Cost of developing one new or revise policy	37454.55	69326.205	66426.67	128695.10

Policy Implementation – Quantitative

In response to question 33, directors estimated the percentage of stakeholders affected by the new or revised policy who indicated they were unaware of the change. Directors indicated a range from between 0% and 100% ($M = 29.96\%$, $SD = 33.47$). In response to question 34, directors estimated the percentage of stakeholders affected by the change who supported the change. The range was from 0% to 100% ($M = 41.04$, $SD = 35.05$). Four directors (14.8%) indicated 10% of those stakeholders affected by the change supported it, and five directors (18.5%) indicated 50% of those stakeholders affected by a policy change supported the change.

In response to question 35, directors estimated the percentage of those stakeholders affected by the new policy who resisted the change. The percentage of those stakeholders resisting the change ranged from 0% to 100% ($M = 20.30$, $SD = 28.12$). Seven directors (25.9%) indicated that 10% of the people affected by the new policy resisted the change.

A comparison using ANOVA indicated differences between large and small cities were not statistically significant at $p = .05$ for the percentage of stakeholders unaware of policy change, $F (1, 25) = 2.671$, $p = .115$, for the percentage of stakeholders affected by change supporting change, $F (1, 25) = .561$, $p = .461$; or for percentage affected by change resisting change, $F (1, 25) = .346$, $p = 562$. Table 9 presents the mean and standard deviation for these data.

Table 9

Comparison of Large and Small Cities for Unaware, Supporting, Resisting Change

	Small Cities		Large Cities	
	Mean	SD	Mean	SD
Percentage unaware of policy change	42.27	37.505	21.50	28.591
Percentage affected by change supporting change	47.18	38.683	36.81	32.943
Percentage affected by change resisting change	24.18	29.738	17.63	27.606

Policy Development – Qualitative

In response to question 15, directors reported in they had different ways of engaging external stakeholders to gain support. Many directors indicated their efforts centered on different ways of communicating or reaching out to stakeholders. These methods of communicating included flyers, public notices, surveys, newsletters, targeted mailings, e-mail, websites, informational handouts, and brochures. Other directors reported they had made phone calls, met with trade associations, public meetings, contacting elected officials, and talked to community groups and service providers. One director mentioned developing a "comprehensive, integrated communication/ outreach plan" (director 961002550) and a media plan. Ad hoc committees were also formed with key stakeholders.

Most directors planned to use the media and indicated use of media was important to maintain effective communication with the external stakeholders by contacting and providing information. One director noted that the public works department had engaged

in public education through public access television and educational kiosks as well as starting environmental programs with financial incentives. One director indicated that it was important to meet in private with stakeholders and to give the stakeholders the opportunity to guide the process.

Directors reported in response to question 16 a list of actions or activities they used to gain the support and acceptance of external stakeholders. These actions or activities varied depending upon what was appropriate for the situation. Several directors mentioned public information meetings, business outreach, and service club announcements. The directors reported using commissions or panels to lead discussions, meetings with city managers, and even changing policy to meet the needs of external stakeholders to gain support. Other directors used professional presentations and worked with nearby cities, counties, or water organizations to provide promotional advertisements. Some directors used advertising, the media, and utility bill inserts as ways to gain support, although the holding meetings was the preferred method.

Directors mentioned groups such as the Sierra Club, Heal the Bay, Friends of the Bay, Friends of Creeks, Clean the Bay, and Heal the Ocean in response to question 19 regarding groups actively involved as external stakeholders. Directors mentioned members of grocery worker unions, good government groups, merchants groups, Lions and Rotary Clubs, and school districts were involved in policy change. Community activist groups, regional and state boards, environmental protection groups, and culturally based groups were also mentioned. Directors appeared to access all stakeholder groups possibly affected in the development of environmental policy.

In response to question 23, organizational leaders reported how leaders could have interacted with stakeholders to make the stopped policies or policies placed on hold more acceptable to the external stakeholder. Although they did not indicate what type of research might have helped, directors indicated more research ahead of time would have helped. Director 968777772 stated, "being stopped or placed on hold is not always a bad thing, just part of the process." Another director thought it was important to gain the support of city councils and the public. Director 1009989807 noted, "cost or understanding were factors prohibiting passage of changes. The cost of compliance by residents and businesses is a serious obstacle" and the community usually takes the lead on implementing environmental policy changes. Directors indicated that it was important to be ahead of opposition to smooth the development and implementation of environmental policy. Shortening the time from initial consensus to final action was also an idea put forth by a director as well as meeting one-on-one with unhappy vocal opposition.

In response to question 25, directors provided recommendations for creating effective policy changes in cooperation with external stakeholders. Directors mentioned the use of education, effective communication, possessing a plan, being flexible, and doing the research necessary prior to introducing changes in environmental policy. Maximizing public education was important as well as outreach efforts in gaining support for policy change. Directors identified the importance of communication and even over-communicating with the public, stakeholders, and political players. One director said that it was important to have. . .

. . . a well defined process and a clearly desired outcome, must obtain strong

support from most stakeholders and the city council if a policy is to be successful.

There are always individuals that would like to have it done differently. Public

education is critical and meeting attracted very few members from the public,

mostly environmental opposition. (Director 966939909)

Director 966939909 thought newspapers were useful in garnering support for

policy change. Director 953359202 indicated that it was necessary to "be honest with

people. Be straight up with advantages and disadvantages." Most directors were solidly

behind improving the environment as long as costs were not unreasonable.

Several directors thought it was necessary to define the problem, present the

solution, and benefits to the community, although director 1011433044 thought it was

important to "get out in front" and do the necessary work and research in advance. Other

directors mentioned the importance of getting out in front of the process, having a plan,

and not rushing the process. Director 950767520 stated,

The problem should be presented by non-staff citizen. Present a cluster of

solutions, typically derived from other organizations in which the effect of

implementation can easily be seen. Answer opposition questions in direct simple

terms; don't be afraid to take it to a public vote after you have spend the time to

hold neighborhood meetings.

"Public awareness and understanding the changes and how they will affect the

residents and businesses is the key for passage" (director 1009989807). Some directors

considered identification of stakeholders as a first step. Directors also mentioned the

importance of emulating how other cities have implemented environmental policy change, focusing on a key stakeholders, many meetings with the stakeholders, preparing simple marketing plans and messages, and using the media to communicate the message. Directors identified the importance of gaining support from top members of an organization in addition to city councils or the board of directors.

In response to question 26, directors identified what steps or processes they would recommend for working with external stakeholders and organizations to increase the possibility of creating a successful new or revised policy. The directors mentioned planning, communication, having a clear vision, and need for the policy. Director 986444882 stated vision included being able to "the problem or need for change, prepare, and distribute effective public education materials and willingly accept criticism." There was also a need to adapt the message to address criticism. Vision also included developing workshops, public meetings to educate and develop consensus, and the ability to take action only when stakeholders have been educated and acceptance achieved. Director 985883297 stated, "Clear vision and need for the policy. Start early in the concept phase, get comment or ideas to help improve the proposal, gain support for the project by key players."

Directors also mentioned the importance of maintaining good avenues of communication. Directors stated it was important to use public noticing, have access to information, have open discussions, work with stakeholders, and have openness in the organization and staff to alternative ideas and approaches. Director 953716526 identified having open discussions and "trying to find out who are the leaders of the groups and

have long-term relationships with them. Work to develop an understanding that sometimes the agency will have differing views but that you are willing to continue discussion."

In planning or process, directors indicated the importance of having a plan or a process for introducing any new or revised policy change. Several directors mentioned outreach; they identified the necessity to work with stakeholders to define the policy purpose and meet with stakeholders before policy revisions and solicit suggestions. Rather than thinking short-term about policy change, directors identified the importance of thinking long-term, and how directors could plan to develop relationships to ease current and future policy decisions.

Directors responded to question 27 about the positive benefits of effects of external stakeholders on city administration when creating new or revised environmental policies. Directors noted external stakeholders could be strong advocates; however, another director noted that stakeholders did "little to advance ideas they support that are not of their own making" (director 986444882) but have opposed to initiatives they do not agree with and do not have the experience necessary to oppose or support new initiatives. External stakeholders can identify various interests involved so strategies can be created to make implementation more successful, and they "can help craft policies that can be implemented successfully" (director 986444882).

New points of view, getting the word out on issues, and bring good alternatives to the table were other positive attributes of external stakeholders. Director 950767520 suggested, "Talking to hot heads outside of public meetings and seeking their solutions

defuses a lot of the public hype. And add food to meetings." External stakeholders allow organizations to "take the temperature of the community on a particular issue and can be effective advocates for the program or a broader view of the issues" (director 1011433044). To understand the effects of policy change, it is important for "staff to understand both sides of an issue, facts supporting and opposing the change are equally important" (director 1009989807).

In response to question 27, directors identified what positive benefits or effects external stakeholders provide to the governing body or board when creating a new or revised environmental policy. Directors stated that external stakeholders could provide testimony on proposed policies and be strong advocates. The directors also thought external groups could provide communication of community support or demands for modifications, add perspective, and "ensure the concepts are far reading and comprehensive" (director 983058895). External stakeholders are also good at helping in understanding of the impact of new policies, providing support for elected officials in public hearings, and acting as a third-party reviewer. External groups could also "bolster the confidence of elected officials" (director 950783943) and add to the discussion and decision-making process.

In response to question 28, directors listed the negative influences of external stakeholders on city government administration when creating new or revised environmental policies. Several directors noted external stakeholders can build opposition in the community, are "very effective at erroneous or conflicting information or false interpretation of facts to undermine initiatives" (director 986444882), and sometimes

"just like to hear themselves talk" (director 985883297). Director 983058895 noted,

"Anyone can stop the process; even reasonable and uncooperative people can stop a

multi-million dollar project that would have significant benefits for the public."

Opposition typically came from new or increased fees, more restrictive or

increased requirements, and simple resistance to any type of change. "Political pressure is

brought about by a narrow perspective or lack of consideration for bigger picture issues

such as the need to comply with governmental regulations" (director 974794137). Some

external stakeholders bring a very narrow agenda or political motivation to the situation,

slowing down the process as they use policies meant to provide transparency as

roadblocks using staff time to respond to repeated requests. Director 950783943 stated,

"Groups with a win all [no ethics] attitude can create misinformation faster than staff can

counter, Staff can get painted as the bad guy." Sometimes opposition to a policy or

project can negatively affect or kill the proposed measure, especially when external

groups have a position without participating in the process. "Emotion is a big cloud

obscuring the factors of each argument. Many times the emotional response to impact

exaggerates the impact" (director 1009989807). Stakeholders who already have a

position prior to seeing the policy can increase the cost to government to develop and

implement new policies.

In addition, according to the directors in response to question 28, external groups

can build opposition within the community, are effective at negative campaigns, and can

convince the body politic the public does not or will not support an initiative. Some

directors viewed these stakeholder groups as time wasters allowing anyone to stop

progress even unreasonable and uncooperative people leaving the impression that the minority perspective represents a larger group of people and the opinion of the majority. These stakeholder groups can also create a distrust of government and influence a view of board members toward the leaders and staff of the public works department and worsen the credibility and create doubt about whether or not the there is a need for or the effectiveness of a proposed policy. As director 950767520 wrote, "Good ideas dies quickly in public meetings," and, according to director 1009989807, "decisions made on the emotional nature of perceived impact rather than facts hurts good decision-making."

Policy Implementation – Qualitative

In response to question 32, directors listed ways the public reacted when the directors began implementing new policies. The directors used a number of different descriptors to describe the reactions of the public to the implementation of policy, such as angry, annoyed, distrustful, apprehensive, deceived, ambivalent, confused, resistant, supportive, surprised, anxious, outraged, and uncommitted. Director 950767520 noted a "fire the public works director" mentality in some instances. Another director noted a resistance in the beginning followed by acceptance, whereas another director stated, "there was little reaction initially with more outcry as you near the end of the process" (director 974762893).

Director 1009704325 indicated "mostly compliance unless there was a lack of information." Several directors noted there were phone calls, letter to the editor in the newspaper. "Most reaction tends to come from those unsupportive of new policies with

phone calls to city or council member to register lack of support were most typical"
(director 9747941371).

When there was stakeholder resistance, directors provided affected parties with
written descriptions of requirement and provided the public with clarification of
requirements. One director stated resistance also came from those not involved or asked
to be part of the process. The director reported surprise from stakeholders not involved in
the process; however, the stakeholders often did not choose to be involved until the
policy affected them personally, but by then the policy had already been implemented.
Most people were compliant with the policy unless there was a general lack of
information.

In response to question 36, directors listed the ways they promoted the
implementation of a new or revised policy. The most common response was using flyers
or newsletters to communicate the policy to the public along with public meetings. While
most respondents did not mention Internet resources, some directors thought use of
websites or web pages was important. Directors considered education of the public
important. The directors stated education was accomplished through advertisements,
newspaper articles, news stories, and inserts in utility bills. Television, especially public
broadcasts of city council meetings, was also used, as were public notices through city
council agendas and city web pages. Directors also mentioned contacting trade and
stakeholders directly affected by the policy.

In response to question 37, directors identified what they would change in the
development of a policy after their experience with stakeholders. Several directors

indicated they would involve stakeholders much earlier in the process while other directors stated they would use the same process. More communication, more meetings, and keeping everyone informed were also identified as important. Directors also identified the importance of learning what all of the issues were, to identify stakeholder and have the stakeholders involved, and instituting a better political interface. However, as Director 950783943 noted, "Unfortunately it is very difficult to get folks to participate in local government. They typically do not get involved until it affects them personally. At that point, educate, educate, educate."

Trends in the Qualitative Data

The qualitative data generated a variety of results and some of these results showed trends in developing and implementing environmental policies. One trend pertained to when directors used communication to gain support or acceptance policies. A predominance of communication involved education in ad hoc and regular meetings; however, there were numerous other methods used to communicate with the stakeholders, such as websites, newspaper, and flyers. A trend was noticed in what directors thought leaders of public works departments could have done to make policies more acceptable. Again, directors indicated that more communication and better leadership would have benefited the organization through successful policy implementation, such as approval by the governing board, and successful policy development, such as a policy being accepted by the stakeholders.

In recommendations for policy change, directors stated the need to communicate and over communicate with and educate the stakeholders, and be honest and clear in

communication with the stakeholders. In the responses to the final question of PSS, the trend in policies was for directors to have early and frequent communication with stakeholders. Communication was a key trend in the responses.

A trend was noticed in the steps directors took for working with external stakeholders. Directors stated the need to communicate, bring the stakeholders into the process early, be open to input, and identify the leaders of the stakeholder groups. A trend was noticed in the positive benefits of stakeholder involvement, such as being advocates, adding perspective, and assisting in developing a public policy that can be implemented. A trend was noticed in the positive benefits of stakeholders in advocating to the board for policies and providing a different point of view.

Trends were also found in stakeholders' negative effects, such as stopping or delaying an environmental policy by influencing the members of the governing board who approve the environmental policy. Stakeholders can build opposition, provide incorrect or distorted information, and inhibit the process. A trend was noticed in the negative influences that stakeholders could have on the members of the governing boards, such as wasting time, building opposition, and creating distrust.

No trend was noticed for the responses to questions on the implementation of environmental policies. Responses ranged from support to opposition and indicated no trend. No trend was found for the types or names of external stakeholder groups involved with environmental policies. The stakeholder groups involved appeared inconsistent with only a few repeat groups indicated by the directors.

In summary, a common trend revealed in the data was communication. Communication to stakeholders could occur through numerous methods such as newspaper or flyers. Communication with stakeholders should be clear, early, honest, and open. The positive effects of stakeholders can be advocacy and assistance in developing a policy. A negative effect can be building opposition, distrust, and distortion of information. The tone indicated by the directors in their responses indicated their relationship with stakeholders was adversarial. This adversarial tone may result from the negative effects of interaction with the stakeholders, as described in the directors' responses.

Summary

The purpose of the current triangulation mixed method study was to develop an understanding of the effects of external stakeholders on environmental policies in public works departments in cities in California. These policies represent cultural change made by directors for their city (Awal et al., 2006) and the stakeholders representing different cultures within a city (Atkins & Turner, 2006). Public works directors in 391 California cities were invited to participate in the survey developed for the current research study. The survey was hosted by SurveyMonkey. Seventy-nine directors completed surveys after a maximum of four requests to directors who did not respond to the survey invitation.

Demographic data for the directors were used to describe their experience, the size of their organizations, and the services provided by the department. Of the directors who participated in the current study, 86.7% were male and 13.3% were female. The

directors had a mean of 22.22 years in government and a mean of 17.69 years in a public works department. The demographic data revealed that the participants were qualified and had sufficient experience to provide their opinions of the effects of external stakeholders on environmental policies in California public works departments.

The qualitative results indicate that experienced public works directors do get involved with environmental policies. The frequency of involvement is every 5.74 years (17.69/3.08) with more than 65% of the directors involved with environmental policies. The responses for each quantitative question were compared between large and small cities using ANOVA. The differences between small and large cities were not statistically significant; the comparison of large and small cities revealed no additional finding for the current research study.

Several themes on developing and implementing new or revised policies emerged from the analysis of the qualitative data. Directors made a number of different efforts to communicate with stakeholders such as meetings, personal contact, websites, and flyers. Directors thought it was important to educate stakeholders in their communication about the reasons and importance of policy change. The tone in some of directors' responses indicated that directors did not hold some groups of external stakeholders in high regard. However, the directors realized they needed to work with all stakeholders, not just groups that provided support.

Chapter 5 includes a discussion of the findings and triangulation of the quantitative and qualitative findings. Chapter 5 also includes a discussion of conclusions.

Chapter 5 concludes with a discussion of the limitations of the study, recommendations

for leaders, and suggestions for further research.

Chapter 5: Conclusions and Recommendations

Existing research on public works departments and the influence of external

stakeholders on policy is sparse (Yackee, 2006). Public works departments provide vital

community services (Bhasa, 2004; Kee & Newcomer, 2008) such as fresh drinking water

and sanitation services. The directors of these departments are responsible for these

community facilities including roadways, water, parks, solid waste collection, and

wastewater facilities. These services are necessary for the general benefit and health of

the community. Because the decisions of the directors and staff affect stakeholders such

as citizens and businesses, it is important for leaders of those departments to understand

how external stakeholders can and do influence the development of public policy—

especially environmental policy.

Directors, who are the leaders of public works departments, will need to have a

clear understanding of how external stakeholders affect the development and

implementation of environmental policies. This understanding will allow directors to

reduce or avoid conflicts with stakeholders. If these conflicts are avoided or reduced, then

policies will be more effectively and efficiently developed, thus this understanding will

assist directors to provide vital community services (Bhasa, 2004; Kee & Newcomer,

2008).

An example based on the experience of the researcher is a policy requiring the

proper disposal of waste oil at a disposal site in lieu of improperly pouring the oil onto

the ground or into a storm water system, as oil discharged improperly could pollute

drinking water. Policies implemented by the staff of a public works department requiring

the disposal of waste oil at an appropriate facility can help to eliminate this threat to the

drinking water supply of the city.

In this example, a director will pursue development of environmental policies to

protect the water system of a city. If the director cannot gain approval of the policy due to

influences of external stakeholders, then the water system could be at risk. A director

who understands the influence of externals stakeholders could manage the development

and implementation of the policy more effectively to gain approval of the policy and

protect the water supply of the city.

The current triangulation mixed method research study involved a survey of

public works directors on the perceived effects of external stakeholders on environmental

policy development and implementation in public works departments in California cities.

The sample consisted of 79 public works directors in the State of California, who agreed

to participate in the current study, obtained from a population of directors of public works

departments in 391 cities. Data were collected through administration of a Web-based

survey created for the current research study. The Policy and Stakeholder Survey (PSS)

consisted of both quantitative (closed-ended) and qualitative (open-ended) questions in

three sections on demographics, policy development, and policy implementation.

Quantitative data were analyzed using descriptive statistics. A comparison of

quantitative responses between large and small cities was completed using ANOVA.

Qualitative data were analyzed using a constant comparison analysis process in which

data were coded and categorized to describe interactions between external stakeholders

and public works departments (Patton, 2001). The qualitative analysis consisted of sifting

through information, coding, looking for patterns, and then using a constant comparison method (Patton, 2001). The results of the analysis of the quantitative and qualitative data were presented in chapter 4.

There were two research questions for the current research study. *Research Question 1* was: How do public works directors describe in numerically the impact of external stakeholders on environmental policy development and implementation? *Research Question 2* was: How do public works directors describe their experiences and the effects of external stakeholders on cultural changes through new or revised environmental policies in a governmental organization?

Findings

Research Question 1 – Quantitative Findings

The findings in the current research study indicated external stakeholders do affect environmental policies. About two-thirds of the directors indicated having had experience with environmental policy, and about 9.12% of the policies these directors developed had been stopped or delayed by external stakeholders. The average number of stakeholders reported to be involved with environmental policies was a little more than two. The average number of stakeholder groups opposed to a new policy was a little more than one stakeholder group, yet these stakeholders could influence about 9.12% of the proposed policies, according to the surveyed public works directors.

No statistically significant difference in quantitative responses was found between large and small cities. A comparison using ANOVA between large and small cities for

each quantitative question on the PSS indicated the differences were not statistically

significant at $p = .05$ for the number of policies changed or developed.

Question 13 pertained to how many policies the directors had developed

successfully or changed. Question 14 pertained to the number of times the directors had

interacted with external stakeholders. The results of ANOVA for questions 13 and 14

revealed F scores above the critical value at $p = 0.064$ and $p = 0.086$ respectively. Thus,

the differences between small and large cities for these two questions were statistically

significant at $p = .10$. Questions 13 and 14 also had the highest degrees of freedom, with

41 and 38 respectively. The two questions had the highest number of responses in the

current study. Had a greater number of responses from participants been obtained, the

differences might have reached statistical significance at $p = .05$, which would have

supported a conclusion that there was a difference between large and small cities for how

many policies the directors had developed successfully or changed and the number of

times the directors had interacted with external stakeholders.

The directors in the current study provided data on the efforts and costs involved

with the development of an environmental policy. It takes an a little more than 500 hours

of staff time to develop a policy. The directors indicated that on an average it cost more

than $54,000 to develop an environmental policy. The directors' responses were clear

that it takes money and time to create these policies.

Once a policy is developed and approved by the governing board, then the leaders

and staff of the public works department implement the policy. A policy implemented or

imposed by the leaders and staff of government on stakeholders is a regulation or

requirement (Dubbink et al., 2008). The directors in the current study indicated that fewer than one-third of the people affected by the policy knew about the policy. Some of these directors indicated more than half of the people affected by the policy did not know about the policy. One-fifth of the affected individuals resisted the environmental policy implement by the leaders and staff of the public works department.

No differences were found between large and small cities in the responses to the quantitative questions in the implementation section of the PSS. Thus, the perceptions of the effects of stakeholders on the implementation of policies did not differ significantly for directors in large and small cities. Whether the policy is implemented by a director in a large or small city, the directors' perceptions of the effects of stakeholders on the implementation and development of environmental policies in California public works departments appears to be the same.

The directors reported the effects of external stakeholders on environmental policies. Policies had been stopped by one or more stakeholder groups. These stopped policies are costly to government organizations in staff time and monies. The directors' responses to qualitative questions provided more detail about these effects.

Research Question 2 – Qualitative Findings

The analysis of responses to the qualitative questions generated insight into the directors' perceptions of the effects of external stakeholders on new or revised environmental policies. These policies represent cultural change made by directors for their city (Awal et al., 2006) and the stakeholders representing different cultures within a city (Atkins & Turner, 2006). The data revealed no trends about on which stakeholder

groups get involved with environmental policies. The responses provided by the directors concerning the involvement of stakeholder groups appear to vary from stakeholder resistance to stakeholder support.

According to the directors, stakeholders who opposed the policies would rally other groups to their cause and provide incorrect information. Directors who had experience with stakeholders who supported a policy indicated that stakeholder support was a benefit because the stakeholders provided assistance with the policy and helped with political issues. The tone of the directors' responses indicated an adversarial relationship with stakeholders, which could be due to the directors having had more poor experiences than positive experiences. This tension was expected because tension is created by mandated requirements by government or the demand of stakeholders upon the government (Edvardsson & Enquist, 2006).

In summary, the leaders or directors of public works departments described their experiences with stakeholders as positive and negative. However, the tone of the directors' responses suggests that a tense relationship exists with the stakeholders, a finding that is expected from information in the literature review. In responses to questions on the PSS, the directors provided examples of what had worked in the past and what could work in the future.

Conclusions

Research Question 1

Research Question 1 was How do public works directors describe in numerically the impact of external stakeholders on policy development and implementation?

Environmental policies represent cultural change by governmental organization. The directors who participated in the current study had a mean of 22.22 years experience in government with a mean of 17.69 years in public works. More than 65% of the participants in the current research study had been involved with developing and implementing environmental policies. Directors selected which questions to respond to on the PSS based on their experiences with policy development and implementation. Directors who have been involved with policies provided meaningfulness to the data obtained in the implementation and development section of the PSS.

The directors who participated in the current study had developed more than three successful policies in their current positions. Considering the experience of the directors, on average the public works directors who participated in the current study will develop and implement an environmental policy every 6.16 years. Generalizing these data to the 478 California cities, on average nearly 78 environmental policies (478 California cities/6.16 years per policy) are developed and implemented by directors in California public works departments every year.

In the current study, the reported 9.12% of policies being delayed or stopped appears high; however, the failure rate of private and public initiatives is "66% to 75%" (Kee & Newcomer, 2008, p. 5). In comparison, government public works directors are more successful working with stakeholders than are leaders of private and public initiatives (Kee & Newcomer, 2008). This difference may be attributed to the importance of public works initiatives such as environmental policies because public safety and health are affected by environmental practices.

Directors in the current research study indicated during their tenure as a director, 1.18 policies were delayed for 6 months or stopped because of the effects of external stakeholders. Given the 1.18 policies (question 13) stopped and the average of 3.07 (question 20) policies a director implements in his or her tenure as a director,, directors can anticipate that 38.3% (1.18 policies/3.07 average policies per director) of the policies they work on will be delayed for 6 months or stopped. This finding of 38.3% is in conflict with the 9.12% average of policies delayed for 6 months or stopped, as indicated by the directors in response to question 21.

There appears to be a conflict in the data, which can be summarized by the statement that the number of policies stopped or delayed by stakeholders can range from between 9.12% to more than one-third of the policies developed; this finding indicates that environmental policies can be put on hold or stopped by the influence of external stakeholders. The difference between the 38.3% and the 9.12% of stopped or delayed policies suggests a limitation of the current study because the perceptions of directors can vary. As shown in the conflict, the directors' responses were not in agreement between questions 13 and 20 and question 21 in terms of the percentage of policies stopped or delayed by external stakeholders. The current research study is limited by the director's knowledge of the history and effects of external stakeholders on the development and implementation of environmental policies.

The directors indicated that they held an average of 3.36 meetings with stakeholders to implement successfully a single environmental policy The data did not indicate how many meetings were held with stakeholders for a single environmental

policy the implementation of which was unsuccessful. However, meetings are a form of communication with the stakeholders and the directors have indicated that communication is beneficial to developing and implementing a successful policy. It can be expected that meetings can be beneficial to developing and implementing a successful policy. Holding several meetings can be considered over communication; over communication was recommended by the directors for a successful policy.

The effects of delaying or stopping an environmental policy are more than an inconvenience to the directors and the staff within the public works department. The average time for staff of the municipalities of the surveyed directors to develop a policy is nearly 514 hours. Staff time, attorney fees, and publishing the documents for public review were estimated to cost, on average, more than $54,000. These costs are a burden to the public works department and the inability to gain approval of a policy means more costs for the department. These additional costs would create a tension between the directors of a public works department, who are responsible for the budget and performing work, and stakeholders due to the negative effects of stakeholders such as stopping an environmental policy.

This tension between the directors and stakeholders was indicated by a negative tone in the directors' responses to the open-ended questions. This tone suggests tensions between the directors and stakeholders. Tensions, as indicated in the literature review, are created by government requirements that affect the stakeholders (Edvardsson & Enquist, 2006).

According to directors in the current study, about 30% of the stakeholders affected by the policy were unaware of the policy when the policy was implemented. Directors stated that during the implementation of policies, more than 40% of the stakeholders supported the change. This low percentage of support may be attributed to environmental policies being in the form of regulations that are coercive (Dubbink et al., 2008).

Research Question 2

Research Question 2 was How do public works directors describe their experiences and the effects of external stakeholders on cultural changes through new or revised environmental policies in a governmental organization?

Directors indicated communication with the stakeholders was important in past policies and important in future policies. Communication is a manner of paying attention to the stakeholders (Brickson, 2007). Directors indicated use of numerous methods, such as flyers, newsletter, public and private meetings, to communicate with the stakeholders; however, there were no trends in the communication nor an explanation of why a director chose a particular approach. The methods of communication ranged from private meetings to mass mailings. The lack of a trend in the communication methods may be associated with no trend in the types of stakeholders involved in the development and implementation of environmental policies, such as community activist groups and state boards.

This lack of trends in stakeholders and communication methods may result from the numerous services that a public works department provides for a city to a wide

variety of stakeholders. Serving a variety of stakeholders would necessitate numerous communication methods appropriate to each group. In essence, one or two communication methods used by the director of a public works department would only reach a limited number of the stakeholders who could react to a policy. It appears each director uses his or her personal experience and judgment to determine what communication method works best.

Directors indicated that being proactive with the stakeholders groups through efforts such as early communication over the issue was important. Directors indicated that education of the stakeholders concerning the environmental policies was important and, combined with proactive communication, appears to be an important communication strategy. Directors reported using the education strategy in reaction to stakeholders who oppose a policy and provide disinformation to the other stakeholder groups. Thus, educating the stakeholders early is a strategy the directors use to limit misinformation.

Directors stated this communication to stakeholders about the issue should be honest and open. The directors indicated that the leaders' and staffs' attitude toward communication needs to be open and written information provided to the stakeholders should be clear about the need for this new policy. Directors indicated that criticism by the stakeholders will happen. Directors should listen to and address this criticism by stakeholders.

According to the directors in the current study, positive stakeholders would help craft the language to make it more user-friendly. Criticism can be constructive. If the

director adjusts the policy to these comments then the director may create a positive

stakeholder relationship by making minor modifications to the policy.

Stakeholders can become allies for the public works directors for the development

and implementation of policy. Directors, through communication, listening, and making

changes open, honest, and transparent can either develop or improve positive

relationships with stakeholders. The transparency by the leaders and staff of government

is supported by the advocacy coalition framework (Sabatier & Jenkins-Smith, 1988).

These positive stakeholder groups can assist the director with issues such as politics and

clarity of the policy. This relationship between the public works director and the positive

stakeholder groups can benefit the director in achieving an approved policy and a better

and more user-friendly environmental policy. In turn, a negative stakeholder can create

issues such as distrust, distort the facts, polarize other stakeholders against the policy, or

just ask the members of the governing board to fire the director. A director who

understands these effects can better manage and promote environmental policies that are

good for the community and the environment.

If an environmental policy is approved then the policy is implemented by the

director and staff of the public works department. The qualitative findings from the

current study indicated that there was no trend in the type of responses by the public

during implementation. The directors indicated public response ranged from resistance to

support, but typically, resistance was followed by support. Directors noted that educating

the stakeholders assisted in compliance to the new policy. Directors stated that they

communicate with the stakeholders and educate the stakeholders more during the development of an environmental policy than during its implementation.

Directors indicated that communication and over-communication was an important strategy in either past policy efforts or recommended policy efforts for future environmental policies. Directors indicated the use of numerous communication methods such as newspaper or flyers; however, there was no trend in methods used by the directors. Director consistently indicated that education of the stakeholders is important in communicating policies to the stakeholders. Directors indicated that open and honest communication was important in effectively communicating the policies.

The qualitative findings indicated that there is no clear stakeholder group that influences a policy and there is not clear method of communication used with stakeholders. However, a trend in the data was the need to communicate with the stakeholders and educate the stakeholders early with clear information with a purpose. The benefit of direct communication to the stakeholders was supported by Polonsky (1995). Relationships with the stakeholders should be open and honest. Triangulation for the current research study will integrate the quantitative and qualitative findings.

Triangulation

In the current triangulation mixed methods study, the quantitative and qualitative data were triangulated to develop a stronger understanding of the variables of interest (Creswell & Plano Clark, 2007). The research focus of the current research study was on the perceptions of public works directors on the effects of external stakeholders on the development and implementation of environmental policies in cities throughout

California. In this section, the quantitative and qualitative results will be compared and contrasted to grow the results of the quantitative and qualitative data (Creswell & Plano Clark, 2007). The review of the quantitative and qualitative data indicates issues that are common to the two data sets.

Triangulation of the Policy Development Data

The policy development data indicated that a relationship exists between the public works directors, governing board, and stakeholders. This interaction is supported in the literature by the iron triangle (Brady et al., 1995). Stakeholders are dependent on numerous services provided by the public works department. The qualitative and quantitative findings indicate that the leaders and staff of a public works department and the stakeholders interact in both positive or negative ways. The governing board approves policies that can be considered by the stakeholder to be coercive requirements (Dubbink, et al., 2008) and the approval of these policies can create positive and negative interactions between the members of the governing board and the stakeholders

The quantitative and qualitative data indicate that stakeholders affect the development of environmental policies. A stakeholder group can stop a policy using tactics such as disinformation and rallying opposition to the policy. The effects of external stakeholders are supported by contingency theory; consistent with contingency theory, external stakeholders have a role in determining the viability of an organization (Punnoose, 2007). Directors have indicated numerous strategies to communicate policies to the stakeholders and these communication efforts indicate that the directors are cognizant of the difficulty in communication.

Directors are cognizant of the effects of external stakeholders on the development and implementation of policies, and have implemented communication strategies to manage this issue; however, this has not solved the issue. Despite the ability of stakeholder groups to delay or stop a policy, directors in the public sector are more effective in gaining approval of initiatives such as environmental policies than are leaders who are working to gain approval of initiatives in the private sector (Kee & Newcomer, 2008). This effectiveness could be due to a combination of the strategies implemented by the directors and acceptance of environmental policies by the public, because California is a proactive with environmental requirements (Hall & Taplin, 2010).

Quantitative and qualitative data indicated difficulty in communicating with stakeholders complicates the process of gaining stakeholder support. Positive support from stakeholders can be beneficial whereas negative support can be detrimental because only a few stakeholder groups get involved with a policy. These few negative stakeholder groups can stop a policy.

The quantitative and qualitative data support that communication can help with developing and implementing environmental policies. If communication is established, educating the stakeholders would gain their support for the policy. Quantitative and qualitative data indicated that resistant stakeholders supported the policy after they understood it. Holding numerous meetings to gain support is consistent with the concept that members of a governing board are sensitive to any objection by stakeholders to a policy. If a director establishes communication, educating the stakeholders will assist in developing policies.

Triangulation of the Policy Implementation Data

The policy implementation section of the current research study had a limited number of questions compared to policy development section. Triangulation of the policy development data was augmented by data from the policy implementation section. Quantitative and qualitative data indicated that communication with the stakeholders was difficult. Although directors used multiple ways to communicate with stakeholders, many stakeholders still did not know about the policy during its implementation. The difficulty of communication was supported by the directors' recommendation of the need to over communicate.

This difficulty by the directors in communicating with the stakeholders was indicated in the responses to question 33; the directors estimated that 30% of the stakeholders affected by the new or revised policy indicated that they were unaware of the policy. The qualitative data indicated no one communication method was used by the directors. This difficulty in communication can be coupled with the sensitivity of the members of a governing board to the stakeholders given the directors reported a little more than one group can stop or delay a policy. This coupling occurs in an environment in which the governing board approves policies to steer society (Dubbink et al., 2008), the governing board manages relationships with external stakeholders through policies (Rainey & Steinbauer, 1999), and the governing body is elected to represent the stakeholders. These factors create a situation in which obtaining approval of a policy is a delicate process in which the stakeholders, the members of the governing board, and public works directors are sensitive to approving an environmental policy.

The quantitative and qualitative data from the policy development and implementation sections of the PSS, the literature review, and the experience of the researcher indicate that the stakeholder, directors, and governing board are sensitive to the actions of the other parties in the iron triangle. Stakeholders are sensitive because policies are coercive requirements that could cause difficulties for the stakeholders, such as economic issues. Directors are responsible for the effective leadership of a public works department, which entails items such as budgets and protecting vital facilities. Members of the governing board are responsible for approving policies and balancing the needs of stakeholders and the recommendations of the public works directors. This sensitivity to actions among the participants of the iron triangle is aggravated by issues such as difficulty in identifying stakeholders, communicating with stakeholders, and creation of disinformation by opposing stakeholder groups. In response, directors have made efforts to reduce disinformation through strategies such as education and communication.

Triangulation of the quantitative and qualitative data is part of a mixed methods study (Creswell & Plano Clark, 2007). Triangulation of the data has improved the understanding the perceptions of directors of public works directors in California about the effects of external stakeholders on the development and implementation of environmental policies. Recommendations for leaders based on the findings of the current study follow.

Recommendations

The recommendations based on the results of the current study are for the leaders and directors of public works departments in California. The recommendations may be pertinent for directors in public works departments in other states or countries. Communication and education were key issues identified in the current study.

Directors should develop a communication strategy for policy development and implementation prior to beginning development of a policy. Directors should gain an understanding of the stakeholders groups within the city. This list should be broad enough to cover all possible stakeholders (Dewhurst & FitzPatrick, 2005). This list of potentially affected stakeholders should be included in a communication strategy as a list of stakeholder groups that should be contacted in the development of policy.

The director should use a team of individuals from inside and outside of the organization to develop a communication strategy. This communication strategy should be designed to educate and over communicate with the stakeholders and develop public awareness. Communication with the stakeholders should include a variety of methods such as newspapers, Internet, and public and individual meetings.

Communication methods should be evaluated during the development phase of the policy to confirm the effectiveness of the communication. Overlapping and multiple communication methods such as Internet combined with flyers, and newspaper articles should be used to obtain as much stakeholder involvement as possible. Thus, the public works director should use multiple communications methods at one time to communicate

with as many stakeholder groups as possible to improve the successful development of environmental policies.

The goal of communicating with the stakeholders is to create a positive relationship between the director and the stakeholders. A positive relationship with the stakeholders will assist in getting approval of the policy. Communication with the stakeholders should be open, honest, and flexible. Communicating with the governing board of the public works department during the process is important. Directors and staff should be willing to make modifications in the policy, as indicated by the stakeholders. During communicating with the stakeholder, leaders should take time to hear input and provide correct and clear information in any communication. Directors and staff should also clarify and correct any misinformation disseminated by opposing stakeholder groups as soon as possible.

Prior to implementation of new or revised environmental policy, directors should make every effort to communicate with the stakeholders. Staff who interact with stakeholders should have good communication skills and knowledge, be educated in the changes, and be able to communicate information about the new or revised environmental policy to the stakeholders. The goal is to continue to have a positive relationship with the stakeholders during policy implementation.

Directors should emphasize to their supervisors that the costs of the efforts to communicate with the stakeholders can be lower than the costs of stopping or delaying an environmental policy. Directors should also keep their supervisors cognizant of the potential environmental damages if there are delays in implementing critical policies.

Directors should take a leadership role and consider the health, safety, and welfare of the community above the difficulties of developing or implementing a new or revised environmental policy. Directors should pursue environmental policies for the betterment of the community. Directors should consider the limitations of the current research when considering implementation of the above recommendations.

Limitations

The finds of the current study are limited by the participant directors' knowledge of the effects of external stakeholders, the directors' and the researcher's personal bias about this topic, and the validity of the survey instrument. The limitations of the directors' knowledge were revealed in a discrepancy between the percentage of stopped and delayed policies indicated by the directors in a survey question and a calculation in the conclusions section. This calculation is the percentage of the number of stopped or delayed policies that the directors reported out of the number of policies with which the directors in the current study were involved. As discussed in the conclusions section, the calculation indicated that 38.3% of the policies were stopped or delayed by external stakeholders, whereas the directors indicated in response to question 21 in the PSS that 9.12% of the policies were stopped or delayed by externals stakeholders. This discrepancy indicates that directors could not provide a consistent estimate of the number of stopped policies. The difference between 9.12% and 38.3% indicates that the directors were unclear of the number of policies that could be affected by external stakeholders. The directors' responses did provide trends in the qualitative data. The directors in the current study were involved with an environmental policy every 6 years. The gap of 6

years between implementation of policies may affect the directors' memory of the effects of stakeholders, and thus is a limitation of the current research study.

The researcher's personal bias has had an influence on the researcher's review and analysis of the current research topic. The researcher continues to be involved with stakeholders in his current position. The researcher has had negative experiences with stakeholders and can empathize with the directors. The researcher has also experienced avoidance by the leaders of government to engage and obtain support of stakeholders. The researcher has found experiences in the current study relevant to his personal experience. This support of the directors could have influenced the data analysis and conclusions of the current study.

According to the results of Cronbach's alpha based on the data collected in the current study using the PSS, the survey is not internally consistent. This lack of consistency is based on a Cronbach's alpha of 0.045 from the current research study data, whereas a 0.9 or greater indicates a closeness between the questions in the survey ("SPSS FAQ," 2010). A low internal consistency is appropriate for the questions on the PSS as used in the current research study. The numerical questions involved a wide range of issues from budget to number of stakeholder involved in a policy. The purpose of including a wide range of questions in the PSS was to understand the wide range of potential issues pertaining to the perceived effects of external stakeholders on the development and implementation of policies.

None of the items on the PSS was scaled and very few were dichotomous. Thus, they were not appropriate using Cronbach's alpha analysis. If the PSS consisted of

statements to be rated against a Likert-type scale, the PSS might have had much higher

reliability. However, those questions would not have been appropriate to capture the type

of information sought. Responses from the validation committee indicated very few

changes to the PSS. The validity of the PSS is a limitation to the current research study.

All 391 directors who met the sampling criteria were invited to participate in the

current study, with each director requested up to four times. This effort produced 79

usable surveys, meeting the minimum sample size. The sample was not random. Self-

selection was based on the desire of the director to participate. The lack of a random

sample and the minimum sample size limited the ability to capture additional trends in

the data. With a larger sample size, the results of ANOVA to compare differences

between small and large cities might have reached statistical significance.

Recommendations for future research could assist directors in further understanding the

effects of external stakeholders.

Suggestions for Further Research

The results of the current study support numerous suggestions for further research

on the perceptions of public works directors on the effects of external stakeholders on

environmental policies. Based on the findings of the current research, additional research

is still needed to improve the sparse research (Yackee, 2006) that is currently available on

this topic.

A qualitative study on stakeholder identification should be conducted to identify

external stakeholders of public works departments and government organizations to

develop a model appropriate to the public sector. The predominance of external

stakeholder identification models were developed for the private sector and do not apply to the large and diverse group of stakeholders with whom staff in a government agency are required to interact. This qualitative research should be conducted by phone interviews with a select group of directors to gain more insight to the different stakeholder groups and their relationships to the government organization. An additional questions in the telephone interview would serve to investigate the most effective way to communicate with these stakeholders groups and why the directors used that method of communication.

Replicating the quantitative portion of the current study with a larger sample size could capture more salient trends in the numeric descriptions of perceived stakeholder effects on policy development and implementation and increase understanding of these perceived effects. The populations could be expanded to include the western states such as California, Oregon, Washington, Nevada, and Arizona. This addition population of states and potentially larger sample size could improve the results of the future study by increasing the potential for distinctive differences in the data for small and large cities. If differences were found between large and small cities, leaders could use the results to develop different stakeholder strategies for large and small cities. Identifying different strategies for large and small cities might improve issues such as the effectiveness of the development and implementation of policies, costs, and stakeholder involvement.

Another suggestion for further research is a qualitative study on how stakeholder behavior affects how public works directors change or modify environmental policies. The research could focus on what types of stakeholder behavior are effective in making

the changes sought in an environmental policy. Researchers could evaluate the

perceptions of the stakeholders and the public works directors about what communication

methods are the most effective.

The qualitative research could be in the form of a case study with interviews with

the stakeholders and the government officials involved in the policy. The future study

could involve multiple case studies of both approved and failed policies. The results

could identify more effective communication strategies for the stakeholders to use with

the leaders and staff of the public works department or other government leaders. The

current research study focused on communication strategies directors of the public works

department used with the stakeholders. In additional research, researchers could examine

communication strategies from the perspective of the stakeholders. If the stakeholders

and directors of public works directors are using good communication strategies in both

directions, then both groups will benefit. The findings could be generalized to

government agencies and stakeholder groups.

Another recommendation is to study the acceptability of different types of

policies such as environmental or police policies and compare acceptance of these

policies within the state of California and in other states. This could be a mixed methods

study involving a cities or counties in a state such as California. The survey could be

administered online similar to the current research study. However, the each city would

have multiple participants. These participants would be department managers such as a

police chief, park and recreation manager, and human resource manager and include the

senior administrator of the organization, such as the city manager. The findings could

provide an understanding of stakeholder acceptance of policies and identify, which types of policies require more communication efforts by staff in government organizations. If leaders of government can use resources selectively and reduce efforts on policies with higher acceptability, then it would provide monetary savings for the government organizations. The findings would benefit the community through more effective and efficient development of policies for government organization. The summary and conclusion section briefly describes the findings, conclusions, and recommendations, and summarizes the significance of the findings in relations to current literature, leaders, and society.

Another study could focus on the perception of the members of the governing body of cities on the interpersonal relationships between government administration and the external stakeholders. This would be a qualitative study with phone interviews. This future study would focus on the perceived relationships and interactions among persons in these positions. The board makes determinations of whether government leaders are making good decisions and supports those decisions as representatives of the public. This future study could assist both external stakeholders and government leaders in understanding how these relationships are perceived. The community would benefit because good relationships between external stakeholders and government leaders are more effective and less costly than conflict for the community.

Replication of the current research study using only the qualitative questions on the PSS might support identifying more salient trends about the perceived effects of stakeholders on the development and implementation of environmental policies. The

recommendation is that participants be interviewed to gain more detailed information than what can be collected through an online survey instrument. In an interview, the researcher can capture subtle hints of information such as negative comments that would be more visible than in a response to an online survey. The population could be public works directors in cities within the state of California selected from a purposeful sample of cities. The findings of the future study could extend the findings and conclusions of the current research study. The summary and conclusions section follows.

Summary and Conclusions

The purpose of the current research was to study how directors of public works departments in California perceive the effects of external stakeholders on the development and implementation of environmental policies. A triangulation mixed methods design was used. A combination of quantitative and quantitative data was collected through responses to multiple questions contained in a single online survey instrument. The sample consisted of 79 directors from cities throughout the state of California.

The current research study revealed that public works directors perceive multiple effects of external stakeholders. External stakeholders can stop the development of policies. Education and communication are key issues in being able to develop these policies effectively. Stakeholders who oppose a policy will make efforts to stop the policy, such as providing misinformation, creating mistrust, and rallying other groups to oppose the policy. A stakeholder group can stop or delay an environmental policy through influencing the members of the agency's governing board. This sensitivity of the

members of the governing board to stakeholder concerns, coupled with the difficulty of identifying a particular group of stakeholders with whom to communicate, makes successfully developing environmental policies a difficult task. Developing a policy is also costly and time-consuming.

Directors should communicate and educate stakeholders in an honest and transparent manner when developing and implementing environmental policies. Directors should be flexible and make changes in the policies, based on directors' comments concerning positive stakeholders being involved with crafting the wording of a policy. Director should always be cognizant of the sensitivity of the members of the governing board to external stakeholders. Directors should make efforts to communicate with stakeholders and resolve differences of opinion during the development of the policy. This interaction will assist the directors in developing a policy that is easy to understand but supported by stakeholder groups.

The findings of the current research added to the current literature by providing more insight into the effects of external stakeholders in areas such as sensitivity of members of the governing boards to stakeholders, possible effective methods to develop policies, the effects of positive and negative stakeholders on policy development and implementation, and costs of policy development. This greater understanding can assist directors in creating more timely policies or reducing costs in their implementation. More timely development and implementation could reduce the potential of damage to the environment or endangerment of human lives. Some of the body of research literature on

the topic is older than 5 years. The lack of current references reflects a literature gap, with limited information being available on this topic (Yackee, 2006).

Leaders in government, such as public works directors who understand the effects of external stakeholders on policy development and implementation, will be better able to manage the effects of stakeholders on policies such as environmental policies. These policies represent cultural change made by the directors for their city, with stakeholders representing different cultures within a city (Atkins & Turner, 2006; Awal et al., 2006). Public leaders of government organizations should understand that external stakeholders can have an effect on environmental policies that is detrimental to the goals of these governmental leaders. Leaders, whether public or private, need to understand the effects of external stakeholders on the development and implementation of environmental policies.

Environmental policies are intended to protect and create a sustainable natural environment so that a sustainable environment is developed for the long-term health of a community. Public works departments provide vital services, such as water, to the residents of a city. If policies are stopped or delayed, it could create a danger for society. Leaders of public works department who understand the effects of external stakeholders on environmental policies can minimize the negative effects and maximize the positive effects.

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Appendix A: List of Cities in California

City	County
Los Angeles	Los Angeles
San Diego	San Diego
San Jose	Santa Clara
San Francisco	San Francisco
Long Beach	Los Angeles
Fresno	Fresno
Sacramento	Sacramento
Oakland	Alameda
Santa Ana	Orange
Anaheim	Orange
Bakersfield	Kern
Riverside	Riverside
Stockton	San Joaquin
Chula Vista	San Diego
Fremont	Alameda
Modesto	Stanislaus
Irvine	Orange
Glendale	Los Angeles
San Bernardino	San Bernardino
Huntington Beach	Orange
Oxnard	Ventura
Fontana	San Bernardino
Moreno Valley	Riverside
Oceanside	San Diego
Santa Clarita	Los Angeles
Rancho Cucamonga	San Bernardino
Ontario	San Bernardino
Garden Grove	Orange
Pomona	Los Angeles
Santa Rosa	Sonoma
Salinas	Monterey
Hayward	Alameda
Torrance	Los Angeles
Pasadena	Los Angeles
Palmdale	Los Angeles
Corona	Riverside
Lancaster	Los Angeles
Escondido	San Diego

Orange	Orange
Elk Grove	Sacramento
Sunnyvale	Santa Clara
Fullerton	Orange
Thousand Oaks	Ventura
El Monte	Los Angeles
Simi Valley	Ventura
Concord	Contra Costa
Vallejo	Solano
Visalia	Tulare
Inglewood	Los Angeles
Santa Clara	Santa Clara
Costa Mesa	Orange
Downey	Los Angeles
West Covina	Los Angeles
Norwalk	Los Angeles
Roseville	Placer
San Buenaventura	Ventura
Burbank	Los Angeles
Victorville	San Bernardino
Fairfield	Solano
Berkeley	Alameda
Daly City	San Mateo
Carlsbad	San Diego
Richmond	Contra Costa
South Gate	Los Angeles
Temecula	Riverside
Antioch	Contra Costa
Murrieta	Riverside
Rialto	San Bernardino
Compton	Los Angeles
Mission Viejo	Orange
Carson	Los Angeles
El Cajon	San Diego
Vacaville	Solano
San Mateo	San Mateo
Vista	San Diego
Clovis	Fresno
Westminster	Orange
Santa Monica	Los Angeles
Santa Maria	Santa Barbara
Redding	Shasta

Santa Barbara	Santa Barbara
Hawthorne	Los Angeles
Alhambra	Los Angeles
Hesperia	San Bernardino
Citrus Heights	Sacramento
Chico	Butte
Whittier	Los Angeles
Newport Beach	Orange
Livermore	Alameda
Lakewood	Los Angeles
Buena Park	Orange
San Marcos	San Diego
Chino	San Bernardino
San Leandro	Alameda
Tracy	San Joaquin
Indio	Riverside
Baldwin Park	Los Angeles
Merced	Merced
Chino Hills	San Bernardino
Lake Forest	Orange
Redwood City	San Mateo
Bellflower	Los Angeles
Napa	Napa
Alameda	Alameda
Upland	San Bernardino
Tustin	Orange
Hemet	Riverside
Mountain View	Santa Clara
Union City	Alameda
Lynwood	Los Angeles
Folsom	Sacramento
Redlands	San Bernardino
Turlock	Stanislaus
Apple Valley	San Bernardino
Milpitas	Santa Clara
Pleasanton	Alameda
Yorba Linda	Orange
San Clemente	Orange
Redondo Beach	Los Angeles
Laguna Niguel	Orange
Pico Rivera	Los Angeles
Manteca	San Joaquin

Davis	Yolo
Montebello	Los Angeles
Camarillo	Ventura
Walnut Creek	Contra Costa
Huntington Park	Los Angeles
Monterey Park	Los Angeles
Encinitas	San Diego
South San Francisco	San Mateo
Pittsburg	Contra Costa
Palo Alto	Santa Clara
Lodi	San Joaquin
Yuba City	Sutter
La Habra	Orange
Gardena	Los Angeles
National City	San Diego
Rancho Cordova	Sacramento
Diamond Bar	Los Angeles
San Ramon	Contra Costa
San Rafael	Marin
Santa Cruz	Santa Cruz
Paramount	Los Angeles
Fountain Valley	Orange
Rosemead	Los Angeles
Petaluma	Sonoma
Tulare	Tulare
Madera	Madera
La Mesa	San Diego
Arcadia	Los Angeles
Santee	San Diego
Woodland	Yolo
Cupertino	Santa Clara
Cerritos	Los Angeles
Delano	Kern
Rocklin	Placer
Perris	Riverside
Novato	Marin
Highland	San Bernardino
Cathedral City	Riverside
Glendora	Los Angeles
Yucaipa	San Bernardino
Hanford	Kings
Colton	San Bernardino

Placentia	Orange
Watsonville	Santa Cruz
Porterville	Tulare
Gilroy	Santa Clara
Poway	San Diego
Palm Desert	Riverside
Brentwood	Contra Costa
La Mirada	Los Angeles
Lake Elsinore	Riverside
Rancho Santa Margarita	Orange
Covina	Los Angeles
Cypress	Orange
Azusa	Los Angeles
Palm Springs	Riverside
West Sacramento	Yolo
Dublin	Alameda
Bell Gardens	Los Angeles
Aliso Viejo	Orange
San Luis Obispo	San Luis Obispo
Newark	Alameda
San Bruno	San Mateo
El Centro	Imperial
La Puente	Los Angeles
Rohnert Park	Sonoma
Rancho Palos Verdes	Los Angeles
La Quinta	Riverside
Lompoc	Santa Barbara
Ceres	Stanislaus
San Gabriel	Los Angeles
Danville	Contra Costa
Culver City	Los Angeles
Coachella	Riverside
Campbell	Santa Clara
Brea	Orange
Lincoln	Placer
Pacifica	San Mateo
Monrovia	Los Angeles
Stanton	Orange
Morgan Hill	Santa Clara
Bell	Los Angeles
Calexico	Imperial
West Hollywood	Los Angeles

Claremont	Los Angeles
Hollister	San Benito
Montclair	San Bernardino
Dana Point	Orange
San Dimas	Los Angeles
Moorpark	Ventura
San Juan Capistrano	Orange
Manhattan Beach	Los Angeles
Martinez	Contra Costa
Los Banos	Merced
Beverly Hills	Los Angeles
Temple City	Los Angeles
San Jacinto	Riverside
Seaside	Monterey
La Verne	Los Angeles
Lawndale	Los Angeles
Laguna Hills	Orange
Pleasant Hill	Contra Costa
Oakley	Contra Costa
East Palo Alto	San Mateo
Walnut	Los Angeles
Saratoga	Santa Clara
Menlo Park	San Mateo
Beaumont	Riverside
San Pablo	Contra Costa
Goleta	Santa Barbara
Foster City	San Mateo
Los Gatos	Santa Clara
Maywood	Los Angeles
El Paso De Robles	San Luis Obispo
Santa Paula	Ventura
Monterey	Monterey
Burlingame	San Mateo
San Carlos	San Mateo
Atascadero	San Luis Obispo
Banning	Riverside
Los Altos	Santa Clara
Imperial Beach	San Diego
Suisun City	Solano
Adelanto	San Bernardino
Ridgecrest	Kern
Benicia	Solano

Twentynine Palms	San Bernardino
Soledad	Monterey
Atwater	Merced
Norco	Riverside
Windsor	Sonoma
Brawley	Imperial
Paradise	Butte
Eureka	Humboldt
Belmont	San Mateo
Desert Hot Springs	Riverside
Corcoran	Kings
Seal Beach	Orange
Cudahy	Los Angeles
South Pasadena	Los Angeles
Lemon Grove	San Diego
Reedley	Fresno
Sanger	Fresno
San Fernando	Los Angeles
Laguna Beach	Orange
Wasco	Kern
Lemoore	Kings
Hercules	Contra Costa
Lafayette	Contra Costa
Barstow	San Bernardino
Galt	Sacramento
Calabasas	Los Angeles
South Lake Tahoe	El Dorado
Agoura Hills	Los Angeles
El Cerrito	Contra Costa
Selma	Fresno
Coronado	San Diego
Duarte	Los Angeles
Loma Linda	San Bernardino
South El Monte	Los Angeles
Port Hueneme	Ventura
Riverbank	Stanislaus
Blythe	Riverside
Millbrae	San Mateo
La Canada Flintridge	Los Angeles
Yucca Valley	San Bernardino
Patterson	Stanislaus
Lomita	Los Angeles

Dinuba	Tulare
Hermosa Beach	Los Angeles
Oakdale	Stanislaus
Pinole	Contra Costa
Marina	Monterey
Coalinga	Fresno
Chowchilla	Madera
Laguna Woods	Orange
Santa Fe Springs	Los Angeles
Dixon	Solano
Susanville	Lassen
Arcata	Humboldt
Artesia	Los Angeles
Orinda	Contra Costa
Lathrop	San Joaquin
Greenfield	Monterey
Rancho Mirage	Riverside
Arroyo Grande	San Luis Obispo
El Segundo	Los Angeles
Albany	Alameda
Avenal	Kings
Arvin	Kern
American Canyon	Napa
La Palma	Orange
Truckee	Nevada
Moraga	Contra Costa
Hawaiian Gardens	Los Angeles
Ukiah	Mendocino
Fillmore	Ventura
Shafter	Kern
Pacific Grove	Monterey
Ripon	San Joaquin
Oroville	Butte
California City	Kern
Carpinteria	Santa Barbara
Clearlake	Lake
Palos Verdes Estates	Los Angeles
Mill Valley	Marin
Kerman	Fresno
Red Bluff	Tehama
Livingston	Merced
Malibu	Los Angeles

Commerce	Los Angeles
Solana Beach	San Diego
San Marino	Los Angeles
Mcfarland	Kern
Parlier	Fresno
Auburn	Placer
Grover Beach	San Luis Obispo
Tehachapi	Kern
Half Moon Bay	San Mateo
Grass Valley	Nevada
Imperial	Imperial
Marysville	Yuba
San Anselmo	Marin
Grand Terrace	San Bernardino
Larkspur	Marin
Los Alamitos	Orange
King City	Monterey
Healdsburg	Sonoma
Scotts Valley	Santa Cruz
Lindsay	Tulare
Signal Hill	Los Angeles
Fortuna	Humboldt
Hillsborough	San Mateo
Kingsburg	Fresno
Sierra Madre	Los Angeles
Piedmont	Alameda
Canyon Lake	Riverside
Clayton	Contra Costa
Orange Cove	Fresno
Exeter	Tulare
Newman	Stanislaus
Anderson	Shasta
Morro Bay	San Luis Obispo
Farmersville	Tulare
Shasta Lake	Shasta
Placerville	El Dorado
Capitola	Santa Cruz
Sonoma	Sonoma
Mendota	Fresno
Emeryville	Alameda
Corte Madera	Marin
Taft	Kern

Tiburon	Marin
Westlake Village	Los Angeles
Los Altos Hills	Santa Clara
Gonzales	Monterey
Waterford	Stanislaus
Pismo Beach	San Luis Obispo
Cloverdale	Sonoma
Live Oak	Sutter
Rolling Hills Estates	Los Angeles
Ojai	Ventura
Rio Vista	Solano
Calipatria	Imperial
Sebastopol	Sonoma
Crescent City	Del Norte
Huron	Fresno
Calimesa	Riverside
Cotati	Sonoma
Sausalito	Marin
Woodlake	Tulare
Atherton	San Mateo
Yreka	Siskiyou
Ione	Amador
Mammoth Lakes	Mono
Fairfax	Marin
Orland	Glenn
Corning	Tehama
Escalon	San Joaquin
Winters	Yolo
Fort Bragg	Mendocino
Firebaugh	Fresno
Loomis	Placer
Guadalupe	Santa Barbara
Willows	Glenn
Holtville	Imperial
Gridley	Butte
Villa Park	Orange
Big Bear Lake	San Bernardino
Hughson	Stanislaus
La Habra Heights	Los Angeles
St Helena	Napa
Needles	San Bernardino
Colusa	Colusa

Woodside	San Mateo
Fowler	Fresno
Solvang	Santa Barbara
Williams	Colusa
Calistoga	Napa
Gustine	Merced
Lakeport	Lake
Willits	Mendocino
Indian Wells	Riverside
Dos Palos	Merced
Buellton	Santa Barbara
Sonora	Tuolumne
Portola Valley	San Mateo
Del Mar	San Diego
Jackson	Amador
San Joaquin	Fresno
Carmel-By-The-Sea	Monterey
Brisbane	San Mateo
Mount Shasta	Siskiyou
Angels City	Calaveras
Monte Sereno	Santa Clara
Bishop	Inyo
Avalon	Los Angeles
Wheatland	Yuba
Rio Dell	Humboldt
Yountville	Napa
Nevada City	Nevada
Weed	Siskiyou
Sutter Creek	Amador
Alturas	Modoc
Westmorland	Imperial
Ross	Marin
Belvedere	Marin
Portola	Plumas
Hidden Hills	Los Angeles
Rolling Hills	Los Angeles
San Juan Bautista	San Benito
Colfax	Placer
Dunsmuir	Siskiyou
Biggs	Butte
Irwindale	Los Angeles
Del Rey Oaks	Monterey

Colma	San Mateo
Montague	Siskiyou
Ferndale	Humboldt
Blue Lake	Humboldt
Maricopa	Kern
Plymouth	Amador
Tulelake	Siskiyou
Bradbury	Los Angeles
Dorris	Siskiyou
Loyalton	Sierra
Isleton	Sacramento
Industry	Los Angeles
Etna	Siskiyou
Fort Jones	Siskiyou
Point Arena	Mendocino
Tehama	Tehama
Trinidad	Humboldt
Sand City	Monterey
Amador	Amador
Vernon	Los Angeles

Appendix B: Letter of Introduction

Dear Public Works Director and fellow government professional:

I am a doctoral candidate with the School of Advanced Studies at University of Phoenix and conducting research on the effects of external stakeholders on the development and implementation of new and revised environmental policies. These policies represent cultural changes within a government organization. I am writing to request your participation and assistance in this research project to obtain my degree. Your honest response to the questions in the external stakeholders survey would be greatly appreciated.

Please do not put your name anywhere on the survey; participants will remain anonymous. The researcher will use SurveyMonkey to implement the survey. This service will compile the survey results and prepare them for analysis. All responses will remain strictly confidential and anonymous; responses will only be available to this researcher and his advisors. In addition, please do not indicate the city that you work for in the responses.

The survey opens with general demographic information. Demographics are requested to gain a better understanding of the organization, the public works department, and the leadership of the organization. As a range of responses to these demographic questions is expected, there is no right or wrong answer.

The demographics survey precedes survey questions covering the development of environmental policies. The final survey section concerns questions on the implementation of the environmental policies.

This survey will take about 20 minutes and by completing the survey, you are providing informed consent as a volunteer participant in the study. While there are no direct benefits to you from participation in this research, your participation will help provide insight into organizational change in the public service sector. There are no known risks to you as a participant in this study. Participation in this study is voluntary and you have the right to withdraw at any time. Additionally, you have the right to skip or not answer any question you would prefer not to answer.

To begin the survey, please click this secure electronic survey site: www.surveymonkey.com. If you would like to know the results of the study, please feel free to contact me at or the University of Phoenix.

Thank you in advance for your participation with the external stakeholder survey.
Sincerely,

Appendix C: Consent Form

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1. Consent Form

1. APPENDIX B: CONSENT FORM

Dear Participant,

I am a student at the University of Phoenix working on a doctorate in Business Administration. I am conducting a research study entitled The Effects of Stakeholders on Environmental Policies in California Public Works Departments.

Your participation will involve an online survey using www. surveymonkey.com. Your participation in this study is voluntary. If you choose not to participate or to withdraw from the study, you can do so at any time without penalty or loss of benefit to yourself. The survey should take about 20 minutes.

The results of the research study may be published, but your name will not be used, and your results will be maintained in confidence. In order to keep this confidentiality, please do not indicate the city that you work for in any of your responses in this survey.

By indicating yes on this consent form, I acknowledge that I understand the nature of the study, the potential risks to me as a participant, and the means by which my identity will be kept confidential. My agreement to this form also indicates that I am 18 years or older and that I give my permission to voluntarily serve as a participant in the study described.

In this research, there are no foreseeable risks to you except the time to take the survey.

Although there may be no direct benefit to you, the possible benefit of your participation is a better understanding of the effects of external stakeholders on environmental policies in government.

If you have any questions concerning the research study, please call me at (530)272-6360.

Now that you have read the purpose of this study and the consent form, do you agree to participate in this study?

○ Yes   ○ No

○ If you answered yes, please provide your electronic signature and date

_____

Appendix D: Policy and Stakeholder Survey (PSS)

2. The Policy and Stakeholder Survey -Demographics

The following survey is separated into three sections: demographics, policy development, and policy implementation. There are no right or wrong answers but your attitudes and opinions are very important. Please answer each questions as honestly as is possible.

Will you please share some information about yourself and where you work - thank you!

2. What is your gender?

◯ Female

◯ Male

3. What is your age?

[　　　　　　　]

4. How many years have you work in government?

[　　　　　　　]

5. How many years have you worked for a public works department?

[　　　　　　　]

6. Have you worked for other government agencies?

◯ Yes

◯ No

7. How many government agencies have you worked for?

[　　　　　　　]

8. How many employees work for the city?

[　　　　　　　]

9. How many employees work in the public works department?

[　　　　　　　]

10. What services does your department provide? (check indicate the services that your organization provides)

- ☐ Water
- ☐ Wastewater
- ☐ Solid Waste Collection
- ☐ Streets such as traffic control and roadway maintenance
- ☐ Fleet
- ☐ Storm water
- ☐ Parks
- ☐ Cemetery
- ☐ Engineering – development review, design, construction management
- ☐ Building maintenance
- ☐ Other (please specify)

11. What services are provided by external organizations or other cities? (check indicate the services provided by external organizations or other cities)

- ☐ Wastewater
- ☐ Water
- ☐ Solid Waste Collection
- ☐ Streets such as traffic control and roadway maintenance
- ☐ Fleet
- ☐ Storm water
- ☐ Parks
- ☐ Cemetery
- ☐ Engineering – development review, design, construction management
- ☐ Building maintenance
- ☐ None
- ☐ Other (please specify)

3. The Policy and Stakeholder Survey - Policy Development

The purpose of these questions is to gain some insight into influence of external stakeholders on the development or creation of new or changed environmental policies. External stakeholders might include:

• Community groups such as the PTA
• Business organizations such as the contractors or realtors association
• Environmental groups such as The Sierra Club
• Labor groups such as unions

The influence of external stakeholders might come at public hearings, governing body meetings, political relationships, or other meetings with external stakeholders.

Examples of environmental policies are
• Changes in septic tanks requirements
• Industrial discharge permitting
• Backflow regulations
• Copper and lead policies for building plumbing
• Storm water discharge policies
• Solid waste disposal policies

These are a few examples of the environmental policies implemented by a public works department. Please provide answers to the following questions to the best of your knowledge.

12. Have you had experience in the organization with developing new or revised environmental policies?

◯ Yes   ◯ No

13. How many new or revised environmental policies have you successfully developed or changed?Please indicate the number of successful policies)

[_____]

14. If a policy change was successful, approximately how many times did you interact with the external stakeholders?(Please indicate the number of interactions)

[_____]

15. In addition to public meetings, what else did you do to gain support or acceptance of policy change from external stakeholders? (Please provide a list of what you did to enlist support from stakeholders.)

[_____]

16. What actions or activities such as meetings and promotions, did you and your organization take to gain support and acceptance from external stakeholders? (Please provide a list of actions)

[_____]

17. How many external stakeholder groups are usually involved in the development of environmental policy change?(Please indicate the number of groups)

[_____]

18. How many external stakeholder groups typically help with successfully changing the environmental policies?(Please indicate the number of groups)

19. What groups have been actively involved with your organization as a external stakeholders?(Please list the organizations)

20. How many new or revised policies have been stopped or placed on hold due to the influence of external stakeholders?(Please indicate the number of policies)

21. Approximately what percentage of proposed policies have been placed on hold or stopped?(Please indicate the percentage of policies)

22. In unsuccessful policy changes, in how many public meetings did organizational leadership interact with the stakeholders?(Please indicate the number of public meetings)

23. What do you believe leadership could have done to make these stopped or policies placed on hold environmental policies more acceptable to opposing stakeholder groups? (Please provide a list recommended changes)

24. How many external stakeholder groups are typically opposed the development and creation of environmental policies?(Please indicate number of groups)

25. Do you have any recommendations for creating effective policy changes in cooperation with the external stakeholders for your organization? (Please list recommendations)

26. What steps or processes would you recommend for working with external stakeholders and organizations to increase the possibilities of creating a successful new or revised policy?(Please list recommendations)

27. What positive benefits do external stakeholders provide to your city government when creating new or revised environmental policies?(Please list benefits)

28. What negative influences do external stakeholders place on your city government when creating new or revised environmental policies? (Please list benefits)

29. Approximately what percentage of policies have been stopped or sent back to the staff for revision by the governing body due to the effects of external stakeholders? (Please indicate percentage)

30. Approximately how many staff hours are involved in developing one new or revised policy, including approval of the governing body? (Please provide an estimated number of staff or employee hours for developing a new or revised policy)

31. What do you think is the cost of developing one new or revised policy to the approval of the governing body (including attorneys, staff, consultants, etc.)? Please estimate the cost of developing a new or revised policy in dollars)

4. The Policy and Stakeholder Survey - Policy Implementation

This section asks about the implementation of environmental policies. After the board or a government body has approved the new or revised policy, the policy needs to be implemented. The following questions ask about the implementation of policy and how stakeholders behaved to the implementation of the policy Please respond to the following questions based on your experiences in your organization

32. Please list the ways the public reacted as you began implementing these new policies? Please list any and all reactions.

33. What is estimated percentage of the stakeholders affected by the new or revised policy indicated they were unaware of the change? Please indicate a estimated percentage.

34. What is the estimated percentage of those affected by the change supported the change? Please indicate an estimated percentage.

35. What is the estimated percentage of those affected by the new policy resisted the change? Please indicate an estimated percentage.

36. Please list the ways you promoted the implementation of the new or revised policy?(Please provide a list of ways you promoted policies)

37. How would you have changed the development of a policy after YOUR experience with the stakeholders after the implementation of the new policy? (Please provide a list of recommended changes)

5. Thank You for your participation or you have indicated no on the consent fo...

Please press Done with survey and Thank You for you participation.

Appendix E: SurveyMonkey Website Security Information

Help Center

Answers & FAQs | Tutorials | My Questions | Contact Support

All Answers » Privacy

Is your survey tool complaint with HIPAA standards?

HIPAA has no specific requirements for software or technologies used by health care or related organizations. HIPAA compliance applies to the organization or entity as a whole, and includes measures for:

1. Standardization of electronic patient health, administrative and financial data.
2. Unique health identifiers for individuals, employers, health plans and health care providers.
3. Security standards protecting the confidentiality and integrity of "individually identifiable health information," past, present or future.

To learn more about HIPAA policies and standards, please visit their website at the following: http://www.hhs.gov/ocr/hipaa/

HIPAA & SurveyMonkey

SurveyMonkey does not have specific documentation in regards to SurveyMonkey being HIPAA compliant. The following information may help you to assess whether or not this is compliant with the HIPAA regulations required by your organization.

Information Collection:

- We will not use the information collected from your surveys in any way, shape, or form.
- Any other material you provide us (including images, email addresses, etc.) will be held in the strictest confidence.
- We do not collect personally identifiable information about

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Documentation

New customer? Get up to speed quickly with our guide.

SurveyMonkey User Manual (PDF)

Need help designing more effective surveys?

Best Practices for Survey Design (PDF)

Tips for Improving Response Rates (PDF)

Our surveys are now fully accessible and 508 compliant and certified!

Accessible Survey Guide (PDF)

Federal VPAT (PDF)

Most Popular Questions

What are cross tabs and can I cross tabulate data?

How do I read the All Responses Collected Spreadsheet in Excel?

How do I send the link

you except when you specifically provide this information on a voluntary basis. We will make every effort to ensure that whatever information you provide will be maintained in a secure environment. However, even if you opt out of receiving any communications from SurveyMonkey.com, we reserve the right to contact you regarding your account status or any other matter that might affect our service to you and/or our records on you.

Information Use:

SurveyMonkey.com reserves the right to perform statistical analysis of user behavior and characteristics. We do this in order to measure interest in and use of the various areas of the website.

- SurveyMonkey.com collects IP addresses for system administration and record keeping. Your IP address is automatically assigned to your computer when you use the World Wide Web.
- Our servers record incoming IP addresses.
- The IP addresses are analyzed only in aggregate; no connection is made between you and your computer's IP address.
- By tracking IP addresses, we can determine which sites refer the most people to SurveyMonkey.com. (Think of an IP address like your zip code; it tells us in general terms where you're from.)

Cookies:

"Cookies" are small text files a website can use to recognize repeat users.

- SurveyMonkey.com uses cookies to recognize visitors and more quickly provide personalized content or grant you unimpeded access to the website.
- With cookies enabled, you will not need to fill in password or contact information.
- Information gathered through cookies also helps us measure use of our website. Cookie data allows us to track usage behavior and compile data that we can use to improve the site.

through my own email client - A Web Link collector?

Are your surveys 508 compliant and accessible?

How do I export/download my survey results?

Can't Find an Answer?

We're always here to help. Just **contact our support staff**, and we'll get your question answered quickly.

- This data will be used in aggregate form; no specific users will be tracked. Generally, cookies work by assigning a unique number to the user that has no meaning outside of the Web site that he or she is visiting.
- You can easily turn off cookies. Most browsers have a feature that allows the user to refuse cookies or issues a warning when cookies are being sent. However, our site will not function properly without cookies. Enabling cookies ensures a smooth, efficient visit to our website.

Opting Out:

Upon request, SurveyMonkey.com will allow any user to opt out of our monthly newsletter. Also, upon your request, SurveyMonkey.com will delete you and your personal information from our database; however, it may be impossible to delete all of your information without some residual data because of backups and records of deletions.

For more information regarding opting out of any mailing from SurveyMonkey.com, please visit our Help Center.

Safe Harbor and EU Data Protection Requirements:

We have met the Safe Harbor requirements on 11/29/2004 02:29:37 PM SurveyMonkey.com has been placed on the Safe Harbor list of companies accordingly.

This list can be found at:
http://web.ita.doc.gov/safeharbor/SHList.nsf/WebPages/Oregon.

General Security Policy:

SurveyMonkey.com is aware of your privacy concerns and strives to collect only as much data as is required to make your SurveyMonkey experience as efficient and satisfying as possible, in the most unobtrusive manner as possible. The foregoing policies are effective as of April 4, 2000. SurveyMonkey.com reserves the right to change this policy at any time by notifying users of the existence of a new privacy statement. This statement and the policies outlined herein are not intended to and do not create any contractual or other legal rights in or on behalf of any party.

SSL Encryption:

We do offer SSL encryption for Professional accounts. With SSL encryption purchased, you will be able to do the following:

- Send encrypted survey links to your audience. The survey link and survey pages will be encrypted during transmission from your account to your respondents. Their responses will be encrypted as they are delivered back into the Analyze section of your account.
- Requested exports will be delivered to your computer in an encrypted format.

We offer the following level of encryption: **Verisign certificate Version 3, 128 bit encryption**

A survey link with SSL encryption will show the **'s'** in the 'http' URL address. It will appear as:

https://www.surveymonkey.com/s.aspx? sm=D4aI4ZVWg3ql1CfP9d1z1Q_3d_3d

This is commonly used for online banking sites or sites that transmit secured information. In order to stay in compliance with HIPAA regulations, we recommend that SSL encryption be purchased for your subscription.

The cost is an additional $9.95 per month for monthly accounts, $29.85 per quarter, or $100 with the annual subscription.

You can choose to add SSL encryption to the account during the upgrade process. If you need to add the encryption after you have upgraded the account, you can send that request into our email support center. We can add it onto the account for you.

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