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An Interdisciplinary Approach to Understanding "Stakeholders"

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AN INTERDISCIPLINARY APPROACH TO UNDERSTADNING 'STAKEHOLDERS'

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ABSTRACT

Stakeholders coordinate their actions to accomplish major initiatives, but each stakeholder understands and approaches these initiatives differently, which can often lead to challenges and conflict. This research looks at stakeholder coordination in public-private arrangements and identifies five related disciplines (strategic management, business ethics, public administration, planning, and project management), each representing perspectives of different organizational types. Using a structured literature review of 1,107 articles taken from top peer-reviewed journal publications of the five disciplines, we analyze each disciplinary perspective with respect to stakeholders. We illustrate the rise in research regarding stakeholders over the last 30 years and identify different organization frames, core values, and orientation towards other stakeholder networks, which motivate stakeholders' actions. We argue for academics to understand how to link these foundational frames across organizational types, and suggest practitioners seek coordination between stakeholders by going beyond stakeholders' stated objectives and aligning stakeholder values.

KEYWORDS

Stakeholders, Management, Public-Private Arrangements, Project Management

INTRODUCTION

High levels of runoff nutrients and sediment had been polluting the Chesapeake Bay (North America's largest estuary) for decades. This challenge motivated a group of private industry and other citizen advocates in the 1960's to organize a nonprofit to build awareness and political support for preventing further destruction and begin restoration (Heikkila and Gerlak, 2005). In the 1970's government and academic organizations conducted research to understand and define the scope of the issue. In the 1980's multiple state governments and the United States EPA signed the Chesapeake Bay agreements, which formed the Chesapeake Bay Program, to begin legislative and direct action (Chesapeake Executive Council, 1987). Since that time, multiple public and private organizations have participated in restoration and prevention work, supporting programs to protect the bay and its upstream tributaries. This has had direct impacts on communities for hundreds of miles, including: family and corporate farms and dairies, commercial and private finishing interests, outdoor

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enthusiasts, advocacy groups, public agencies tasked with management and enforcement of related programs, and hundreds of local, state, and national citizens/taxpayers.

Major initiatives, like the Chesapeake Bay Program, require multiple different groups of stakeholders coordinating their efforts to be successful. But stakeholders' perspectives and objectives often differ and cause conflict in stakeholder coordination. Social science literature clearly indicates that stakeholders matter, and scholars of various disciplines have repeatedly discussed the identification, categorization, engagement, and management of stakeholders in great detail. However, there is virtually no systematic research that explores the construct of 'stakeholder' across the different disciplines. Yet we know that stakeholders come from different institutional backgrounds, are educated differently, and hold different core values. Failing to understand the frames behind stakeholders' objectives, ironically, sows the seeds of conflict even in the very effort of stakeholder coordination.

Stakeholder coordination in any major initiative emphasizes meeting and working towards a specific purpose—a common goal. Such goals are naturally well aligned with the objectives of the sponsoring stakeholder(s). But other stakeholders' unique perspectives can define 'the common goal' quite differently. Despite different perspectives, stakeholders will always need to coordinate. This research is a necessary step to enabling stakeholders to better navigate unforeseen events and managing the expectations of others, by better understanding where those expectations come from—the frames behind stakeholders' objectives. Often stakeholder coordination is a combination of identifying, aligning, and even leveraging the perceived commonalities in stakeholders' objectives. We argue that by understanding and finding alignment in the foundational frames and values of stakeholders will lead to less conflict, faster resolution, and overall stronger stakeholder coordination.

While stakeholder coordination occurs in every sphere of human interaction, this research explores public-private arrangements. Public-private arrangements are networks of inter-organizational relationships that emerge in differing degrees for, and in consequence of, the development, implementation, and operation of systems and services relating to broader environments (natural, built, social, etc.). Some examples include public-private partnerships for infrastructure delivery, natural resource management plans, and heath and human service programs. These arrangements emerge within complex organizational and political contexts and typically involve a wide array of stakeholders. Our research focus on public-private arrangements is partly for a practical reason, to develop a diverse set of stakeholder types while necessarily restricting the set to a limited number of key stakeholder perspectives to provide adequate depth for comparison. Otherwise a seemingly unlimited number of disciplines and perspectives could be evaluated. Additionally, public-private arrangements are often embedded in critical aspects of human well-being and governance, underscoring the importance of this research.

The five key academic disciplines related to public-private arrangements explored in this research are: strategic management, business ethics, public administration, planning, and project management. These five disciplines address core values and frames from a diverse set of stakeholder types, including: private sector firms, non-

governmental organizations, citizens, and government agencies. This interdisciplinary research effort identifies those core values and frames and compares them to illustrate similarities and differences.

FIVE DISCIPLINES

Strategic management (SM) "deals with the major intended and emergent initiatives taken by general managers on behalf of owners, involving utilization of resources, to enhance the performance of firms in their external environments" (Nag, Hambrick and Chen, 2007). We take SM as a primary source to understand how private-sector businesses organizations in a public-private arrangement may optimize the outcomes of an arrangement for an individual firm's stated purposes. Business ethics (BE) emphasizes "rules, standards, codes or principles which provide guidelines for morally right behavior and truthfulness in specific situations" (Lewis, 1985). We conceptualize ethicists as promoting theories of equity and fairness to parties involved in a public-private arrangement, starting with private sector firms and extending to citizen groups, non-governmental organizations, and those communities who may more silently be affected by the actions of these arrangements. Public administration (PA) discusses "enhanced collaboration and partnership among governance and public administration agencies, citizens, and other social players such as the media, academia, and the private and third sectors" (Vigoda, 2002). We conceptualize public agencies, governments, and policy centers as deciding how public-private arrangements can create value for constituents, and creating policy for the structure and operation of such arrangements. Planning (PL) "deals with allocating land for a variety of uses, some in built-up and mostly urban environments (e.g. residential areas, industry, commerce or infrastructure) while others occur in non-built areas…" (Maruani and Amit-Cohen, 2007). We conceptualize land, community, and urban planning organizations as evaluating the effects of public-private arrangements on the natural and built environments, and promoting ways to prepare and implement initiatives to support these arrangements. Project Management (PM) captures "The planning, monitoring and control of all aspects of a project and the motivation of all those involved in it to achieve the project objectives on time and to the specified cost, quality and performance" (Atkinson, 1999). We conceptualize project (and program) managers as pursuing projects, defined by public-private arrangements, toward predetermined criteria.

METHOD FOR LITERATURE REVIEW

We used a comparative multi-disciplinary structured literature review for this research. First, we selected top peer-reviewed journal publications from each of the five academic disciplines. For SM and BE we followed Laplume et al, selecting top journals identified in their publication list to represent perspectives on private sector stakeholder organizations (SM), as well as citizen groups and some non-governmental and advocacy organizations (BE) (2008). One publication from the SM list was excluded as research output was minimal, and one publication from their BE list was also excluded to prevent an unnecessary and disproportionate number of articles in the comparative analysis. For PA we evaluated publications using Impact Factor scores in the *Journal Citation Reports* (*JCR*) under the category of 'Public Administration' (2015). This produced five leading journals, which we included to

present the perspectives of government, public administration and policy creating stakeholders. We selected four PL publications by evaluating top listed journals in the *JCR* category of 'Planning and Development', and the *Scimago Journal Rank* category of 'Urban Studies'. These journals represented the perspectives of rural, urban, land, and community planners and developers. PM publications were selected from the *JCR* 'Management' category, specifically the top four construction, engineering, and project management journals. These represented the perspectives of stakeholders from public and private project management teams.

Next, we searched each journal for the keyword "stakeholder," as found in peer-reviewed article titles, keywords, or abstracts. The search was temporally bounded for all works between 1983 and 2015. Edward Freeman's seminal work on Stakeholder Theory was published in 1984, which is often regarded as the genesis for the tremendous amount of scholarship on stakeholder theory and the stakeholder construct available today. We sought to capture a comprehensive discussion from the time of that work till the present. These searches were conducted for each publication through each of three databases (ProQuest, Web Of Science, and Scopus) to ensure maximum coverage within the selected publications. Aggregated searches produced a set of 1,107 articles across the five disciplines.

We then reduce the article set to a sample size of 223 articles (approximately 20%) by setting intra-database citation thresholds for each publication. This was done to create a representative, yet feasible, sample of scholarship for analysis. Our conscious objective in setting the thresholds was to create minimum individual publication samples of 10% from all articles found in each publication. We used a combination of database search relevance metrics and mean/median intra-database citation counts to set each threshold. Publications with more highly relevant, and/or highly influential (high citation counts) articles had higher publication sampling (50% max, 24% average). The 223 abstracts were later content analyzed and coded to produce a final set of 112 articles for analysis. The sampling-reduction process is summarized and reported by publication title in Table 1.

Table 1: Publication sampling and reduction summary

Discipline	Publication Title	No. of Articles	Abstracts Coded	Articles Analyzed
Strategic Management	Academy of Management Journal	45	16	7
	Academy of Management Review	46	21	9
	Administrative Science Quarterly	8	4	4
	Journal of Management	23	5	2
	Journal of Management Studies	48	7	3
	Organization Science	33	9	5
	Strategic Management Journal	53	12	6
Business Ethics	Business and Society	110	16	7
	Business Ethics Quarterly	98	12	9
Public	Journal of Policy Analysis and Management	9	4	3

Administration	Journal of Public Administration Research and Theory	25	5	4
	Policy Sciences	23	5	5
	Policy Studies Journal	23	6	3
	Public Administration Review	63	9	4
Planning	Journal of Rural Studies	31	5	3
	Journal of the American Planning Association	31	8	6
	Landscape and Urban Planning	100	11	5
	Urban Studies	34	9	4
Project Management	Construction Management and Economics	82	16	7
	International Journal of Project Management	130	31	12
	Journal of Construction Engineering and Management	51	8	2
	Journal of Management in Engineering	41	4	2
TOTALS		1107	223	112

Finally, we read and coded each of the 112 articles using the qualitative research software NVivo to code and conduct analysis. Throughout the process five articles were found unrelated to the primary focus of this research and were excluded, leaving 107 articles in the comparative set. Throughout the analysis 60 thematic codes were inductively derived. Naturally articles were often coded to the same theme multiple times, but to understand coverage across disciplines an article-theme matrix was dichotomized to produce, a total of 534 article-theme relationships. After applying a minimum threshold of 10 article-theme instances across the five disciplines, 22 primary themes remained (accounting for 68% of total article-theme instances) as reported in Table 2. These themes were then comparatively analyzed across the five disciplines to understand the underlying core values and frames of different stakeholders and how they are similar and different from one another.

Table 2: Summary of primary thematic codes by number of article-theme relationships within the five disciplines.

	Discipline					
Code	**SM**	**BE**	**PA**	**PL**	**PM**	**Total**
Decision Making	5	2	9	4	4	24
Relationship	9	4	4	2	3	22
Stakeholder Mgmt.	6	5	2	0	9	22
Collaboration	1	1	11	7	1	21
Legitimacy	6	6	4	3	2	21
Strategy	5	6	2	3	4	20
Conflict	6	1	5	4	3	19
Dynamism	6	2	3	2	5	18
Morals/Ethics	6	6	1	1	4	18

General Mgmt.	11	2	2	2	0	17
Power	7	1	1	1	7	17
Process	1	0	6	6	3	16
CSP/CSR	10	5	0	0	0	15
Project Mgmt.	0	0	0	0	15	15
Consensus	0	1	8	4	1	14
Networks	3	5	4	2	0	14
Participation	0	0	8	6	0	14
Firm Performance	9	2	0	0	1	12
Equity/Fairness	3	3	4	1	1	12
Governance	1	0	7	4	0	12
Discussion/Dialogue	0	0	4	4	3	11
Influence	4	1	0	0	6	11
Total	99	53	85	56	72	365

STAKEHOLDER THEORY AND THE STAKEHODLER CONSTRUCT

Freeman's work in 1984 blossomed from deep roots in the SM discipline. Stakeholder theory was a way for strategic managers to understand aspects of the corporation and its internal and external environment.

> *"For more than a decade the stakeholder approach to understanding the firm in its environment has been a powerful heuristic device, intended to broaden management's vision of its role and responsibilities beyond the profit maximization function to include interests and claims of non-stockholding groups. Stakeholder theory, in contrast, attempts to articulate a fundamental question in a systematic way: which groups are stakeholders deserving or requiring management attention, and which are not?"* (Mitchell, Agle and Wood, 1997)

Stakeholder theory has been conceptualized as: a "descriptive" approach to understanding other organizations—stakeholders—of the firm, yet a theory with "instrumental power" to engage stakeholders in pursuit of the firm's objectives, while holding to a "normative base" recognizing legitimate claims of other organizations possessing their own objectives and purposes (Donaldson and Preston, 1995). One specific aspect of stakeholder theory has continued to be debated—that considering claims from non-stockholder objectives may take away from the objective function of the firm and is in contrast to classic economic theories of the firm (Sundaram and Inkpen, 2004). This debate engaged the BE community early, and BE scholars contended that stakeholder theory is inherently a moral theory (Burton and Dunn, 1996), arguing for principles such as fairness which ought to be considered (Phillips, 1997). Meanwhile, the construct of 'stakeholder' has formally and informally been adopted and used by many other disciplines, including PA, PL, and PM. The complete article set of 1,107 records, from which our analysis is derived, illustrates the growth in use of stakeholder theory and the stakeholder construct over the last three decades (see Figure 1).
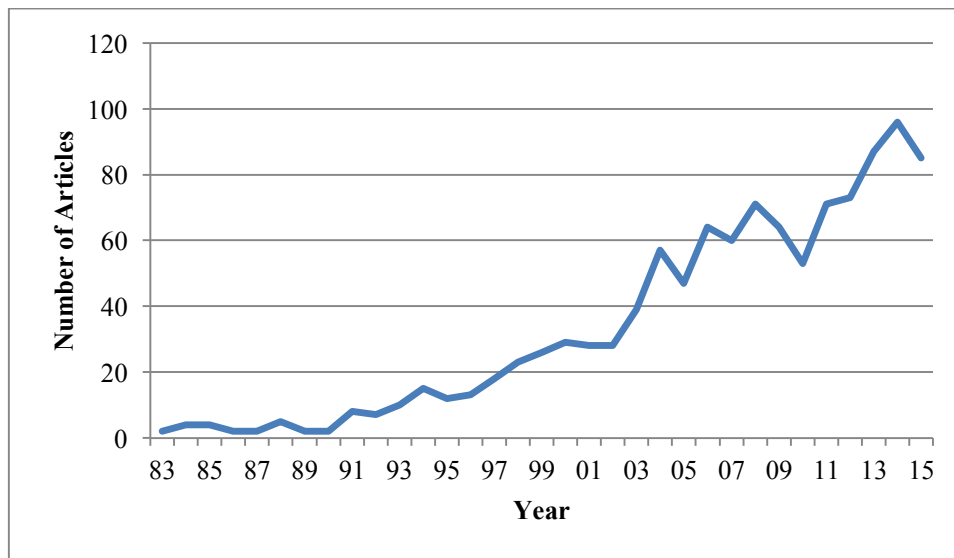
Figure 1: Frequency of articles from 22 key publications utilizing stakeholder theory and the stakeholder construct by year

DISCIPLINARY PERSPECTIVES

As research emphasizing the concept of stakeholder has grown, core theoretical underpinnings and debate have largely remained in the SM and BE literatures. But normative and instrumental questions of '*if, when,* and *how'* stakeholders should be identified and engaged continue to be addressed from multiple disciplinary perspectives. Once again, the five related disciplines, and the respective organizations represented have very different frames and core values. Here we turn to findings from our analysis illustrating the core aspects of stakeholders as valued by the five related disciplines.

STRATEGIC MANAGEMENT

Articles from SM emphasized general management, corporate social performance (CSP) / corporate social responsibility (CSR), firm performance, and relationships. Our analysis of the SM articles emphasized the ego-centric firm perspective with respect to stakeholder networks (unsurprisingly), and indicated that private sector organizations consciously and necessarily manage business activity and associated relationships with stakeholders in pursuit of the firms' certain objectives. One article was quite explicit that, "the nature and extent of managerial concern for a stakeholder group is viewed as determined solely by the perceived ability of such concern to improve firm financial performance (Berman, Wicks, Kotha and Jones, 1999)." The "managerial" nature of stakeholder theory was repeatedly affirmed (Donaldson and Preston, 1995; Freeman, Wicks and Parmar, 2004), noting that managers must understand how stakeholders will act within a shared unpredictable environment if managers are to strategically plan and operate (Frooman, 1999; Wolfe and Putler, 2002).

CSP/CSR encompasses a portion of business activity that directly and often consciously affects stakeholder interests. While there may be elements of moral and ethical appropriateness to CSP/CSR actions, the SM perspective links CSP/CSR directly to firm performance (Jones and Wicks, 1999; Margolis and Walsh, 2003), mediated by various institutional conditions (Campbell, 2007). It has been argued that managers must develop relationships with stakeholders for the firm to deliver value, and that proactive CSP/CSR behavior creates intangible good will and trust, which is inherently good for business (Hillman and Keim, 2001; Jones, 1995), and can act as a hedge against future negative events (Godfrey, Merrill and Hansen, 2009). Interestingly, these relationships also shape organizational identity (Brickson, 2005).

So the question of 'why' stakeholders matter is answered quite simply, because they affect the firm in pursuit of its objectives—firm performance. SM advances 'knowing how' stakeholders affect the firm, that managers can in turn decide when and how to engage stakeholders (Frooman, 1999). We conceptualize the underlying frames of organizations represented by SM as strategic, valuing positive firm outcomes and the inter-organizational stakeholder relationships that support those outcomes.

BUSINESS ETHICS

The BE article set concentrated on aspects of legitimacy, ethics/morals, strategy, and CSP/CSR. The types of organizations addressed in the BE literature begin with a focal private firm, aware of its purpose, objectives, and actions, but extend to a wide set of potential stakeholders by considering firms' actions on others:

> *"Traditionally, stakeholder theory has prescribed a generic willingness to acknowledge the legitimacy of the claims of various 'communities' by interacting with them in good faith and by considering the consequences of the firm's actions on them in making its decisions."* (Dunham, Freeman and Liedtka, 2006)

Here we see the implicit focus from the firm perspective but consideration of other stakeholders, and an obvious related question asked by scholars of BE is 'how to determine a legitimate claim' (Phillips, 1997; Winn, 2001)? While there is little agreement for making that determination, there is strong support that firm managers should maintain broad consideration in acknowledging potential stakeholders, an inclusion frame.

> *"...rather than focusing on the dividing of stakeholders into legitimate and illegitimate ones and them giving them due, or no, consideration, we should be open to accepting all interests as being legitimate, in that they are at least candidates for our consideration."* (Dunham, Freeman and Liedtka, 2006)

Such consideration from the BE perspective is morally and ethically motivated; "stakeholder theory is an implicitly moral theory of the firm," and "...as a theory based not on economics but on morals and behavior, needs a grounding besides that of economic theory" (Burton and Dunn, 1996). This morally-focused perspective utilizes the stakeholder concept as a way to "articulate the meaning of the corporation

and the sense of responsibility that business feel to those both inside and outside the 'walls' of the firm in a more useful and compelling manner" (Wicks, Gilbert and Freeman, 1994). Firm managers

The moral/ethical frame influences how firm managers engage in stakeholder management. Phillips suggested that stakeholders possess a type of "moral legitimacy, and/or a type of "managerial legitimacy" (2003). Moral legitimacy provides a normative obligation to consider stakeholders; managerial legitimacy provides a purposive obligation to engage stakeholders. Like SM, BE acknowledges the need for firms to strategically understand the activities and functions of other stakeholders (Frooman and Murrell, 2005). Using CSP/CSR again to illustrate, a firm's CSP encourages stakeholders concerned with related issues to engage with the firm (Hendry, 2006), and affects the firms reputation (Mahon, 2002). However, while the SM perspective suggests CSP/CSR activities as a way to leverage positive value to the firm and its objectives, the BE perspective suggests CSP/CSR activities are a response to the firm's obligation to its stakeholders (Winn, 2001).

BE takes the firm as its focal organization, but approaches the issue from a moral/ethical and inclusionary frame. This supports its core value of maximizing societal value.

PUBLIC ADMINISTRATION

PA articles highlighted collaboration, decision-making, consensus, and participation. The PA perspective generally represents public agencies and organizations. With respect to stakeholders, our analysis indicates a focus on the issues of governance, and resource and environmental management. Two particularly insightful definitions illustrate PA perspectives:

> *"Collaborative governance, as it has come to be known, brings public and private stakeholders together in collective forums with public agencies to engage in consensus-oriented decision making"* (Ansell and Gash, 2008).

> *"Collaborative resource management, sometimes called "comanagement," can be defined as a group of diverse stakeholders, including resource users and government agencies, working together to resolve shared dilemmas"* (Heikkila and Gerlak, 2005).

Public agencies have increasingly adopted collaborative approaches to governance and management, seeking to directly involve citizens and "grassroots stakeholders" (Koontz and Johnson, 2004; Lubell, 2004; Yang and Callahan, 2007); build trust (Ansell and Gash, 2008), facilitate discussion, dialogue, and negotiation (Bingham, Nabatchi and O'Leary, 2005), and de-centralize authority (Koontz, 2005). Collaboration here is promoted as improving the quality of decisions affecting the multiple stakeholders (Edelenbos and Klijn, 2006; Koontz and Johnson, 2004), and making those decision longer lasting (Gregory, McDaniels and Fields, 2001). This is pursued through formal decision analysis (Renn, Webler, Rakel, Dienel and Johnson, 1993), and by emphasizing participatory processes that are democratic and consensus-oriented (Ansell and Gash, 2008; Bingham, Nabatchi and O'Leary, 2005;

Birnbaum, Bodin and Sandström, 2015; Pelletier, Kraak, McCullum, Uusitalo and Rich, 1999). It is argued that the degree to which there is consensus becomes and indicator of decision quality (Gregory, McDaniels and Fields, 2001).

Public agencies consciously engage a diverse set of stakeholders, because each has a unique perspective that should be considered in determining policies and building support for policy decisions with long-term effects. This approach to stakeholders is based on democratic, and representation frames in pursuit of various forms of governance. The PA perspective has core values of collaboration, consensus, participation, and discussion/dialogue/deliberation.

PLANNING

Articles from the PL set uniquely stressed process, and like PA, highlighted collaboration, participation among others. It is somewhat unsurprising that PL was similar to PA, as in many cases planning organizations are subsets of public agencies. However, the work of planning organizations (e.g. land-use, rural, urban, and community) is generally less policy setting and more the conduct of activities pursuant to formal policy work. These activities include, creating shared visions, developing geographic and temporally focused plans, identifying problems and searching for solutions. In our analysis we found the PL perspective to emphasize the complex nature of the problems (Carsjens and Van Der Knaap, 2002), and the potentially large number of stakeholders involved (Hastings, 1996). The planning process is meant for stakeholders to dialogue, debate, share views, change views, and generally deliberate as equal parties (Bickerstaff and Walker, 2005). The nature of this communicative process can make it "messy, unpredictable, and uncertain" (Forester, 2006).

Collaboration among stakeholders in the planning process is meant to be purposeful. This is accomplished by the creation of forums for problem identification and solution finding, ideally leading to consensus, and beginning coordinated action (Albrechts, 2001; Margerum, 1999). Role-playing, mediated discussions, and other ways of interaction allow stakeholders to participate and 'explore' outside their limited perspectives (Innes, Connick and Booher, 2007). The participatory nature of the collaborative planning process is also meant to develop legitimacy and strengthen commitment for the policies that follow, and build trust and realistic expectations (Connelly, Richardson and Miles, 2006; Tress and Tress, 2003). "Its emphasis on achieving consensus through stakeholder and public involvement makes collaboration well suited to many planning and management issues" (Margerum, 1999).

Planning organizations seek to identify, define, and understand complex land-use and development problems, then to develop solutions and plans. The PL frames are similar to PA and specifically emphasize action/interaction, transparency, communication, and fair processes where all stakeholders actively and equally participate and collaborate.

PROJECT MANAGEMENT

The PM article set focused on project management, stakeholder management, power, influence, and dynamism. Project management organizations can be found across the public and private sectors. There are a vast number of private-sector firms that

routinely engage in projects as part of their business operations. Many are specialty-engineering firms in different markets (such as building and civil construction, software, biotech, etc.), construction and development firms, manufacturing, utilities, resource extraction, etc. Project management is widespread, and touches virtually every industry. Some private firms have entire project management divisions; others have small project management offices that coordinate with external consultants and contractors when the need arises. Additionally, public agencies are equally engaged in project management, sometimes with internal project management capacity and often with consultants and contractors. While the prevalence of project management is everywhere, and we believe the application of this research largely translates across industries, the emphasis for this research, as evidenced by our PM publications, is in the engineering and construction project management fields.

Our analysis of the PM discipline found perspectives highly focused on the work of project management, strongly emphasizing determinants of project success (Bryde and Robinson, 2005; De Wit, 1988; Ogunlana, 2010). One critical aspect of project success is stakeholder management, because "projects involve multiple actors with differing interests and are carried out in institutionally demanding and complex environments" (Aaltonen, Jaakko and Tuomas, 2008; Walker, Bourne and Shelley, 2008). Stakeholders represent uncertainties to projects, which often turn to conflict if not managed (Olander and Landin, 2005; Ward and Chapman, 2008). Thus, the identification and analysis of stakeholders is a crucial task of stakeholder and project management (Aaltonen, 2011). The aspects of stakeholder power and ability to influence projects appeared to be of particular concern to project managers (Jepsen and Eskerod, 2009). "Power is the mechanism through which stakeholders influence the direction and decisions for a project. This power can be used to retain the status quo or to enforce fundamental change" (Newcombe, 2003). In analyzing and managing stakeholders, the PM perspective encourages project managers to understand and evaluate project stakeholders' power and influence as variables in project planning and execution (Wateridge, 1998). Furthermore, as a project progresses and changes through time, stakeholders and stakeholder relationships also change, which lead project managers to adjust their strategy (Newcombe, 2003; Olander and Landin, 2005). PM perspectives include interest in this dynamism (Aaltonen, Jaakko and Tuomas, 2008; Olander, 2007), though it is currently not well understood.

SUMMARIZING FRAMES AND VALUES

Each of the five related disciplines presents a unique organizational perspective on stakeholders, the motivation for stakeholder engagement, and *why* stakeholders matter to different organizations. Additionally, the key frames oriented from those perspectives and the core values organizations hold are also quite different across disciplines. Table 3 summarizes our disciplinary analysis and finds that SM and BE have similar organizational perspectives, but view stakeholders very differently, which naturally produces different frames and values. PA and PL are quite similar, with somewhat parallel frames and values. PM is almost singularly focused on stakeholders as a variable in project success, and the typically strategic and short-term management approach towards stakeholders.

Table 3: Summary of perspectives, purpose, frames and core values from five related disciplines

Discipline	Organizational Perspective	*WHY* Stakeholders Matter	Key Frames	Core Values
SM	Private sector firms	They affect private firms objectives	Strategic, Performance/Outcome	Firm Performance, Strategic Relationships
BE	Private sector firms, Any organization with a legitimate claim on firm behavior	Firms have a moral obligation, as firm actions affect stakeholders	Moral/Ethical obligation, Inclusion	Societal Value Maximization
PA	Public agencies, Policy organizations	All have different perspectives, and all must be satisfied to make long-lasting decisions	Democratic, Representation	Collaboration, Consensus, Participation, Discussion/Dialogue
PL	Planning organizations	Necessary to have equal participation for fair, transparent planning	Interactivity, Transparency, Fair processes	Collaboration, Participation
PM	Private sector contractors/developers, Public sector project managers and consultants	They affect project outcomes (success)	Control/Management, Temporary	Dynamic stakeholder analysis,

EGO, NETWORK, AND PROJECT ORIENTATIONS

Another interesting insight into the disciplinary perspectives of stakeholders was found by looking at the centricity of each perspective relating to stakeholder networks. By structurally coding each article in the comparative set (as summarized in Table 4), we found that SM and BE perspectives are very much egocentric. While organizations conceptualized by these perspectives address and acknowledge alters and are active in coordination/engagement within the network, even championing the cause of alters at times, such observations and interactions are all viewed through the lens of impacts and outcomes related to the firm. For example, a corporate food distributor and retailer may invest in sustainability programs to support farm communities in developing economies. This may positively affect environmental preservation, encourage social reciprocity and good will, and (as hotly debated by SM and BE scholars) contribute to positive or negative stockholder wealth—i.e. the triple

bottom line.   Regardless of what specific outcomes are planned or realized, managers and leaders of the multiple networked stakeholders are certainly projecting and evaluating the potential impacts to their respective organizations.

Table 4: Disciplinary centricity toward stakeholder networks

| | Ego | | Network | | Project |
Discipline	Firm	Public Agency	Issue/Plan	Program/Policy/Asset	
SM	94.3%	-	-	5.7%	-
BE	100.0%	-	-	-	-
PA	-	21.1%	26.3%	52.6%	-
PL	-	5.9%	64.7%	29.4%	-
PM	-	-	-	-	100.0%

PA and PL perspectives are much more socio-centric, looking at the stakeholder network as a whole. These perspectives seem to emphasize the reason organizations are connected, often an issue defined by a geographic or political area. Examples include, a local transportation plan, a common pool natural resource (e.g. watershed or fish stocks), or development of land use policy. In these instances organizations represented by the PA and PL perspectives are purposefully focused on outcomes serving the network as a whole (private business, citizens, advocacy groups, other public entities, etc.), and are presumably committed to efficient outcomes, as they will affect PA and PL organizations indefinitely. Inherently it seems there would be a focus on initial and future perspectives on such outcomes, and the stakeholder network remains connected by the level of persistence of the issue.

Perspectives from PM are interesting, as they combine aspects of both individuals and networks, but typically bounded in time. Organizations represented by PM perspectives focus on objectives of individuals with respect to an issue, but as the project is temporally limited, this emphasis is not persistent. Thus, it is difficult to understand to what extent project delivery efficiency is balanced with long-term performance of project outcomes. As was evident by analysis of the PM article set, much of the discussion respecting stakeholders was in management functions and operating within inter-organizational power dynamics to accomplish projects for multiple stakeholder objectives and success criteria. However, those objectives are largely measured at project completion. Therefore, it seems project success criteria would, ideally, be some set of robust indicators for each stakeholder's prospective objectives as measured in some future time.   An example may include the development of a new water supply and distribution system. PM organizations would likely be connected to a network of design professionals, contractors, suppliers, public agencies, locally affected private business, and end-users. Understanding each of these stakeholder's objectives is necessary for project completion (profitable exchange, minimal disruptions, adequate service to end-users, etc.), but considering success against these objectives may do little to measure their respective objectives as retrospectively evaluated in the coming years and decades when external conditions change.   While some of the stakeholders in the initial project network remain connected, it is evident that primary PM stakeholders will not be connected.

LIMITATIONS AND FUTURE RESEARCH

In consequence of our interdisciplinary approach, we have shown a comparison of multiple related academic disciplines, and the organizations studied, described and otherwise represented by them. This conscious approach represents 'plowing new ground' in a novel way, but certainly limits the depth with which we could investigate each discipline individually. As such, some disciplinary nuance is undoubtedly lost in our analysis. A more expansive research program could conduct multiple parallel in-depth studies by discipline for a more exhaustive comparison. Such an approach could extend to other disciplines, including the fields of law, finance, social psychology, and others related to public-private arrangements, and would likely provide interesting insights. Additionally, we are limited by the publications selected. Our intent in this research was to systematically construct a high-quality selection of journals, and then reduce all potential articles from our search criteria into a comprehensive yet concentrated and impactful sample manageable for this research. We expect that there are a number of high-quality scholarly contributions that would have been helpful had we an even richer sampling of articles.

CONCLUSION

Stakeholder coordination will continue to be a central element of public-private arrangements. We have demonstrated that the related disciplines of strategic management, business ethics, public administration, planning, and project management each discuss the importance of stakeholders, but represent very different perspectives of multiple types of stakeholders. These stakeholders, including private sector firms, non-governmental organizations, citizens, government agencies, etc., are often required to coordinate in critical public-private arrangements. However, each stakeholder type has distinctive foundational frames and core values, and each approach the stakeholder networks with whom they coordinate from fundamentally different orientations. We conclude by arguing for academics to further study how to understand and link the frames and core values of different types of stakeholders (as defined by their respective representative disciplines), beyond the surface of individually proclaimed organizational objectives in public-private arrangements. We also suggest that practitioners seeking issue, plan, and project specific coordination will find less conflict and faster resolution if the underlying frames and values for stakeholders are in alignment.

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