Corporate Governance as Social Responsibility: A Research Agenda

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Corporate Governance as Social Responsibility: A Research Agenda

By Amiram Gill*

In the post-Enron years, corporate governance has shifted from its traditional focus on agency conflicts to address issues of ethics, accountability, transparency, and disclosure. Moreover, corporate social responsibility (CSR) has increasingly focused on corporate governance as a vehicle for incorporating social and environmental concerns into the business decision-making process, benefiting not only financial investors but also employees, consumers, and communities. Currently, corporate governance is being linked more and more with business practices and public policies that are stakeholder-friendly. This Article examines these developments and their impact on the formulation of a transnational body of legal norms by proceeding in three stages. First, the Article explores the recent transformations in the regulation of corporate governance and CSR and the shifts these two fields have experienced. Second, it reads these transformations as a convergence, taking place against the background of "New Governance" and encompassing both corporate self-regulation and efforts by social groups to make this regulation more effective ("meta-regulation"). Third, the Article discusses the prospects and challenges of this convergence by outlining a series of conceptual and methodological inquiries as well as policy ramifications to be pursued by scholars and practitioners in the fields of law and corporate conduct.

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I. INTRODUCTION ........................................................................................................... 453
II. REGULATING CORPORATE CONDUCT IN THE POST-ENRON ERA .......... 456
   A. Corporate Governance: From Agency to Accountability ...................... 456
   B. Corporate Social Responsibility: From Ethics to Business Judgment ................................................................. 459
III. THE CONVERGENCE OF CORPORATE GOVERNANCE AND RESPONSIBILITY .......................................................... 463
   A. Intersections and the 'New Governance' .............................................. 463
   B. Corporate Self-Regulation ........................................................................ 466
   C. Meta-Regulation ...................................................................................... 468
IV. PROSPECTS AND CHALLENGES .............................................................. 470
   A. Conceptual and Methodological Applications ........................................ 470
   B. Policy Ramifications ............................................................................... 475
V. CONCLUSION ...................................................................................................... 477

I. INTRODUCTION

Corporate governance has traditionally specified the rules of business decision making that apply to the internal mechanisms of companies. This set of norms and laws has, first and foremost, served to shape the relations among boards of directors, shareholders, and managers as well as to resolve agency conflicts. Yet in the aftermath of Enron, corporate governance has emphasized issues that go beyond this traditional focus to touch on corporate ethics, accountability, disclosure, and reporting. As companies seek to assure regulators and investors that they are fully transparent and accountable, corporations have increasingly pledged their commitment to honest and fair corporate governance principles on a wide spectrum of business practices.

Simultaneously, the corporate social responsibility (CSR) movement has developed the notion of corporate governance as a vehicle for pushing manage-

ment to consider broader ethical considerations. CSR has drawn on the dramatic progress made by companies in recent decades in balancing shareholder goals with the need to reduce externalities that impact other stakeholders. Thus, CSR has joined the political endeavors to make corporations more attuned to public, environmental, and social needs by pursuing corporate governance as a framework for boards and managers to treat employees, consumers, and communities similarly to, if not the same as, stockholders.

In view of these processes, large public companies have recently created mechanisms of corporate governance that seek to engender investor accountability and stakeholder engagement. Such mechanisms include CSR board committees, company units dealing with business ethics, corporate codes of conduct, non-financial reporting practices, and stakeholder complaint and dialogue channels, among others. All of these governance devices have normally been created on a voluntary basis to constitute what is referred to as "corporate self-regulation."

Institutional investors, regulators, NGOs, and social groups have generally responded by collaborating with the private sector to make self-regulation more enforceable and effective. Pension funds, consumer coalitions, non-profit organizations, and other groups have developed monitoring schemes that incorporate corporate governance aspects into their CSR guidelines, ratings, and best practices. For example, the California Public Employees' Retirement System (CalPERS), one of the largest institutional investors in the United States, has used its proxy power to implement its Core Principles of Accountable Corporate Governance. The Dow-Jones Sustainability Indexes, which are among the

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3. For example, prominent NGOs in the CSR field such as Business for Social Responsibility (BSR) have increasingly provided consulting services and offered their expertise on stakeholder engagement strategy for companies to structure their boards and managerial units in accordance with CSR principles. See CSR Strategy and Structure, http://bsr.org/consulting/strategy.cfm (last visited Jan. 29, 2008).


most prominent CSR indexes in America, have paid close attention to corporate governance criteria while measuring corporate social and environmental performance. Such efforts are referred to as "meta-regulation" or "the regulation of self-regulation."¹⁰

At the crossroads of corporate self-regulation and meta-regulation, scholars have recently pointed to an evolving interplay between corporate governance and CSR.¹¹ These inquiries can and should be read as indicating a convergence between corporate governance and social responsibility. On the one hand, corporate governance is gradually becoming a framework for ensuring the public interest in business as well as structuring the procedures by which a company demonstrates its good citizenship and commitment to various constituencies. On the other hand, CSR-driven social coalitions are increasingly focusing on corporate governance as mirroring the company's conscience and long-term commitment to stakeholder accountability.

This Article identifies the key features and characteristics of an emerging body of norms that merges corporate governance with corporate social responsibility. It first explores and situates the synthesis between the two in the context of an evolving legal regime that mixes pro-shareholder preferences with pro-stakeholder considerations. Subsequently, the Article discusses the prospects and challenges of this governance-responsibility intersection, outlining a series of conceptual and methodological implications as well as policy ramifications.

The Article proceeds as follows: Part II explores the transformations that have taken place in the regulation of corporate conduct after the major corporate scandals of the early 2000s. Part III reviews the governance-CSR intersections addressed thus far in the research literature and offers a reading of these regulatory transformations as a convergence that hybridizes corporate governance with CSR via self and meta-regulation (and as part of the "New Governance" school of thought). Part IV discusses the prospects and challenges of the evolving intersection of corporate governance and CSR, first addressing the conceptual and methodological applications that the convergence of the two fields might have on the study, understanding, and perception of business law and then joining the public policy debate over corporate reform to discuss the advantages and shortcomings of the governance-CSR intersection.


II. REGULATING CORPORATE CONDUCT IN THE POST-ENRON ERA

A. Corporate Governance: From Agency to Accountability

In the public marketplace of ideas, the term “corporate governance” has recently been described as “the set of processes, customs, policies, laws and institutions affecting the way in which a corporation is directed, administered or controlled.” Yet the substance attributed to this definition has changed quite dramatically over the past years, shifting from a functional, economic focus on agency problems within a private law sphere to a public policy approach that seeks to protect investors and non-shareholder stakeholders. The evolution in the perception of corporate governance reflects broad changes in the socio-legal view of business corporations.

For decades, a controversy over the nature and purpose of the corporation articulated a fundamental tension in corporate law. This controversy had its roots in the 1919 *Dodge v. Ford Motor Company* decision holding that a corporation must strive to maximize its shareholder-value. A debate played out in the academic arena between Columbia Professor Adolf A. Berle and Harvard Professor E. Merrick Dodd, with the former taking a shareholder-centric position and the latter calling for greater non-stockholder considerations.

Until not long ago, corporate governance aligned almost completely with the shareholder primacy wing of this debate, being primarily concerned with the structure and functioning of the board and its relations with other corporate organs vis-a-vis the purpose of maximizing profits. The core premise of corporate

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14. This controversy has been extensively debated in the literature. For a recent overview of the debate, see Judd F. Sneirson, Doing Well by Doing Good: Leveraging Due Care for Better, More Socially Responsible Corporate Decision-Making, 3 CORP. GOVERNANCE L. REV. 438 (2007).

15. *Dodge v. Ford Motor Co.* 170 N.W. 668, 684 (Mich. 1919) ("A business corporation is organized and carried on primarily for the profit of the stockholders. The powers of the directors are to be employed for that end. The discretion of directors is to be exercised in the choice of means to attain that end and does not extend to a change in the end itself, to the reduction of profits or to the nondistribution of profits among stockholders in order to devote them to other purposes").

governance relied on the famous analysis by Berle and Means describing and analyzing the agency problems that surface when corporations separate the ownership rights given to their stockholders from the broad judgment reserved for managers on how to best maximize shareholder-value. 17 In order to allow shareholders to trust managers with their investments, the business community looked to corporate governance to enable reduction of these agency problems.18 By focusing on agency conflict resolution, the corporate governance discourse not only accepted the dominance of the shareholder primacy model but also the law and economics view of economic efficiency.19 This approach set forth guidelines for business decision making based on a neoclassical perception of cost-benefit analysis and value-maximization ends,20 often excluding stakeholder interests and overlooking environmental and social externalities caused by corporate conduct.21

It was only after the major corporate scandals of the early 2000s that corporate governance gained attention as a public policy topic. Proposals for corporate reform called upon legislators and businesses to allow greater scrutiny over accounting maneuvers and more transparency to prevent managers from engaging in fraud.22 The Sarbanes-Oxley Act, which introduced comprehensive accounting reform for public companies and severe penalties for failures to comply,23 divided pro-business and pro-regulation advocates over the value of these reformative approaches and their political effects.24

As a result, corporate governance has gradually become a realm for busi-


20. In their classic book, EASTERBROOK & FISCHEL, supra note 1, provide concrete examples for these premises from the areas of corporate contracts, limited liability, voting, fiduciary duties, the Business Judgment Rule, and corporate control transactions.


ness due process where corporate managers are required to make decisions with a strong internal monitoring system that protects investors first and foremost. 25 Good corporate governance in the years after Enron and WorldCom has often meant corporate morals and ethical behavior find their expression in accountability mechanisms, transparency, and disclosure. 26 Where there was once a private law discourse of value-maximization there has lately emerged a semi-public law debate where managers use governance as a synonym to describe their duties of care, fairness, and fiduciary responsibility.27

The agency focus associated with "old school" corporate governance has gradually yet overwhelmingly cleared the way for a "new school" focus on ethics and accountability.28 Subsequently, the new public view of the field currently acknowledges that corporate governance is no longer merely about maximizing stock-value but rather about "the relationships among the many players involved (the stakeholders) and the goals for which the corporation is governed. The principal players are the shareholders, management and the board of directors. Other stakeholders include employees, suppliers, customers, banks and other lenders, regulators, the environment and the community at large." 29

Notwithstanding these shifts towards accountability, large portions of the corporate governance public discourse and academic literature have generally remained devoted to "old school" goals. These wings have recognized many of the due process trends in corporate governance but have linked them primarily to the board’s capacity to increase profits for shareholders. 30 Emphasizing corporate honesty and fairness has frequently if not typically served to empower financial investors (for instance, by providing them with a stronger voice and greater proxy power) rather than stakeholders who own no stock in the company.31


29. Supra note 12.


31. Paddy Ireland, From Amelioration to Transformation: Capitalism, the Market, and Corporate Reform, in LABOUR LAW IN AN ERA OF GLOBALIZATION: TRANSFORMATIVE PRACTICES AND
These recent developments in corporate accountability signal a growing tension between corporate governance’s engagement with shareholder and stakeholder interests. As discussed below, the CSR movement has played an increasingly important role in reconciling this tension and making corporate governance as a whole more attuned to constituency concerns.

B. Corporate Social Responsibility: From Ethics to Business Judgment

As in the realm of corporate governance, there has been ongoing debate regarding the definitions and interpretations of the term “corporate social responsibility.” Upon emerging in the political and academic landscape several decades ago, CSR related first and foremost to the conceptual challenges raised by scholars and advocates who criticize corporate America’s shareholder primacy ethos. CSR offered theoretical insights as to why companies should not be treated solely as their shareholders’ private property but rather as semi-public enterprises based on sophisticated transactions and relational contracts among investors, managers, and employees. For example, scholars suggested that applying the contractarian approach to corporate law (which portrays the corporation as a voluntary “nexus of contracts”) as well as the realistic approach (which paints the corporation as a separate legal personality akin to a human being) should not result in giving superior property rights to shareholders over employees. Rather, they posited, workers who invest their labor as an input in the enterprise should enjoy legal recognition of their residual interest in the company’s assets.

Moreover, the CSR literature drew on critiques of the law and economics school of thought to challenge the economic rationales behind shareholder centralism. Social welfare-driven approaches to corporate law and policy proposed that business efficiency should not only aim at higher stock prices, but also at internalizing environmental and social externalities and acknowledging the often

POSSIBILITIES 197 (Joanne Conaghan, Richard Michael Fischl, & Karl Klare eds., 2002).


33. A key model that offers an understanding of the Board of Directors as mirroring the interests of various constituencies can be found in Margaret M. Blair & Lynn A. Stout, A Team Production Theory of Corporate Law, 85 Va. L. Rev. 247 (1999).


unequal distributive consequences of creating corporate surpluses. These critical theories, primarily in the social sciences, relied on moral arguments associated with justice, fairness, and communitarianism. They also endorsed doctrinal approaches that reject the exclusivity of cost-benefit analysis and the exclusion of distributive aspects from efficiency models focused on maximizing each transaction's dollar-value. Instead, CSR promoted the stakeholder theory, incorporating stakeholder interests and making various constituencies participants in how companies are run and operated on a daily basis.

While some commentators still regard these conceptual challenges as the essence of CSR, today they are more commonly viewed as part of a general theoretical debate over corporate structure that is not linked directly to the CSR movement. Several scholars developed these theories during the 1990s and 2000s to propose new corporate regulations that go beyond CSR and touch on concrete and enforceable legal rules. This body of scholarship, frequently entitled "Progressive Corporate Law," rejects the voluntary nature of CSR with its focus on self-regulatory ethics, and suggests far more comprehensive, mandatory changes in the fundamental legal structure of corporations.

Corporate social responsibility itself has taken a different path altogether. In many ways, it was clear from the outset that the CSR movement neither sought to challenge the market framework in which it was positioned nor aimed to criticize the fictional corporate entity introduced in the early twentieth century. CSR was not about reinforcing the New Deal welfare state or introducing egalitarian policy amendments inspired by distributive justice philosophies. Instead, it was about working with businesses, within the existing political and


41. Sneirson, supra note 14.


43. Mitchell, supra note 11.
economic landscape, to make companies adopt ethical guidelines, incorporate stakeholder concerns, and more efficiently internalize the costs externalized onto the environment and society.\textsuperscript{44}

On the ground, this market-friendly approach offered companies the opportunity to decide for themselves a suitable scope for their practice of social responsibility.\textsuperscript{45} The voluntary nature of the concept invited businesses to develop stakeholder engagement programs that increased their competitiveness, and launch marketing campaigns that emphasized their humanistic, democratic values as "corporate citizens." Businesses also declared their commitment to the idea that issues such as human rights, workers' rights, and protecting the environment could accompany profit-maximization goals.\textsuperscript{46} This is often referred to as the "Triple Bottom Line" consisting of people, planet, and profit components.\textsuperscript{47}

As a result, the CSR movement was gradually absorbed into the corporate ethos, part of a new consensus on the broader judgment that managers should exercise in the course of doing business.\textsuperscript{48} CSR units have become highly-visible, with some corporations marking themselves as leading players in initiating CSR programs and public relations endeavors.\textsuperscript{49} Moreover, CSR-related concepts and ideas are finding their way into the heart of the curriculum at many MBA programs. CSR has also increasingly been studied as a strategic tool to maximize profits, with extensive literature in business administration and economics testing the possible correlation between adopting CSR programs and improving performance.\textsuperscript{50}

\textsuperscript{44} VOGEL, supra note 4.


\textsuperscript{49} Ronen Shamir, Mind the Gap: The Commodification of Corporate Social Responsibility, 28 SYMBOLIC INTERACTION 229 (2005).

Not surprisingly, all of these processes brought about what Ronen Shamir refers to as the "de-radicalization" of CSR, echoing a growing critique of the industry by those seeking social change. In fact, as CSR has become a business-sensitive, if not business-driven practice, critics point out that original social change motives have been surrendered to the marketing interests of big corporations and the neo-liberal logic of private ordering more generally. Notably this line of critique underscores a growing concern among scholars and policy advocates who fear CSR has become a cynical public relations tool.

Parallel to this mainstreaming of CSR, a wave of public interest advocacy led by regulators and NGOs increasingly aims to insert more enforceable tools to oversee corporate accountability and social responsibility. These tools include public monitoring campaigns, litigation that addresses human and workers' rights violations by multinational corporations (MNCs), and—in more rare instances—"soft" legislation. These tools seek to improve corporate engagement with CSR by making public groups and coalitions participants in shaping the field.

A tension has emerged between what has grown to be the two wings of CSR: the voluntary, pro-self regulation wing and the mandatory, pro-regulation wing. This growing tension makes it extremely difficult to characterize CSR using a single term, as it now refers to so many competing features and notions. As Shamir defines it, CSR is "[t]he social universe where ongoing negotiations over the very meaning and scope of the term social responsibility take place."

Nonetheless, there is no dispute that in today's corporate arena, CSR has completed its journey from the political margins to the business mainstream. The movement no longer portrays itself as a radical counter-argument to profit-


52. DAVID HARVEY, A BRIEF HISTORY OF NEOLIBERALISM (2005).

53. ROBERT REICH, SUPERCAPITALISM: THE TRANSFORMATION OF BUSINESS, DEMOCRACY, AND EVERYDAY LIFE (2007) (arguing that CSR is a "pale substitute" for regulation which fails to replace the need for a campaign finance reform that would reduce corporate influence over the political process).


55. For a discussion of the recent use of these tools by social groups, see Parker, supra note 10.


maximization. Rather, CSR is a business strategy to make the ultimate goals of corporations more achievable as well as more transparent, demonstrate responsibility towards communities and the environment, and take the interests of groups such as employees and consumers into account when making long-term business decisions.58

III. THE CONVERGENCE OF CORPORATE GOVERNANCE AND RESPONSIBILITY?

A. Intersections and the "New Governance"

As corporate governance becomes increasingly driven by ethical norms and the need for accountability, and corporate social responsibility adapts to prevailing business practices, a potential convergence between them surfaces. Where there were once two separate sets of mechanisms, one dealing with "hard core" corporate decision-making and the other with "soft," people-friendly business strategies, scholars now point to a more hybridized, synthesized body of laws and norms regulating corporate practices.

Extant research offers a conceptual background for how the two fields have begun to converge, relying on executive fiduciary duties, stakeholder engagement, and economic analysis of management incentives to engage in CSR.59 The scholarship also addresses how companies incorporate stakeholder-friendly business strategies,60 examines the role of shareholder and board activism in pushing for social responsibility,61 and provides quantitative assessments of re-


porting practices, indexes, and ratings that link governance with responsibility.\(^{62}\) Finally, scholars suggest models for pursuing this emerging frontier through greater involvement on behalf of the board of directors,\(^{63}\) and utilize a comparative approach to cross the border between corporate governance and accountability.\(^{64}\)

The potential convergence of corporate governance and CSR is frequently read against the backdrop of the New Governance theory which identifies a growing involvement of the private sector in shaping public policy and regulation.\(^{65}\) In the face of global economic transformations, scholars argue that the regulatory power of the state has become increasingly decentralized.\(^{66}\) Therefore, "hierarchical command-and-control" regulation\(^{67}\) is being replaced by a mixture of public and private, state and market, traditional and self-regulation institutions that are based on collaboration among the state, business corporations, and NGOs.\(^{68}\)

Those public policies which were traditionally imposed by formal regulatory bodies, such as workplace antidiscrimination and environmental protection boards, are now being collaboratively addressed through participation, negotiations, and dialogue between the public and private sectors.\(^{69}\) Accordingly, the

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\(^{63}\) Mitchell, supra note 11.

\(^{64}\) See generally YADONG LUO, GLOBAL DIMENSIONS OF CORPORATE GOVERNANCE (2006); Arthur R. Pinto, Globalization and the Study of Comparative Corporate Governance, 23 WIS. INT'L L.J. 477 (2003); CONVERGENCE AND PERSISTENCE IN CORPORATE GOVERNANCE (Jeffrey N. Gordon & Mark J. Roe eds., 2004).


\(^{68}\) For a discussion of employment disputes, organizational compliance, financial regulation, and employee misconduct, see Orly Lobel, Setting the Agenda for New Governance Research, 89 MINN. L. REV. 498 (2004).

\(^{69}\) See, e.g., David Hess, Social Reporting and New Governance Regulation: The Prospects of Achieving Corporate Accountability through Transparency, 17 BUS. ETHICS Q. 455 (2007); Orly Lobel, The Renew Deal: The Fall of Regulation and the Rise of Governance in Contemporary Legal
regulatory tools themselves are changing; they no longer consist solely of legis-

tative or administrative acts, but also include market-oriented institutions that

enforce business transparency, disclosure, reporting, and monitoring practices,
as well as internal sanctions to tackle individual misconduct.\textsuperscript{70} The primary

challenge for New Governance arrangements is how to create the appropriate

atmosphere and conditions for these tools to work as effectively as possible.\textsuperscript{71}

The most common critique of New Governance arrangements is that they

are in fact deregulation in disguise.\textsuperscript{72} Critics argue that the decline of state regu-

lation at the expense of private ordering symbolizes a conservative, pro-business

movement that hides deregulation behind a curtain of unrealistic promises for

self-regulation. However, the New Governance literature presents a far more

complex vision that in many ways rejects deregulation as its political agenda.

In order to function effectively as a tool for regulation, New Governance

highlights the need for public scrutiny and enforcement, but also promotes new

regulatory structures requiring companies to follow growing public expectations

for accountability. In fact, studies show that internal governance policies that

emphasize social responsibility through transparency and coordination have

been more successful in bringing about ethical corporate conduct than traditional

command-and-control structures.\textsuperscript{73} Moreover, contrary to more traditional forms

of regulation, proponents of New Governance believe these structures can and

should be designed to rely less on state-dictated preferences and more on public-

private collaboration, flexibility, and pragmatism.\textsuperscript{74} Empirical evidence suggests

that corporations are more willing to consider effective ways of enforcing com-

pliance standards and processes, as well as share more information, when they

operate in a collaborative climate that allows them to perform their own moni-

toring.\textsuperscript{75} Finally, studies have shown that enforcing environmental protections

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\textsuperscript{70} The issue of social enforcement exercised within companies and organizations requires a

careful identification of those particular behaviors and misconducts that allow an internal enforce-

ment system as well as those which may serve the interest of the organization at the expense of the


\textsuperscript{71} For an illustration of these challenges in the CSR context, see John M. Conley \& Cynthia A.

Williams, \textit{Engage, Embed, and Embellish: Theory Versus Practice in the Corporate Social Re-

sponsibility Movement} (UNC Legal Studies Research Paper No. 05-16, 2005), available at


\textsuperscript{72} Guy Mundlak, Eva Schram \& Els Sol, \textit{Hard Law/Soft Law Hybrids as a Conceptual and

Policy Framework: Looking at the Regulation of Temp Agency Work in Highly Regulated Countries}

(on file with author).

\textsuperscript{73} \textit{Philip Selznick, The Communitarian Persuasion} 101 (2002); Andy Hochstetler \&

Copes Heith, \textit{Organizational Culture and Organizational Crime, in Crimes of Privilege} (Neal

Shover \& John Paul Wright eds., 2001); \textit{John Braithwaite, Crime, Shame and Reintegration}

(1989).

\textsuperscript{74} \textit{See}, e.g., Bradley Karkkainen, \textit{New Governance in Legal Thought and in the World: Some

Splitting as Antidote to Overzealous Lumping}, 89 Minn. L. Rev. 471 (2004).

\textsuperscript{75} \textit{See}, e.g., Cary Coglianese \& David Lazer, \textit{Management-Based Regulation: Prescribing


https://scholarship.law.berkeley.edu/bjil/vol26/iss2/5

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through non-conventional regulatory tactics may also enhance corporate compliance with financial and workplace protections.\textsuperscript{76}

The complex mixture of governance and responsibility that characterizes the post-Enron corporate transformation demonstrates a decentralization of regulatory power away from the state to the private sector and public monitors, and reveals an emerging set of rules and norms. The growing number of codes of conduct, best practices, and guidelines initiated by businesses, regulators and administrative agencies serve as a primary source of business regulation. At this juncture, New Governance finds its strongest expression in the field of corporate conduct as it encompasses two of the most important socio-legal patterns that enable the convergence of corporate governance and CSR: self-regulation and meta-regulation. The sections below address these specific patterns.

\textbf{B. Corporate Self-Regulation}

As the authority and power of the nation-state dramatically decline in the global era, non-state actors and transnational bodies are increasingly engaged in creating regulatory schemes and devices for businesses.\textsuperscript{77} Corporate self-regulation, as encouraged by international agencies, social groups, and business-related entities has gained overwhelming attention as it emerges as a complement to, if not a substitute for, formal governmental regulation.\textsuperscript{78}

One highly visible, frequently debated form of self-regulation is the corporate code of conduct. In contrast to private business codes that regard transactional and contractual aspects of commerce,\textsuperscript{79} codes of conduct address corporate ethics, moral guidelines, and key CSR issues such as human rights, labor, the environment, and sustainable development. Throughout the 1990s, such codes were adopted by MNCs, particularly those with a strong presence in developing countries with weak state-based regulatory systems.\textsuperscript{80}

For example, in 1999 the Leon H. Sullivan Foundation proposed an international code of corporate conduct known as the Global Sullivan Principles of Social Responsibility. The Principles cover a broad range of CSR issues, including employee freedom of association, health and environmental standards, and


\textsuperscript{78} PARKER, supra note 5; Gunningham & Rees, supra note 5.


\textsuperscript{80} Harry Arthurs, \textit{Private Ordering and Workers' Rights in the Global Economy: Corporate Codes of Conduct as a Regime of Labour Market Regulation}, in \textit{LABOUR LAW IN AN ERA OF GLOBALIZATION: TRANSFORMATIVE PRACTICES AND POSSIBILITIES}, supra note 31, at 471.
The Principles have since inspired Fortune 500 companies to pledge to modify their internal policies in order to meet the guidelines set forth.82

Two major critiques have surfaced with respect to codes of conduct. The first echoes concerns regarding New Governance and criticizes the free market ideology underlying self-regulation.83 In response, advocates of the codes of conduct posit arguments similar to those set forth in the New Governance context more generally, namely that analysis of the codes' potential for engendering change requires more complex doctrinal and empirical understanding.84

The second critique contends that, as a practical matter, codes have failed to actually improve corporate behavior worldwide, thus serving merely as lip service.85 Indeed, many agree that even codes backed by a strong monitoring system might not generate ground-level change, unless accompanied by appropriate changes in business culture and decision-making.86

Another recent trend in self-regulation that has drawn attention is non-financial reporting. First published in the 1990s in response to a series of environmental disasters, non-financial corporate reports increasingly cover a much wider range of corporate policies.87 The non-financial reporting trend seeks to not only inform the public of existing CSR policies implemented by the reporting firm but also to provide incentives for companies to ensure transparency and create channels for dialogue with their stakeholders.88 In other words, corporate disclosure aside, the virtue of reporting is that it encourages companies to create better mechanisms for long-term accountability to their constituencies.

Nevertheless, such reporting is still largely a voluntary concept, despite the recent attempts to mandate non-financial corporate reporting. Some companies have chosen to incorporate governance and CSR issues into their annual financial reporting, creating what have become known as “integrated reports.”89

86. See, e.g., PROGRESSIVE CORPORATE LAW, supra note 42.
87. Kolk, supra note 62.
88. Hess, supra note 69, at 3.
89. Kolk, supra note 62.
Many others have published special CSR reports (i.e., Sustainability or Triple Bottom Line reports), often conducted according to the Global Reporting Initiative (GRI) Guidelines.90

Scholars have responded with a growing interest in this reporting wave. Thus far, researchers have addressed the conceptual goals and roles of reporting in encouraging corporate accountability,91 especially in the context of environmental disclosure policies.92 Researchers have also surveyed CSR reporting practices adopted by U.S. firms93 and those adopted by MNCs linking governance with sustainability.94 Additional studies have assessed the accomplishments and failures of reporting in achieving accountability,95 particularly with regard to transparency96 and stakeholder engagement.97 Still others have proposed new strategies, including the adoption of other transparency models from U.S. laws98 or mandatory social reporting.99

Both codes of conduct and non-financial reporting trends illustrate how corporate self-regulation serves as one of the most notable vehicles for linking governance with responsibility. Through various strategies and instruments, self-regulation has subjected businesses with a mixture of supervisory principles that reflect the convergence of corporate governance and CSR. A push for stronger external supervision over self-regulation catalyzed this process, a pattern to which this Article turns to in the next section.

C. Corporate Meta-Regulation

Non-state actors and transnational agencies previously undertook regulatory efforts to control corporate behavior under an umbrella of self-regulation.
At present, however, there is a common distinction between the mechanisms adopted by companies and financial institutions to govern their internal policies (e.g., self-regulation) and those pursued by external social actors to monitor self-regulation by looking at it from the outside. "Meta-regulation," as the latter set of mechanisms is known, is characterized by three major features deriving from the voluntary, private nature of business associations.

First, meta-regulation is carried out by social groups that participate in the process—from employee and consumer coalitions, to public-interest groups and international NGOs, to courts and legislators—rather than exclusively by regulators. Second, meta-regulation focuses on making self-regulation of corporate conduct more effective rather than on replacing it with formal binding laws. Third, since enforceable legal frameworks are scarce in the context of voluntary stakeholder corporate governance, meta-regulation focuses on non-legal measures and engages in ground-level activism, advocacy, and media campaigns.

Scholars have devoted substantial attention to investigating efforts undertaken by civil society actors (e.g., NGOs and non-profits) and corporations to mandate self-regulation. As to the former, these efforts have, thus far, concentrated on such strategies as working with companies to build their CSR tools through consulting and training and publishing stock market indexes and ratings that measure CSR performance. As to the latter, the literature on corporate meta-regulation also observes the growing efforts to enforce voluntary CSR through binding legal frameworks. Such studies have focused on MNCs in particular and extensively discuss the utility of international law and transnational litigation in achieving global corporate accountability.

Through the use of "outreach" programs, administrative agencies such as

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100. For studies exploring the concept of meta-regulation, see PARKER, supra note 5; HARM SCHEPPEL, THE CONSTITUTION OF PRIVATE GOVERNANCE: PRODUCT STANDARDS IN THE REGULATION OF INTEGRATING MARKETS (2005); Jody Freeman, Collaborative Governance in the Administrative State, 45 UCLA L. REV. 1 (1997).

101. Such non-legal measures include best practices, indexes, ratings, guidelines, principles, advisory products, and publications. See generally Parker, supra note 10.

102. PARKER, supra note 5.


104. See, e.g., Statman, supra note 62 (empirically evaluating the differences among social responsibility indexes and their characteristics compared to non-CSR company indexes).

the Securities and Exchange Commission (SEC), the Occupational Safety and Health Administration (OSHA), and the Environmental Protection Agency (EPA) have played an increasingly large role in making CSR more binding.\textsuperscript{106} Notable examples include granting business licenses and permissions conditioned upon integrity and disclosure performance,\textsuperscript{107} whistleblower protections,\textsuperscript{108} government-sponsored auditing schemes and tax incentives,\textsuperscript{109} and using a company's implementation of a compliance program as a basis for sentencing guidelines used to determine corporate criminal liability.\textsuperscript{110} Courts also are more attentive to how a company conducts its own voluntary compliance program. Internal procedures are often considered when brought before the court as a defense against a liability claim or when a company is sued for punitive damages (e.g., in an employment discrimination suit).\textsuperscript{111}

Meta-regulation, like the parallel mechanism of self-regulation, is a vehicle through which corporate governance and social responsibility merge and create a regulatory synthesis. The changing nature of corporate monitoring, the identity of the social regulators participating in the process, and the substantive mechanisms unfolding to control corporate behavior indicate the important role of meta-regulation in this convergence. Section IV will discuss the applications and implications of this synthesis on the study and regulation of corporate conduct.

IV. PROSPECTS AND CHALLENGES

A. Conceptual and Methodological Applications

The merging of corporate governance with corporate social responsibility affects how academics study, understand and analyze corporate law and policy. In today’s transnational climate, this synthesis corresponds broadly with the complexity of evolving business norms. Business associations are increasingly embedded in layers of rules stemming from multiple sources, including corporate law, securities and antitrust regulation, labor and employment law, tax law, environmental law, commercial law, and consumer protection law. These fields generally include both "hard" law, such as federal and state statutes, and "soft" law, such as codes and standards.\textsuperscript{112}

\textsuperscript{106} Feldman & Lobel, supra note 66, at 1, 8.
\textsuperscript{107} Parker, supra note 10.
\textsuperscript{108} See, e.g., Feldman & Lobel, supra note 66.
\textsuperscript{109} Parker, supra note 10.
\textsuperscript{110} John S. Baker, Jr., Reforming Corporations Through Threats of Federal Prosecution, 89 CORNELL L. REV. 310, 313-36 (2004); Murphy, supra note 26, at 704.
\textsuperscript{111} Feldman & Lobel, supra note 66.
\textsuperscript{112} See, e.g., Zumbansen, supra note 84 (analyzing the embeddedness of corporations in layers of rules of both business and employment protection natures); SANFORD JACOBY, THE EMBEDDED CORPORATION: CORPORATE GOVERNANCE AND EMPLOYMENT RELATIONS IN JAPAN
Corporate self-regulation and meta-regulation, read against the New Governance literature, capture a central element in the complexity of business law. That is, these regulatory patterns accompany socio-legal changes in market economies, highlighted by the fall of state authority and the rise of private ordering. As the legal landscape changes, a more complex understanding of corporations is required: one that acknowledges and pursues the synthesis between old and new legal institutions, orthodox and novel social concepts, and conservative and liberal political conceptions.

Institutional and political duality is a key feature in the emerging intersection of governance and responsibility. Corporate governance and CSR have begun to form a unified body of norms that constitutes a new and very different "constitution of the firm." Corporate governance is abandoning its sole focus on agency conflicts to enable managers and investors to pursue stakeholder participation. At the same time, CSR has gained mainstream acceptance by both incorporating business concepts it once neglected and emphasizing its own strengths as a value-creation tool.

The traditional separation between corporate law as a field dealing with investor-manager relations, and non-corporate legal fields relating to other corporate constituencies (e.g., labor), can no longer be maintained. For example, the presence of CSR board committee members and institutional investor activists on corporate boards of directors as employee representatives indicates that corporate governance has changed its approach to company-worker relations. However, the assimilation of notions of responsibility and accountabil-

AND THE UNITED STATES (2005) (comparing the implementation of corporate governance and employment law tools of various forms by Human Resources departments in U.S. and Japanese companies).

113. Lobel, supra note 67 (addressing the fall of formal regulation); Arthurs, supra note 78 (studying corporate codes of conduct as an emerging sphere of labor market private ordering).

114. Zumbansen defines this embeddedness as "Transnational Corporate Governance," suggesting that Transnational Law (TL) should not be understood merely as a set of rules relating to globalization (e.g., international trade law) but also as a methodological tool to comprehend the cross-border transformations that corporate governance (and, in the case of his analysis, labor law) are experiencing. See Zumbansen, supra note 84, at 299-305.


116. Zumbansen, supra note 84, at 268.

117. See, e.g., Just Good Business, supra note 58; Porter & Kramer, supra note 50.


120. Dalia Tsuk, Corporations Without Labor: The Politics of Progressive Corporate Law, 151
ity into corporate governance runs the risk, unless designed effectively, of serving merely as superficial re-labeling. When *The Economist* recently asked over 1,000 executives "how [their] organization[s] define corporate responsibility," 31.4% of the respondents answered "maximizing profits and serving the interests of shareholders." This was the second most common answer, after "taking proper account of the broader interests of society when making business decisions," chosen by 38.4% of respondents. As these numbers illustrate, there is a fine line between approaching responsibility as a rhetorical tool for maintaining shareholder primacy or realizing it as a transformative tool for change.

The conceptual applications of corporate governance and social responsibility carry methodological implications. Not surprisingly, the study of corporate governance is gradually incorporating such concepts as non-financial accountability, ethical codes and standards of conduct, socially driven investment and fiduciary duties, board diversity, stakeholder engagement, sustainability reporting, and socially responsible business strategies. Simultaneously, the study of social responsibility requires paying much closer attention to shareholder activism and proxy voting, board and committee composition, fiduciary duties, managerial units, disclosure policies, board chair and CEO statements, executive compensation, and auditing and external verification.

Meta-regulation is also bound to draw more scholarly emphasis as a less familiar form of corporate law-making. Adjusting to the emergence of new regulators in the corporate realm, business law studies should assess how corporate regulation is being reshaped, both from within the business community, as well by external actors using soft law tools. Feldman and Lobel write about the potential of studying New Governance:

First, a better understanding of the factors that contribute to informal enforcement can provide policymakers with additional legal strategies for effective compliance. Second, it could direct policy makers to areas in which the state should invest in formal enforcement, instead of relying on ineffective social enforcements.


122. Id.


124. Testy mentions that there are many social movements that seek to engage in progressive corporate law issues, but so far, there has been little crossover work between the movements. Therefore, it is vital that a dialogue begin and that coalitions be formed between progressive corporate law and social movements. The distance between the corporate field and other fields is diminishing. While in the past it was extremely rare to find progressive lawyers dealing with corporate law and corporate lawyers addressing public-interest issues, this is no longer the case. Corporate law is increasingly seen as a site of "liberation, not just oppression." Moreover, critical legal scholars are increasingly becoming comfortable, even eager, to discuss economics and corporate structure. Kel- lye Y. Testy, *Linking Progressive Corporate Law with Progressive Social Movements to Corporate Governance*, 76 TUL. L. REV. 1227, 1247-1251 (2002).
The recognition of [New Governance] mechanisms that rely on co-enforcement also contributes to more effective traditional command-and-control strategies, as it allows agencies to target their resources in a more sophisticated manner.125

The study of corporate meta-regulation could shed light on the changes initiated in corporate law and policy by groups of all types: small, influential non-profits like As You Sow,126 large, consulting-oriented NGOs like Business for Social Responsibility (BSR),127 international organizations such as the World Bank128 and the International Labor Organization (ILO),129 regional and transnational coalitions like the Organization for Economic Co-operation and Development (OECD),130 and national associations such as the Social Investment Forum (SIF).131 The involvement of these groups in shaping corporate norms is relatively new but already intensive, thus inviting legal and organizational analysis of their strategies.

In addition, corporate governance has lately drawn on the emergence of research that utilizes socio-legal methods.132 This research indicates a developing interest in the social and cultural impact of concrete mechanisms of corporate governance. Looking ahead, socio-legal studies will be challenged to respond to meta-regulation and its effects on corporate governance by engaging in not only quantitative but also qualitative inquiries consisting of in-depth observations, field exploration, individual interviews and case studies.

Comparative studies within business law will also expand as the field adapts to the intersection between governance and CSR. Numerous studies have already utilized a comparative approach, examining, for example, how legal systems worldwide treat the role of boards and investors in monitoring managerial conduct,133 the degree to which cross-border models of governance affect CSR decision-making,134 how reporting practices that link governance to sustainability vary among United States, European, and Japanese firms,135 and how institutional investors push for CSR on corporate boards in the United States and the

133. Aguilera et al., supra note 11.
134. Bastmeijer & Verschuuren, supra note 103.
135. Kolk, supra note 62.

https://scholarship.law.berkeley.edu/bjil/vol26/iss2/5
DOI: https://doi.org/10.15779/Z38MS9P
United Kingdom. This comparative scholarship should also be applied to substantive topics and geographic regions that have not been examined thus far.

Further exploration of this comparative perspective will also add to the ongoing debate in corporate law scholarship regarding the convergence or divergence of corporate regulation. On one side of the controversy, scholars have argued that corporations worldwide are converging on the Anglo-American shareholder-centric approach, thereby excluding non-shareholder concerns from the boundaries of corporate law. Famously writing in 2001 on *The End of History for Corporate Law*, Hansmann and Kraakman followed Fukuyama's assertion that the end of the Cold War marked the ultimate triumph of the market ideology, specifically ending any real dispute over the effectiveness of the shareholder primacy model. In response, critics stressed that the United States has diverged politically from other parts of the world post-9/11, and corporate policy exemplifies this divergence. More importantly, studies have provided evidence that models of governance emphasizing the role of stakeholders prevail in highly-developed economies such as Germany and Japan. Some suggest that even within the United States, businesses are increasingly converting to stakeholder-oriented structures, a claim supported by this Article as well.

These conceptual and methodological inquiries may invite new voices to take part in the evolving scholarly debate, such as those working in public interest law, or those investigating broader themes of accountability. The convergence of CSR and corporate governance may provide practitioners, policymakers, regulators, businesses, and NGOs with tools to address the changing landscape of corporate regulation. Those interested in business trends might look at whether and how companies are changing their approaches to corporate governance, while those interested in CSR will explore the incorporation of governance devices into reports, indexes, and ratings, and those studying social change will test the impact of non-profits and public-interest groups on business.

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137. Zumbansen, *supra* note 84.
141. Winkler, *supra* note 60.
Finally, from a normative perspective, studying the convergence of corporate governance and CSR carries policy ramifications for companies, regulators, and social actors. Understanding this convergence will inform how parties can work to stimulate economic performance, corporate governance and accountability best practices, effective self-regulation, social change, and a more prosperous business environment for both investors and stakeholders. A preliminary outline of these ramifications follows.

B. Policy Ramifications

The hybridization between corporate governance and corporate social responsibility is typically viewed by the mainstream in the business community and in the CSR movement as an innovative process that holds promise for markets as well as society. 143 However, many have expressed concern regarding the potential policy outcomes of this process—from both a business and social change perspective. Business advocates often fear that dedicating considerable efforts to meeting social and environmental demands will distract managers from focusing on financial wealth creation and serving the interests of investors. 144 These advocates agree with Nobel Prize winner Milton Friedman that, "the social responsibility of business is to increase its profits," 145 and that the more corporate governance is preoccupied by non-business activities, the less it will fulfill its designated role. On the other hand, CSR-skeptics who seek public policies aimed at achieving economic justice have serious reservations about the direction the stakeholder movement is taking. They argue that, if CSR becomes preoccupied with business decision-making, the movement—already critiqued as one that essentially helps corporations market themselves more effectively—will become even more corporate-friendly and less effective in promoting eco-


A growing voice within the research literature takes a more intricate approach to this policy debate. This approach acknowledges all of the limitations mentioned above, but chooses to pursue the potential of corporate governance, CSR, and their interaction in reconstructing markets. The proponents of this approach often share many of the concerns expressed by the CSR-skeptics but are captivated by the opportunity of turning companies into semi-public entities and creating a more democratic business environment via corporate responsibility.

The two areas most likely to face the long-term challenges highlighted by this policy debate are business regulation and social change advocacy. In a public atmosphere that places emphasis on corporate ethics and social responsibility, the regulation of business and finance may undergo changes that would mitigate some of the current focus on profit maximization. The current wave of meta-regulation and "soft" law may inevitably shift more efforts from the legislature to public coalitions, NGOs, investment groups, and other social players. This shift may also encourage administrative agencies to extend their collaboration with the private sector and further engage in sentencing guidelines and incentives for self-enforcement.

Substantively, business regulation—whether "hard" or "soft"—is likely to become socially-conscious and absorb some of the "Triple Bottom Line" practices that increasingly link business with sustainability, broadly defined. Voluntary mechanisms may become mandatory, self-imposed sanctions may be subject to greater scrutiny and enforcement, but most importantly, the study and practice of CSR is likely to introduce new managerial institutions that can coexist with growing public, social, and environmental expectations of corporate conduct.

Social change advocacy is already responding to the governance-responsibility convergence by engaging in a vigorous debate over the future of CSR, as described earlier. One can expect that the conceptual disagreement

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146. Mitchell, supra note 11, at 279-284; REICH, supra note 53, at 168-209; Testy, supra note 124, at 1238-1240.

147. See generally the works linking CSR to legal frameworks of action in the new corporate accountability, supra note 4; Zumbansen, supra note 84, at 269; PARKER, supra note 5, at 31-62, 292-302.

148. Feldman & Lobel, supra note 66, at 8 ("Designed effectively, self-regulation can create a virtuous cycle of ethical behavior in private organizations. Indeed, the emerging insight of the modern research on regulation is that decentralized enforcement is one of the key factors in successful societal implementation of governmental rules").


151. See Greenfield, supra note 36; SAVITZ, supra note 48; Shamir, supra note 49; Shamir, supra note 51.
between change agents who favor CSR and those who are critical of it will not prevent the movement from strengthening and deepening its interface with corporate governance. In fact, the growing voice that seeks a "third way" between endorsing CSR and rejecting it is likely to gain support not only in academia but also among practitioners and activists.\textsuperscript{152}

Similar to the potential outcomes in business regulation, social change advocacy will likely adapt to changes that are both formative and substantive in nature. Formative changes will potentially present new tactics for socially-sensitive investors, NGOs, and public-interest organizations to work more closely with businesses to try and modify corporate practices through dialogue and negotiations. Changing tactics may also yield the devotion of more resources to consulting and providing guidance and expertise, at the expense of more traditional legislative or administrative advocacy.\textsuperscript{153}

The latter category of potential changes may lead the social justice movement to embark on new journeys, such as proposing concrete steps for business law and policy reform. For example, public groups in the CSR field may recommend new guidelines for companies on how to disclose social information\textsuperscript{154} and how to compensate their shareholders and executives while increasing other stakeholders' share of the pie.\textsuperscript{155} Such proposals for corporate reform from the public and non-profit sectors could maintain the long-term goals of social welfare while accommodating business needs that are inherent to the creation of economic wealth in market economies.

V. CONCLUSION

Corporate governance and corporate social responsibility have become hard to distinguish in the global economic landscape. Their convergence in the face of regulatory, business, and social changes in transnational markets has evoked debate and controversy over both the potential and limitations of corporate accountability mechanisms. Recently, scholars and practitioners in many fields have looked beyond their traditional perceptions to explore how synthesizing governance and responsibility may affect existing practices in business and social advocacy. This Article offers a framework to approach this evolving study, suggesting that while the synthesis between corporate governance and CSR poses serious challenges to how we currently apply business law and policy, it may also generate innovative concepts and methodologies. Pursuing the emerg-

\begin{itemize}
  \item \textsuperscript{152} For a recent example of public-interest litigation trying to use voluntary CSR and corporate codes of conduct to establish enforceable protections for workers' rights, see Jane Doe v. Wal-Mart Stores, Inc., available at http://www.laborrights.org/creating-a-sweatfree-world/wal-mart-campaign/resources/1018
  \item \textsuperscript{153} Bastmeijer & Verschuuren, \textit{supra} note 103.
  \item \textsuperscript{154} Cynthia Williams, \textit{The Securities and Exchange Commission and Corporate Social Transparency}, 112 HARV. L. REV. 1197 (1999).
  \item \textsuperscript{155} Greenfield, \textit{supra} note 37, at 109-14; Mitchell, \textit{supra} note 11, at 276-79.
\end{itemize}
ing frontier of corporate governance as social responsibility is a platform for new research and new policies that, if designed effectively, may generate a more equitable global business environment.