ENHANCING THE EFFECTIVENESS OF THE UNESCAP

By

ESMAEIL TEKYEH SADAT

A dissertation submitted to the Faculty of Graduate School of Business
in partial fulfillment of the requirement for degree of
Doctor of Philosophy in Management and Organization Development

Graduate School of Business
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Abstract

Enhancing the Effectiveness of the UNESCAP Conference Structure Using Organization Development Intervention is the topic of this dissertation. As an organization development process, it was very difficult to initiate in a complex organization such as ESCAP, whose members have such diverse economic and cultural backgrounds. It takes a long time to reach the root causes of problems in the conference structure. The researcher read many UN documents, from both a global perspective and process of change that had been issued since 1974, before he was assured that the global concerns endorsed the same concerns as those of ESCAP in its conference structure. That means the results of conferences in ESCAP are similar to the results of conferences in the UN and are being driven by the Secretariat. Thus the first question could be to examine how the results of the conferences can be driven by member states instead of the Secretariat. Or how to involve the priorities of member states in the results of conferences in ESCAP? This was the rationale for selecting "enhancing effectiveness of conference structure using ODI" as the topic of this dissertation.

The effectiveness of the conference structure has been the target of member states for a long time; this concern has been reflected in reviews of the Resolution to Restructure the Conference Structure since 1997. The previous conference structure was established in January 2003, and was subject to Refinement, as provided for in the Commission's resolution 58/1, in the 64th session of the Commission. In this context the OD practitioner (otherwise known as the researcher) who, as a member of ACPR[1], combined the practice of

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[1] Advisory Committee of Permanent Representatives and other Representatives designated

member states in ACPR and Subsidiary committees within a theoretical framework; this was done through an action research cycle designed to describe root causes of gaps in roles and functions of ACPR and subsidiary committees in the conference structure.

The study has been based upon theories of institutional change and adjustment; as a result, it became clear that the progressive institutional change in the roles and functions of ACPR, and subsidiary committees required increasing efficiency of the Resolution to Restructure Conference Structure. This increase has been achieved on three fronts: first, through demonstrating a mechanism of trust for clarifying roles and responsibilities of ACPR and subsidiary committees; second, through a mechanism for developing collective leadership through organization learning for the feasible functioning of ACPR; and third, through a mechanism to develop ownership through knowledge sharing for the feasible functioning of subsidiary committees. The new standard frameworks for the roles and functions of ACPR and subsidiary committees have been discussed and examined as ODIs to be inserted in the new Resolution to Restructure Conference Structure in order to increase its efficiency. The net effect should be to determine the relationship between programme planning cycles (mandates, programmes, budgets, and evaluations) and the Resolution to Restructure Conference Structure. This will be done through the good practices of member states.

Key words; institutional adjustment and change, normative and operative work, Collective leadership, ownership

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by members of the commission

Acknowledgments

In 2005, I was posted as a deputy permanent representative of the Islamic Republic of Iran to UNESCAP. I realized the great capacity of ESCAP in economic and social problem solving of member states through participating in regular meetings of ACPR, the Commission and subsidiary committees. In spite of the great potential of ESCAP with diversity of member states, it was always subjected to the concerns of its members on the unproductive and narrative works of conference structure. It was lack of academic research on conference structure and the mandate to "review the Resolution to Restructure Conference Structure" in the 63rd session of the commission in 2007, which pushed the researcher to apply for the DMOD (Doctor of Management in Organization Development) program at Assumption University in Bangkok. DMOD courses and international seminars opened a new area of constructive and creative thinking while also providing a variety of tools to the researcher for restructuring the conference structure. The organic definition of organization by DMOD is to provide tools to the researcher to manage change for him/her as well as managing change in his/her organization. It was a great honour for me to be a member of DMOD students in Batch 1 of Assumption University. No doubt the great souls and knowledge of the coordinator of this programme, Dr. Perla, and of the Dean of the Graduate School of Business, Dr. Kitti, have contributed to the success to this Programme. All members of the staff of DMOD of Assumption University were able to share their knowledge and spirituality with new students through good practices and were able to sustain good memories for themselves from the time the program started. My advisor Professor Noel Jones with high commitment and close communication with me has spent a lot of time in advising me on clarifying the gaps in the conference structure and bridging

them using ODI. He taught me to use only value added to the topic of the research and thesis and to take out everything irrelevant. In this context a lot of documents were read and investigations done. In the end we attempted to be very simple, focused and relevant, and results oriented in the dissertation. This simpler version has been made accessible to native English speakers by Jenepher Moseley's "translation" of my Iranian English. To add to her language skills, Jenepher is an editor trained in handling material on economic development at the World Bank. I am proud that the report of the Commission at the 65th session (2009) after ODI and the change in the Resolution to Restructure the Conference Structure has been very productive in focusing on resolutions as the main outcomes of the conference. The productive result in the Commission is because of a change in the Resolution to Restructure Conference Structure in the 64th session of the Commission in 2008. It could be said that the proceeding of the dissertation was so hard that it captured my mind all the days and night. This process affected my family particularly my wife and took away the opportunities to spend time with them. During the development of my dissertation I lost my beloved mother who always prayed for our success. God bless her forever. My role as researcher reflects my parallel involvement as the OD practitioner active in the changes noted in the text. With this I would like to conclude that I started writing the dissertation with much hope that the Asian people would achieve Millennium Development Goals (MDG's) in the framework of ESCAP; and I end the dissertation with the understanding that this goal is achievable.

Regards

Esmaeil Tekyeh Sadat

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Chapter 1

Identification of Problems

1.1 Introduction

UNESCAP has 54 members and nine associate members. It covers two thirds of world population and is the biggest Economic Commission of the United Nations. ESCAP, as it is known, is the only regional intergovernmental organization that covers all Asia and the Pacific, and it is the top legislative organization of its body. The initials stand for "Economic and Social Commission for Asia and the Pacific."

An Advisory Committee of Permanent Representatives (or member states--ACPR) and other representatives designated by the Commission is linked with subsidiary committees to form the main governance mechanism for the Commission of the UNESCAP. Together, ACPR and the subsidiary committees are the main subsidiary organs of the Commission and are known as its "conference structure." They carry the important roles and functions in the process of decision making and determine the effectiveness of the conference structure. They work in parallel with the sub-programmes (or divisions) of the Secretariat, which provide executive action.

A term "Pattern of Conferences" was developed in 1965 by the UN at the global level in Resolution 2116 (XX) to define the responsibilities of conferences throughout the UN. In this resolution, the General Assembly urges all organizations to review their work on a regular basis at meetings using sessional methods recognized as being productive. The General Assembly also asks them to control the frequency and length of sessions.

The term "conference structure" was used for the first time in 1974 in UNESCAP to channel the process of decision making to the subsidiary organs of its Commission. Since then, the conference structure of ESCAP has faced several changes. All these changes should be included in a resolution on the conference structure that will apply throughout the UNESCAP. The changes since 1974 have been embodied in the following eight resolutions on the conference structure prior to Kofi Anan's appointment as Secretary General to the UN in 1997. The first resolution on conference structure, i.e., Resolution 143 (XXX) was adopted on 5 April 1974, and entitled "Rationalization of the Conference Structure of the Economic Commission for Asia and the Far East". Resolution 193 (XXXV) was adopted in 1979 and entitled "Implementation of General Assembly Resolution 32/197 on Restructuring of the Economic and Social Sectors of the United Nations System". Resolution 219 (XXXVII), adopted in 1981, was entitled "Expanding and Strengthening the Functions of the Commission in the Context of the Restructuring of the Economic and Social Sectors of the United Nations System. Resolution 222 (XXXVIII), adopted in 1982, was entitled "Terms of Reference of the Legislative Committees of the Commission." Resolution 262 (XlIII), adopted in 1987, was entitled "In-Depth Study of the United Nations Intergovernmental Structure and Functions in the Economic and Social Fields". Resolution 47/3 adopted in 1991, was entitled "Restructuring the Intergovernmental Structure Subsidiary to the Commission." Resolution 51/3 adopted in 1995, was entitled "Organization of Annual Sessions of the Commission." Resolution 52/1, adopted in 1996, was entitled "Preparation for the Review of the Conference Structure of the Commission."

In 1997, on his appointment as Secretary General, Kofi Anan initiated a process of reform, that he called "strengthening the United Nations system." The term "conference structure" had been used only in ESCAP so far; but eventually it would need to be aligned with the procedure of reform at the global level--that is, throughout the UN. In this context UNESCAP in 1997 adopted Resolution 53/1, although it was entitled "Restructuring the Conference Structure of the Commission." It meant that UNESCAP could reorganize its structure within the reform in the global context while working on its own revitalization. Five years later, in 2002, UNESCAP adopted Resolution 58/1, entitled "Restructuring the Conference Structure of the Commission." This Resolution needed review in 2006 and it was put under the control of this researcher, who selected as his topic: "Enhancing effectiveness of the conference structure using ODI." ODI means Organization Development Interventions, and the researcher, then a member of ACPR, took the role of organization development (OD) consultant to improve the process and to enhance effectiveness of conference structure. In this role, he is active in the text of this study as the OD practitioner. The researcher intended to use the OD tool to realize the root cause of dysfunction in the decision making process rather than just focus on restructuring the conference structure. Thus, this study did not focus on restructuring as the member states had done but focused instead on introducing ODI to the conference structure by reviewing a new draft resolution to restructure conference structure.

Member states have been using reorganizing and restructuring as strategies for solving problems for ages in UNESCAP. And sometimes restructuring or reorganizing makes all the sense in the world driving us to be more efficient or creative. But there are also times when reorganizing is a mistake.

It can be a mistake when restructuring is an automatic response to a problem. It can be a mistake when we do not search for the underlying cause of the problem--which can be systemic--and instead try to change or improve things by rearranging the organizational structure. Since 1997, ESCAP member states had been restructuring the subsidiary committees from sectoral to thematic. That does not accomplish anything; it just creates a mess by disrupting all the relationships developed in the old conference structure. From the view point of this researcher, organizations are not machines, they are living things. As he sees it, the conference structure, is a living organism: the researcher should be interested in the actions (roles and functions) in ACPR and subsidiary committees that are life-giving and that enhance the effectiveness of conference structure. It would be rational for the researcher to investigate instrumental and ceremonial patterns of behavior defined in a way that is specialized for ACPR and subsidiary committees but seen through the institutional framework of conference structure.

To define terms: according to Paul D. Bush (Tool, R.Marc & Bush, Dale. Paul, 2002) , "Institution" means patterns of behaviour originating from both the 'Instrumental'-- that is, rules and procedures, supervised by stakeholders as patterns of behaviour--and the 'Ceremonial'--the habitual life and attitudes of stakeholders. If the conference structure of the UNESCAP Commission is assumed as the institutional framework of conferences throughout the UN, the resolutions on the conference structure would be as an instrumental valuation, providing behaviour patterns governed by rules and procedures originating in ACPR and subsidiary committees of the Commission and the programme planning cycle would be as a ceremonial valuation, providing behaviour patterns governed by attitudes of ACPR and subsidiary committees of the commission.

The researcher aims to use ODI in the conference structure in such a way that through this structure, member states of UNESCAP can monitor all activities of their own regional secretariat and ensure that the work of their commission reflects the needs and priorities of its membership and is owned and driven by member states (ACPR/313/INF/3, 3rd August 2007)

Thus, in this study the term "restructuring the conference structure" will be used generally for discussions of how to improve rational behaviour patterns in the structure of conferences in ESCAP in order to involve all stakeholders. That means how to use the maximum capability of ACPR and the subsidiary committees to best effect. In other words, the goal is to improve feasibility in their roles and functions, thereby enhancing the effectiveness of the conference structure.

The Resolution to Restructure the Conference Structure is part of the process of restructuring the basic framework for the procedures of ESCAP that has been going on since 1997; but it is also attempting something new. In spite of changes in the earlier Resolution to Restructure the Conference Structure in 2002, member states still have concerns with the progress of the work, and they think that outcomes so far are more talk and less action.

These concerns of member states provoke the question of how to enhance the effectiveness of conference structure in order to get reliable and productive outcomes. The researcher has been led by such questions to select this topic as action research. He encountered the questions as a member of ACPR, the main body for making changes in the Resolution to Restructure the Conference Structure. Further study indicates that enhancing the effectiveness of conference structure depends on the effective framework of

institutional activity by individuals in UNESCAP's conferences. In accordance with institutional change theory, the discussion of the institutional framework will be developed in a literature review in conjunction with change in behaviour patterns in organizations. Discussion of change in behaviour patterns will correlate two parallel valuation themes-- one will be known as "ceremonial;" the other--the "instrumental." The two together-- ceremonial and instrumental--are grouped as the institutional framework of conference structure.

The correlations between ceremonial and instrumental behaviour patterns are called operative works and the values and norms that correlate ceremonial and instrumental behaviour patterns are called the mechanisms or normative works of ESCAP. Mechanisms are the standards used in organizations to get better results from the work procedure. This study intends to explore how the effectiveness of conference structure can be enhanced through the effectiveness of mechanisms. Achieving effective mechanisms depends on how the process of work leads to the correlation of ceremonial and instrumental valuations or to what extent the Resolution to Restructure the Conference Structure governs the habitual life of ACPR and the subsidiary committees. This means we have to determine to what extent the Resolution to Restructure the Conference Structure governs the programme planning cycle of UNESCAP.

The programme planning cycle, has a dominant role in organization and requires tools for problem solving that utilize norms and standards directed by the Resolution to Restructure the Conference Structure.

The programme planning cycle (Figure 1.1) of ESCAP covers functions with the same meaning as those in the integrated management process[2] in the UN. It consists of mandate measures to formulate resolutions, programme measures to plan adopted resolutions, budget measures to budget adopted resolutions, and evaluation measures to evaluate implementation of resolutions; the whole cycle is defined as ceremonial behaviour patterns of operative works. It is called by the Secretariat a system and procedure for the integration of plans and monitoring and reviewing projects and sub-programmes (E/ESCAP/1377, 2006).

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[2] According to regulation 2.1 of UN (A/59/79) <u>Governing Programme Planning</u>, which is still valid in ESCAP's procedure of work, activities undertaken by the United Nations shall be submitted to an integrated management process reflected in the following instruments:
(a) Medium-term plans;
(b) Programme budgets;
(c) Reports on programme performance;
(d) Evaluation reports.
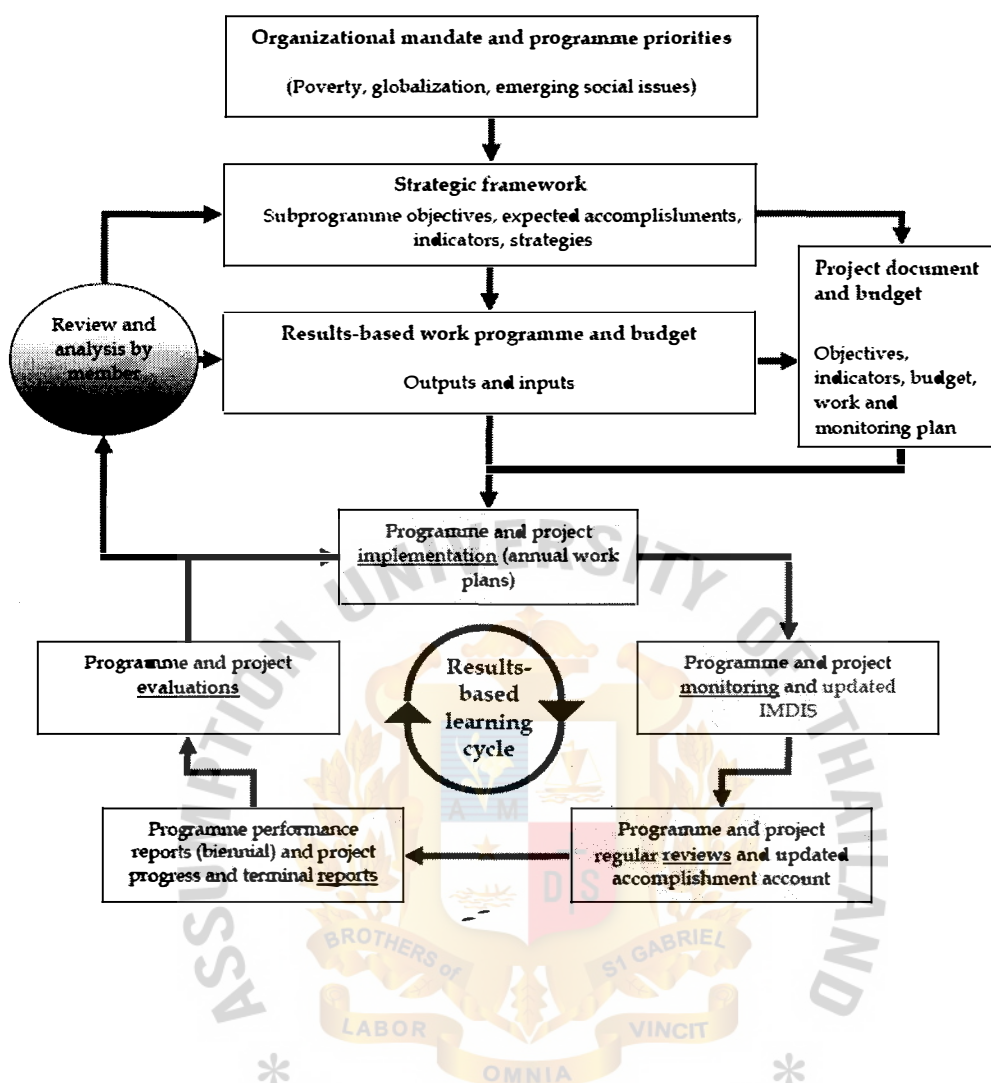
Figure 1.1: Suggested Programme Planning Framework and Management Cycle of ESCAP

It is also suggested that the programme planning cycle needs to be organized under results-based management[3]. This means shifting the focus of planning and budgeting, reporting, and oversight from how thing are done to what is accomplished in the habitual life and attitudes of stakeholders (A/51/950, (1997) Para 24) .It includes mandating,

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[3] According to Para 24 of A/51/950(1997), results-based management covers results-based budgeting. It includes mandating, planning, budgeting, implementation, monitoring, and evaluation. All these require encapsulation with their standards in the Resolution to Reconstruct Conference Structure

planning, budgeting, implementation, monitoring, and evaluation. All these require encapsulation with their standards in the Resolution to Reconstruct Conference Structure.

Existing mechanisms in the conference structure of ESCAP need to reconcile the programme planning cycle with the Resolution to Restructure the Conference Structure adopted in 2002; the first determines the ceremonial behaviour patterns of ACPR and subsidiary committees and the second governs the instrumental behaviour patterns of ACPR and subsidiary committees[4], thereby determining the effectiveness of conference structure. This study aims to evaluate practical norms and standards as mechanisms for correlating the programme planning cycle with a Resolution to Reorganize the Conference Structure; it will also seek to demonstrate an academic guideline for strengthening mechanisms in order to enhance the effectiveness of the conference structure. As noted above, the programme planning cycle deals with ceremonial patterns of behaviour of ACPR and subsidiary committees within the conference structure; these patterns need to include generating mandates for sub-programmes, evaluating their performance in subsidiary committees, and developing strategic frameworks and programmes of work for sub-programmes in ACPR. Conversely, the instrumental pattern of behaviour for ACPR and subsidiary committees that is reflected in the Resolution to Restructure the Conference Structure in turn needs to provide guidance for the ceremonial patterns of behaviours of ACPR and subsidiary committees in the programme planning cycle.

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[4] The Commission of ESCAP annually adopts different resolutions as mandates for the Secretariat to implement projects. A resolution to restructure the conference structure is an instrumental value for the programme planning cycle of ESCAP and affects the effectiveness of the conference structure, which is usually reviewed every five years.

The terms of reference of the ACPR and subsidiary committees in the Resolution to Restructure- the Conference Structure state that ACPR regularly deals with the strategic framework and programme of work of sub-programmes; to do this it utilizes an organization learning mechanism. Subsidiary committees, as noted above, deal with generating mandates and evaluating the performance of sub programmes; to do this they utilize knowledge sharing mechanisms. Sub programmes are those substantial divisions in UNESCAP that have been established according to the priorities of member states and perform their functions under the supervision of the Secretariat.

1.2 History of Resolutions on the Conference Structure

The history of developing the Resolutions on the Conference Structure in ESCAP is illustrated in Table 1.1

Table 1.1: Process of Institutional Change for effective Conference Structure of ESCAP

(1948–2008)

1948-1974	1974-2007			2008 (Researcher Proposed Model)		
No conference structure	Developing conference structure			Effective conference structure through correlation of components of programme planning cycle with their standards		
Actors (role of founders)	Actors(rationalizing behaviour)	Institution		Actors(correlating behaviours)	Institution	
		Standard for Patterns	Patterns			
	Develop thematic clusters to respond to global challenges				Standards for patterns of behaviour	Patterns of behaviour
					Correlation of strategic, dynamic ownership, and process-related mechanism to bridge the gaps	
Autocratic	Rationalization			Socialization		
Dominate strategic activities	Dominate strategic activities			Dominate strategic activities		
Agriculture	Economic		Transport	Infrastructure development		
Bridging the gap between problem identification and project implementation	Bridging the gap in correlation mandate generation and performance			Bridging the gap between normative and operative works		
Evaluation ; board reporting	Common evaluation (non-methodological); i.e., retreat meetings and regular questioners	High rhetoric		Self evaluation -	Low rhetoric	
	No common evaluation(external evaluation, 2006 & OIOS report,2007)	Weak practice		To valuate impact of implemented resolutions on region	Good practice	
Task oriented	Activity oriented			Cycle among activities, output, outcome, objective, and goal		
Charismatic leadership	Position leadership			Purpose(visionary leadership)		
South and East Asia	Asia and Pacific			Asia and Pacific		

1) Shows the progress of institution framework of ESCAP since 1948 till 2008
2) Shows progress in the main priorities of ESCAP since 1948 till 2008
3) Shows the gaps in alignment structure and programme since 1948 till 2008
4) Shows progress in the evaluation and monitoring system process since 1948 till 2008

Resolution193 (XXXV), adopted by ESCAP in 1979, was an early resolution to connect conference structure and performance in ESCAP's discussion of the General Assembly Resolution 32/197 on restructuring the economic and social sectors of the United Nations. Resolution 193 (XXXV), clarifies the target of conference structure, which is to improve the over-all performance of ESCAP rather than only dealing with a number of meetings. This resolution emphasizes collaboration with ACPR in continuous efforts toward rationalizing the conference structure in order to improve the over-all performance of ESCAP. This is the context, in which the researcher approaches organization development in the conference structure. In it he uses ODI to connect conference structure and performance through a review of the previous Resolution to Restructure Conference Structure. The researcher's task is based upon the mandate of the ESCAP Commission (Resolution 58/1). As a member of ACPR, he took the opportunity to review[5] the previous Resolution to Restructure the Conference Structure. The researcher then decided to conduct action research using ODI to enhance the effectiveness of conference structure.

1.3 Reviewing Previous Resolution to Restructure the Conference Structure

Since 1997, member states of ESCAP have used the term "restructuring the conference structure" to resolve aspects of conference structure that interfered with performance. The previous Resolution to Restructure the Conference structure was initiated in 1997, the year

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[5] Resolution 58/1 of UNESCAP in which the Commission is advised to review the conference structure of UNESCAP in the 63rd Session, 17-23 May, 2007, in Almaty (Kazakhstan). In May 2007, the Commission through Resolution 63/3 defers the review of the conference structure of the Commission, including its conflict between thematic and sectoral priorities, and subsidiary structure, to the sixty-fourth session, which took place in April 2008, requesting the new Executive Secretary--who took office from 1 July 2007--to facilitate an effective process of consultation among members and associate members.

Kofi Anan was appointed as UN General Secretary and when he initiated reform in the UN in response to the impact of globalization on economic and social issues.

During 1997, beside the UN's effort to strengthen the United Nations System, ESCAP undertook developments to take account of the needs arising from the Asian economic and financial crisis. ESCAP also did the preparatory work required for new global meetings on such matters as information, communication technology, and financing for development.

In this context, on 30 April 1997, ESCAP adopted Resolution 53/1 on restructuring the conference structure in which it decided to do a wholesale review of its conference structure, including its thematic priorities and subsidiary structure.

The Resolution on Conference Structure that was in place in 1997, generally accepted the thematic over the sectoral approach in the Commission's subsidiary structure; the subsidiary committees cover, regional economic cooperation, socioeconomic measures to alleviate poverty in rural and urban areas, environmental and natural resources development, transport, communications, tourism, and statistics. In addition this resolution gives a mandate to the Secretariat to review conference structure every five years.

In 2002, at the fifty-seventh session of the Commission, a ministerial round table (E/ESCAP/1235) held to review its priorities and its structure "expressed its support for the Executive Secretary's efforts to revitalize[6] ESCAP."

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[6] "Revitalize" is the term used by ESCAP's Executive Secretary Dr Kim Hak-Su, appointed in 2000 to review terms and references of all thematic and subsidiary bodies. Until then ESCAP had experienced no total change. "Restructure" is the term used for any changes in conference structure and "Reform" is the more general term normally used throughout the UN.

According to the intergovernmental meeting (PMD/RCSC/1, 20 February 2002), the conference and subsidiary structure does not lend itself either to enhancing the effectiveness and relevance of the Commission to its membership or to streamlining the work of the Secretariat. In this context, the Commission emphasized that the reform of the conference structure should seek to bring about wider participation in the Commission by members and associate members; it should also aim to sharpen the focus of work of the Commission and its committees, thereby improving effectiveness and efficiency in the delivery of the work programme

It also suggested that the Secretariat should clearly define ideas for the reform of ESCAP and submit them to the members and associate members for consideration during an intergovernmental meeting to be held prior to the fifty-eighth session of the Commission.

Kim Hak Su the then Executive Secretary of UNESCAP in his opening remarks at the intergovernmental meeting, referred to the role of stakeholders in conference structure and stated the following:

> " In terms of the process of revitalization, I am sure you will agree with me that for any such process to succeed, consultations with all stakeholders are a prerequisite"(Intergovernmental Meeting to Review the Conference Structure, 26-28 March 2002).

Accordingly, ESCAP adopted resolution 58/1 entitled "Resolution to Restructure the Conference Structure," which focused only on thematic clusters in subsidiary committees of the Commission. In this context, the Commission instituted a new, focused programme structure (thematic) based on the themes of reducing poverty, managing globalization, and tackling emerging social issues. The resolution gives a mandate to the

Secretariat to review conference structure in 2006.

Table 1.2 shows that from 1974 until 2008, change has always influenced subsidiary committees of the Commission. In other words the process of change has so far been incomplete.

Table 1.2: Changes in Subsidiary Committees of the Commission since 1974 till 2008

Commission						
ACPR						
Subsidiary Committees						
1974 (sectoral)	1980 (sectoral)	1987 (sectoral priorities)	1991/1992 (thematic/ – sectoral)	1995 (thematic/ – sectoral)	1997 (thematic /sectoral)	2002 (thematic) * effective till 2008

*Three thematic committees for globalization, poverty reduction, and emerging social issues that affect eight subcommittees as follows;
☐ Committee on Poverty Reduction affects:
O Subcommittee on Poverty Reduction
O Subcommittee on Statistics
☐ Committee on Managing Globalization affects:
O Subcommittee on International Trade and Investment
O Subcommittee on Transport Infrastructure and
☐ Facilitation and Tourism
O Subcommittee on Environment and Sustainable Development
O Subcommittee on Information, Communications, and Space Technology
☐ Committee on Emerging Social Issues affects:
O Subcommittee on Socially Vulnerable Groups
O Subcommittee on Health and Development

In 2002, the then Executive Secretary, Kim Hak Su, made sincere efforts to enhance the effectiveness of the conference structure of ESCAP. He did this by focusing on thematic clusters to involve stakeholders and to increase participation in the meetings.

Because of his efforts, the previous conference structure was implemented in January 2003, and a mid-term review was undertaken in 2005. Reviewing the conference structure revealed a pronounced sense that the number of intergovernmental meetings had

become too high and that the frequency of meetings diminished the importance of each session. In this context, the Commission, in its Resolution 61/1 on the mid-term review, expresses its concern at the functioning of the conference structure of the Commission; with that in mind, the Commission decided to discontinue the sub-committees and convene each thematic committee on an annual, rather than a biennial basis.

The previous pattern of the ESCAP conference structure as agreed in resolution 61/1 is illustrated in Figure 1.2.
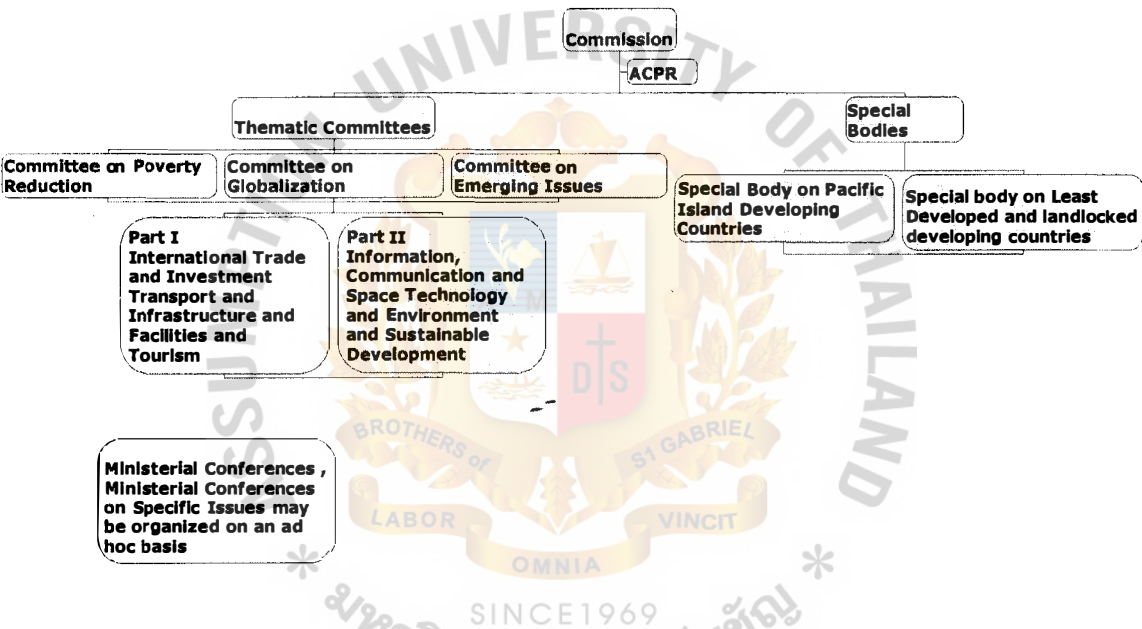
Figure 1.2: Previous Pattern of ESCAP Conference Structure (Resolution 61/1)

Member states supposed this process would align the conference structure with its programme. But it seems, and so far, surveys indicate, that the targets have not succeeded in practice.

This means member states have tried to solve the problem in the simplest way by reorganizing the conference structure rather than by seeking the root causes of the problems

in the relationship between conference structure and performance. The OD practitioner will instead investigate through the processes of formulating, planning, budgeting, and evaluating resolutions himself. These are supposed to be the key tasks of ACPR and subsidiary committees to be undertaken by them in order to enhance the effectiveness of conference structure. In this context ACPR is supposed to deal with planning and budgeting resolutions--in other word, to create the strategic framework and programme of work for sub-programmes of the Secretariat. Subsidiary committees are supposed to deal with formulating and evaluating resolutions, or, in other words, to generate mandates for sub-programmes; they also evaluate the performance of sub-programmes after the Secretariat has passed on them. This shows the extent to which sub-programmes in the Secretariat are substantial priorities for member states; it indicates the need for sub-programmes to collaborate with ACPR and the subsidiary committees in determining feasible plans for formulating, planning, budgeting, and evaluating resolutions, in order to get reasonable results. Indeed, the researcher would like to say, that an effective conference structure, depends on effective sub-programmes. He intends through using ODI to create a relationship between conference structure and performance that is founded on the sub programmes rather than relying solely on restructuring the conference structure

For the time being, however, the ESCAP Commission and its members prefer to review the Resolution to Restructure Conference Structure that was adopted in 2002, as part of the process of reform at a global level. The researcher therefore discusses here the global, intergovernmental, and regional view points on problems of conference structure in the ESCAP region.

1.3.1 Identification of the Problems in Reviewing the Conference Structure from Perspectives of Global and Regional Commissions

1.3.1.1 Global Approach to Reviewing Conference Structure.

According to a high level panel report A/61/583, (2006) the General Assembly is faced with the following problems in conference structure:

i. Burdensome reporting requirement: quantity of reports is greater than quality.

ii. Overlap between and within organizations

iii. An unwieldy and duplicative architecture for implementation

iv. Gap between mandate and resources. In accordance with the high level panel report A/61/583, (2006), to achieve the goal of coherence and ownership, at all levels (country, headquarters) for delivery as a one,[7] or in other words, for active participation the following steps are necessary:

a. Sustained support from member states.

b. Collective leadership and ownership within the United Nations system. High level panels have suggested bridging the gaps and indicated the need to change the institutional context; this required strengthening the coordination mechanism.

Figure 1.3: shows mechanisms of correlation between instrumental and ceremonial valuations in conference structure at the global level.

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[7] This term originated from the general favour within the United Nations for setting up a UN office in each country to better deliver demand. So far 10 countries have been selected for this purpose and if the outcome is successful, the other countries will join the project in future.

Change in Instruments		Change in Organization
Plan to Establish United Nations Common Evaluation System	2008	Plan to Establish Sustainable Development Board for making link between performance, policy and evaluation (A/61/583) New Secretary General
New principles to guide the interaction between the Secretariat and the General Assembly	2007	Intention to lay the groundwork for the fundamental restructuring of the UN's operational work (Resolution 59/283, 13 April 2005)
Set up the High level panel on challenges and change	2006	
Better focus on Documents (A/57/387)	2005	Establishment of assistant Secretary General to support policy (A/59/565, December 2004)
A framework for aligning structure of conferences and organizational chart initiated (A/51/95014 July 1997)	2004	Establishment of Senior Management Group
	2002	
	1997	Establishment of Deputy Secretary General for cross functional sectors

Figure 1.3: Process of Institutional Change of Conferences

in UN Reform at Global Level (based upon UN Reform's Documents since 1997)

1.3.1.2. Regional Commissions' Approach to Reviewing Conference Structure.

There are five regional commissions (Figure 1.4) under the UN's Economic and Social

Council (ECOSOC)[8] (A/61/255/Add.1/Corr.1, 2006), with differences in their priorities

and challenges.

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[8] The Economic and Social Council (ECOSOC) is the main functional body of the United Nations. According to the United Nations (UN Reforms, 2006), this organ covers 70 percent of the functional work of the United Nations and monitors activities of all UN Agencies, Functional Commissions, and Regional Commissions.
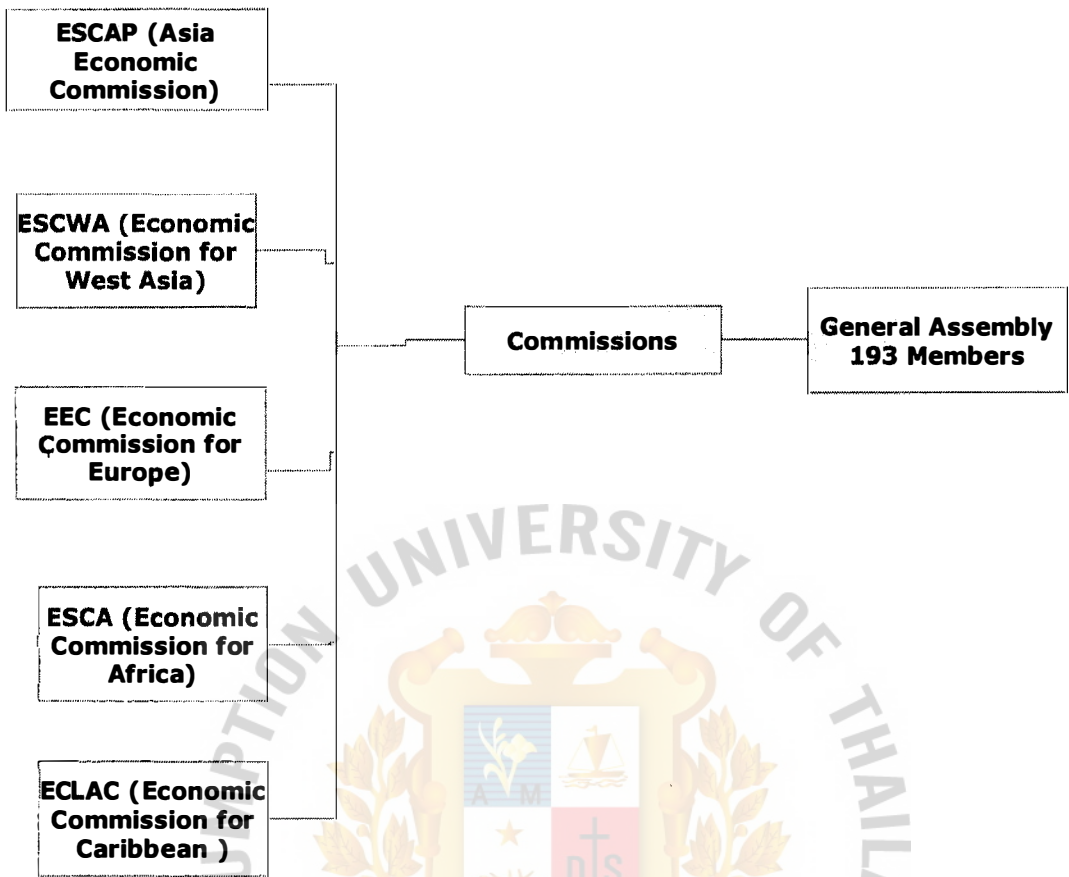
Figure 1.4: Regional Commissions in UN (UN Reform, 2006)

In order to be consistent with the work in UN at a global level (Resolution 1264 (XLIII) , 1967), the Economic and Social Council (ECOSOC) requested the regional commissions to review their methods of work and calendar of conferences with a view to reducing meeting times. According to the high level panel report A/61/583,(2006) for the regional commissions, their needs and the areas where gaps exist differ as follows:

1   In clarifying the roles of regional commissions;

2 In strong institutional arrangements to ensure complementarities and build a genuine culture of cooperation among all United Nations organizations active in each region, as well as between the United Nations and non-United Nations regional entities;

3 In enhancing analytical and normative[9] work, as well as activities of a trans-boundary nature;

4 In having the regional commissions act as catalysts, using, inter alia, their convening power at both the intergovernmental and Secretariat levels;

5 In overhauling the system rather than seeking to make marginal improvement;

It seems likely that problems have originated from unsatisfactory correlation between the different programme planning cycles in each commission with standards in different procedural guidelines; this would affect both the normative and analytical workings of the conference structure. Since the establishment of "conference structure" in ESCAP in 1974, the basic mechanisms for forming and institutionalizing it would have been understood as being mechanisms of trust. These need to build in all subsidiary organs of the commission, a mechanism for organization learning in ACPR, and a mechanism of knowledge sharing in subsidiary committees. Therefore it is necessary to strengthen mechanisms based on trust in order to clarify roles and to initiate organization learning and knowledge sharing; the former is needed for action in ACPR, and the latter as creating catalysts needed for building a genuine culture of cooperation in subsidiary committees.

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[9] The term "normative" is understood differently by different respondents. Within the context of ECOSOC and the UN Secretariat entities that focus on economic and social issues, the term "normative" has traditionally been used to describe work relating to policy analysis, advice, advocacy, and coordination.

The high level panel, in its report of 2006, proposes the following to bridge the gaps in the operative works of all the regional commissions. The proposals are as follows:

1. Building institutions of public trust for business practices.

2. Streamlining planning, rules[10] for the procedural and strategic positioning of regional commission structures.

3. Using budget generation cycles as an interdependent component between conference structure and programme structure.

Generally gaps exist between normative works (mechanisms of correlation) and operative works (existing instrumental and ceremonial valuations, e.g., "resolution to restructure conference structure" and "programme planning cycle"). This was emphasized by Mr. Jomo Sundaram, Assistant Secretary General on Economic Development, in the third session of the ESCAP Executive Secretary's Seminar Series (17/12/2007 in ESCAP). The high level panel attempts to fill the gaps in the operative works of regional commissions by creating a relationship between the process of a budget generation cycle and a mandate generation cycle.11 This could also be done through mechanisms for correlating mandates, programmes, budgets, and evaluations using their standard rules of procedure for access to results-based budgeting and results-based management

The main performance of sub-programmes in ESCAP is to develop resolutions. This study proposes to develop mechanisms for combining ceremonial and instrumental valuations; this would be with the goal of giving member states access to qualified cross-function resolutions as the main outcome of conferences. Such access would include

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[10] Streamlining rules and planning means creating correlation and synergy between them.
[11] As defined by the Secretary-General: the cycle through which "mandates are adopted, funded, and implemented and then considered for continuation, change, or elimination, (A/60/733, mandating and delivering)". Report by the Secretary-General, 30 March 2006"

formulation of resolutions in subsidiary committees, programming and budgeting adopted resolutions in ACPR, and evaluating the performance of resolutions in subsidiary committees; these measures would be correlated with standard guidelines, used for terms of reference for ACPR and subsidiary committees through reviewing the Resolution to Restructure the Conference Structure in order to enhance the effectiveness of conference structure.

These proposals are in line with the UN high level panel (2006) according to which mechanisms based upon normative works need to bring collective leadership and ownership to member states of regional commissions.

1.3.2. Identification of Problems in Reviewing the Resolution to Restructure the Conference Structure (58/1, 2002)

It seems that two types of problems affect the conference structure of the Commission of UNESCAP: First are problems that have created the gap between normative works and operative works; second are problems that have created the gap between member states and the Secretariat.

1.3.2.1. Problems that Created the Gap between Normative and Operative Work

The Resolution to Restructure Conference Structure is the tool and instrumental pattern of behaviour for the programme planning cycle in ESCAP.

Normative works are the mechanisms that create the relationship between the programme planning cycle and the Resolution to Restructure the Conference Structure. Measuring the scale of relationship between the programme's planning cycle and the Resolution to Restructure Conference Structure indicates the range of effectiveness of the conference structure. Increased efficiency of the Resolution to Restructure Conference Structure enhances the effectiveness of the conference structure. The process leads to increasing the percentage of participants who are involved in the activities of ESCAP, or those who assist the programme planning cycle to become results-based management.

1.3.2.1.1. Problems in Correlating Mandate Generation with its Standard in the Resolution to Restructure the Conference Structure (Formulating Resolutions in Subsidiary Committees)

A concrete legal definition of a mandate does not exist. ECOSOC defines a mandate as follows: "Legislative mandates express the will of member states and are the means through which authority and responsibility are granted to the head of the Secretariat to implement requests" (A/60/733, 2006).

ESCAP, and General Assembly Resolution 32/197 of 20 December 1977, mandated ESCAP to serve as an executing agency for inter-sectoral, sub-regional, regional, and inter-regional projects. Therefore the main mandate for ESCAP is to formulate cross-functional resolutions according to the challenges of the region.

In fact, all mandates that have been implemented in the programme of work for ESCAP should originate in the priorities of member states that are included in the Resolution to Restructure the Conference Structure.

In addition, the Secretariat has stated that to ensure that ESCAP's programme of work is responsive to the contemporary needs of its member states, ESCAP should draw only upon those mandates that are less than five years old as a basis for planning its programme of work (ACPR/2007/WGCS(2)/5,2007).

The titles of sub-programmes in the Secretariat need to show the functional mandates and titles of subsidiary committees in the Resolution to Restructure the Conference Structure; they should also show that there is scope to generate mandates for sub programmes. These two areas of potential need to be correlated (Figure 1.5).

Member States   Secretariat

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   ┌──────────────┐                          ┌──────────────────┐
   │     ACPR     │ ◄ ·········· ► │ Executive Secretary │
   └──────────────┘                          └──────────────────┘
              Thematic committees        Sub- programmes

┌──────────────────┐          ┌──────────────┐     ┌──────────────────────┐
│ Conference Structure │       │ Committee for │ ──► │ Poverty and          │
│ of the Commission │          │ Poverty Reduction │  │ Development Division  │
└──────────────────┘          └──────────────┘     └──────────────────────┘

                 ┌──────────────┐              ┌──────────────────┐
                 │  subsidiary  │              │ Statistic Division │
                 │  committees  │              └──────────────────┘
                 └──────────────┘
                                               ┌──────────────────┐
                                               │ Trade & Investment │
                 ┌──────────────┐              │     Division      │
                 │ Committee for │             └──────────────────┘
                 │ Globalization │
                 └──────────────┘              ┌──────────────────┐
                                               │ Transport &       │
                                               │ Tourism Division  │
                                               └──────────────────┘

                                               ┌────────────────────────┐
                                               │ Environment & Sustainable │
                                               │ Development Division      │
                 ┌──────────────┐              └────────────────────────┘
                 │ Committee for │
                 │ Emerging Issue │            ┌────────────────────────┐
                 └──────────────┘              │ Information Communication │
                                               │ & Space Technology       │
                                               │ Division                 │
                                               └────────────────────────┘

                                               ┌──────────────────┐
                                               │ Emerging Social issues │
                                               │ Division          │
                                               └──────────────────┘

                                               ┌──────────────────┐
                                               │ Pacific Island    │
                                               │ Division          │
                                               └──────────────────┘
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Figure 1.5: Relationships between Previous Subsidiary Committees and Sub programmes

of ESCAP (design based upon ESCAP's documents)

The above figure indicates misalignment between the scope of priorities in the conference structure (subsidiary committees) and the organizational structure (sub-programmes) of ESCAP. Subsidiary committees are still grouped as thematic committees

(globalization. poverty reduction, and emerging issues). While member states in subsidiary committees discussed managing globalization, the topic was divided by the Secretariat into four subjects–ICT, Transport, Environment, and Trade. This appears to make member states responsible for the global concerns instead of their specific problems. There is no match, no correlation; one is too general, the other is too specific. Even if there is a clear perspective from transport, there is no specific interpretation for globalization. This matter makes the roles of stakeholders too complicated. It raises the question of how to correlate transport with globalization. Other priorities face the same problems too. The priorities of member states should be delineated in the strategic framework of sub-programmes. The way to do it could be to make the strategic framework for each priority a programme guideline for sub-programmes to follow in implementing the project and services.

1.3.2.1.2. Problems in Correlating a Strategic Framework with its Standard in the Resolution to Restructure the Conference Structure (Programming Adopted Resolutions in ACPR)

A strategic framework mainly reflects the work of the Secretariat in planning adopted resolutions. The researcher recognized that the congruence of a strategic framework with priorities in the Resolution to Restructure the Conference Structure is very important and could affect the effectiveness of the conference structure. Strategy links the vision and value of the organization; see Figure 1.6 (Allio.R.J., 2006).
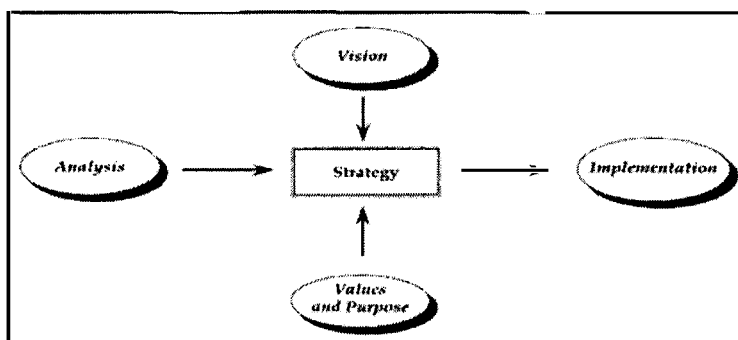
Figure 1.6: Strategy Links Values and Vision (Allio.R.J, 2006)

The Office of Internal Oversight Services (OIOS) in conjunction with the work of Allio, (2006) has identified a framework strategy for the UNESCAP Commission as a whole. Each regional commission is required to define strategy, expected accomplishments, and indicators of achievement in a medium term plan. ESCAP defined a medium term plan for 2002-2005 for results-based management. After 2005, it developed a strategic framework for the period 2006-2007 (PMD (ESCAP), (2004), a strategic framework for the period 2008-2009 (A/61/6, 2006, P. 15), and a strategic framework for 2009-2010; all were developed and implemented on the basis of the strategic framework for 2005. Therefore, in the context of reviewing the new Resolution to Restructure the Conference Structure, the new strategic frameworks for 2010-2011, were launched in April 2008 by member states at the 64th annual session of the Commission of ESCAP, and will need to be adjusted with this Resolution. At present there is no guidance for creating a strategic framework in the Resolution to Restructure the Conference Structure. Nevertheless, ESCAP can meet the requirement to create a strategic framework because OIOS has developed a format by

which the regional commissions can liaise directly with their sub-programmes to create their strategic frameworks without needing a guideline in the Resolution. However, without such a guideline, such strategic frameworks do not necessarily always align with the priorities of member states in the subsidiary committees

Developing a strategic framework is the main task of the Secretariat and it needs to be developed collectively with the ACPR. An efficient strategic framework is one generated from the priorities of member states. It is a platform for the identification of an efficient programme of work through which member states become involved with the budget.

1.3.2.1.3. Problems in Correlating a Programme of Work with its Standard in a Resolution to Restructure the Conference Structure (Budgeting -- Adopted Resolutions in ACPR)

A programme of work is the framework for allocating budgets to programmes drafted by a secretariat. A programme of work is prepared by a secretariat for submission to the Office of Programme Planning, Budget, and Accounts, Department of Management[12] in the United Nations,

A programme of work does not provide information on financial resource requirements; this is because the United Nations has advised that this information cannot be presented to any intergovernmental body until after review, analysis, and approval by the Secretary-General. As a result, budget issues are outside the conference structure, so the

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[12] This is the section of UN headquarter in New York that is responsible for allocating budgets for each commission

researcher does not discuss them except to say that a UN committee in New York oversees the finances of developing programmes of work. The term 'budget' in this study means programme of work.

UNESCAP budget planning, counselling, and its reflection of the OIOS survey show the gap in efficient results-based budgeting (Figure 1.7) that results from the hierarchy in the process of budget adoption.
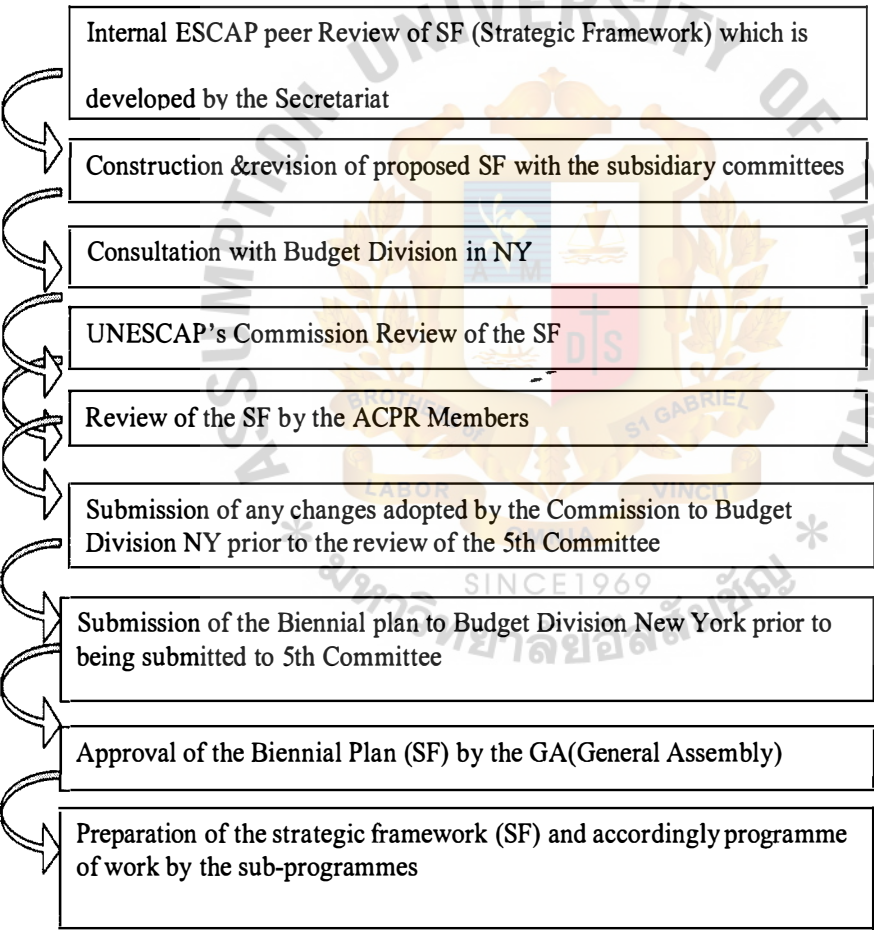
Figure 1.7: ESCAP's Process for Formulating Planning (Strategic Framework) and Budget

(Programme of Work), ACPR/314/INF/1. (2007)

As the above figure shows, a strategic framework (SF) is first reviewed by UNESCAP's Commission and then by ACPR; this is not the correct hierarchical process of work as ACPR is the designated body appointed by the Commission. A proposal prepared by OIOS within the framework of results-based budgeting, has suggested to UNESCAP that this order be changed. The proposal suggests that the budget should be prepared on the basis of a budget structure and review by ACPR before being immediately submitted to the Commission for review. Then, after approval by the General Assembly (GA) it can be sent for implementation.

According to UN standards, a strategic framework should develop on the basis of priorities and a programme of work should develop on the basis of a strategic framework. In this context, if the study assumes a "strategic framework" to be an "expected accomplishment" within the format of OIOS, "programme of work" would be the "indicator of achievement". In the previous Resolution to Restructure the Conference Structure, the standards for priorities, strategic frameworks, and programmes of work need to be streamlined and focus on sectoral rather than thematic issues.

A programme of work, after implementation, requires evaluation in order to determine whether the priorities (mandates) of the member states have received adequate response or whether further action is needed.

1.3.2.1.4. Problems in Correlating the Evaluation of Performance of Sub-

Programmes with the Standard in Resolution to Restructure

Conference Structure (Evaluating Performance of Resolutions in

Subsidiary Committees)

The previous ESCAP Commission's draft monitoring and evaluation framework (Figure 1.8) is too broad and complex for implementation (E/ESCAP/1377, 2006) for two reasons:
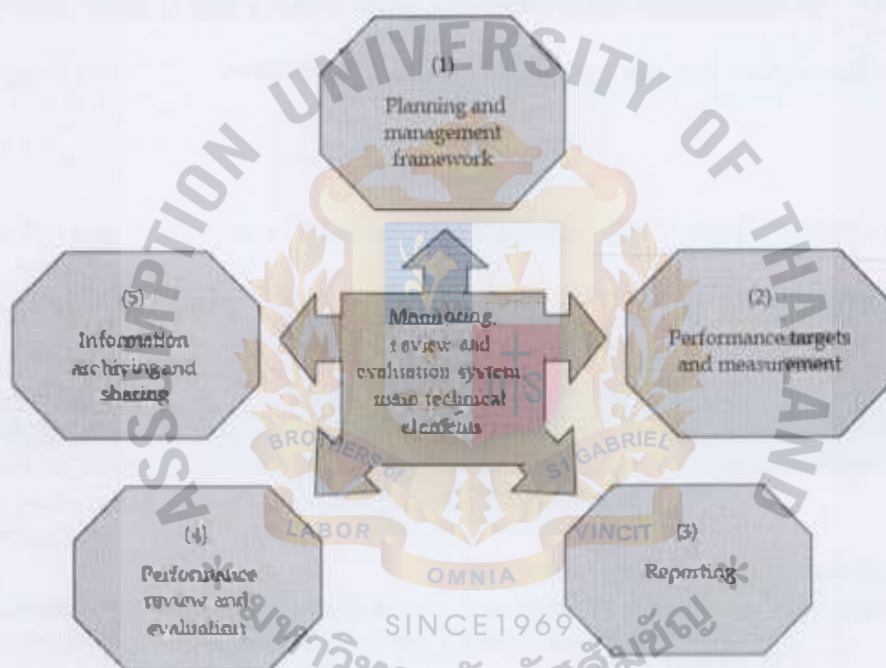
Figure 1.8: Monitoring, Review, and Evaluation System—Main Technical Elements

(ESCAP, 2006)

First, the monitoring and evaluation framework for the programme outlined above in Figure 1.8 was formulated in 2006 and has not been discussed since. Second, this framework includes all the processes of reporting, planning, and implementation while the

evaluation system we are discussing here means Para 49 of the OIOS report, ACPR/314/INF/1. (2007), which reads as follows;

> *"ESCAP should commit to further strengthening of its evaluation, to include the following measures: a) Articulation of more detailed guidelines on practical aspects of evaluation conduct; b) Establishment of routines to ascertain a management response to central monitoring of such implementation……d) consideration be given to commencing a series of sub programmes wide evaluations as opposed to evaluations pertaining to individual projects or discrete activities"*

The following tables (Table 1.3 and Table 1.4) indicate the expectations and concerns of member states (ACPR) in formulating, planning, budgeting, and evaluating resolutions.

Table 1.3: Expectations and Concerns of ACPR in Relation to the Programme Planning Cycle /Ceremonial Patterns of Behavior (ESCAP Retreat Meeting, 2006)

ACPR's wishes	ACPR concerns
Formulating Resolutions in subsidiary committees be submitted to ACPR at early stage by recognizing priorities of member states (ownership)	**Formulating** Resolutions in ACPR at last moment before holding ministerial meeting of Commission
Strategic framework (**planning** resolutions) should be developed in ACPR on the basis of priorities of member states (collective leadership)	Strategic framework (**planning**) has developed in Secretariat while ignoring the priorities of member states
Programme of work (**budgeting** resolutions) should be aligned with strategic framework in ACPR while involving the sponsors of resolutions (collective leadership)	Programme of work (**Budgeting**) has developed while involving the sponsors of projects
Evaluation of performance of sub-programmes should be done in subsidiary committees (ownership)	**Evaluation** of performance focuses only on results of regular meetings

Table 1.4: Expectations and Concerns of ACPR in Relation to Resolution to

Restructure Conference Structure / Instrumental Patterns of Behavior (ESCAP Retreat

Meeting, 2006)

ACPR's wishes	ACPR's concerns
Subsidiary committees should focus on sectoral instead of thematic issues in order to recognize specific needs of region in **formulating** resolutions and drafting resolutions to be submitted to ACPR at early stages (ownership)	Subsidiary committees focus on thematic issues to recognize specific needs of region in **formulating** resolutions that are not clear for member states, and TOR of ACPR is silent about the time for submitting drafted resolutions
There is a need for **Strategic framework** guidelines that consider and specify the priorities of member states (collective leadership)	Lack of **strategic framework** guidelines in Resolution to Restructure the Conference Structure
Programme of work needs to be aligned with strategic framework (collective leadership)	Lack of alignment between **programme of work** and strategic framework
Subsidiary committees need to consider **evaluating performance of sub-programmes** (ownership)	Subsidiary committees listen to priorities of member states without relation to evaluation of performance of sub-programmes

The wishes and concerns outlined in Tables 1.3 and 1.4 mean member states are

willing to change the process of developing resolutions by reviewing the Resolution to

Restructure the Conference Structure. In other words they are willing to find standards of

formulating, planning, budgeting, and evaluating the Resolution by realizing mechanisms of trust, collective leadership through organization learning, and ownership through knowledge sharing inside the conference structure.

1.3.2.2 Problems that Create a Gap between member states and the Secretariat

Strategic interaction between the member states and the Secretariat would enable member states to determine whether mandates are effectively implemented and how they contribute to the overall goals and priorities of the organization (A/60/733, 2006, Para 27). The researcher in a literature review will argue that strategic interaction between member states and the Secretariat is the core function to develop collective leadership and ownership in ESCAP.

As discussed earlier, ACPR's terms of reference and practical methods of work show that ACPR uses the mechanism of organization learning for interaction with the Secretariat in developing a strategic framework and programme of work. Subsidiary committees use the mechanism of knowledge sharing for interaction with Secretariat in the generation of mandates for sub-programmes or formulating draft resolutions. The real concern of ACPR is to expand collective leadership in interaction with the Secretariat and the real concern of subsidiary committees is to expand ownership in interaction with Secretariat.

1.3.2.2.1 Problem in Developing Collective Leadership in ACPR in

Interaction with Secretariat

There are two powers in ESCAP: member states and the Secretariat. ACPR develops strategic frameworks and programmes of work for sub-programmes, and subsidiary committees generate mandates for sub-programmes.

In developing strategic frameworks, ACPR works using the process of organization learning in cooperation with the Secretariat. Organization learning deals with the attributes of individuals in ESCAP's Secretariat and has taken the role of strategic positioning. Strategy processes can be composed of three main elements: the strategists, the issue, and the sequence of actions (Ingo Kleindienst.T, 2006). Since decisions are made by ACPR, the process by which such decisions are made and its characteristics are strongly influenced by the attributes of individuals in ACPR meetings.

The researcher's experience in ESCAP shows that the Secretariat has not regularly received the viewpoints of member states in ACPR on strategic frameworks. This means the strategic framework does not reflect the complete priorities of member states; thus, the programme of works subsequently submitted for implementation does not respond to the main priorities of the region.

The concerns of ACPR expressed at a retreat meeting in November 2006, show that the existing mechanisms for developing the roles and functions of ACPR and the subsidiary committees need strengthening. These mechanisms need, on the one hand, to give ownership to member states by strengthening knowledge sharing in formulating and evaluating resolutions in subsidiary committees; at the same time, such mechanisms need to develop collective leadership in ACPR by strengthening organization learning in

planning and budgeting resolutions. The routine work of the Secretariat in getting the support of donors for projects unrelated to the priorities of member states doesn't help with this agenda. It diverts the Secretariat from getting member states involved in the programme planning cycle. Thus it could be understood that effective conference structure depends on effective roles and functions of ACPR and subsidiary committees; and their roles depend on strengthening mechanisms of trust, organization learning, and knowledge sharing. In this context, the mechanism of organization learning may strengthen the function of ACPR by developing a relationship between the strategic framework and the programme of work of sub-programmes; at the same time, a mechanism of trust may strengthen the role of ACPR in ordering cooperation between states with sub-programmes. Accordingly, collective leadership may develop through interaction between ACPR and the Secretariat.

Effective conference structure depends on developing collective leadership in ACPR and developing ownership in subsidiary committees.

1.3. 2. 2.2. Problem of Developing Ownership in Subsidiary Committees in Interaction with the Secretariat

Subsidiary committees should apply the tools of knowledge sharing in order to generate the mandates for sub-programmes and to evaluate performance of sub-programmes. The processes of identifying priorities (mandates) in the region are developed by consultation with member states in subsidiary committees through meetings and conferences. This procedure needs a mechanism for reporting to be developed and circulated by the Secretariat (Figure 1.9). The reporting system should reflect the priorities of the regions

and would logically be supposed to lead to decision and resolution. As recommended by the UN, a logical report such as this one needs to be guided by several objectives, as follows:

(a) Focus on activity types of each United Nations entity;

(b) Identification of previous structural challenges;

(c) Highlighting of certain areas for future work[13];

Substantive works   **Legislative Bodies**
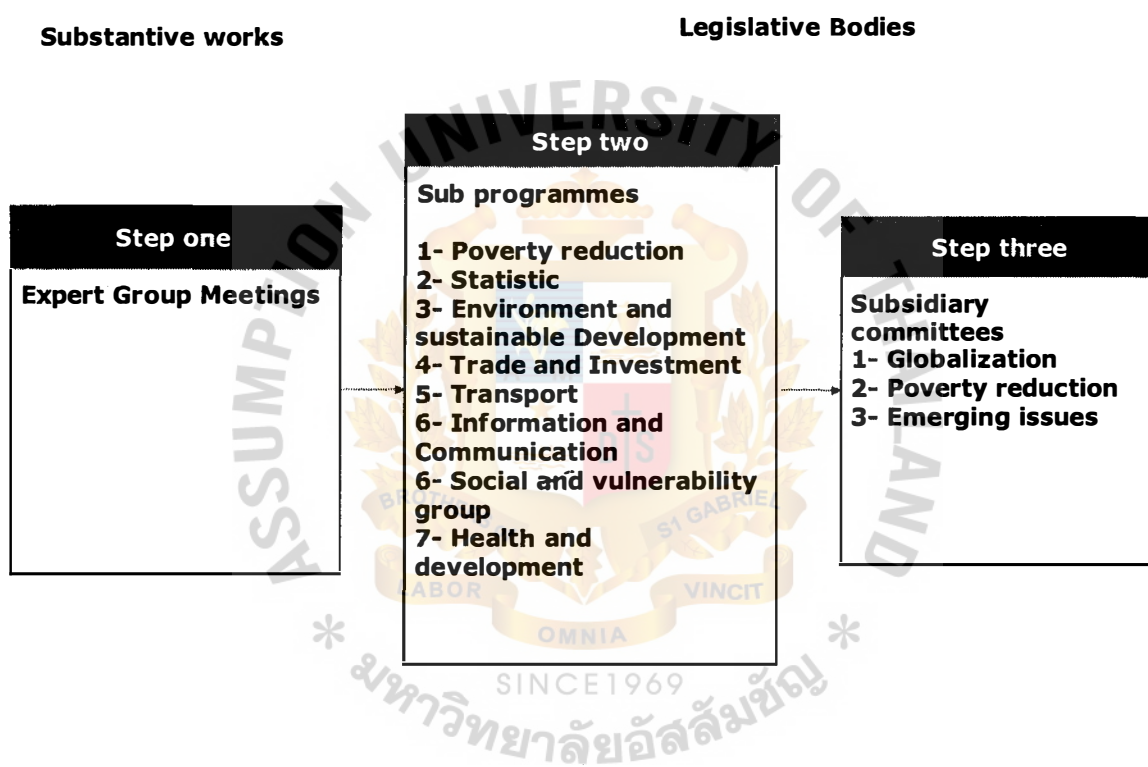
Figure 1.9: the Previous Reporting System in ESCAP (Expressed by Secretariat in 2006)

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[13] Three steps for a qualified report are listed in the text: the first is to focus on activity types—for example in Asia where a wealth of natural resources and its transport and trade are important; the second step is to recognize challenges that threaten transport and trade, such as, for instance, a natural disaster; the last step is to highlight potential work for the future such as developing and ensuring energy efficiency and renewable energy.

The above figure shows that reports generated by an expert group organized by the Secretariat are then transferred to the sub-programmes (the Secretariat's Divisions). They will finally be submitted to the subsidiary committees where the member states will discuss subjects that are challenging. This report system acknowledges the concern of member states that the mandate is driven by the Secretariat and affects the whole mandate generation cycle. According to the OIOS, (ACPR/2007/WGCS (2)/3, 25 September 2007) the evaluation process itself is partially implemented in ESCAP.

As noted earlier, mandates need to be generated in the subsidiary committees reflecting the priorities of member states; to avoid duplication they then need to be analysed through the evaluation of their performance in ESCAP using their cross-functionality in covering the region

However, Figure 1.10 shows that mandates generate from the member states and the Secretariat simultaneously. Sub programmes are the divisions in the Secretariat that are supposed to execute the mandates, not determine them. The misdirection of mandates reinforces the concern of member states that mandates are driven by the Secretariat; this concern needs to be investigated; it also means that the mechanism for identifying mandates and evaluating performance does not work well in subsidiary committees.

Conference structure
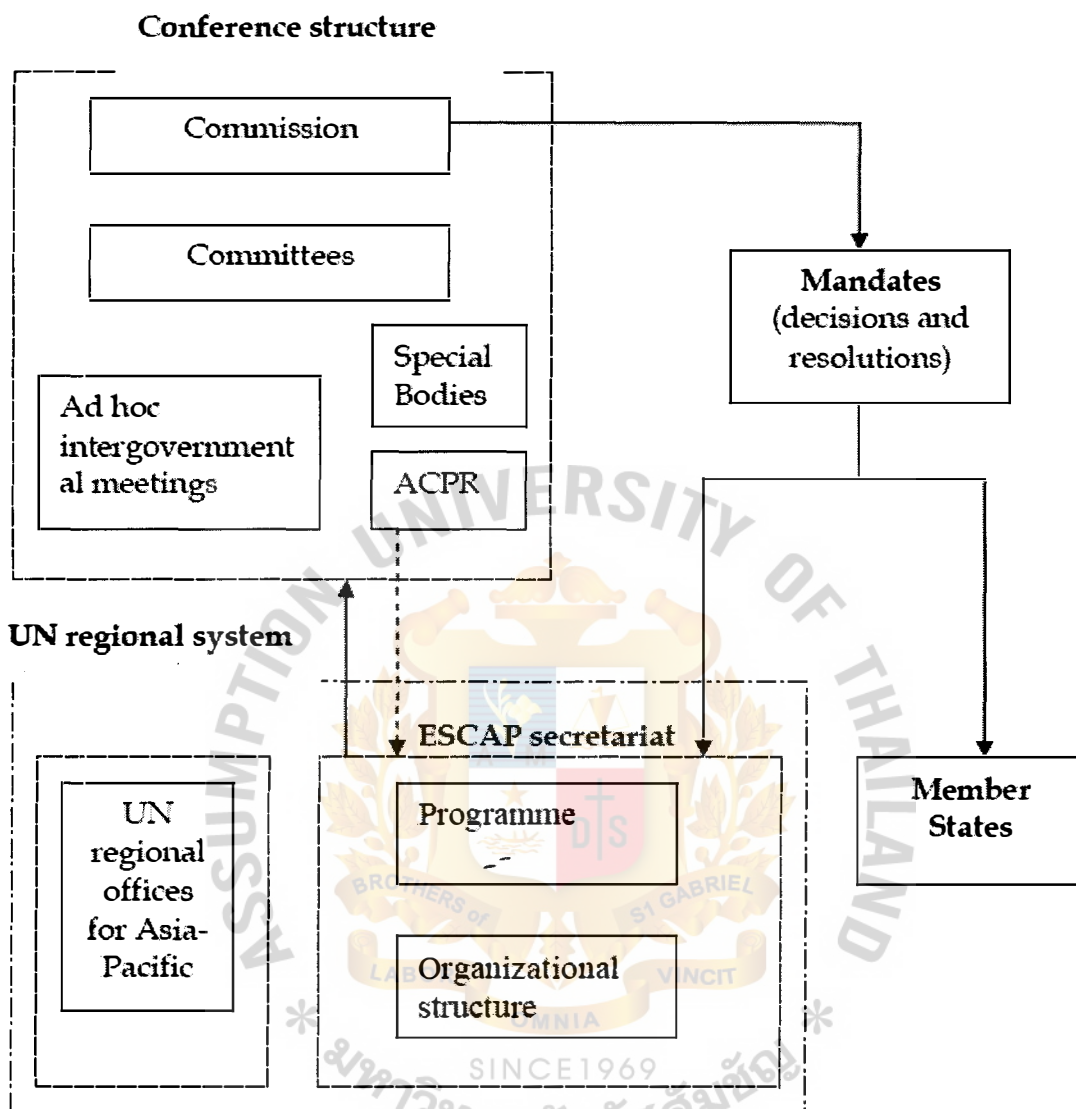
Figure 1.10: Mandate Generation Cycle at ESCAP (ACPR/2007/WGCS (2)/2)

Figure 1.10, above, traces the mechanism of knowledge sharing; it shows that the cycle for generating mandates needs to be adjusted and strengthened in order to give ownership to member states. Developing ownership depends on strengthening the role and function of subsidiary committees. The mechanism of knowledge sharing may strengthen

the function of subsidiary committees through the relationship between generating mandates for sub-programmes and evaluating the performance of sub-programmes; the mechanism of trust may strengthen the role of subsidiary committees by creating cooperation between subsidiary committees and the Secretariat. The process may then lead to developing ownership in subsidiary committees.

1.3.3. SWOT Analysis

The objective in SWOT analysis is to select the strategies that ensure the best alignment, or fit, between external environmental opportunities and threats and the internal strengths and weaknesses of the organization.

In this respect the researcher considers dual perspective SWOT (Milorad M. et al, 2004) among three combination of SWOT (i.e., SO-WT, TO-WS, WO-ST) making for consistency and accessing desirable and controllable outcomes (Figure 1.11).

Desirable   Undesirable

STRENGTHS	WEAKNESSES
•Timeliness in budgeting and programming at organizational level. Transport sub programme has succeeded in its programme in cooperation with ACPR, due to applying collective leadership in organization learning in its strategic framework and prgramme of work •Subsidiary committees are the strength of ESCAP in exploring and examining functionality and cross functionality of mandates and motivate member states to submit resolutions (knowledge sharing) •ESCAP has a good experience in communicating integrative consequence of actions with member states at regional , subregional and individual level (building trust)	•Lack of clear process for follow up adopted resolutions in strategic framework. there is no any process for getting mutual support of sponsors and interested groups, in ACPR. This affects budget efficiency and mutual projects in programme of work •Lack of procedure in subsidiary committees for getting view points of member states on new draft resolution(innovation)at regional and subregional level in order to give ownership to member states and to explore and examine functionality and cross functionality of mandates. The current established Regional Coordination Mechanism solely participates through UN entities •Lack of arrangement n identifying roles and responsibilities between Secretariat and member states (ACPR and subsidiary committees)
OPPORTUNITIES	THREATS
•ESCAP has added value in organization learning by developing collective leadership with ACPR. This has gained mutual support of member states through conducting technical workshops to accomplish feasible programme of work(correlation programme with budget) •ESCAP has added value in developing ownership in processing functional and cross functional mandates to accompolish regional and subregional annual activities (correlation mandate and evaluation) •ESCAP has added value in building trust to order cooperate states between member states and the Secretariat (interrelation between and within components of programme planning cycle and their standard in Resolution to Restructure the Conference Structure)	•Influence of UN Headquarter and Donor countries in running programme of work without involving member states extend the gap between normative and operative works •Inconsistency and disconnectivity between mandate generation and evaluation of performance extend the gap between normative and operative works •Distinct and separate planning , reviewing and reporting systems or lack of interrelationship within and between components of programme planning cycle and their standard in Resolution of Restructure the Conference Structure extend the gap between normative and operative works

Controllable

Uncontrollable

(Decision planning - Driven)

Descriptive views of competitive factors

Figure 1.11: Evaluative Views of Competitive Factors

This study introduces mechanisms of trust, OL (Organization Learning), and knowledge sharing as the main normative works of ESCAP. However, there is debate on how such normative works should be achieved. It has been observed that the greatest source of strength enjoyed by the United Nations stems from its universality of

membership and the comprehensive scope of its mandate. And the most encompassing manifestation of this strength is in the normative[14] realm (A/51/950, 1997).

SWOT analysis indicates that the main comparative advantages of ESCAP, which are inherent in its normative works, are as follows: organization learning and knowledge sharing. This study demonstrates that organization learning needs to develop collective leadership, and knowledge sharing needs to develop ownership in ESCAP, in order to enhance the effectiveness of conference structure. In accordance with the high level panel report, catching the goal required collective leadership and ownership within the institution. This reflects the phrase used by A.N. Jones (2006) when he said, "Do Development TO, FOR, or WITH Countries," or when he more recently recommended that we should "Empower Countries to do their own Development/" That means shifting the proceeding of work from deciding for people to helping the country to "do" its own development. Organization learning through collective leadership has an impact on effective strategic frameworks and programmes of work; it also affects operative works, and knowledge sharing through the effect of ownership on the effective generation of mandates and on the evaluation of performance on operative works. Mechanisms of organization learning and knowledge sharing correlate components of the programme plan cycle with their standards in the Resolution to Restructure the Conference Structure. This is consistent with a work of Ramón Rico et al (2007), that proposed future research should consider the potentially

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[14] These are norms that approach universality from a principled basis on which to assess and guide practice within the community of nations; such norms haven't only a moral import; they also provide the institutional underpinning of daily life within the international community, expectation as to rights and obligations, mutual predictability of behaviour offered by the rule of law, the specification of best practice, and a nearly endless array of standards, without which the conduct of routine international transactions would be inconceivable.

mediating role of variables such as communication, learning, and the elaboration of task-relevant information to link team diversity (Ramón Rico et al , 2007).

1.4 Statement of Problems

The researcher's extensive review of UNESCAP's conference structure between 1997 and 2008 has shown him that there is a gap between the normative and operative works that affects the outcomes of the Conferences. Bear in mind that resolutions are the main outcomes of the conference structure. In this context, normative works--that is, standards of judgment and mechanisms for creating relationships between ceremonial behaviour patterns (formulation, planning, budgeting, and evaluating resolutions) and instrumental behaviour patterns (setting standards for doing the same things)--affect operative works; that is, they affect the relationship between ceremonial and instrumental behaviour patterns. This gap affects the functions of ACPR and subsidiary committees and the logical integration into the hierarchy of results of the conference structure of ESCAP and its overall effectiveness.

A second gap exists in the interaction between the actors in UNESCAP—on the one hand, the member states (ACPR and subsidiary committees) and on the other, the Secretariat. ACPR needs to strengthen its role by developing collective leadership in interaction with the Secretariat, and subsidiary committees need to strengthen their role by developing ownership in interaction with the Secretariat. So the gap is in developing collective leadership in the ACPR and ownership in subsidiary committees; this gap comes from a fragmentation of roles and responsibilities in ACPR and subsidiary committees and a lack of correlation in formulating, planning, budgeting, and evaluating resolutions.

A review of UN documents and institutional change theory shows that bridging the above gap to clarify roles and responsibilities in ACPR and subsidiary committees requires a mechanism for building trust. To clarify function in ACPR in respect to developing programming and budgeting resolutions in order to bridge the gap with the Secretariat requires a mechanism to develop collective leadership through organization learning. Bridging the gap to clarify function in subsidiary committees in respect to formulating and evaluating resolutions, requires a mechanism for developing ownership through knowledge sharing. This joint process will support the bridging of the gap between normative and operative works in ESCAP.

Through this study, the researcher will attempt to enhance the effectiveness of UNESCAP's Conference Structure by addressing the gap between normative and operative works, and the gap between member states and the Secretariat, through the use of ODIs using an Action Research approach. Through this action research, he will show how the conference structure can be reorganized by reviewing the Resolution to Restructure the Conference Structure as the basic instrument behind the rules and procedures of ESCAP.

1.5 Objectives of Research:

The objectives of the research as described in the chapters to come will be as follows:

1. To identify the key lessons arising from the conference structure in the past; the goal will be to help understanding of how to bridge the gap between normative works and operative works to improve their effectiveness.

2. To examine the impact of a mechanism based upon building trust on the following:

    a. On ordering roles and responsibilities for formulating, planning, budgeting, and evaluating resolutions between and within the Secretariat and member states in the regular meetings of ACPR and the subsidiary committees.

    b. On developing terms of reference (TOR) for ACPR and the subsidiary committees in the Resolution to Restructure the Conference Structure.

3. To examine the impact of a mechanism based upon developing collective leadership through organization learning on the following:

    a. On the feasible strategic framework (programming resolutions) and programme of work (budgeting resolutions) in the ACPR

    b. On the feasible guidelines of the strategic framework and programme of work in the Resolution to Restructure the Conference Structure.

4. To examine the impact of a mechanism based upon developing ownership through, knowledge sharing on the following:

    a. On feasible mandating (formulating resolutions) and evaluating the performance of resolutions in subsidiary committees.

    b. On feasible guidelines for mandating and evaluating performance in the Resolution to Restructure the Conference Structure.

1.6 Research Questions

The main questions the researcher would like to answer are as follows:

1. What are the key strengths and weaknesses (lessons) of the conference structure to-date that provide guidance and direction for bridging the gap between normative and operative works to enhance its effectiveness for the future?

2. How could a mechanism based on building trust impact the following? :

    a. Ordering roles and responsibilities for formulating, planning, budgeting, and evaluating resolutions between and within the Secretariat and member states in the regular meetings of ACPR and subsidiary committees?

    b. The Terms of Reference (TOR) of ACPR and subsidiary committees in the Resolution to Restructure Conference Structure?

3. How could a mechanism based on developing collective leadership, through organization learning, impact the following:

    a. The feasible strategic framework (programming resolutions) and the programme of work (budgeting resolutions) in the ACPR?

    b. The feasible guidelines for the strategic framework and programme of work in the Resolution to Restructure the Conference Structure?

4. How could a mechanism for developing ownership, through knowledge sharing, Impact the following:

    a. The feasible mandating (formulating resolutions) and evaluating the performance of resolutions in the subsidiary committees?

    b. The feasible guideline for mandating and evaluation of the performance in the Resolution to Restructure the Conference Structure?

1.7 Research Hypothesis

1. There is a significant relationship between the key strengths (lessons) of the conference structure and bridging the gap between normative and operative works to enhance the effectiveness of the conference structure.

2. There is a significant relationship between a mechanism based upon building trust and the following:

    a. *Ordering roles and responsibilities for formulating, planning, budgeting, and evaluating resolutions between and within the Secretariat and member states in the regular meetings of the ACPR and subsidiary committees.*

    b. *The TOR of ACPR and subsidiary committees in the Resolution to Restructure Conference Structure.*

3. There is a significant relationship between a mechanism based upon developing collective leadership, through organization learning and the following:

    a. *The feasible strategic framework (programming resolutions) and programme of work (budgeting resolutions) in the ACPR and*

    b. *The feasible guidelines for a strategic framework and programme of work in the Resolution to Restructure the Conference Structure.*

4. There is a significant relationship between a mechanism based upon developing ownership in knowledge sharing and the following:

    a. *The feasible mandating (formulating resolutions) and evaluating the performance of resolutions in the subsidiary committees and*

    b. *The feasible guidelines for mandating and evaluation of performance in the Resolution to Restructure the Conference Structure.*

1.8 Scope and Limitation of Research

The purpose of the study is to examine mechanisms to create relationships between the programme planning cycle and the Resolution to Restructure the Conference Structure. This would be done through the process of reviewing the Resolution to Restructure the Conference Structure before ODI and after ODI. This means examining mechanisms for formulating resolutions (mandates), preparing a strategic framework for resolutions (programme), preparing a programme of work for resolutions and evaluating the performance of resolutions. Thus the scope of this dissertation will be the integration of standard formulating, planning, budgeting, and evaluating of resolutions (Figure 1.12).
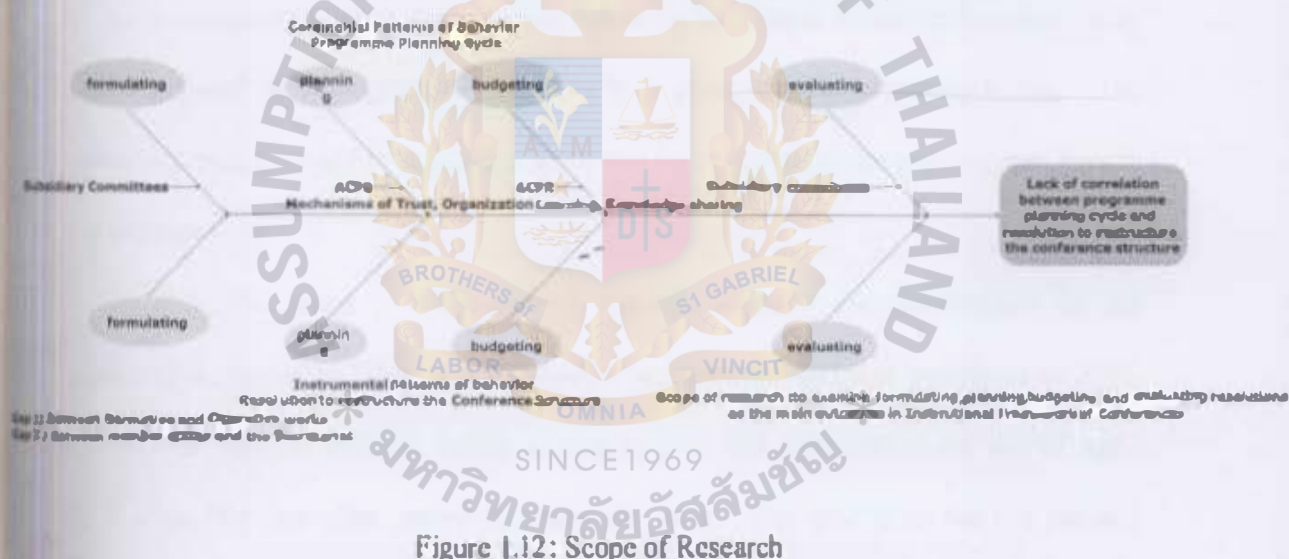
Figure 1.12: Scope of Research

That being so, an OD practitioner, will record and analyze the documents relating to the Resolution to Restructure Conference Structure. This process will include the documents, observation, presentation, and intervention that relate to formulating, planning, budgeting, and evaluating resolutions in ACPR or related working groups during the reviewing period.

Limitation: ESCAP has a different character from other companies and organizations. All decisions in ESCAP are undertaken by consensus. This action research intentionally coincides with the reform and revitalization of UNESCAP otherwise it would not be possible to do it unilaterally. As the researcher was positioned in ACPR, he could facilitate this action research as he could request all documents and carry out interventions. A road map has been circulated for reviewing the Resolution to Restructure the Conference Structure in consultation with member countries. All pre-ODI and post-ODI work needs to be done within the period planned for the reorganization of UNESCAP. This is to be done in order to enhance the effectiveness of the conference structure by giving this organization the scope to be a hub in Asia; as such, it can tackle cross-cutting challenges and provide great opportunities to a great number of human beings. The researcher hopes and believes that this work will be of benefit to the people rather than to top managers.

The first phase of ODI, geared towards studying the mechanisms of the organization, started in 2006, it didn't lead to achievement and was postponed to 2007. The second phase of research started in August 2007 and continued to the end of April 2008 when the researcher started to revise the work. The goal is to reach a realistic objective around a conference structure that all countries of the region can agree upon. The OD Practitioner's aim is to get such reasonable research results that he can convince member states, because the final decision on change will be taken by consensus. This will lead toward intervention for organization development and effective conference structure and will take all the researcher's efforts; but it will not only be his work that will lead to effectiveness; he will have to achieve consensus among all members, by convincing them.

1.9 Definition of Terms

Conference Structure: Institutional framework of conferences; Mechanisms for implementation practices between Member states- ACPR and the Secretariat from one side and the Secretariat – 8 sub- programmes- from other side.

Implementation practices: progamme planning cycle; ceremonial pattern of behaviours consisting of correlation among generation of a mandate, a strategic framework, a programme of work and evaluation of the performance of sub-programmes mainly through developing resolutions

Institution: Paul D. Bush defines institution as a set of socially prescribed patterns of correlated behaviour.

Mechanisms: Normative works; a type of communication system among stakeholders; value structures; hidden but inherent in "Resolution to Restructure the Conference Structure" that could be also used as the standards of judgment for correlating programme planning cycle from one side and Resolution to Restructure the Conference Structure from the other side.

Mechanism: Hurwicz (2002) defined a mechanism as a communication system in which participants send messages to each other.

Existed mechanisms: ESCAP, as a knowledge-based organization along with the UN system, basically uses a mechanism of trust, organization learning, and knowledge sharing in communicating with member states in its normative works.

Feasible Mechanisms:

a) <u>Building trust:</u> Mechanism for ordering roles and responsibilities between the Secretariat and member states in respect to the components of programme planning cycles and their standards in the Resolution to Restructure Conference Structure.

b) <u>Organization learning</u>: Mechanism for ACPR collective cooperative learning in creating relationships between strategic framework and programme of work of sub-programmes.

c) <u>Knowledge sharing:</u> Mechanism for developing ownership in subsidiary committees through creating relationships between generation of mandates for sub-programmes and evaluating the performance of sub-programmes.

<u>Resolution to Restructure Conference Structure:</u> the procedural guideline for Conference Structure; the framework by which roles and functions of Commission, ACPR, subsidiary committees and sub-regional institutions are identified as instrumental patterns of behaviour for application of evidentially warranted knowledge for formulating, planning, budgeting, and evaluating resolutions.

<u>Operative works:</u> institutional structure; purposeful and correlated patterns of behaviour within the institutional framework of conferences in ESCAP; correlation between Resolution to Restructure the Conference Structure as an instrumental and programme planning cycle as a ceremonial pattern of behaviour.

<u>Mandates:</u> generation of mandates for sub-programmes from priorities of member states in subsidiary committees; formulating resolutions.

<u>Programmes:</u> strategic framework of sub-programmes in ACPR; planning resolutions.

Budgets: programme of work of sub-programmes in ACPR; budgeting resolutions.

Evaluation: evaluating performance of sub-programmes in subsidiary committees; evaluating resolutions.

Resolutions as general: outcomes of implementation practices

Encapsulation: progressive forms of institutional change; maximizing efficiency of programme planning cycles with their standard in Resolution to Restructure Conference Structure; achieved through feasible planning and budgeting adopted resolutions, and feasible formulating of resolutions and evaluating performance.

Stakeholders: member states- ACPR & subsidiary committees, and Secretariat- 8 substantive sub-programmes and programme management division(PMD).

Collective leadership: strategic, dynamic, and growth leadership needed to develop in the Secretariat in collaboration with member states in relation to programming and budgeting.

Ownership: process of work generated by member states to formulate resolutions and to evaluate performance of implemented resolutions.

Goals of conference structure: To develop feasible mandate generation (formulating resolutions), programme (planning resolutions), budget (budgeting resolutions) and evaluation (evaluating performance of resolutions) within the institutional framework of conferences of ESCAP

Chapter 2

Literature Review

2.1 INTRODUCTION

The term conference structure has been used for the institutional framework of conferences in ESCAP. Institutional framework has two components: values structure and Institutional structure[15]. Institutional structure is the result of relationship between ceremonial and instrumental patterns of behaviour and values structure specifies mechanisms for correlation between ceremonial and instrumental valuation. This study based upon theory of institutional adjustment (Tool, R.Marc & Bush, Dale. Paul, 2002) defined value structure in ESCAP as normative works and Institutional structure as operative works.

In this context, the "Resolution to Restructure the Conference Structure" could be as instrumental and "programme planning cycle" could be as ceremonial behaviour patterns in ESCAP. In fact "Resolution to Restructure the Conference Structure" with providing guidelines to ACPR and Subsidiary committees has been applied as an instrumental tools and skills for knowledge fund by key stakeholders in ESCAP. A "Programme planning cycle" as a ceremonial pattern of behaviour affects the attitude of key stakeholders and may increase the knowledge fund if supervised by the Resolution to Restructure the Conference Structure. Thus the Resolution to Restructure Conference Structure has a significant role in the whole institutional framework of ESCAP's conferences.

Resolutions on conference structure initiated for rationalizing ESCAP's activities in 1974. ACPR and subsidiary committees, was established at the same time to be as

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[15] Researcher will discuss institution and value structure in theoretical framework

subsidiary organs of the Commission to cooperate with the Secretariat and as a whole set up key stakeholders of ESCAP. As discussed earlier even if ESCAP had been faced with variety of changes in its conference structure through reviewing resolutions on conference structure since 1974, the gaps still existed between normative and operative works from one side and member states and the secretariat from other side. It seems bridging the gaps, require mechanisms of organization learning through collective leadership in ACPR and knowledge sharing through ownership in subsidiary committees.

Emphasizing the words" international cooperation and adaptation" in 1974 and the term of "effective leadership" and the "balance" within the UN system in 1977 indicated a willingness of countries to develop collective leadership in the institution of conference structure. At that time, research on effective leadership or developing collective leadership was young enough; the parameters that were emphasized by member states refer to process related thinking.

The researcher will investigate change in the institution of conferences particularly the Resolution to Restructure the Conference Structure before and after ODI. As discussed in chapter one, resolutions on conference structure (58/3 and 61/1) give a mandate to ESCAP for reviewing "Resolution to Restructure the Conference Structure" in 2006 and subsequently in 2007 and allow the researcher as OD practitioner to participate in the pre ODI, ODI and post ODI.

The researcher due to his position in ESCAP chose to use ODI in reviewing the Resolution to Restructure the Conference Structure to improve its effectiveness. In this respect apparently two types of problems seem to threaten normative works which in turn impact on operative works. First could be lack of efficient Mechanisms to correlate

mandate, programme, budget and evaluation in programme planning cycle to their standards in Resolution to Restructure the Conference Structure; second, was the lack of arrangement of roles and responsibilities within and between actors who engage with components of programme planning cycle and their standards in the Resolution to Restructure the Conference Structure.

As identified in this study and called into question in different meetings[16] these problems affect normative and operative work of conference structure. This study based upon the UN documents and academic views and on the basis of action research would like to develop mechanisms based upon normative works to arrange roles and responsibilities in ACPR and Subsidiary committees; it also aims to correlate components of programme planning cycle with their standards in the Resolution to Restructure the Conference Structure.

In this context a mechanism of trust will be used for ordering roles and responsibilities in ACPR and subsidiary committees in relation to sub-programmes. A Mechanism of organization learning will be used to ensure feasible planning and budgeting of adopted resolutions in ACPR, and the mechanism for knowledge sharing will use to ensure feasible formulating resolution and evaluating of its performance in Subsidiary committees. These mechanisms are used in this study as ODI in reviewing the Resolution to restructure the conference structure to enhance its effectiveness.

While the very breadth of the substantive programmes of the United Nations was a great source of its potential institutional strength, the Organization was not always able to take advantage of those strengths to enhance its effectiveness. Strengthening these

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[16] Series discussion meetings of Executive secretary of ESCAP on ESCAP's effectiveness in early 2008

mechanisms may respond to the concern of member states as pointed out in document A/51/950/Add.1,7 October 1997.

These mechanisms may bridge the gaps between the normative and operative works as posited in document A/RES/60/1, (2005) Para 169 and Document A/61/583,(2006) p 57 Para C; they may respond to the concern of Kofi Anan the then Secretary General of UN for the need to align the activities of the Organization with its priorities, to improve coordination in the Organization, and to clarify further institutional roles and responsibilities A/57/387, 9 September 2002, Para 25.

These mechanisms are also consistent with the work in global reform as reflected in the statement of the then Secretary General in Para 14 of document A/60/692, (2006).

> He stated; *"these reforms are in danger of failing unless there is a trusting relationship, a strategic partnership, between this institution's governance — the Member States' intergovernmental mechanisms — and its management, namely myself and my colleagues.*

The OD practitioner develops mechanisms for bridging the gap between normative and operative works in the institutional framework of conferences in ESCAP which is consistent with the notion of institutional change and adjustment as elaborated in theoretical framework.

2.2 Theoretical Framework

2.2.1 Reviewing Conference Structure of ESCAP in the Context of Theory of Institutional Change and Adjustment

Change in conference structure means change in the institutional framework of conferences in ESCAP. In this context, the theoretical foundation for enhancing the effectiveness of the conference structure of ESCAP developed on the basis of institutional change and adjustment theory.

Institution is the broader context; it is defined for specific purpose and includes the governments or political bodies. Individual participation in any institution however is categorized by behaviour or roles that are performed by the individual not the individual itself. In fact, institutions are composed of behaviour patterns and not individuals. Figure 2.1 shows the relation of behaviour patterns of institution with actors.
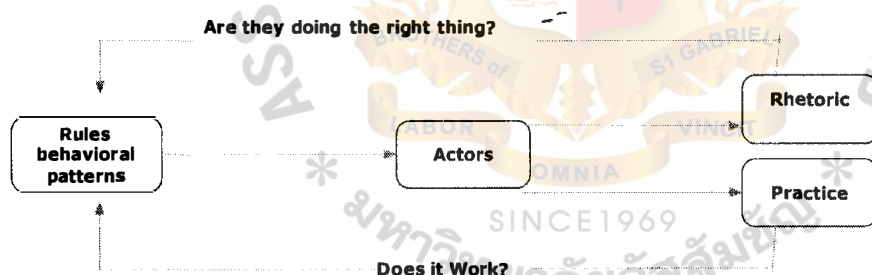
Figure 2.1: A Multi-level Model of Institutional Change (Dahlström, 2004)

The above model defines practical and rhetorical patterns of behaviour for actors in organizations that are consistent with the work of (Paul D. Bush, 2008). Bush in his theory of an Institutional change defines institution as a set of socially prescribed patterns of correlated behaviour. He elaborated the term "patterns of correlated behaviour" that embodies two important concepts; (1) the notion that behaviour within an institution is not random but purposeful and correlated; and (2) the notion that "values" function as the

"correlates" of behaviour within and among patterns of behaviour. Value functions as the standards of judgment within and among patterns of behaviour. In order to clarify these relationships, Bush symbolizes a behavioural pattern as follows; B1 V1 B2, where "V1" is the value that correlates B1 with B2. A second behavioural pattern might be identified as follows; B3 V3 B4. The correlating of the first behavioural pattern with the second is accomplished by the use of an additional value, V2, such that B2 is correlated with B3 through V2, which produces a third behavioural pattern; B2 V2 B3. Thus "behavioural patterns" (plural) are correlated by values, and the correlation of behavioural patterns.

2.2.1.1 Significance of Values as Mechanisms for Correlation of Instrumental and Ceremonial Behaviour Patterns of Conference Structure(Normative works)

According to Bush, institutional change means change in values structure that facilitates institutional adjustment. Value could be the standards of judgment within and among patterns of behaviour. Given the central importance of values to the structure of institutions and the processes of institutional change is inherently normative.

Valid Norm is a norm that meets the condition that: 'All affected can accept the consequences and the side effects of its general observance, can be anticipated to have for everyone's interest (and the consequences are preferred to those of known alternative possibilities for regulation)' (Helene Sjursen, 2006).

The _normative value_ summarized and symbolized by the technological life process can be analyzed and evaluated in three dimensions; depth, breadth, and length. The depth of

normative value represents the quality of the creative and integrative consequences of the action.

The quality of the creative and integrative consequences of the action depend on the availability of knowledge; the breadth and depth of the accumulating fund of knowledge available to the community clearly sets the limits to the feasibility of institutional change.

That means the greater the fund of knowledge, the greater the potential for institutional change. This study define two depth of normative values or mechanisms for increasing quality of knowledge fund in conference structure: First, a mechanism of organization learning for developing the knowledge fund in ACPR and, second a mechanism of knowledge sharing for developing the knowledge fund in subsidiary committees. This means, the quality of function of ACPR depends on strengthening the mechanism of organization learning, and the quality of function of subsidiary committees depends on strengthening the mechanism of knowledge sharing.

The breadth of normative value represents ***the number or people who benefit from the creative and integrative consequences***. The question is how to increase the members who benefit from the creative and integrative consequences? Normative stakeholder theories assert that business enterprises have a moral obligation to consider the interests of all stakeholders regardless of whether or not this is instrumentally to the benefit of the firm or its owners. Most normative stakeholder theories need to make recommendations on changing the structure. Suggested restructurings include employee democracy, employee ownership, and representation of various stakeholders on boards.

More serious problems arise when a normative stakeholder theory tries to specify a decision principle, or when it tries to give grounds for acceptance. In specifying a decision

principle, the theory will encounter two problems: the questions of what are meant by "interests," and of how interests are to be compared across various stakeholders. The easiest way to see the philosophical problems normative stakeholder theories will encounter in specifying a decision principle is to compare their treatment of stakeholder interests to the treatment of people's interests in welfare economics and in theories of distributive justice.

This definition is inadequate for stakeholder theory because consideration of stakeholders' preferences, as revealed through contract negotiations, indicates a decision principle according to which firms must negotiate and fulfil consensual contracts with integrity and fairness. Stakeholder theory requires that the manager use a corporate choice rule (which we have been calling a decision principle) that will order all the possible corporate states according to the stakeholder rankings. If normative stakeholder theory is going to be practical, it must develop ways of measuring stakeholder interests that meet requirements for the decision principle that the theory recommends.

To be successful, a normative stakeholder theory needs to deal with three issues: it needs to clearly define what is meant by interests, it needs to specify a usable and clear decision principle, and it needs to give grounds for considering the interests of all stakeholders. These are formidable challenges that have not yet been met (Douglas Bishop, 2000).

Darryl Reed (1999), in responding to these challenges, states that normative theory of stakeholder management needs to meet with three tasks; first an adequate theory needs to establish the type and range of norms that can ground a stake as well as provide some form of justification for these norms. A second key task is to clearly establish the link between

responsibilities and normative claims, and normative stakeholder theory must provide an account of what these factors are and when they come into play. A third basic task of any normative stakeholder theory is the provision of priority rules that allow for the resolution of conflicts between competing stakes.

This study defines the mechanism of building trust as the normative value for increasing the percentage of participants in conferences. Mechanism of building trust could be a moral obligation in conference structure for ordering cooperate states between ACPR and subsidiary committees and between them and the Secretariat according to ranking. This means increasing the number of participants in the conferences dependent on clarifying roles and responsibilities of ACPR and subsidiary committees; these, in turn, need a strengthening mechanism for building trust. The OD practitioner through this mechanism will elaborate roles and responsibilities of ACPR and subsidiary committees in cooperation with secretariat.

According to Bush's Model, growth knowledge as instrumental behaviour supports encapsulation, which in turn entails what encapsulation needs: technological innovation for the realization of institutional change. In this context, the OD practitioner investigates through technological innovation the roles and functions of ACPR and subsidiary committees by reviewing the Resolution to Restructure the Conference Structure as instrumental behaviour for realizing institutional change in conference structure.

J. Fagg Foster's three principles of institutional adjustment is consistent with the work of Bush, and provides a solid foundation for more constructive public policy. First is the principal of Technological determination: "that social problems can be solved only by adjusting the institutional structures involved in the problem so as to bring them into

instrumentally efficient correlation with the technological aspects of the problems".
Foster's second principle recognizes interdependence." The degree to which people
involved…. will function and interrelated is determined by the degree of their recognized
interdependence." Third is the principle of minimal dislocation among alternative
institutional adjustment to a change in technology," the one chosen is the one that least
dislocates the institutional structures which are not considered a part of the problem"
(Swaney, 1987).

Finally the length of normative value relates to the *frequency of creativity and integrity
consequences of action in the institution.* In this context, the OD practitioner investigate
in the feasible frequency of holding the sessions of the commission as the top decision
maker body in ESCAP, ACPR and subsidiary committees through reviewing the
Resolution to Restructure the Conference Structure of ESCAP.

2.2.1.2 Significance of Correlated Ceremonial and Instrumental Behaviour Patterns in Conference Structure(Operative Works)

Bush delineates that the institutional structure of any society incorporates two systems of
value; the ceremonial and the instrumental, each of which has its own logic and method of
validation. While these two value systems are inherently incompatible, they are intertwined
within the institutional structure through a complex set of relationships. Validation of
ceremonial values is found in appeals to tradition and in the formulation of suitable myths
(ideologies) that mystify the origin and legitimacy of their existence. The _operative
criterion_ by which such patterns of behaviour are judged within the community is that of
"ceremonial adequacy."

Ayres and his student Foster argue that the essence of technology didn't lie in physical manifestations such as the laboratory, electronics, skyscrapers and aeronautics; it lay instead in its mode of valuation which Ayres following Dewey called instrumental valuation. Instrumental valuation tested through consequence but ceremonial valuation tested by their authenticity established through their conformance with myths, tradition, Holy rite and ideology.

Instrumental values correlate behaviours by providing the _standards of judgment_ by which tools and skills are employed in the application of evidentially warranted knowledge to the problem – solving processes of the community. The logic of the instrumental value system is that of "efficient cause." Instrumental values are validated in the continuity of the problem-solving processes. Patterns of behaviour correlated by instrumental values are referred to as "instrumentally warranted" patterns of behaviour. Bush explained the instrumental values are not, however, fixed or immutable.

The possible types of behavioural patterns may be enumerated as follows (figure 2.2);

Ceremonially Warranted Patterns	Instrumentally Warranted Patterns
(C-1) B_c V_c B_c	(I-1) B_i V_i B_i
(C-2) B_c V_c B_i	(I-2) B_i V_i B_{ci}
(C-3) B_c V_c B_{ci}	(I-3) B_{ci} V_i B_{ci}
(C-4) B_{ci} V_c B_i	
(C-5) B_{ci} V_c B_{ci}	

Figure 2.2: Possible Types of Behaviour Patterns (Tool, R.Marc & Bush, Dale. Paul, 2002)

First, it should be noted that there are five possible types of ceremonially warranted behavioural patterns as compared with only three types of instrumentally warranted behavioural patterns. This reflects the fundamental differences in the two modes of valuation. The instrumental mode of valuing requires *an open-ended process of inquiry* capable of evaluating the consequences of the application of any particular standard of judgment in the correlation of behaviour. The logic of instrumental valuation is, therefore, embedded in the causal continuity of the problem- solving process. What can be said about those patterns of behaviour in which a ceremonial value correlates? Such cases arise in C-2 and C-4 (figure 2.2), (note that they don't arise in C-3 or C-5). In these instances, *instrumental behaviour is "encapsulated" within a ceremonially* warranted behavioural pattern, thereby incorporating instrumental behaviour in a ceremonially prescribed outcome.

This study assumes the following types of ceremonial patterns of behaviour in ACPR and subsidiary committees in conference structure; formulating, planning, budgeting and evaluating resolutions as programme planning cycle. ACPR needs to create a relationship between planning and budgeting resolutions by utilizing the mechanism of organization learning. The relationship needs to be consistent with mechanism of organization learning's guideline for ACPR in the Resolution to Restructure the Conference Structure. The subsidiary committees need to create a relationship between mandate generation (priorities of member states) and performance evaluation by utilizing the mechanism of knowledge sharing. The relationship needs to be consistent with the mechanism of knowledge sharing guideline for subsidiary committees in the Resolution to

Restructure the Conference Structure, This process makes ceremonial adequacy in patterns of behaviour in ACPR and subsidiary committees in conference structure.

Values structure or mechanisms of organization learning and knowledge sharing are inherently normative and instrumental. The TOR of ACPR and subsidiary committees in "Resolution to Restructure the Conference Structure" need to be embedded with guidelines on mechanisms of organization learning and knowledge sharing and theses two mechanisms need to link to each other through a mechanism of building trust. In this context the mechanism of organization learning's guideline for ACPR needs to be inconsistent with ceremonial behaviours of ACPR in making relationship between planning and budgeting resolutions, and the mechanism of knowledge sharing guideline for subsidiary committees need to be consistent with ceremonial behaviours of subsidiary committees in making relationships between formulating and evaluating resolutions. This process makes for instrumental efficiency in providing standard guidelines for formulating, planning, budgeting, and evaluating resolutions in the Resolution to Restructure the Conference Structure.

Bush's work is consistent with Clarence Ayres who presumed that life is worth living and that it is essentially instrumental or technological (Lewis E. Hill and Donald W. Owen, 1984).

He argued that ceremonially warranted patterns of behaviour stifle progress precisely because they are "past-binding" and inhibit technological innovation. He noted, however, that ceremonial practices are believed by members of the culture to be the _source of instrumental efficiency._

Bush explains, it is the encapsulation of instrumental behaviour within a ceremonially warranted behavioural pattern that gives plausibility to this imitation of instrumental efficiency by ceremonial adequacy.

2.2.1.2.1 Ceremonial Dominance Of Programme Planning Cycle and its Technological Dynamic

Ceremonial dominance refers to the apparent tendency of ceremonial warranted patterns of behaviour to dominate instrumentally warranted patterns of behaviour in institutional structure. The higher the degree could be in ceremonial dominance the greater the resistance to technological innovation.

The forgoing analysis of ceremonial dominance required the premature introduction of the concept of technological innovation. That means the problem-solving processes of TOR of ACPR and subsidiary committees in the Resolution to Restructure the Conference Structure, being dependent on the processes of inquiry and technological change in "programme planning cycle", are inherently dynamic, requiring changes in habits of thought and behaviour in ACPR and Subsidiary committees.

Technological innovation creates new possibilities for inquiry and problem – solving. Technological innovation involves a change in behaviour, and changes in behaviour create new problems for the community in the correlation of behaviour. This is the process that Veblen called "cumulative causation".

According to the above discussion, Bush concluded that *the essence of the technological process is "instrumental valuing.* The instrumental mode of valuation is the *thread of continuity* running through all of the arts and sciences "permits" the evaluation of

the consequences of any particular use of a tool". Technological innovation," therefore, can originate in any field of inquiry or creative endeavour in ceremonial behaviour of ACPR and subsidiary committees. This broadened view of technology also encompasses the notion that the knowledge fund is expanded through the efforts of the entire conference structure, not just ACPR or subsidiary committees.

2.2.1.2.2 Technological Dynamic Of Programme Planning Cycle and Knowledge Fund

As a general theoretical principle, the ceremonial-instrumental dichotomy posits the existence of a gap between the growing knowledge fund (and the value structure it entails) and the vested interests of the existing power system that governs and exploits its use. That means a gap generally exists between normative and operative works. Bridging the gap requires growth in the knowledge fund through strengthening mechanisms of organization learning in ACPR and knowledge sharing in subsidiary committees.

This incorporates a given fund of knowledge that is distributed between ceremonial and instrumental patterns of behaviour. According to Bush, _Knowledge is either "encapsulated" within ceremonial patterns or "embodied" within instrumental patterns of behaviour_.

In other words, the instrumental behaviour that is permitted within the "Resolution to Restructure the Conference Structure" is required to meet the standard of ceremonial adequacy in the programme planning cycle. Thus knowledge that cannot be reconciled with the need to justify existing patterns of status, power, and other forms of invidious distinctions in programme planning cycle would not be intentionally sanctioned.

Bush elaborates that while ceremonial dominance determines the ceremonial feasibility of the range of permissible behaviours; it is the knowledge fund that determines the instrumental feasibility of problem-solving activities. So he raises the following questions, illustrated in figure 2.3;

Sector I. Which behavioural patterns are both ceremonially and instrumentally feasible?

Sector II. Which behavioural patterns are instrumentally feasible but ceremonially not feasible?

Sector III. Which the behavioural patterns are ceremonially feasible but instrumentally not feasible?

Sector IV. Which behavioural patterns are both ceremonially and instrumentally not feasible?

	INSTRUMENTALLY FEASIBLE	INSTRUMENTALLY NONFEASIBLE
CEREMONIALLY FEASIBLE	SECTOR I (Sector of Ceremonial Encapsulation)	SECTOR III (Sector of Lysenko Effects)
CEREMONIALLY NONFEASIBLE	SECTOR II (Sector of Lost Instrumental Efficiency)	SECTOR IV (Empty Set)

Figure 2.3 The Partitioning of Institutional Space by the Interface of the Knowledge Fund and the Value Structure of the Institution (Tool, R.Marc & Bush, Dale. Paul, 2002)

In other words, strengthening the feasible value structure in institutions or mechanisms in programme planning cycles that are reconciled with the need to justify existing behaviours, depend on increasing the knowledge fund; this is determined as instrumentally a feasible mechanism for organization learning guidelines for ACPR, and mechanism of knowledge sharing guidelines for subsidiary committees in the Resolution to Restructure the Conference Structure. This process requires that the programme planning cycle encapsulates the "Resolution to Restructure the Conference Structure".

2.2.1.2.3 Institutional Change[17] Through the Programme Planning Cycle 's Encapsulation

This discussion has now reached the stage where the process of institutional change can be brought under direct inspection. In the foregoing discussion of the technological dynamic, it was argued that the dynamic force for change in the institutional framework of conferences is the growth of the conference structure's fund of knowledge. The new ceremonially warranted patterns or new programme planning cycle are required to "encapsulate" the increase in instrumentally warranted behavioural patterns or increase in "Resolution to Restructure the Conference Structure."

Ceremonial encapsulation (Bush, 1989) involves the clustering of new ceremonial warranted patterns of behaviour to encapsulate the new instrumentally warranted patterns of behaviour entailed in the innovation. In this context technological innovation in order to

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[17] Institutional change takes the form of a change in the value structure of the institution. A change in the value structure may be measured theoretically by a change in the institution's index of ceremonial dominance.

be absorbed into the problem solving process of the community must meet the standard of ceremonial adequacy (Paul Bush 2008).

Bush concludes the feasible instrumental and ceremonial behaviour patterns will be undertaken through encapsulation. Then he and Foster determine two types of encapsulation which are entitled progressive and regressive. In this context Progressive encapsulation will be realized through technology innovation.

In this regard on the basis of argument of Ayres and Bush, Both the "regressive "[18]and "progressive"[19] forms of institutional change will be delineated. This form of institutional change is undertaken through three types of ceremonial encapsulation;

1- The "Past-binding" type: First, it should be noted that the rhetorical[20] formulation of "ceremonial encapsulation" doesn't require the assumption that the community is omniscient in its effort to "encapsulate" new knowledge. Second, it must be noted that anthropological and contemporary studies indicate that all societies attempt to maximize the efficiency with which they employ their existing (ceremonially encapsulated) technology.

2- The "future-binding" type: The second type of ceremonial encapsulation involves the active development of technological innovations for the purpose of strengthening and extending the control of vested interests over the life of community .

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[18] "Regressive "institutional change; the "Lysenko" type of ceremonial encapsulation (called a "Lysenko effect") generates "regressive" institutional change.

[19] Progressive institutional change;"Progressive" institutional change occurs when, for a given fund of knowledge, ceremonial patterns of behaviour are displaced by instrumental patterns of behaviour.

[20] Rhetoric should be broadly and "neutrally" defined as the art and science of persuasive discourse. This definition is rooted in Aristotelian rhetoric, contrary to the negative view of rhetoric as "merely manipulative" (deriving from Plato).

The process of reviewing the previous Resolution to Restructure the Conference Structure in ESCAP will be categorized as a "future-binding" type of ceremonial encapsulation. That means the previous Resolution to Restructure the Conference Structure, assume to be reviewed after five years for the purpose of enhancing its effectiveness.

3- The "Lysenko" type; .in the "past-binding" and "future- binding" types of ceremonial encapsulation, genuine knowledge is encapsulated by the ceremonial beliefs and practices of the community. In the "Lysenko" type of ceremonial encapsulation, on the other hand, the community attempts to achieve instrumentally non-feasible outcomes through ceremonially warranted behaviour patterns.

If instrumental values displace ceremonial values in correlation with behaviour within the institution, a progressive institution changes is said to have occurred. If ceremonial values displace instrumental values in correlation with behaviour patterns in the institution, a regressive institutional change is said to have occurred.

2.2.1.3 Institutional Adjustment in Conference Structure

The time rate of "progressive" institutional change is bounded by the community's capacity to learn the adaptive skills necessary to absorb technological innovation and institutional adjustment (Figure 2.4). As discussed earlier, the time rate of reviewing the Resolution to Restructure Conference Structure is also bounded by resolution 58/1.

Institutional Adjustment
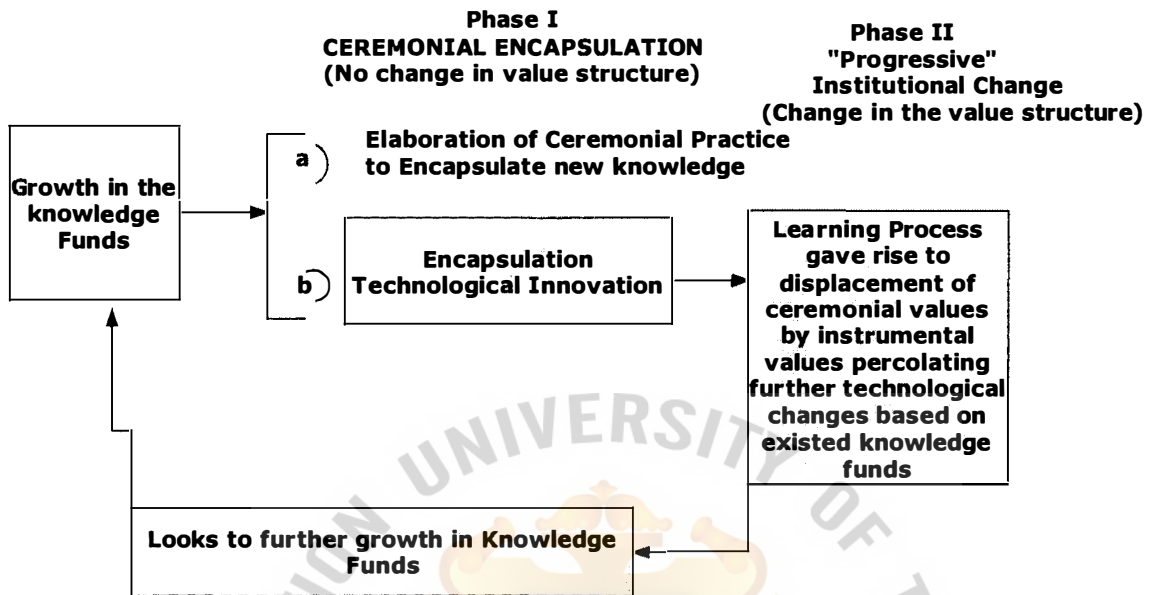
Figure 2.4: The Dynamic Relationship between Growth in the Knowledge Fund and

Progressive Institutional Change (Tool, R.Marc & Bush, Dale. Paul, 2002)

According to neo intuitionalist analysis technology, innovation is the driving force

in institution change. In the ceremonial realm heads and politics change, but there is no

change in institutional structure because there is no change in the value of structure.

In the instrumental realm technological innovation always entails changes in the

standards by which behaviour is correlated. This involves use of value judgments, which

supplant the old standards of judgment with new standards of judgment and thus carry the

potential for change.

According to Foster there must be some social mechanism to arrange roles and

responsibilities of key stakeholders and to facilitate correlation ceremonial with

instrumental patterns of behaviour through changing of habits of thought and open-ended inquiry in order to allow "progressive" institutional change is to occur.

2.2.1.4 Strengthening Mechanisms for "Progressive" Institutional Change in Conference Structure

In fact, if an organization such as ESCAP is expecting technological innovation in its operative works, it needs to apply reliable and standard mechanisms to drive the priorities of the organization to final stages and implementation.

Figure (2.5) is developed by the researcher to be consistent with the work of Bush on institutional adjustment. In this Model the researcher shows how to bridge the gap between normative and operative works? Bridging the gap required such types of organization to increase standard instrumental efficiency of patterns of behaviour through strengthening mechanisms as explained in phase II in the following figure in order to change the organization to a more productive one.

Institutional Adjustment

Phase I
CEREMONIAL ENCAPSULATION
(No change in Normative woks)

Phase II
"Progressive"
Strengthening Normative works lead to feasible
instrumental and ceremonial patterns of behavior
(Change in Normative works)

Before Institutional Changer

reviewing
Instrumental
Patterns of
behavior to
examine open
ended inquiry
process

a)

b)

Elaboration of Ceremonial Practices
to examine problem solving process

determining standard for moral
obligation, habit of behavior and
tools for application knowledge
to catch technological
innovation

Strengthening
Mechanisms gave
rise to displacement
of ceremonial values
by instrumental
values percolating
further technological
changes based on
existed operative
works

Looks to further growth in operative
works

Figure 2.5: Institutional Adjustment upon Normative Works is developed by the

Researcher to be Consistent with the Work of Bush and Foster

This study based upon ceremonial behaviour patterns of ACPR and Subsidiary

Committees in the programme planning cycle will develop mechanisms of Organization

learning and knowledge sharing guidelines as mechanisms for tacit and explicit knowledge

funds (Paul D. Bush, 2008) in a new Resolution to Restructure the Conference Structure.

These mechanisms increase the efficiency of this resolution by impacting on functionality

and technological innovation in ACPR and subsidiary committees and enhancing the

effectiveness of conference structure. These mechanisms seem to bridge the gap between

normative and operative works and increase the feasibility of ACPR and subsidiary

committees but in respect to second gap which exists between member states and the

secretariat, there is a need for another basic mechanism that orders cooperative states

between ACPR and subsidiary committees in connection with the Secretariat. The

mechanism of trust as moral obligations (Bush.D, 2008) arranges roles and responsibilities of key stakeholders according to ranking to maximize the percentage of participants in the conferences. In this context, the mechanism of building trust by ordering roles and responsibilities between ACPR and subsidiary committees, develop collective leadership in ACPR and ownership in subsidiary committees and bridges the gap between member states and the secretariat. Thus the mechanism of trust would be the basis to increase efficiency of ACPR and subsidiary committees through ordering their roles and responsibilities according to ranking. This mechanism needs to link to the mechanism of organization learning in ACPR and the mechanism of knowledge sharing in subsidiary committees. Through these three mechanisms, this study demonstrate the notion of the mechanism of developing collective leadership in organizational learning for feasible relationship between the strategic framework and the programme of work in ACPR and the mechanism of developing ownership in knowledge sharing for a feasible relationship between mandate generation and the evaluation of performance in subsidiary committees. Developing guidelines for these mechanisms in the Resolution to Restructure the Conference Structure may increase its instrumental efficiency through a problem solving process to enhance the effectiveness of conference structure.

2.2.1.4.1 Significance of Mechanism of Trust as Moral Obligation to Order Possible Cooperative States According to Stakeholders' Ranking

Trust is an integrating and growth full force, a releasing process allowing us to focus energy on creating and discovering rather than on defending, whereas fear constrains and blocks.

Nicole A. Gillespie & Leon Mann(2004) suggest that four moral value- integrity, consistency, loyalty, and openness- are essential components of any definition of trust. They further suggest that trust is related to an increased willingness to share information and a greater likelihood of seeking help. Shared codes and language contributes to shared understanding and combined knowledge, which in turn increases the likelihood of exchange.

(Whiteley, 1998), elaborated the verity definition of Trust (Figure 2.6) which mainly indicates the role of trust as a communication system that is identified in design mechanism theory. Trust is an integration mechanism for telling the truth and avoiding uncertainty discussed in different theories.
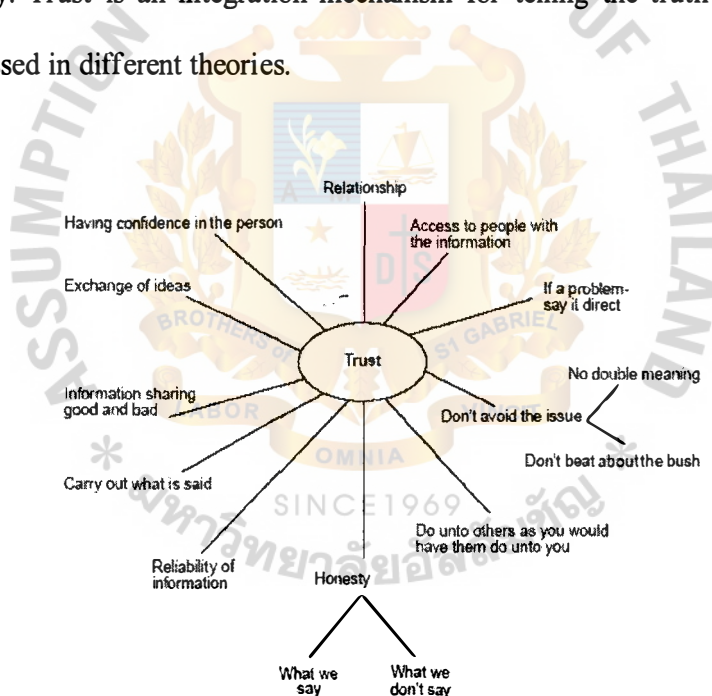
Figure 2.6: Varieties in Definition of Trust

According to (Macoby, 1979) the primary task of a leader is to establish operating principles that build trust, facilitate cooperation, and explain the significance of the

individual in the common good. According to F. M. Paul (1982) creation of trust is the place to start, both personally and as the view point to adopt in an attempt to more fully understand organizational life.

The quality of communication has been linked to effectiveness, and trust is necessary for open communication in an organization (O'Reilly, C.A.I. and Roberts, K.H., 1977). People with a high degree of trust are likely to disclose more accurate, relevant, and complete data about problems, as well as their thoughts, feelings and ideas (Zand, 1972). One prescription for trustworthiness suggests a person should be "as predictable as possible, speak carefully, especially when making commitments, treat promises seriously, and never be deceptive" (Govier, 1992, p.61)

This study based upon a theoretical framework of building trust (Koeszegi, 2004) focuses on the relation between stakeholders and the Institution. Koeszegi refers to the behavioural dimension of trust, which links the concept to interactions between actors rather than to the actors themselves and calls for an analysis of interaction processes and patterns.

Sabine (Koeszegi, 2004) elaborated that every communication unit has two aspects: the "report", conveying information that refers to the content of a message and a "command" referring to how the message should be interpreted and, therefore, defines the relationship between the communicators. Building trust has a significant role in congruence in components of ceremonial behavioural patterns, streamlining in components of instrumental behavioural patterns and alignment between instrumental and ceremonial behavioural patterns.

Sabine (Koeszegi, 2004) identifies three steps which enhance trust-building; First of all, the circularity of interaction patterns makes trusting, as well as distrusting behaviours, self-enforcing processes. Trust-building is a dynamic process where initial trusting acts lead to responses in kind which in turn evoke reinforcement of the initial trust. This type of trust responds to congruence in the components of ceremonial patterns. That means the programme planning cycle-- formulating, planning, budgeting and evaluating resolutions to be worked in sequence and in a consistent manner. Second, building trust is the construction of reputation. This type of trust responds to alignment between instrumental and ceremonial behaviour patterns. Third through exchange theory concepts, such as the norm of reciprocity and fairness principles, have recently received some attention in negotiation research. This type of trust responds to streamlining components of instrumental patterns.

The researcher on the basis of work of Sabine, Foster and Bush developed a Model for trust and institutional adjustment (Figure 2.7) that shows a mechanism of trust, order cooperative states according to stakeholders' ranking to make congruence, alignment and streamlining between and among components of instrumental and ceremonial behaviour patterns.

trust and institutional adjustment

dynamic aspect of trust for ordering role and responsibility of executive board	interdependency in content of message ·····················→ Command	congruence in message between executive board and managers
construction of reputation for ordering role and responsibility of CEO	link between procedural guidelines and implementation practices ·····················→	alignment in message between implementation practices and procedural guidelines
negotiation aspect of trust for ordering role and responsibility of clients	How interdependent message should be interpreted ? ·····················→ Report	streamline in message between clients and managers

Figure 2.7: Model of Building Trust Developed by Researcher is Consistent with Work of Sabine (Koeszegi, 2004) and Moral Obligation in Institutional Adjustment (Tool, R.Marc & Bush, Dale. Paul, 2002)

As discussed earlier, building trust links to organization learning in ACPR and knowledge sharing in subsidiary committees. There are at least two dimensions to the relationship between trust and knowledge that appear to have been under-researched (Connell et al, 2006).

(1) The extent to which knowledge about a situation (including knowledge about partners to be trusted) might lead to more/less trust.

(2) The extent to which a propensity to exchange knowledge might be influenced by mutual trust. Intuitively, a trusting relationship should promote knowledge exchange, particularly during informal exchanges.

For an agent to successfully establish cooperation, it must know of trusted agents that have suitable capabilities. If there is insufficient knowledge of others' trustworthiness or capabilities then it may not be possible to establish cooperation (Griffiths, 2005).

The influence of interpersonal trust in general and trust in management in particular on knowledge sharing is evident (Birgit, R., 2008). However, it is not clear how the relationship between interpersonal trust and knowledge sharing works. Birgit (Birgit, R., 2008) provides a better understanding of that relationship by demonstrating that fear of losing one's unique value and knowledge documentation have a mediating effect on the relationship between trust in management and knowledge sharing. Roger B. Myerson (Myerson et al, 2007) argues we should expect to find generally-accepted systems of rights (ownership) and authority (leadership) that provide effective focal coordination in most of the important games for supply of justice and the foundations of social institutions.

Thus trust in relation to organization learning is to promote the capability of stakeholders who are in the position of decision makers (collective leadership) and trust in relation to knowledge sharing, which involves stakeholders with feasible processing and exchange of information that are rooted in ownership.

2.2.1.4.2 Significance of Mechanisms of Organization Learning and Knowledge Sharing as Knowledge Fund

Organization learning in conference structure could be a tacit to tacit knowledge[21], and knowledge sharing could be as tacit to explicit knowledge[22]. This description of differentiation between organization learning and knowledge sharing somehow reflects the

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[21] That means regular meetings in ACPR for development of a strategic framework and programme of work.
[22] Open-ended meetings, which are participated in by advisory members or groups out of the organization of ESCAP. Subsidiary committees listen to advisory groups out of organization of ESCAP in order to develop their priorities and Evaluate the performance

work of the Nonaka Model for Knowledge Creation (Sameer Kumar and Ganesh Thondikulam, 2005/2006) which show in figure 2.8.
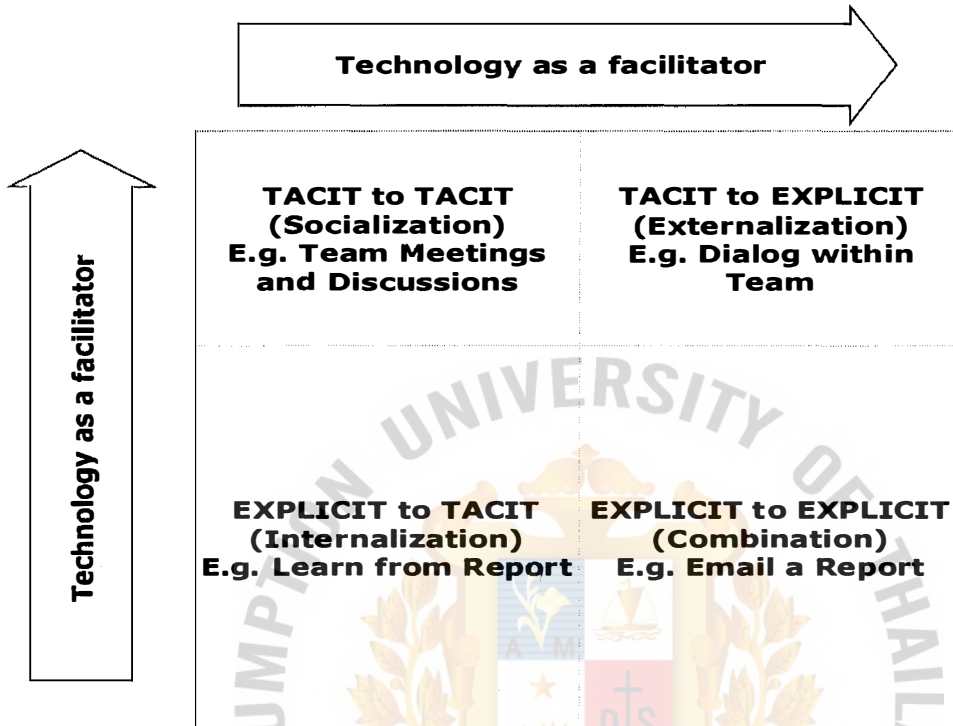
Figure 2.8: Model for Knowledge Creation

Organization learning will be obtained more through face to face communication, and knowledge sharing will be gained more through communication technology. In respect to knowledge sharing, team meeting discussions need to communicate through dialog by using technology to access explicit knowledge; if information is gained through reports they need to communicate through for example, email to convert to knowledge.

Therefore organization learning will mainly work internally with the organization while knowledge sharing will facilitate obtaining the views of internal and external stakeholders. In a global economy, employees, partners, suppliers, and customers are

increasingly sharing knowledge to gain efficiencies in the complete supply chain. In this context organization learning could be like a coordination of activities inside the system and knowledge sharing could be like an assessment of priorities and performance inside and outside the system.

Organization learning could be a mechanism for coordination among activities (budgets and programming) and knowledge sharing could be a mechanism for assessing the priorities (mandates) and performance (evaluation) in institutional development processes. Coordination in activities that have required organization learning will develop collective leadership and assessment priorities and performance that required knowledge sharing will develop ownership.

2.2.1.4.2.1 Significance of Mechanisms of Organization Learning[23] through Collective Leadership in Feasible Strategic Framework and Programme of Works

"Leadership development today is not about the individual skills you look for in one person at the moment of selection, but about what an organization has to think about in terms of creating a school for leaders from the moment they enter the organization" says Maria Broderick, Vice President for global research for the Forum Cooperation (2002).

The approach of learned- Centre Leadership[24], Don Dunoon (2002), involved fostering the

---

[23] Definition of Dixon (1994-5) from organizational learning: organizational learning is the international use of learning processes at individual, group, and system level to continually transform the organization in a direction that is increasingly satisfying to stakeholders. She emphasizes learning as a dynamic process of construction and reconstruction of meaning. Learning concerns the process the organization uses to gain a new understanding or correct the current understanding.

[24] The conceptual basis of learning centred leadership comes from organizational learning theory (Don Dunoon ,2002).

conditions under which people working together, are better able to create visions, productively deal with underlying issues, generate fresh insights, and change workplaces.

To build a learning organization, Senge (1990) takes readers on a journey through five levels of organizational learning, each interconnecting what motivates individuals to learn, to share know-how with colleagues and the steps leaders must take to stop organizations getting dumber and dumber: "Personal Mastery" which is about individual motivation and focus, commitment to the truth, and integrating reason and intuition; Three levels, namely "Mental Models, Shared Vision and Team Learning" that progressively show how intricate team working intelligence needs to be to win the most organizational advantage. Mental models incubated a new business worldview. Shared vision calls for enrolment, commitment, and compliance from the team. And team learning encourages dialogue, discussion and practice within the group, And the Fifth Discipline: "System Archetypes" which avoid organization being tripped, says Chris Macrae, editor of Brand Chartering Handbook and MELNET www.brad.ac.uk/branding/.

Shibley (2001) states, reorganization Learning is a result of collective activities acted, reflected, and repeated by people in the organization. The knowledge and experiences from the former actions, after being reviewed and studied, will serve as the model for the next actions. A simple model of Organization Learning according to (Shibley, J. J., 2001) can be depicted as in Fig. 2.9. This figure shows the relationship between collective leadership and organization learning.
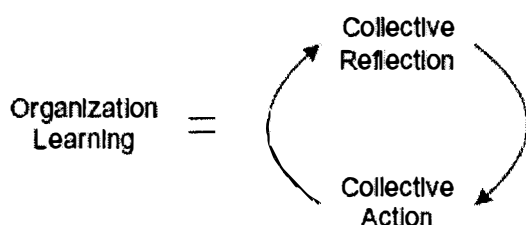
Figure 2.9: Collective Approach of Organization Learning

The above mentioned models reflect the meaning of collective leadership[25] and team work as key transforming processes. This Model expresses the exact function of organization learning, which is promoting the capability of stakeholders at individual, teamwork and organizational level.

Foster says that a leader is an embodied individual and leadership is a shared and communal concept. He advises us to look to the *collective interaction* among a *community* to truly find leadership. Therefore the community will be developed by collective interaction which is a consequence of collective leadership.

In this community *Mutual purpose and shared vision* define the focus not only of what they intend to achieve but their own innate ability to "raise one another to a higher level of motivation."

Ronald McGill (2006), pointed out in collective leadership the attempt directed to have a networking, *building support for ideas and negotiation with focusing on building the social capital of organizations by :*

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[25] Collective leadership is as a growth (Maria Broderick, Vice President for global research for the Forum Cooperation, 2002), strategic (Denis, J., Lamothe, L. and Langley, A,2001) and Transformational process leadership (Harris, Zealma, 1996).

- Clear elevating goals.

- encourage commitment

- develop structure

- good communication system

- evaluating individual performance

- develop unity and identification

- Collaborative climate, (Ronald McGill, 2006).

"The creation of collective leadership groups in which members play complementary roles appear critical in achieving change" Lise Lamothe (2001).

Drath, (2003) introduces another term as connected leadership which includes three collective capabilities (shared, sense-making, connection) and navigates for getting more people working together. In this context, Leaders both shape and are shaped by organizations and examine the "three pillars" of institutions (Scott, 2001): their regulative, normative and cultural systems (Pauchant, 2005).

Yochanan (Altman, Y. & Iles, P., 1998) developed a Model identifying key "transformative processes" as integrating individual, team and organizational learning (Figure 2.10). It draws on systems, strategic, sociological and psychological perspectives. This model is consistent with the work of (Shibley, J. J., 2001) on organization learning as collective learning and the work of (Crossan, 2004) which defined four social and psychological processes of organization learning as: intuiting, interpreting, integrating, and institutionalizing. Yinchuan's Model elaborates more detailed expression on the relationship between cooperative learning and collective leadership. In his view, survival

of the organization depends on the transformation of the Mental Model and shared vision through leadership and team work. This Model shows organization learning is collective or cooperative learning, which develops collective leadership in the organization and expresses that it is the building of trust at an individual level, and the exchange of views at the team level and innovation at an organization level, which directs the organization to good performance. The Model shows the impact of organization learning on strategic frame work. In this regard Yinchuan's, furthermore, identified a process for producing innovation and creativity. In this context, he clarified the relationship between the result of operational works of organization and organization learning. He developed two practical cycles for ceremonial behaviour patterns with these specifications: that the organization uses its capability goods, technology. Or, in the case of ESCAP, its strategic framework to promote individuals through training, teams via mutual support and the organization by continuous improvement development. The output could be human /financial accumulation and development. In the second cycle human /financial accumulation and development, or, in respect to ESCAP, outcomes of conferences could be an input for programme of work, which, through a framework communication system at individual, team projects and products, proceeds to an intercompany communication system at organizational level and brings creativity and innovation for the organization. Yinchuan's work shows that organization learning impacts on ceremonial behaviour patterns and more specifically two components of technological process that means programming and budgeting to access objectives.

A Model for Cooperative Learning

Input   Output

Trans formative Learning Process

```
┌─────────────────────────────────────────────────────────────────┐
│         ┌──────────────┐    ┌──────────────┐    ┌──────────────────┐ │
│         │Organizational│───▶│Team Learning │───▶│Individual Learning in│ │
│         │  Learning    │◀───│              │◀───│  Organizations   │ │
│         └──────────────┘    └──────────────┘    └──────────────────┘ │
│                                                                     │
│    Trans formative of Mental and Shared Vision through Leadership and Teamwork
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Physical goods and Technology	Innovation Continuous Improvement Development	Sharing and Exchange Mutual Support	Trust and openness Support Systems Training and Development	Human Financial capital accumulation and development
Human, Financial and other Resources	Inter-Company Learning Information System	Team Projects Team Product	Frameworks Communication Systems Empowerment	Creativity and Innovation

Figure 2.10: A Model of Cooperative Learning (Altman, Y. & Iles, P., 1998). This Model Consistent with the Innovation Technology, Elaborated by Bush in Institutional adjustment

Yinchuan's work is consistent with Yeo's (2002) investigation into bridging the gap between organization learning and organization performance in which he concluded:

1- Organization learning is regarded as preparing the organization for the future. Results from organization learning efforts should be monitored closely and consistently over a period.

2- Strategic positioning of the organization is regarded as a crucial factor and the first step in directing organization learning.

3- Effective leadership is seen as the next crucial factor in facilitating organization learning.

4- Organization learning is considered a thinking process where conceptualization of new ideas is essential to organizational competitiveness and innovation.

5- Organization learning efforts need to be integrative in their approach in order to meet complexity of organizational make-up

This collective leadership becomes the cumulative energy from behaviour and actions experienced and may be observed, felt, intuited, and learned by the people as the work, interact and relate dynamically with each other (Duffy Atkin, P.A., 2002).

In order to generate purposeful participation, the Executive Secretary of ESCAP needs to make sure everyone is absolutely clear about how the team will operate, what kinds of decisions it will make, and what roles each member will be expected to play. In this context the two dimensions of performance, results and effectiveness are closely linked.

While organization learning through collective leadership could be a tacit to a tacit knowledge to integrate strategic framework and programme of work with their standards for feasible ceremonial patterns, knowledge sharing through ownership could be a tacit to explicit knowledge to integrate priorities and evaluating performance with their standard for feasible instrumental behaviour patterns in institutional development processes.

2.2.1.4.2.2 Significance of Mechanism of Knowledge Sharing through Ownership in Feasible Generation of Mandates for Sub-Programmes and Evaluation of Performance

Why are we facing the challenge of critical acquisition knowledge loss? A summary answer is that there is no established process within the federal acquisition community to capture, adapt, and transfer for reuse, on a consistent or disciplined basis, the workforce's relevant knowledge, information, and most importantly, experience and insight (Kaplan, 2008).

*"A culture of co-operation, collaboration and trust is a necessary precursor
to knowledge sharing" said Patricia Harrison senior lecturer at Liverpool
John Moores University School of Management.*

Tsai, W., and S. Ghoshal (1998), in turn, examine social capital for knowledge sharing through three categories, which they name the structural, relational, and cognitive dimensions of social capital. The structural dimension refers to the actual links between individuals or social units (i.e., where and to whom an individual is connected). The relational dimension refers to behavioural assets and requirements embedded in the relationship, including elements such as trust, norms, identity, obligations, and expectations. Finally, the cognitive dimension refers to shared paradigms, codes, and systems of meaning that facilitate a mutual understanding of proper ways of acting within a social system (Tsai, W., and S. Ghoshal, 1998).As with economic behaviour, if the perceived benefits at least equal the costs the exchange process will continue; if not it will cease.

Irmer (Abusah, 2002) stated that the perceived benefit of sharing knowledge will be positively related to knowledge sharing intentions.

For a complex organization such as ESCAP due to the widespread participation in decision making, it is essential that all members have the required information at hand so as to understand the operational, tactical, and strategic direction of the organization. In fact the most powerful rationale behind the need for cross-functionality is the transfer of tacit knowledge because it is difficult to codify. The optimal design would require a common database with pre-planned tools to convert data into information, ready for use as input to various operational procedures and other decision support systems.

The progression from data to information to knowledge results from adding context and value to the process reflected in the Model of Mirghani et al, (2004), (Figure 2.11).
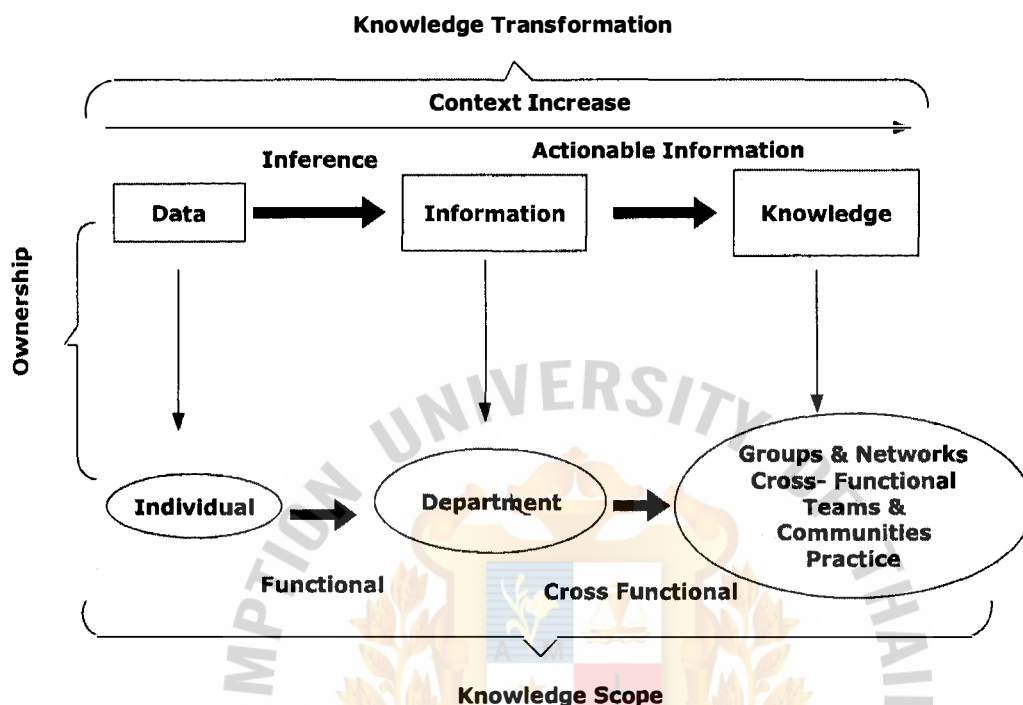
Figure 2.11: Knowledge Transformation Model

The Model shows knowledge transformation phases in relation to their corresponding dominant owner.

In data warehousing there are eminent problems where data may be syntactically and semantically invalid unless the owner adds values by carrying out data cleansing or interpretation.

Information is data with context structured into momentous patterns. However, using intellectual insights to draw actionable decisions from these patterns is knowledge. For instance the railway networking document of a specific country of ESCAP is just data that can be used for different purposes. If the transport division of ESCAP associated data

from the railway system of one country with that of other countries, that will result to information. Furthermore if ESCAP uses the resultant information to develop pilot projects for the top 10 percent for their exceptional performance in their cooperation, then that is knowledge.

Model of Mirghani Mohamed, Michael Stanky and Arthur Murry (2004) shows the functional use mechanism for identifying priorities or mandate generation and the process for functional and cross-functional use of data which is missing in ESCAP. This Model also indicates how priorities and mandates are generated through ownership [26]and proceed to desired performance. Desirable performance in organizations requires continuous evaluation of its function.

Figure 2.12 developed based upon the work of Dahlström (2004) for evaluating the situation which shows how institutions are evaluated with different questions depending on the evaluation situation.

Performance evaluation of sub-programmes in subsidiary committees in fact responds to questions such as "is the organization working?" The secretariat needs to use common questions for measurement according to the identified criteria to show the scale of performance whereas member states need to use the non common question measurement to realize weaknesses and strengths of performance. The secretariat in ESCAP measures

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[26] Ownership could be as a right to make an organization accountable. Ownership means that somebody is free to do something about some object that is owned by him/her (Bennis, W.G. and Thomas, R.J, 2002b).
Ownership management means top down commitment and to initiate adaptive capacity by knowledge sharing (Bennis, W.G. and Thomas, R.J, 2002b) through the following:
(1) The ability to engage others in shared meaning;
(2) A distinctive and compelling voice;
(3) A sense of integrity; and
(4) Adaptive capacity, an ability to conquer a negative situation and emerge stronger

performance on the basis of identified criteria that are submitted by UN headquarter but member states need to measure performance of sub-programmes on the basis of non common questions that are identified by audits to realize weaknesses and strengths of the organization. That means evaluating performance of sub-programmes in Subsidiary committees requires non common questions to give them ownership.

Figure 2.12: Institution's Evaluation through Different Situation

In an environment where legitimacy is sought on the basis of social and environmental (as well as financial) performance, improvement in the level of accountability should enhance the continued legitimacy of the organization in the medium-term. However, to enable this, the outcomes of accountability processes should be (re)enforced into the day-to-day running of the organization (James A. (Andy) Wood and Bruce E, 2007).

Whereas priorities or Mandates need to be generated from Individual data (member states) and could be as an output of a knowledge sharing Mechanism and give ownership to member states in subsidiary committees, evaluation of the performance of sub-programmes in Subsidiary committees needs to be considered as an input to the mechanism of knowledge sharing in order to formulate resolutions to rely on the strengths of the organization. Therefore the mechanism of knowledge sharing creates the relationship between priorities and evaluation of performance of sub-programmes. Figure 2.13 shows the whole process of theoretical framework. That means a Mechanism of Trust (Koeszegi, 2004); see Fig 2.7. A Mechanism of organization learning (Altman et al, 1998) shown in Figure 2.10 and a Mechanism of knowledge sharing (Mirghani et al, 2004) shown in Figure 2.11 are consistent with the Model of Bush shown in Figure 2.4 and the expression in Moral obligation and knowledge funds in institutional adjustment.
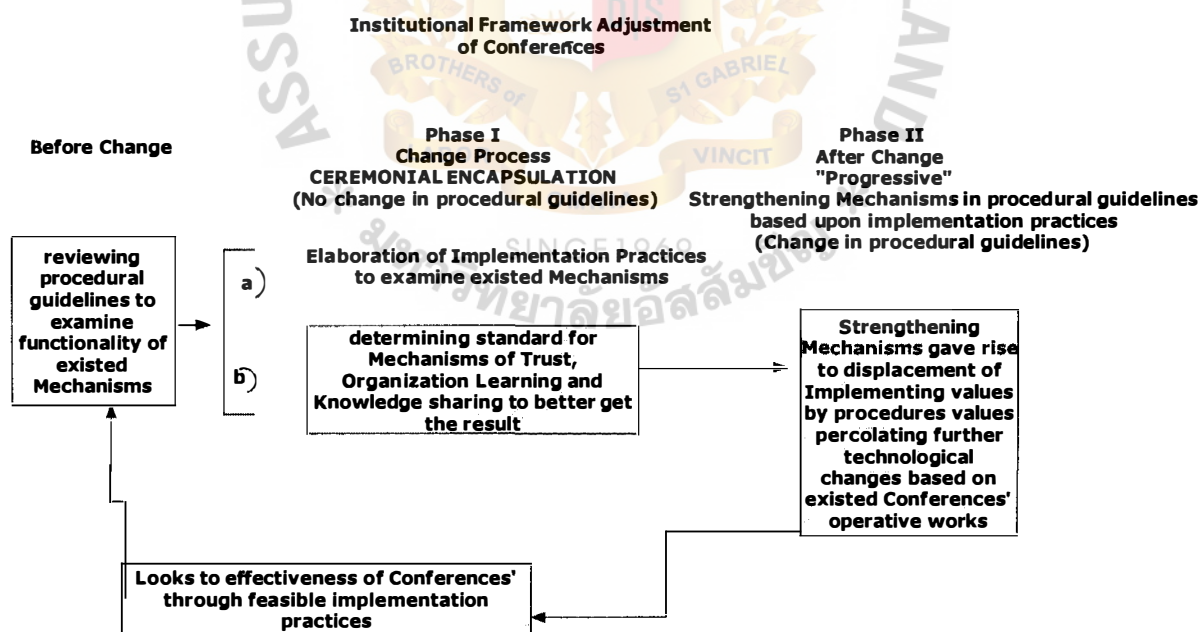
Figure 2.13: Theoretical Frameworks for Institutional Framework Adjustment of

Conferences

As the result of the above discussion a mechanism of trust could be for ordering cooperate states among stakeholders according to ranking, to clarify roles and responsibilities of ACPR and subsidiary committees in the programme planning cycle and accordingly in the Resolution to Restructure the Conference Structure. Organization learning could be a mechanism for collective leadership in ACPR to create a relationship between programmes and the budget of sub-programmes, and knowledge sharing could be a mechanism for ownership in Subsidiary committees to create a relationship between mandates and evaluation of performance of sub-programmes. This process encapsulates instrumental patterns of behavor (Resolution to Restructure the Conference Structure) with ceremonial patterns (programme planning cycle) which enhance the effectiveness of conference structure. On the basis of the above discussion, dependent and independent variables of the dissertation are reflected in figure 2.14.

Independent Variables   **Dependent Variables**

| Mechanism of Trust |
| Mechanism of developing Collective Leadership in Organization Learning |
| Mechanism of developing Ownership in Knowledge sharing |

Feasible roles and responsibilities in ACPR and subsidiary committees

Feasible relationship between programme and budget in ACPR

Feasible relationship between mandate and evaluation in subsidiary committees

Effectiveness of Conference Structure

Figure 2.14: Research Dependent and Independent Variables for Enhancing Effectiveness

of Conference Structure of ESCAP

2.3 Conceptual Frameworks

2.3.1 Bridging the Gaps in Conference Structure by Reviewing the Previous Resolution to Restructure the Conference Structure

The researcher, under the topic of theoretical frameworks, has discussed institutional structure and value structure or mechanisms as two notions for institutional development and change in the organization in order to make it effective. Normally the gap exists between normative works or mechanisms that are inherent in the Resolution to Restructure the Conference Structure and operative works in conference structure.

The researcher, in bridging the gap, has discussed how to enhance effectiveness of institutional frameworks of conferences in ESCAP; he proposes doing this through developing the mechanisms based upon trust, organization learning, and knowledge sharing in a new Resolution to Restructure the Conference Structure.

2.3.1.1. Mechanisms Based upon Normative Works to Bridge the Gap with Operative Works

According to Heifetz, R.A.& Linsky, M. (2002), technical problems are those that are easily solved while adaptive problems refer to problems that are not well defined; therefore the solutions are not well-known in advance. The gap between normative and operative works in conference structure could be similar to that of adaptive problems. When adaptive problems exist, there are generally many different stakeholders involved; each with his or her own interpretation of the issues at hand. It is most important that solutions stem from the stakeholders themselves, not from one single entity; this is because "the problem is rooted in their attitudes, priorities, or behaviour" (Heifetz, R.A.et al, 2004).

Stakeholders are of two types: The first are those in the Secretariat who are in the position of planning and implementing and are normally based in the Bangkok headquarters; the second are the member states; they, project their priorities and evaluate the outcomes needed to realize their roles and responsibilities in the inter-relationship between a Resolution to Restructure Conference Structure and the programme planning cycle—the starting point for creating an environment of cooperation.

The researcher will examine three types of coordination mechanisms to bridge the gaps between normative and operative works from one side and member states and the Secretariat from other side in ESCAP. The first is a mechanism of trust for ordering roles and responsibilities between the Secretariat and member states in formulating, planning, budgeting, and evaluating resolutions (Model of Koeszegi, 2004). In fact, this mechanism is the basic mechanism to order cooperation among member states in moving between organization learning in ACPR and knowledge sharing in subsidiary committees. This mechanism comes about through the development of collective leadership and ownership. This is why building trust comes first. Without it, the roles and responsibilities of member states become confused, reducing their participation in conferences. In this context, the researcher explores another two mechanisms for the feasible functioning of ACPR and subsidiary committees. Second after trust, therefore, is a mechanism for organization learning through collective leadership; this would be designed to manage a change of habitual practices in member states and could be handled by ACPR in cooperation with the Secretariat (Model of Altman & Iles, 1998) in such operations as the making of relationships between programme and budget; it would encapsulate their new behaviour with their standards which need to be inserted in a new Resolution to Restructure

Conference Structure. The third mechanism of knowledge sharing would be through ownership by creating an open-ended inquiry process among member states (Model of Mirghani, Stanky, and Murry, 2004) and (Smallman, 2007); this would be designed to create a relationship between mandates and evaluations. It would encapsulate their new behaviour with their standards, which would need to be inserted in new Resolution to Restructure Conference Structure

2.3.1.1.1 Instrumental Tool for Developing a Mechanism of Trust to Order Roles and Responsibilities between Member States (ACPR and Subsidiary Committees) and the Secretariat

A mechanism of trust can combine moral values such as integrity and consistency (Butler and Cantrell, 1984) and willingness to share information (Nicole A. et al, 2004) with mechanisms for relationship and honesty (Whiteley, 1998) and to facilitate cooperation (Macoby, 1979). It is defined in this study as a way to order cooperation between member states and the Secretariat according to ranking in the organization.

Lack of trust and confidence between member states and the Secretariat has affected the operative works of Conferences. Trust, as a prerequisite for agreements on operative works, (In search of UN compact, 2007[27]) is identified by a four-nation initiative.

A mechanism of trust could provide a basic communication system between the Secretariat and the member states; it would allow them to align and streamline the

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[27]The four nation initiative is composed of Thailand, Chile, Sweden and South Africa; the group combined to make a reform in the UN (www.the4nation.org)

operative works of conference structure in ESCAP. With such a tool they could circumvent the many powers, influences, and politics among member states or the Secretariat that block the fair negotiation and ordering of cooperating states.

In fact, the mechanism of trust helps stakeholders to strengthen communication among themselves toward shared visions while mechanisms of organization learning and knowledge sharing help stakeholders to strengthen the process of work in the institution. Both mechanisms make organization integrative and creative. Beslin et al (2006), stated "communication can help build trust—between peers, employees and leaders and between a company and its external audiences that facilitates growth. To create a trusting environment, communications must be authentic, two-way, open, and honest. Our role is to ensure that we continue to strive to achieve such communications."

For this purpose, the researcher uses the work of Koeszegi, (2004), which elaborates three processes for building trust. According to him, at first, building trust in the dynamic process where initial trust leads to responses that reinforce the trust act. This process makes components of the programme planning cycle congruent through dynamic communication between ACPR and the sub-programmes. That is to say it identifies the role and reasonability of ACPR in the relationship between the strategic framework and the programme of work for the sub-programmes. Components of the programme planning cycle of ESCAP during previous years have looked like a circulation of interaction without specific outcomes; this is because traditionally, they have remained a separate component in relation to priorities, programmes, budget, and evaluation. The second process could be construction of reputation between member states and the Secretariat through alignment between the planning cycle of programmes and the Resolution to Restructure the

Conference Structure. In other words the process should be consistent among mandates, programmes, budgets, evaluation of programme planning cycles, and their standards in the Resolution to Restructure the Conference Structure. Member states need to ensure that the planning cycle programmes of ESCAP are exactly supervised by the Resolution to Restructure the Conference Structure. This type of interaction grows trust and facilitates cooperation between the Secretariat and member states allowing operative works to interrelate. The third process could be likened to the exchange theory concept, which will bring mutual privilege between members of subsidiary committees in the formulation of fairness policy. This process helps to streamline the generation of mandates for sub-programmes and the evaluation of their performance in subsidiary committees. Fairness, inclusivity, and a policy for comprehensive action require negotiation in subsidiary committees as an aspect of trust.

In Figure 2.15, the researcher, has developed a three-step diagram as an instrumental tool for measuring the mechanism of building to order the level of trust around cooperative states in the relationship between the Secretariat and member states. He has based his work on that of Koeszegi, (2004), which is elaborated in Figure 2.7, but is inconsistent with design mechanism theory.
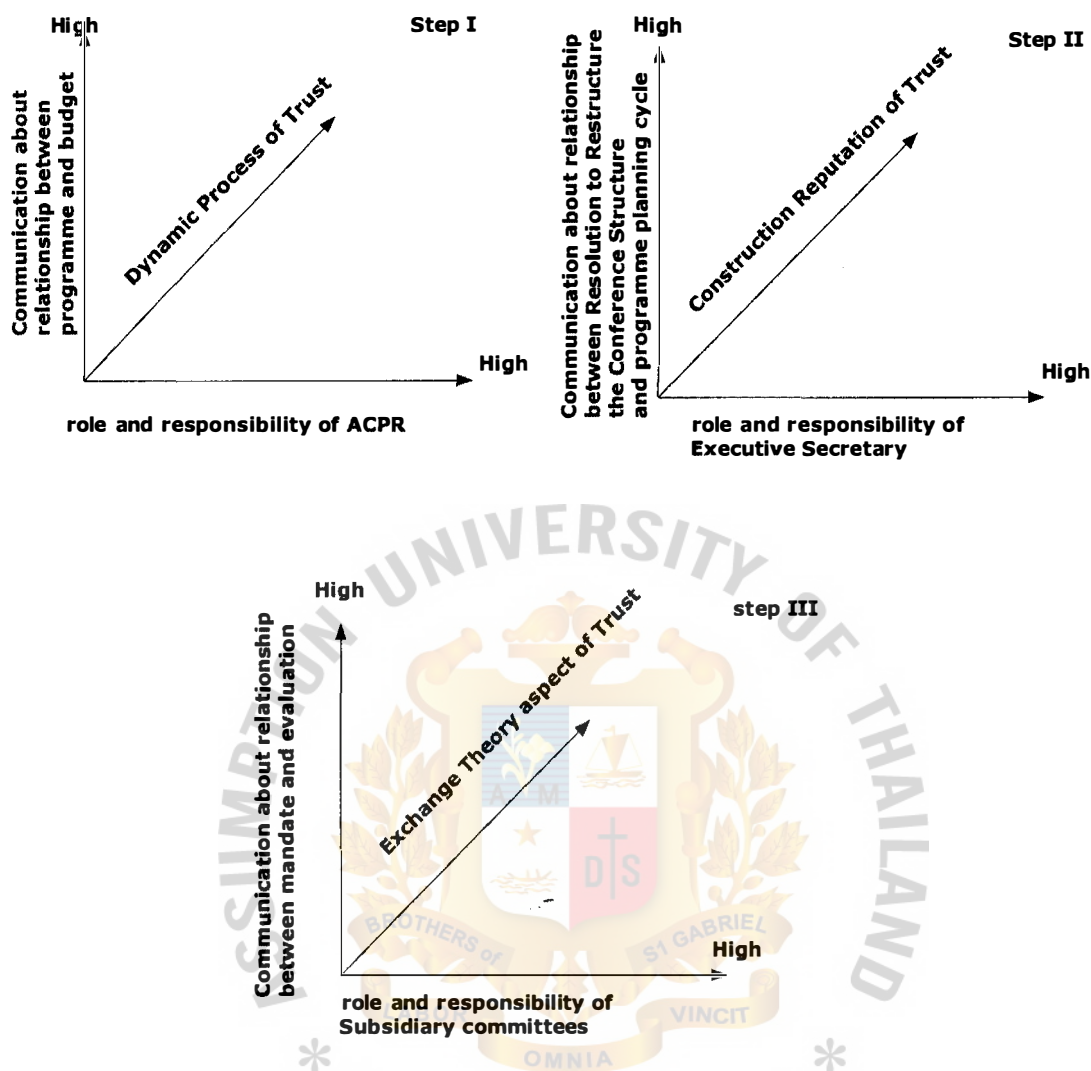
Figure 2.15: Three-Steps Instrumental Diagram Tools for Measuring Mechanism of

Building Trust in Ordering Role and Responsibilities between Secretariat and Member

States in Conference Structure

The above diagrams illustrate three levels of building trust for arranging roles and

responsibilities between the Secretariat and member states. At the first step, the Secretariat

communicates with ACPR to find out methods for achieving consistency between the

strategic framework and the programme of work of sub-programmes. This step is the

dynamic aspect of trust in which ordering the roles and responsibilities of ACPR develops

collective leadership and gives more congruence and consistency to the components of the programme planning cycle. At the second step the executive secretary communicates with member states in moves to align the programme planning cycle with a Resolution to Restructure Conference Structure. Alignment between the programme planning cycle and the Resolution to Restructure Conference Structure requires the construction of a reputation between the Executive Secretary and member states. This reputation is one that means stakeholders of the organization can feel that all facets of the programme planning cycle are supervised by the Resolution to Restructure Conference Structure. In the third step, subsidiary committees communicate with sub-programmes on how to negotiate the generation of mandates and the evaluation of performance to help in streamlining standards for formulating resolutions. That means member states negotiate for mutual privilege in streamlining the generation of mandates for sub programmes and the performance evaluation of sub-programmes. Developing negotiation exchange in subsidiary committees provides ownership to the organization.

ACPR and subsidiary committees, besides ordering cooperation, need to use the capability of the Secretariat for dynamic action, consciousness-raising, and informed change in planning and budgeting resolutions; this is called organization learning and uses the capacity of member states in knowledge sharing; This is done through an open-ended inquiry into mandating and evaluating the performance of resolutions. Strengthening mechanisms encapsulate a programme planning cycle that increases the value of a Resolution to Restructure the Conference Structure.

2.3.1.1.2Instrumental Tool for Developing Mechanism of Organization Learning through Collective Leadership to Ensure Feasible Function in ACPR

Strengthening the mechanism of organization learning to develop collective leadership, motivates ACPR in cooperation with the Secretariat to participate actively in the process of implementing the resolutions. It avoids duplication and overlap in programmes and narrative documentations, and it provides a clear and transparent picture of outcomes of the conferences.

As mentioned in theoretical framework organization, learning is a type of tacit to tacit knowledge. Leadership tacit knowledge building is an interactive process involving acquiring tacit knowledge, applying it to new contexts (action), and evaluating the outcome of the actions (reflection) Annick, Janson (2007).

Augustus (2005) conceptualized the following seven dimensions for organization learning:

(1) Create continuous learning opportunities (continuous learning).

(2) Promote inquiry and dialogue (inquiry and dialogue).

(3) Encourage collaboration and team work (team work).

(4) Establish systems to capture and share learning (embedded systems).

(5) Empower people toward a collective vision (empowerment).

(6) Connect the organization to its environment (systems connections).

(7) Provide strategic leadership for learning (provision of leadership).

Becoming a learning organization (Senge (1990)) requires an intellectual and emotional transformation of the organization's workforce, which needs appropriate

patterns. Experience and theory involving high performance organizations have made methods for achieving such transformations widely understood. Senge's work is inconsistent with Altman Y & Iles.P (1998), which emphasizes the transfer of mental model and shared vision for organization learning.

Organization learning is the place for participants--both managers and leaders--to change their behaviour, develop their emotional intelligence, and act for the common good (Groves, 2006).

According to Na¨slund.D, (2006), learning organizations are characterized by employee involvement in a process of collaboratively conducted, collectively accountable change directed towards shared values.

This is consistent with the Model of Senge (1990), which defined the process of organization learning as "Mental Models, Shared Vision, and Team Learning" and (Shibley.J.J, 2001), which stated organization learning is a result of collective activities acted, reflected, and repeated by people in the organization. Their perspectives are consistent with the work of Altman.Y & Iles.P (1998) which identifies key "transformative processes" for OL in the organization.

Organization learning through collective leadership correlates a strategic framework with a programme of work. According to this mechanism, the strategic framework and programme of work of sub-programmes developed at organizational level through collective cooperative learning with ACPR on the basis of the priorities of member states; these will be initiated through team learning, shared vision, and mutual support and will extend to member states through training courses and a commitment to truth.

The programme of work (budget) is the result of the strategic framework process. If the Secretariat needs to prepare a programme of work it will seek to generate a budget for acceptable and developed innovation in the strategic framework by collecting the views of focal points among member states; it will then define appropriate mutual projects for greatest budget efficiency and, finally, will set up an information system to integrate a budget for a developed project.

In Figure 2.10, the researcher in accordance with the work of Altman et al. (1998), develops a Model as an instrumental tool for measuring the mechanisms of organization learning through the collective leadership in ACPR. The intention is to ensure feasible planning and budgeting for adopted resolutions. The Model helps to examine the function of ACPR in relationships between strategic framework (programmes) and programme of work (budgets) of sub-programmes.
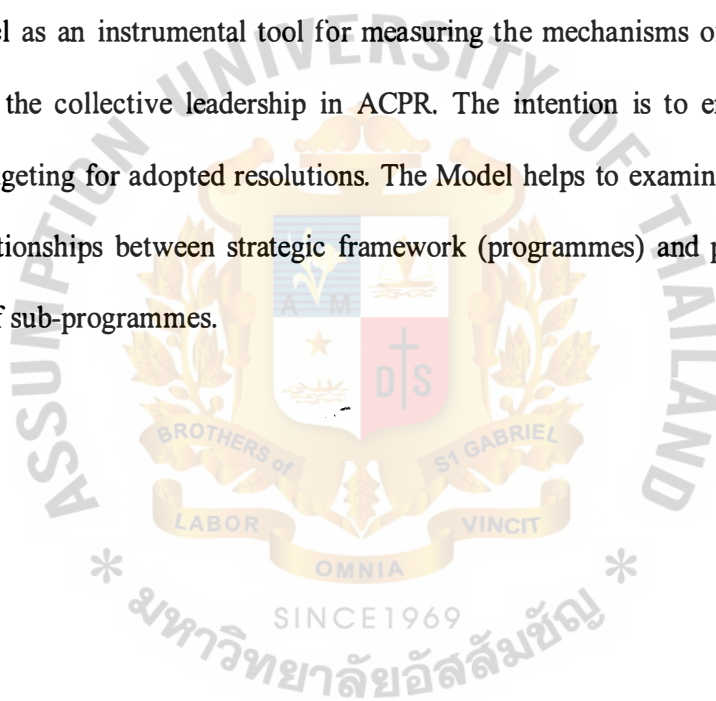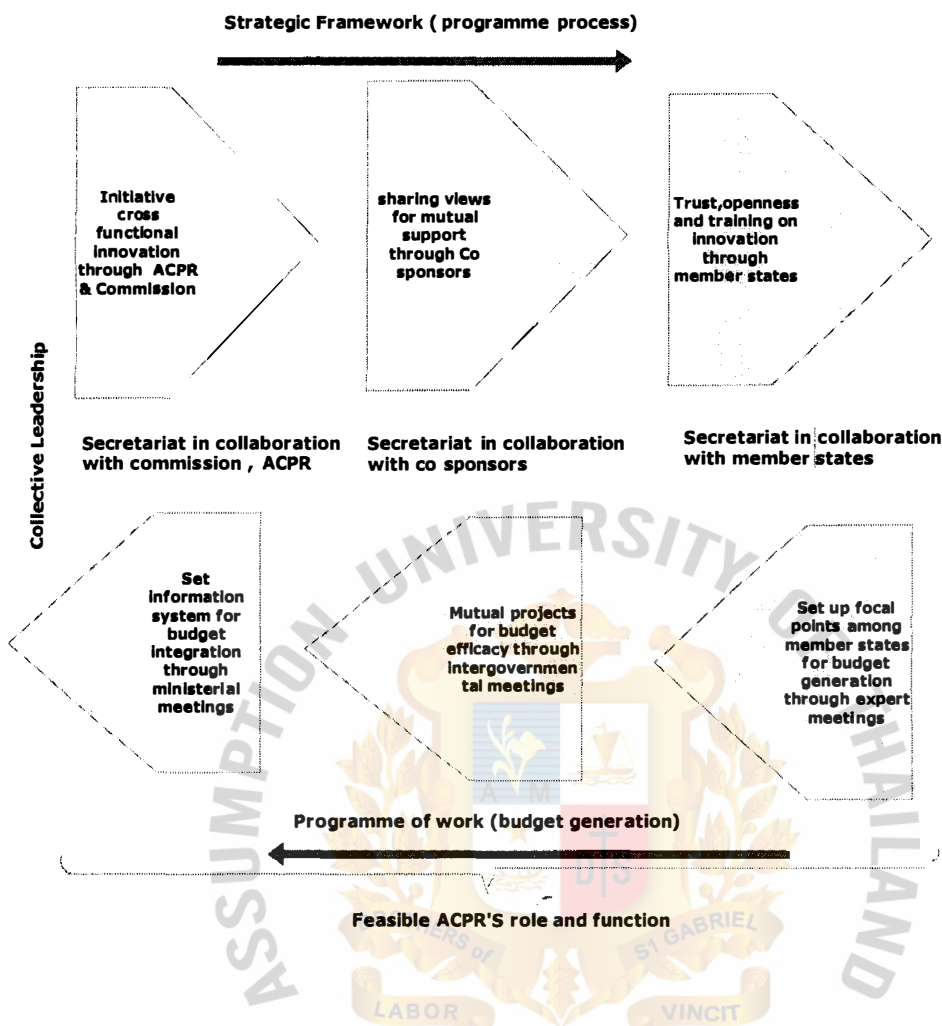
Figure 2.16: Instrumental Tool for Measuring Mechanism of Organization Learning for Correlation of Programme and Budget in ACPR

Thus, the ACPR has the main function in developing a strategic framework (programme) and a programme of work (budget). Initially, when a new challenge is launched, the strategic framework needs to be developed by the Secretariat on the basis of the priorities of member states. ACPR also needs to review a strategic framework to be assured of its consistency with the priorities of member states. In the next step, developed innovation or policy papers need to get mutual support. This process requires openness in

the circulation of related information on both policy papers and the informative training courses at individual level. This means member states need to be informed about the argument of innovation in the strategic framework. The document of the strategic framework discusses expected accomplishments of sub-programmes and could be the input for a programme of work (budget) of the programme planning cycle.

In this context, this study investigates through habitual life or the function of ACPR in the problem-solving process; here expected accomplishments in the strategic framework need to be submitted to member states to generate a budget and encourage interest among member states to join in mutual projects and services. For example a railway network is the expected accomplishment: this needs to be generated from a transport priority28 (such as a resolution to develop a railway network). This innovation needs to get mutual support from member states by informing then through openness and training. Accordingly, the Secretariat for implementing the strategy, first needs to call upon focal points among member states to generate contributions to a budget and to create a mutual project to realize budget efficacy; finally it needs an inter-organizational information system for determining railway budget integration.

Whereas a mechanism of organization learning grows for managing the habitual life of ACPR in cooperation with the Secretariat, the mechanism of knowledge sharing springs up for open-ended inquiry about formulating new resolutions in subsidiary committees.

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[28] The researcher described in chapter 1 how the titles of divisions of ESCAP indicate the practical priorities or mandates in a programme planning cycle. The thematic committees indicate the standards for priorities or mandates in the Resolution to Restructure Conference Structure.

2.3.1.1.3 Instrumental Tool for Developing Mechanism of Knowledge Sharing through Ownership to Ensure Feasible Function in Subsidiary Committees

Knowledge in organizations often becomes embedded not only in documents or repositories but also in organizational routines, processes, practices, and norms (Beugre et al, 2006). Knowledge changes our understanding of issues at hand through testing and experiencing what "should" happen versus what "does" happen. Thus, *a knowledgeable organization* can only exist when it *experiences the issues at hand,* (McGill, 2006).

Knowledge sharing develops through open ended inquiry via subsidiary committees; they will give ownership to member states and account the Secretariat.

It is suggested that accountability means institutions are under enormous pressure to disclose relevant and reliable information to internal and external stakeholders (Augustus, 2005).

Knowledge sharing is a type of tacit to explicit knowledge (internal and external). Good internal and external communication is therefore being valued within participating institutions as a key process for consulting, interacting with, and informing staff, and other stakeholders about policy, strategy, values and direction of the institution (Augustus, 2005).

As the SWOT analysis indicates the present priorities (mandates) of the conference structure is driven by the Secretariat. This is mainly due to the fragmentation in the process of consultation and inquiry about policy, values, and the direction of sub-programmes in subsidiary committees. Subsidiary committees are fragmented, and lack sequence and consistency in their agendas.

For example the statistics issues are covered by the poverty alleviation division of ESCAP while the Secretariat has created a separate statistics section. On the other hand there is no link between statistics and the Information Communication Technology (ICT) division although it seems these two divisions are interrelated and there is no clear role and purpose for emerging-issues priorities either.

This process affects the function of subsidiary committees in formulating resolutions. Member states as owners of the United Nations in subsidiary committees have the responsibility to examine the relationship of cross- functional new innovations in the process of formulating new resolutions) and to evaluate the performance of implemented resolutions in close communication with the Secretariat.

Gibson (2001), in his Model, identifies the relationship between knowledge sharing for identifying the priorities and for evaluation. Gibson argues that group members may influence each other's cognition by highlighting specific information, drawing attention to faulty logic, and presenting arguments in support of specific ideas, which required more clarification with the evaluation process. In this context Carl Dahlström, (2004) elaborates the process of evaluation in different situations.

The researcher, consistent with the Model (Figure 2.11) of Mirghani et al, (2004), develops an instrumental tool Figure 2.17 for measuring the mechanism of knowledge sharing and ownership between mandate generation and performance evaluation of sub-programmes in subsidiary committees. In relation to evaluation, Mirghani Mohamed, et al (2004) and particularly Carl Dahlström (2004) provide a Model for evaluating performance in different situations. In respect to evaluating the performance of sub-programmes, this study categorizes two situations: that of the Secretariat and that of the subsidiary

committees. The task of the subsidiary committees is to examine the question "Are they doing the right things?" The situation of the Secretariat is examined by "Are the right things working?"
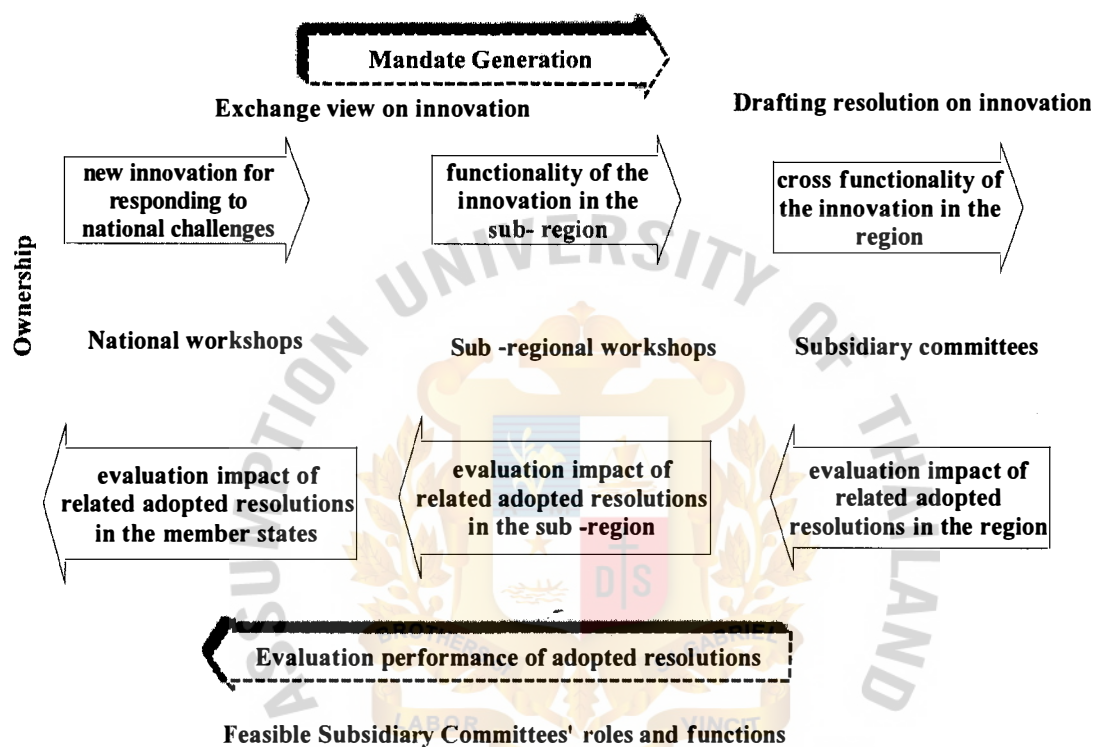
Figure 2.17: Instrumental Tool for Measuring Mechanism of Knowledge Sharing for Correlation of Mandate and Evaluation of Performance in Subsidiary Committees

According to the above Model, sub-regional workshops need to develop data for specific challenges of the region at country level; and the data need to describe examination of Subsidiary committees of ESCAP in order for them to be realized as sources of reliable knowledge for formulating resolutions. This process assists the functionality and cross-functionality of the formulated resolutions. Formulated resolutions need to be related to the evaluation performance of sub-programmes if they are to be reliably responsive to

functional and cross-functional challenges; this is important if member states are to be given ownership.

Even if a "programme performance report" illustrates the relationship between the generation of a mandate and the evaluation of performance there is still no developed diagram available to show a comprehensive relationship between generation of mandates and performance evaluation of sub programmes.

2.3.1.2 Increased Efficiency of the Resolution to Restructure the Conference Structure Utilizing Standard's Normative Works

In a diverse organization such as ESCAP, the member states are not able individually to monitor all the processes of formulating, planning, budgeting and evaluating resolutions. In this situation the only solution is to increase the efficiency of the Resolution to Restructure the Conference Structure. That means changing the guidelines in a new Resolution to Restructure the Conference Structure in such a way that a supervisory role to the instrumental patterns of behaviour is always observed. Thus, the purpose of this study is to orchestrate mechanisms based upon trust, organization learning through collective leadership, and knowledge sharing through ownership; this should be done in such a way as to demonstrate integrated guidelines for formulating, planning, budgeting, and evaluating the performance of sub-programmes in a new Resolution to Restructure the Conference Structure.

A Resolution to Restructure the Conference Structure is composed of tools and skills for the application of knowledge and funds through a problem solving process such these are provided by ACPR and subsidiary committees (Figure 2.18).
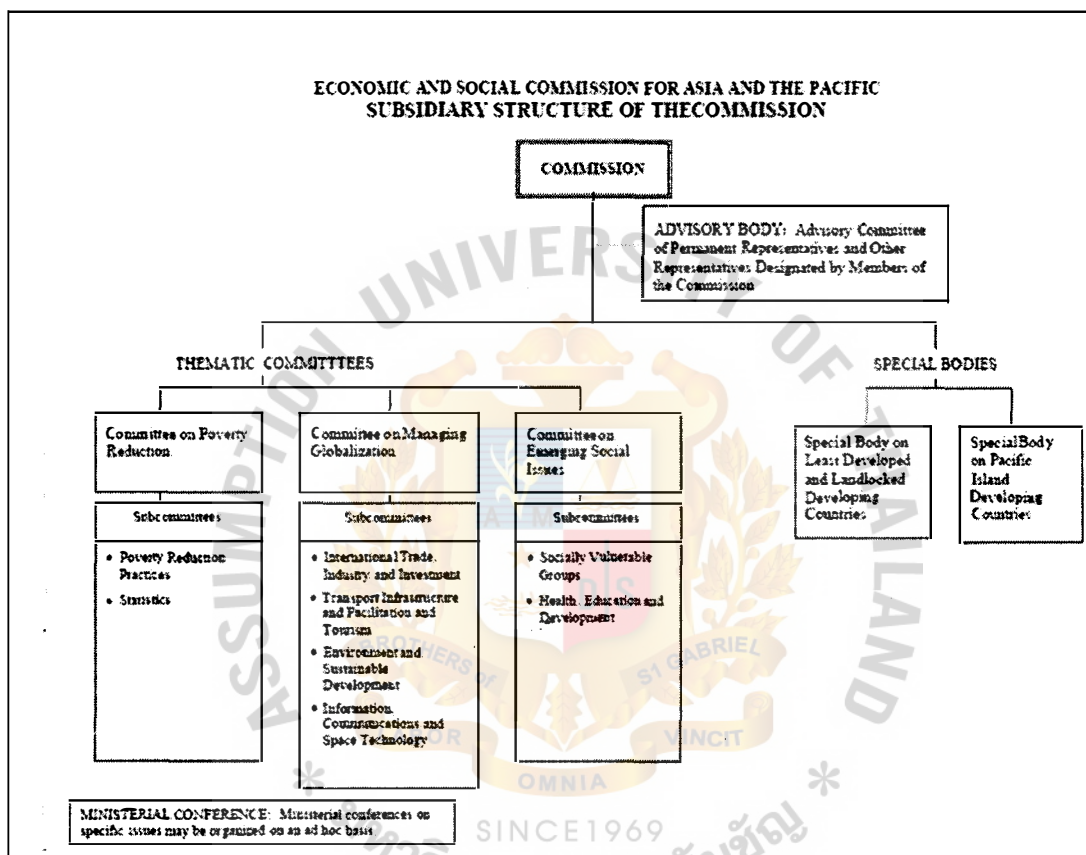
Figure 2.18: Tools and Skills for the Application of Knowledge and the Process of Decision Making in a Resolution to Restructure the Conference Structure

Thus the Resolution to Restructure the Conference Structure is the essence of the programme planning cycle while, at the same time, the programme planning cycle is the source for the Resolution to Restructure the Conference Structure. Therefore, increasing the efficiency of the Resolution to Restructure the Conference Structure of ESCAP will be

caused by changing habitual life in the programme planning cycle; hence this circular process can be called the encapsulation of "progress".

2.3.2 Conclusion: Discussion on Conceptual Framework

The researcher, for consistency with Figures 2.15, 2.16, and 2.17 developed a conceptual framework to show the process of feasible formulating, planning, budgeting, and evaluating resolutions within the conference structure of ESCAP. A conceptual framework, illustrated in Figure 2.19, shows the relationship between feasible formulating of a resolution and evaluating its performance, and feasible planning and budgeting of adopted resolutions in subsidiary committees and ACPR, all based upon mechanisms of trust, organization learning, and knowledge sharing. This process may also enhance the effectiveness of the conference structure by bridging the gap between collective leadership in ACPR and ownership in subsidiary committees.
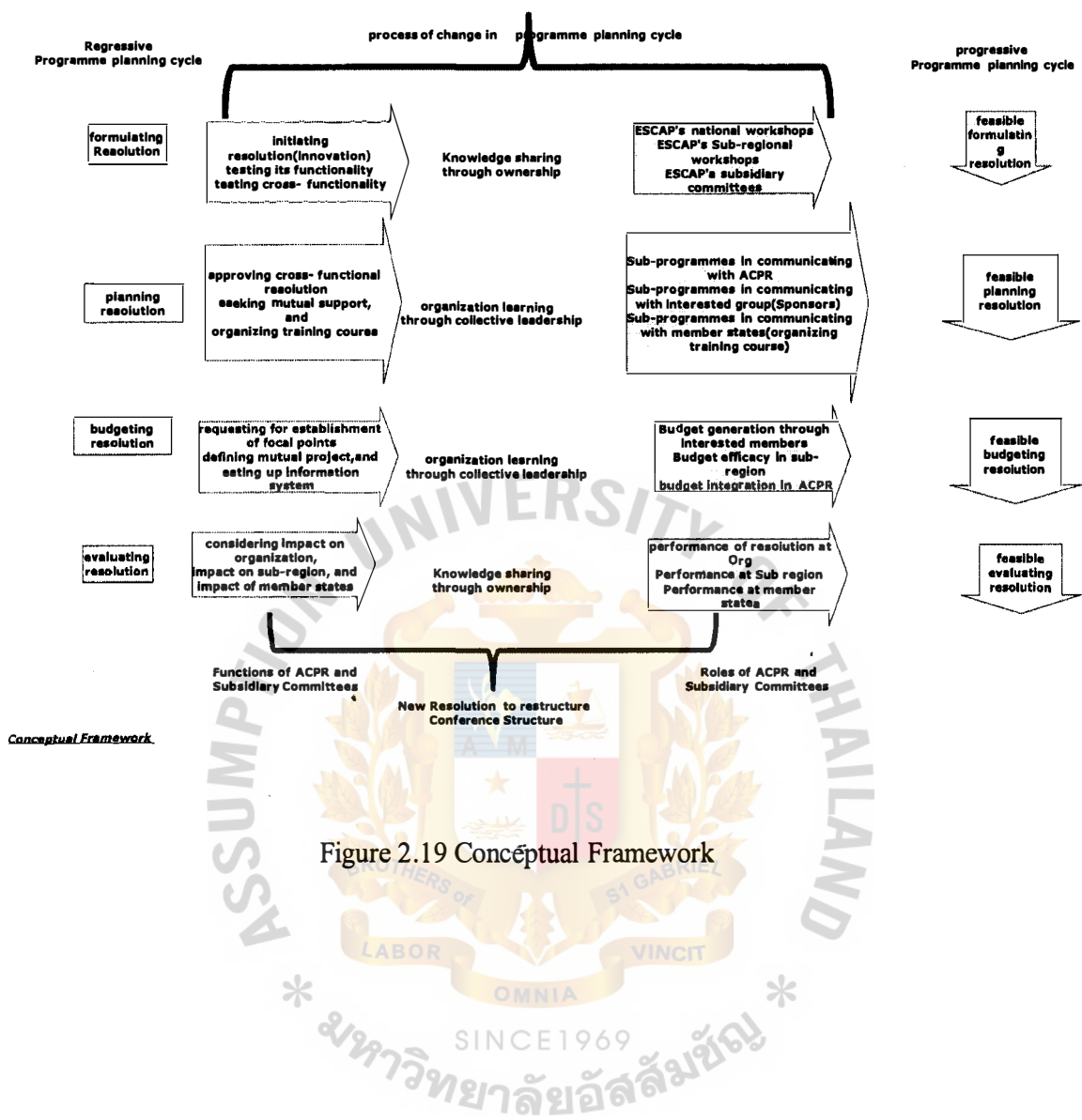
Figure 2.19 Conceptual Framework
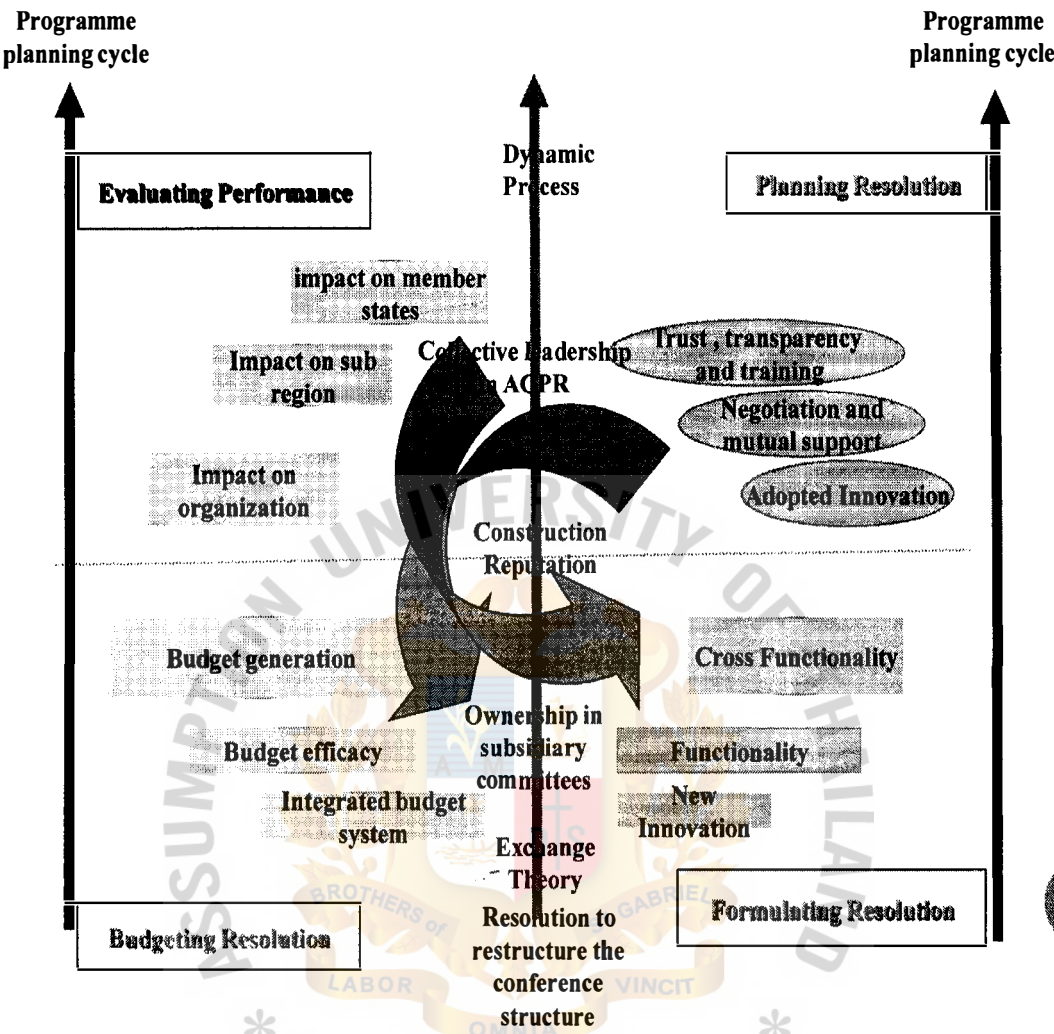
Figure 2.20: Conceptual Frameworks Using Whole Brain Thinking

The above Model indicates whole brain thinking in the process of developing resolutions as outcomes of conferences to enhance their effectiveness. According to this Model "feasible formulating resolution" and "evaluating its performance" means utilizing means and methods for developing feasible draft resolutions in subsidiary committees. In the next step ACPR through cooperation with the Secretariat creates a relationship between

a strategic framework and a programme of work. Correlation programme and budget lead to feasible planning and budgeting of adopted resolutions.

2.4 Research Framework

In conclusion three mechanisms will examine and ODI will be used to review the Resolution to Restructure the Conference Structure in order to enhance the effectiveness of conference structure.

1. Strengthening the mechanism of trust by ordering cooperative states between member states (ACPR and subsidiary committees) and the Secretariat. This mechanism is likely to determine the roles and responsibilities of ACPR and subsidiary committees.

2. Developing collective leadership in the mechanism of organization learning in ACPR in order to manage change in its habits through a relationship between a strategic framework and a programme of work; this would be to ensure feasible planning and budgeting resolutions.

3. Developing ownership in the mechanism of knowledge sharing in subsidiary committees through a relationship between formulating resolutions (generating mandates for sub-programmes) and evaluating the performance of sub-programmes; this would be to ensure feasible resolution formulation and evaluation of performance.

These processes would lead to encapsulation of the programme planning cycle with a new Resolution to Restructure the Conference Structure; it would also enhance the quality, sequence and participation in formulating, planning, budgeting, and evaluating resolutions or main outcomes of conference structure in ESCAP to enhance its effectiveness.

Through this perspective, the research framework for pre-ODI, ODI and post-ODI will be as follows in Figure 2.21:
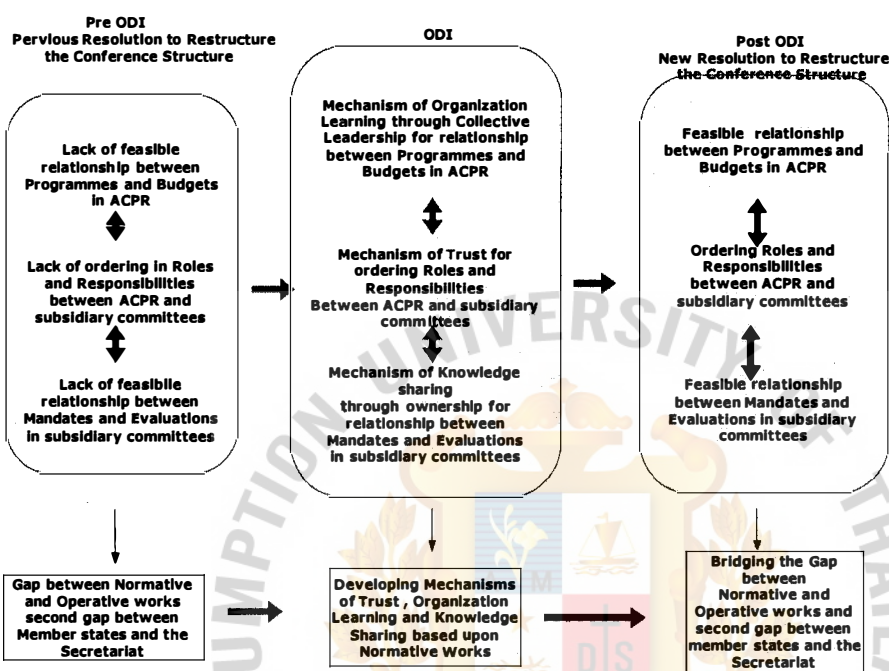
Figure 2.21: Research Framework

Figure 2.22 and 2.23, illustrate Pre ODI of conference structure and implementation practices in UNESCAP. The researcher used ODI based upon Methodogical tools and instruments in process of change in conference structure and the result will be will be illustrated in chapter 5 on summary findings section.
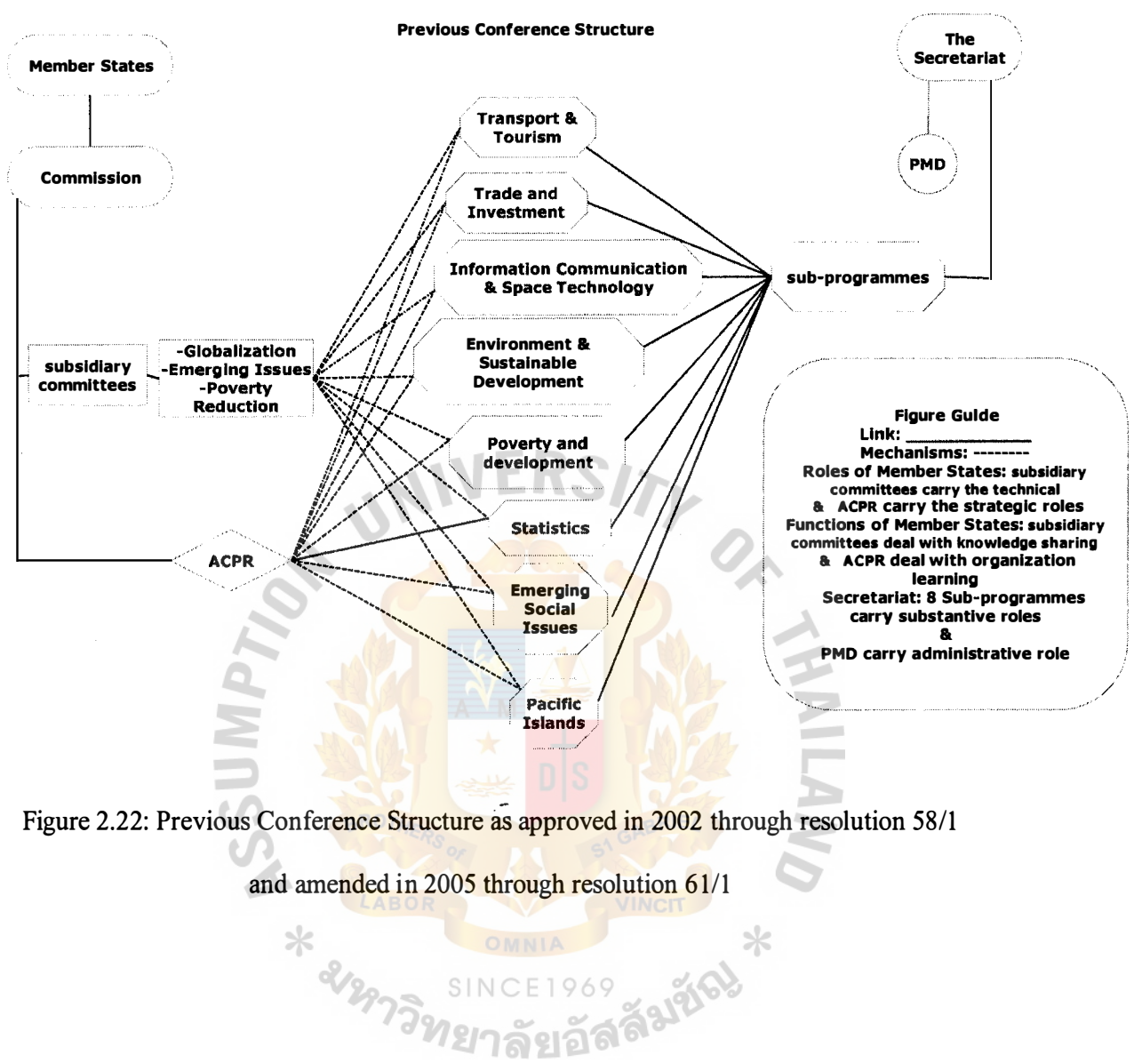
Figure 2.22: Previous Conference Structure as approved in 2002 through resolution 58/1

and amended in 2005 through resolution 61/1

subsidiary committees involve with open-ended knowledge sharing with minimum connection to ACPR;without involvement with implementation practices

ACPR mostly involved with drafting and finalizing resolutions; involved with whole process of implementation practices
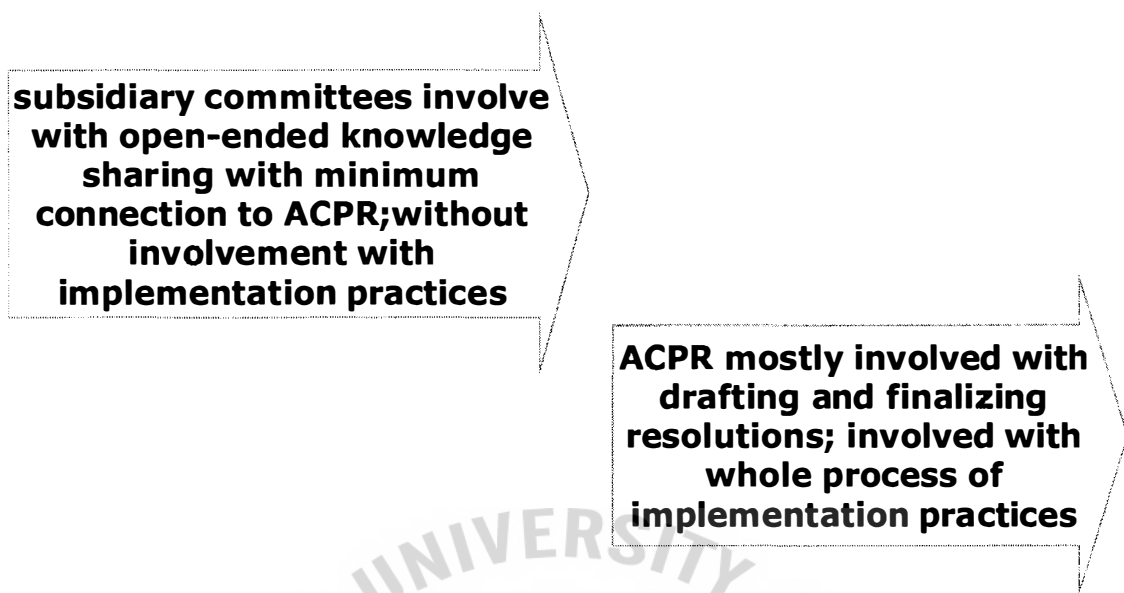
Figure 2.23: Mechanisms for implementation practices before ODI; no linkage between

ACPR and subsidiary committees

Chapter 3

Methodology

3.1 Research Design

An organization development (OD) process was applied in this action research. This started with: Resolution 58/1 in which the Secretariat received a mandate for the restructuring of conference structure in the 63rd Commission (May 2007); It was followed by Resolution 63/3 (May 2007), which postponed restructuring conference structure till May 2008 and gave a mandate to the Secretariat to conduct surveys and consultations in reviewing the Resolution to Restructure Conference Structure.

Having participated in the ESCAP working group reviewing the Resolution to Restructure Conference Structure, the researcher used this experience and the approval mandates to identify the real problems and fill the gap between the normative and operative works of conference structure. As well as by using data collection, he did this through observation, intervention, and collecting and monitoring related documents of UN reform; in addition he considered the OIOS survey (2007), the external evaluation (2006), and Secretariat surveys; he also developed a related literature review and relevant measurement tools, including applying the notion of data triangulation as well as data collection, task-related functions, and critical conditions

Then, the baseline frequency of response was measured using direct observation of archival data or historical data; this was followed by analyses of functional consequences, behaviour, and other consequences (if any) arising from identifying and recognizing the gap between the normative and operational work of conference structure.

Basically gaps existed in the correlation components of the programme planning cycle with their standards in the Resolution to Restructure the Conference Structure. There was a need to develop mechanisms based upon normative works of ESCAP in the Resolution to Restructure the Conference Structure as an instrumental pattern of behaviour to facilitate correlation in the programme planning cycle. This study is presented in two contexts; the first is that of the past and future binding desires of member states to enhance the effectiveness of conference structure; the second is the literature review that shows how mechanisms of trust, organization learning, and knowledge sharing developed based upon the normative works of ESCAP. These served to bridge the gap between normative and operative works and change pre ODI.

Intervention activities were sought and improved in the organizational context of reviewing the Resolution to Restructure the Conference Structure.

The Secretariat prepared a roadmap for interventions. Such interventions and modifications would lead to the new Resolution to be approved by the Commission in May 2008. After that ESCAP felt the need to reorganize itself according to the new Resolution to Restructure the Conference Structure.

The final step or post ODI would be to examine to how far mechanisms based on trust, organization learning, and knowledge sharing may have been inherited to provide for feasible roles and functions of ACPR and subsidiary committees in the previous and the new Resolution to Restructure the Conference Structure.

First step

Developing instrumental
tools as ODI for measuring mechanisms

Mechanism of knowledge sharing
through Ownership

Mechanism of Trust

Mechanism of Organization learning
through collective leadership

Normative Works

Research Design

Second step

Use instrumental tools for measuring gaps
IN
Programme planning cycle

compare existing mechanisms with standards
mechanisms in subsidiary committees for formulating
,and evaluating and InACPR for planning and budgeting
resolutions

Operative works

Third step

Using ODI to bridge the Gaps
IN
New "Resolution to Restructure the
Conference Structure"

use standards mechanisms as ODI for
changing guidelines for roles and functions of ACPR
and Subsidiary committees in
"Resolution to Restructure the Conference Structure"

Figure 3.1: The Process of Changes in the Institutional Framework of Conferences in

ESCAP

3.2 Research Methodology

This investigation was designed as action research (AR) conducted in a real situation. The fact that we classify our research as AR has several implications. The researcher has actively participated in the case studies to lead the change process but also to interpret and study the change process in the case organization. The change process has been analyzed in order to develop a methodology. Thus, there were concrete goals for the participating organizations, yet also a scientific goal for the researcher to develop a methodology for other organizations to use.

There were three stages planned for this research: 1) the diagnosis stage in which problems were identified and member states agreed with the process of change in the resolution regarding the conference structure; 2) the ODI stage in which the OD

practitioner clarified interventions with member states, and on the basis of consensus, agreed with the next step of implementation, which was to be the preparation of a roadmap for change in the resolution of the conference structure. Here, the Secretariat and member states would measure the features of the interventions and provide feedback; and 3) the evaluation stage. At this stage after adopting a new Resolution to Restructure Conference Structure, the OD practitioner through measurement tools would evaluate the changes to realize to what extent the mechanisms introduced enhance the effectiveness of conference structure.

There were two ways for the OD practitioner to select any methodology: first as a member of ACPR and second as a member country representative. The OD practitioner as a member of ACPR used the following tools;

- Access to library of UN and data online.

- Ability to request answers from Secretariat in the case of any inquiry

- Regular participation in the ACPR.

- Ability to participate in any meetings related to functional work of ESCAP.

- Ability to request any documents related to any meetings of ESCAP.

- Ability to intervene in any discussion of documents.

- Ability to make an appointment with Secretariat for further information.

- Ability to access particular documents by using login name.

- Ability to request Secretariat for external evaluation or UN evaluation (OIOS) of report.

- Ability to intervene and participate in process of decision on the basis of consensus

The OD practitioner as a member country Representative;

- Was able to examine activity of ESCAP in his specific sub-region.

- Was able to examine knowledge, information and participation of his country.

- Was able to negotiate with his sub-region members about common challenges.

- Was able to examine activity of ESCAP in his country.

Therefore the OD practitioner seeking to enhance the effectiveness of conference structure looked for ways to take the following steps:

1. Utilize all technical and non-technical methodologies prepared by the Secretariat and member States to recognize the gap between normative and operative works of ESCAP.

2. Give notice to member states (ACPR) on existing gaps between components of operative works that impact on normative works. They were as follows: mandate generation, strategic framework, programme of work, performance evaluation of sub-programmes by ACPR and Subsidiary committees, and standards maintained in roles and functions of ACPR and Subsidiary committees in the Resolution to Restructure Conference Structure.

3. Utilize and submit a new comprehensive solution to bridge the gaps in ODI based upon developed instrumental tools for mechanisms in literature review.

4. To participate actively in all interventions and listen to reflections from member states for developing a new Resolution to Restructure Conference Structure utilizing the conceptual framework of this study.

5. To participate actively in pre ODI, ODI, and post ODI process while recognizing the comparative advantages of methods based upon agreement of member states compared with the measurement methods developed by this study.

The pillar of action research is to initiate collaborative work among clients; this collaboration depends on joint ownership, commitment, and responsibility. For this purpose, Members of ACPR would decide on the basis of consensus on any resolutions including a Resolution to Restructure Conference Structure. Due to the importance of conference structure, a type of collaborative action research would be required, in which the participants of the social system became involved in data collection about themselves. This is consistent with the suggestion (Argyris, 1985) that the status quo of the ESCAP conference structure be changed in order to improve its effectiveness.

Action research in its traditional sense comes from the works of Lewin. K (1936, 1951) and involves a collaborative change of management or problem solving relationship between researcher and client aimed at both solving a problem and generating new knowledge. This form of action research is central to the theory and practice of organization development (Coghlan.D, 2005).

Perry (2002) introduces a Model, as illustrated in Figure 3.2 and 3.3, for linking action research within the organization and the writing of a thesis. This Model was developed on the basis of the collaborative meaning of action research and it elaborates clearly the relationship between action research and thesis writing.

Core action research project

Thesis action research project

Plan and design of the thesis

Defining the research problem
Thesis design and rationale
Literature survey
Internet search
Justification and methodology

Action = field work

Identifying workgroup's thematic concern
Planning/acting/observing/reflecting on
professional and organisational
practices and learning
Report verified by participants

Observation in the thesis

Description of research process and
procedure
Analysis and evaluation of results of action
(content and process) in the light of the
literature review

Reflection in the thesis

Analysis of reflections by the practitioners
Reflections by the candidate
Conclusions from the research
Knowledge claims and limitations
Suggestions for further research

Figure 3.2: Relation between Core Action Research and Thesis Action Research
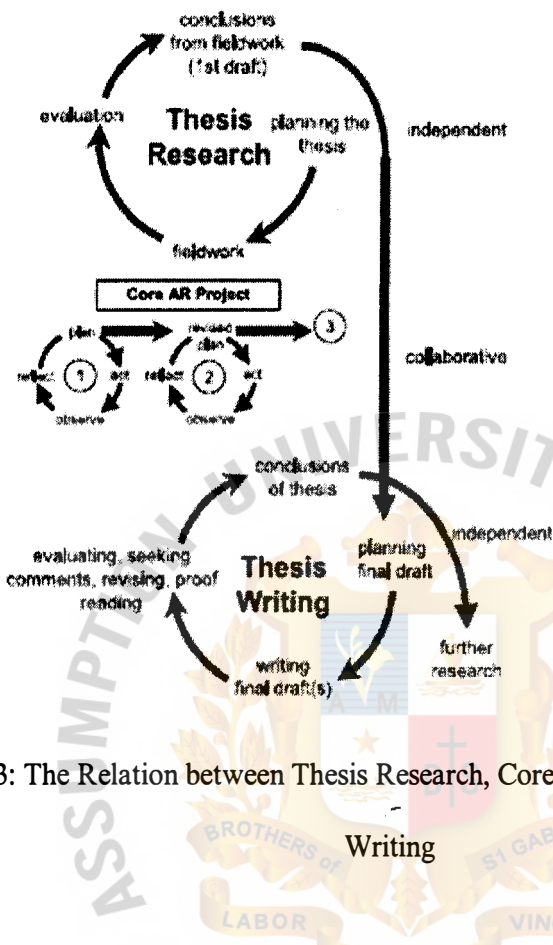
Figure 3.3: The Relation between Thesis Research, Core Action Research and Thesis Writing

Thus the method of research is a qualitative method in which the researcher uses OD value to understand a complex system of conference structure and to offer the policy maker a good solution.

The process of research has been a participatory approach, as member states with the assistance of the Secretariat were involved in reviewing the Resolution to Restructure Conference Structure. For the researcher, this process could be considered action research. On its basis a cyclical process was devised and will be discussed in chapter 4; it went through phases of planning, taking action and evaluating, and overall analysis and

reflection, to provide a basis for new planning and for action through the review of the Resolution to Restructure the Conference Structure.

In this context, mechanisms of trust, organization learning, and knowledge sharing were applied by the researcher in the form of roles and functions, ACPR, and subsidiary committees. These elements correlated components of the programme planning cycle and encapsulated them with their standards in the Resolution to Restructure Conference Structure in order to enhance the effectiveness of conference structure.

3.3 Subjects of Study/Sources of Data

In 2007 and 2008, the researcher, as an ACPR member, was involved in two reviews of the Resolution to Restructure Conference Structure in ESCAP. Given this background, the subject of his study here is how to enhance effectiveness of conference structure using ODI.

To do this, sources of data were generated from fifty-four member countries of ESCAP who participated in the decision making bodies. On an average, 27 member and associate member countries were represented at each of the review meetings mentioned above. An average of 50 member and associate members were represented at each Commission session, of which 42 delegations included representatives from capital cities.

ACPR, subsidiary committees, the Executive Secretary, the Programme Management Division, the Secretary of the Commission, and eight directors of sub-programme divisions were the main sources for data collection and interview. The agenda of subsidiary committees, the ACPR RÉSUMÉ Discussions, adopted resolutions, the strategic framework, the programme of work, and the annual activities of ESCAP since 2005 were examined.

Normally around 25 member states participate in ACPR meetings; the same figure from substantive programmes, the Programme Management division, and the office of the Executive Secretary regularly respond to member states. In addition the researcher had in-depth observation in ACPR (formal and informal) meetings.

3.4 Research Instruments and Designs

Engaging multiple methods, such as, observation, interviews, and recordings will lead to a more valid, reliable, and diverse construction of realities. To improve the analysis and understanding of the construction of others, the researcher has taken the step of using triangulation to involve interpretation of the data by several investigators or the researchers' peers at different time or on different locations. The credibility in quantitative research depends on instrument construction rather than using a linear diagram, as in qualitative research. Here, "the researcher is the instrument" (Patton, M.Q., 1987); and the OD Practitioner's self management results in qualified reflection.

Research instruments and designs drawn from the findings and recommendations of a series of external evaluations and inspections as well as other relevant sources are listed as follows:

- External evaluation, United Nations Economic and Social Commission for Asia and the Pacific (June 2006)

- Summary discussions - ACPR Retreat (ACPR/307/INF/5, 8 December 2006)

- External evaluation of ESCAP: Key findings and proposals for action (E/ESCAP/63/19, 21 February 2007)

- Implementation of Resolution 58/1: Final review of the revised conference structure (E/ESCAP/63/21, 26 February 2007)

- Inspection of results-based management (RBM) practices at the United Nations Economic and Social Commission for Asia and the Pacific, ACPR/314/INF/1. (2007)

- Secretariat's informal records of discussion of the present and the previous ACPR Working Group to review the conference structure of the Commission which had been planned for Feb-Apr 2006 and Sep-Oct 2007.

- Responses to previous and current conference structure surveys among ESCAP's membership, which had been planned for Nov 2006 and Oct 2007.

- JECF evaluation report, (ACPR/2007/WGCS (2)/6. (2007)

- Preliminary findings of capacity development evaluation, ACPR/2007/WGCS(2)/11/Add.1 and ACPR/2007/WGCS(2)/11

- Executive Secretary's statement to the ACPR Working Group on the Conference Structure on 8 October 2007

- Secretary-General's Statement to the Fifth Committee on October 2007

- Extracts from the final draft report of the Evaluation of the Japan-ESCAP Cooperation Fund 1996--2006, dated 19 October 2007, Evaluation of the Japan,(2007).

- ESCAP's Proposed strategic frameworks and programme of works since 2005

- UN Documents on Reforms, A/59/2005. (2005) and A/51/950/Add.5. (1997)

- The 4-nation Initiative on reform,(www.the4ni.org)

- Interviews

- Observation

Matrix for OD practitioner's role and facilitation other members in process of change

Decision on ODI; Moving from ineffective to effective Conference structure	OD practitioner		
	Action	Facilitated other member states	Process of change
conference structure is introduced from academic perspective	Conference Structure is the result of Mechanisms among stakeholders; Member states and the Secretariat	Introduced conference structure put under discussion in working group	K
identifying the gaps and bridging the gaps	SWOT analyses shows the gaps exist in Mechanisms not in stakeholders; mechanism for roles and responsibilities and Mechanisms for functions of stakeholders	Informed member states how to bridge the gaps through mechanisms of trust, organization learning and knowledge sharing in working group	I
seeking for support on strengthening mechanisms	Argument bring about feasible developing strategic framework in ACPR and feasible developing generation mandates in subsidiary committees	Actively participated in special meeting on strategic framework in 19 March 2008 and introduced non-paper on alignment strategic framework and priorities of member states	S
moving from unfeasible to feasible Mechanisms	OD practitioner developed feasible mechanisms for implementation practices; Mechanism of trust for ordering roles and responsibilities, Mechanism of organization learning for feasible function of ACPR and Mechanism of knowledge sharing for feasible function of subsidiary committees and put as methodological tools and instruments	All other interventions on conference structure in working groups are supported or rejected based upon methodological tools and instruments	D
approval of feasible roles and functions for ACPR and subsidiary committees	Argues on feasible roles and functions for ACPR and subsidiary committees	Member states approved feasible function for subsidiary committees and feasible role for ACPR in resolution 64/1 and still there is a lack in feasible role of subsidiary committees and feasible function of subsidiary committees	A
K = Know, I = Inform, S = Support, D = Do, A = Approve			

Figure 3.4: Matrix for OD practitioner' roles and to facilitate other members in process of change

The researcher developed instrumental tools in the conceptual framework based upon mechanisms of trust, organization learning through collective leadership, and knowledge sharing through ownership; he did this to order roles and responsibilities and to make feasible functions for ACPR and subsidiary committees in the new Resolution to Restructure the Conference Structure. In this context, mechanisms of the dynamic aspect of trust and organization learning through collective leadership should be used in ACPR to

build the relationship between the strategic framework and the programme of work; at the same time, the mechanisms for the negotiation aspect of trust and knowledge sharing should be used to build the relationship between mandate generation for sub-programmes and performance evaluation of sub-programmes in subsidiary committees.

3.5 Qualitative Instruments for Reliability of Research

Engaging multiple methods, such as, observation, interviews, and recordings will lead to a more valid, reliable, and diverse construction of realities.

The criteria in the qualitative paradigm to ensure "trustworthiness" of the research were *Explicitly the following: Dependability, Authenticity, Transferability, Applicability, and Attention to Ethics* (Morse, J. et al, 2002). These were specific methodological strategies for demonstrating qualitative rigor, such as confirming results with participants and structural corroboration. In respect to enhancing the effectiveness of conference structure, the programme planning cycle needs to be linked and supervised through the Resolution to Restructure Conference Structure, using the mechanisms of trust, organization learning, and knowledge sharing.

Explicitly means that we can follow the sequence from the initial questions to conclusion, where competing interpretations or conclusions are carefully considered. That means we should follow the sequence of research questions--that is, we ask how we bridge the gaps in operative works by strengthening the mechanisms of trust, organization learning, and knowledge sharing.

Dependability: Were data collected across a full range of settings, times, and information? Allowing for paradoxes and perversities that are part of the stuff of life we

work with, do multiple observers' accounts generally converge? The process in which data were collected by participants and the researcher across the full range of setting and information enable us to use ODI for dependability in seeking a feasible roles and functions for ACPR and for subsidiary committees in the new Resolution to Restructure the Conference Structure.

Authenticity: Does the account ring true? Does it seem plausible enough to make for a "reliable presence" for readers?

Both practices in the UN and the theoretical framework need to be combined perfectly in order to motivate the participants to follow up the result in the final process of reviewing the Resolution to Restructure Conference Structure.

Transferability: Does the study acknowledge its scope and boundaries? Do descriptions of people, settings and events allow comparisons with other samples and in other contexts? The mechanisms that are described by this study, and that have been used in subsidiary organs of the ESCAP commission, having acknowledged the scope of this organization, now allow comparison with other UN entities.

Applicability: The study should be "dependable," "authentic," and "transferable." But what does it do for evaluators and policy researchers who are interested not only in finding meaning, but in taking concrete action? This study demonstrates how clarifying the roles and functions of key stakeholders impacts on practices, and enhance effectiveness of the organization.

Attention to ethics: Are value-based or ethical concerns explicitly raised and attended to? For example did the researcher provide safeguards for the people studied?

The researcher has used mechanisms as standards of judgment for the relationship between the programme planning cycle and the Resolution to Restructure Conference Structure to increase its efficiency (Figure 3.5), with respect and attention to organizational ethics.
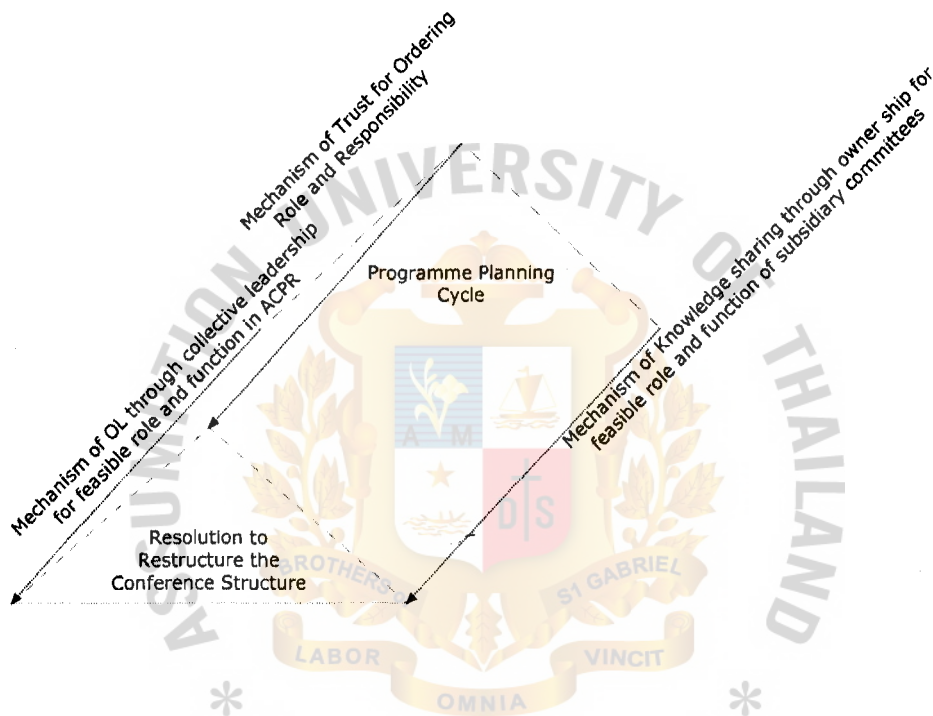
Figure 3.5: Encapsulation of Programme Planning Cycle with its Standards in the Resolution to Restructure the Conference Structure

This investigation responds to research questions and emphasizes the whole notion of collective leadership and ownership for enhancing the effectiveness of conference structure.

3.6 Tools for Qualitative Analysis & Treatment of Data

The process of research was through qualitative methodology, which used interviews, observations, and recordings in ACPR meetings, and of groups working on the Resolution of conference structure and on the views of subsidiary committees. It also used UN documents and statements of the Secretariat and of ACPR. Interviews, observation, and recordings were the real methods for data treatment.

Working groups, interventions, observations, related references, and recordings of the meetings have been anticipated, and the results will be analyzed by the Secretariat and member states.

The programme planning cycle is the basic platform for investigating the gaps among formulating, planning, budgeting, and evaluating resolutions and for making interventions. Bridging the gaps requires change in instrumental patterns of behaviour or the Resolution to Restructure Conference Structure".

Reviewing the Resolution to Restructure Conference Structure started at 2006 and was planned to end in 2008 through, basically, two action research cycles. The first cycle of action research, reviews the Resolution to Restructure Conference Structure; the review is based upon identified symptoms in the roles and functions of ACPR and subsidiary committees. This cycle was planned to proceed through formal and informal meetings, getting the results of external evaluation and the other evaluations such as the view points of member states. In addition, different interview guidelines were formulated and circulated by the Secretariat among members of the Commission, ACPR, and committees for inquiry about concerns of member states.

The second cycle of action research was also planned to review the Resolution to restructure Conference Structure; the review was based upon identified gaps in the roles and functions of ACPR and subsidiary committees. In this context, the Resolution to Restructure Conference Structure was reviewed by member states. Accordingly, a road map was prepared by the Secretariat to bridge the gaps. In this context, reports of OIOS and external evaluation in which all staffs of the Secretariat were interviewed, are investigated.

Finally member states in collaboration with the Secretariat took a decision on change in the Resolution to Restructure Conference Structure considering the view points of participants. The results of two action research cycles were recorded and analyzed by the Secretariat and the member states.

The OD practitioner used developed instrumental tools based upon mechanisms of trust, organization learning through collective leadership, and knowledge sharing through ownership to bridge the gaps in the roles and functions of ACPR and subsidiary committees.

3.7 Design/Development of OD Interventions

It was the role of the OD practitioner to demonstrate the notion of this study in ACPR informal meetings and to involve them in a discussion; generally this has been appreciated in this context. At the outset, the OD practitioner, reviewed the experiences of ESCAP on developing Conference Structure to explore link between lessons learned from previous changes in the Conference Structure and bridging the gap between normative and operative works. This part of the research responds to question one of the research in

which the researcher investigates the question of how to bridge the gap between normative and operative works through lessons arising from the past.

The OD practitioner, basically, on the basis of UN reform procedure and literature review, developed a Researcher Guideline (Table 3.1) based upon normative works for examining relationships in operative works; the relationships between components of the programme planning cycle and its standards in the Resolution to Restructure Conference Structure.

ODI was designed and developed through three steps (table 3.1) that could be aligned with two cycles of action research;

At the first step the OD practitioner has used mechanisms of trust and organization learning to bridge the gap in the roles and functions of ACPR. Based upon this inquiry, the researcher introduces guidelines on the mechanism of organization learning, through collective leadership for the relationship between programme and budget to bridge the gaps in the roles and functions of ACPR. The researcher also argues that this process requires the dynamic aspect of trust in which the Secretariat, particularly its sub- programmes, collectively communicate with ACPR on the relationship between the strategic framework and the programme of work. This section of action research responds to the second and third questions of the research where the researcher talks about the impact of the dynamic aspect of trust and organization learning through collective leadership on feasible relationships between programme and budget in ACPR. Through this step, the researcher clarifies and highlights the criteria to be met after having linked the mechanism of organization learning in ACPR to the mechanism of knowledge sharing in subsidiary committees.
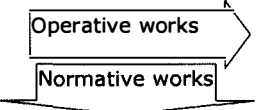
In the second step, the OD practitioner highlights the criteria for a mechanism of trust and knowledge sharing for bridging the gap in the roles and functions of subsidiary committees. Based upon this argument, he highlights the criteria that link the mechanism of knowledge sharing in subsidiary committees to the mechanism of organization learning in ACPR. Here, the researcher introduces the impact of a mechanism of knowledge sharing through ownership on the relationship between mandate generation and the evaluation of performance in subsidiary committees; this is designed to bridge the gap in the roles and functions of subsidiary committees. The researcher argues that this process requires the negotiation aspect of trust; here subsidiary committees communicate with sub programmes on the negotiation process for developing the relation between generating mandates for sub-programmes and evaluating their performance. This section of action research responds to the second and fourth question of the research

In the last step, the OD practitioner in cooperation with member states develops a new Resolution to Restructure Conference Structure; this one was based upon feedback from the process of discerning feasible roles and functions for ACPR and for subsidiary committees during ODI. This section requires the aspect of trust associated with reputation; in this situation, the Executive Secretary facilitated alignment between the programme planning cycle and the new Resolution to Restructure Conference Structure through reorganizing ESCAP's structure. Here, the OD practitioner evaluates the impact of Mechanisms of trust, organization learning and knowledge sharing on feasible identified guidelines for the TOR of ACPR and subsidiary committees in the new Resolution to Restructure the Conference Structure after ODI. He talking about the impact of the dynamic aspect of trust and organization learning on guidelines for correlating programme

and budget in the TOR of ACPR, and the effect the negotiation aspect of trust and the impact of knowledge sharing through ownership has on guidelines for the relationship between formulating and evaluating the performance of resolutions in the TOR of subsidiary committees.

Table 3.1: Guideline for OD intervention

DEPLOYMENT CHART			
Operative works / Normative works	Phase 1: develop to diagnose problem and planning action on feasible role and function of ACPR	Phase 2: to diagnose problem and planning action on feasible role and function of subsidiary committees	Phase 3: to take actions on feasible TOR of roles and functions of ACPR and Subsidiary committees in New "Resolution to Restructure the Conference Structure" and to evaluate those actions after ODI
Mechanism of organization learning through collective leadership	Develop Mechanism of organization learning through collective leadership to bridge the gap in relationship between strategic framework and programme of work in function of ACPR	Develop lesson learned from the past in relationship between Mechanism of organization learning and feasible function of subsidiary committees	Use developed mechanism of organization learning to take action on feasible guideline for ACPR's function in new resolution of restructuring conference structure and to evaluate the action after ODI
Mechanism of trust	Develop dynamic aspect of trust in which ACPR responsible to communicate with sub-programmes on relationship between strategic framework and programme of work	Develop negotiation aspect of trust in which Subsidiary committees responsible to communicate with sub-programmes to negotiate on relation between generation mandates and evaluation performance	Use developed mechanism of reputation aspect of trust to take actions on feasible guidelines in roles and responsibilities of ACPR and subsidiary committees in new Resolution to Restructure the Conference Structure and evaluate these actions after ODI
Mechanism of knowledge sharing through ownership	Develop lesson learned from past in relationship between mechanism of organization learning and knowledge sharing by highlighting criteria in relation between role and function of Subsidiary committees and ACPR	Develop Mechanism of knowledge sharing through ownership to make relationship between generation mandates and evaluation performance in function of subsidiary committees	Use developed mechanism of knowledge sharing to take action on standard ODI to identify feasible guideline for TOR of Subsidiary committees in new Resolution to Restructure the Conference Structure and to evaluate this action after ODI **guideline for two action research cycles**

As a result the researcher expects to find, in the new Resolution to Restructure Conference Structure, rules for feasible formulating, planning, budgeting, and evaluating performance of resolutions. He expects these to come as outcomes of conferences through the identification of feasible guidelines for the roles and functions of ACPR and subsidiary committees,

The new Resolution to Restructure Conference Structure was approved in 2008 in the 64[th] session of the Commission and accordingly impacted on routine activities of ESCAP.

3.8 Data Collection

An open-ended perspective in constructivism (results based) is consistent with the notion of data triangulation; it allows the researcher, in collaboration with ACPR and the Secretariat, to respond both to the gap between normative and operative works and to the data collection.

In some cases, data collected through the résumé of ACPR's work and reports of subsidiary committees did not reflect relationships between strategic frameworks and programmes of work or relationships between the generation of mandates and performance evaluation. If so, the researcher investigated further and looked through further documents of programmes of work and "programme performance reports".

In this regard the researcher investigated in particular, programmes of work since 2005 (effective date of the previous Resolution to Restructure Conference Structure). He did this to examine the dynamic aspect of trust in the role and responsibility of ACPR that was expected to communicate with sub-programmes on relationship between strategic

frameworks and programmes of work for sub-programmes. Nevertheless, the researcher examined the mechanism of organization learning through collective leadership in the function of ACPR that was expected to carry through creating the relationship between the strategic framework and the programme of work of sub-programmes. This investigation was undertaken in order to measure the extent to which ACPR focuses on its feasible real role and function by using mechanisms of the dynamic aspect of trust and organization learning through collective leadership.

In addition the researcher looked through the reports and agenda of subsidiary committees, in particular programme performance reports, since 2005. He did this to examine the negotiation aspect of trust in the process of communication between subsidiary committees and sub-programmes; he was looking to see how far they went in creating a relationship between the generating of mandates for sub-programmes and the performance evaluation of sub-programmes. In this context, the researcher examined the mechanisms of knowledge sharing through ownership in subsidiary committees; he did this through the lenses of the relationship between both the generation of mandates for sub-programmes and the performance evaluation of sub-programmes. The collected data is intended to show the extent to which subsidiary committees focus on feasible roles and functions through the use of both the mechanisms of trust in its negotiation aspect and of knowledge sharing through ownership.

The document of a programme of work clearly specifies the relationship between "expected accomplishments" and the results of "indicators of achievements," which means the relationship between the strategic framework and the programme of work. Documents of a programme performance report clearly specify the relationship between thematic

clusters in subsidiary committees and "lesson learned." The latter means the relationship between the generations of mandates for sub-programmes and the performance evaluation of sub-programmes. An investigation of data disclosed by these two documents shows how far the roles and functions of ACPR and subsidiary committees are serving their purpose.

3.9 Data Analysis

Data analysis in this study is more qualitative than quantitative. It has been undertaken by examining documents of ESCAP, through observation, working groups, and recording, and through reviewing the Resolution to Restructure Conference Structure.

A conceptual framework is developed based on a theoretical framework--in this case to examine the relationship within and between components of the programme planning cycle with its standards in a Resolution to Restructure Conference Structure. This framework is based upon three mechanisms (trust, organization learning, and knowledge sharing) used as analytical tools to bridge the gap between normative and operative works and to enhance the effectiveness of conference structure.

Based upon conceptual framework and variables, three check lists and a cross sectional benchmark have been formulated for measuring variables and data analysis.

A check-list matrix has been prepared (table 3.2) for measuring the dynamic aspect of trust in ordering the roles and responsibilities of ACPR and the negotiation aspect of trust in ordering the roles and responsibilities of subsidiary committees.

Table 3.2: Matrix for Measuring the Mechanism of Trust in Ordering Roles and

Responsibilities between Member states (ACPR and Subsidiary Committees) and the

Secretariat

Matrix for ordering dual roles and responsibilities between Secretariat and member states	Dynamic role of member states in ACPR	Negotiation role of member states in subsidiary committees	Reputation role of ESCAP's Commission
Dynamic role of sub-programmes (Director of divisions , Secretary of commission and PMD)	Responsibility: need to focus on communicating about relationship between strategic framework and programme of work	Responsibility: need to focus on communicating about generating mandates from priorities of the member states	Responsibility: need to focus on communicating about feasible planning and budgeting resolutions
Negotiation role of sub programmes (Director of divisions , Secretary of commission and PMD)	Responsibility: need to focus on communicating about performance of programme of work	Responsibility: need to focus on communicating about relationship between mandate generation and evaluation performance	Responsibility: need to focus on communicating about feasible formulating and evaluating resolutions
Reputation Role of Executive Secretary in ACPR and Subsidiary committees	Responsibility: need to focus on supervision guideline under the TOR of ACPR over developing strategic framework and programme of work	Responsibility: need to focus on supervision guideline under the TOR of Subsidiary committees over generation mandate and evaluating performance	Responsibility: need to focus on communicating about feasible TOR of ACPR and subsidiary committees in Resolution to Restructure the Conference Structure

Based upon the conceptual framework and developed instrumental tools for the

mechanism of organization learning through collective leadership, a second check list was

prepared for measuring the function of ACPR (table3.3). Data were collected from a

programme of work document in which data are provided on the relationship between "expected accomplishments" (strategic framework) and the result of the indicator of achievements (programme of work).

Table 3.3: Check List for Measuring Function of ACPR in Creating a Relationship between the Strategic Framework and the Programme of Work of Sub-Programmes

ACPR collective cooperative learning in relationship between strategic framework(programme) and programme of work(budget)of sub-programmes						Degree of mechanism of organization learning in sub-programmes
Feasible strategic framework(expected accomplishments)			Feasible programme of work(result of indicator of achievements)			
Generation innovation on the basis of priority in each sub-programme	Generated innovation need to get mutual support of member states	Openness, trust, and training in respect to innovation	member states need to be informed as focal point for budget generation through expert groups	Mutual proje t needs to be developed at sub regional level for budget efficacy through intergovernmental meetings	A set of nformation systems need to be developed at organizational level for budget integration	

Conceptual frameworks and instrumental tools developed for the mechanism of knowledge sharing through ownership gives us the basis for a third check list. It is designed to measure the function of subsidiary committees in creating a relationship between generating mandates for sub-programmes and performance evaluation of sub-programmes (table3.4). Data were collected from "programme performance reports" in

which data are provided on the relationship between "thematic/sectoral clusters" (mandate generation) and "lessons learned" (evaluation of performance).

Table 3.4: Check List for Measuring Function of Subsidiary Committees in Creating a

Relationship between Mandate Generation for Sub-Programmes and Performance

Evaluation of Sub-Programmes

Mechanism to develop ownership through knowledge sharing in subsidiary committees on the relationship between mandates generation for sub-programmes and evaluating the performance of sub-programmes						Degree of Mechanism of knowledge sharing in sub-programmes
Feasible mandate generation for sub-programmes(thematic/sectoral clusters)			Evaluating feasible performance of sub-programmes(lesson learned)			
Investigating priorities of mem r states on challenges at national level	Undertaking information sharing within sub-region on priorities to realize functionality	Undertaking knowledge sharing within subsidiary committees on functional priorities to realize cross functionality of priorities (resolutions)in the region	Evaluating impact of implemented resolutions on member states	Evaluating impact of implemented resolutions on sub regions	Evaluating impact of implemented resolutions on region	

The researcher has set a three -point scale below to show the ordering of roles and responsibilities of ACPR and subsidiary committees; this has been done through a mechanism of trust and feasible functions for ACPR and subsidiary committees and through mechanisms of organization learning and knowledge sharing (Table 3.5); he has subsequently developed a tool for collecting the results of measurements (table 3.6) and a

diagram to illustrate the progress in mechanisms of trust, organization learning, and knowledge sharing before and after ODI in ACPR and subsidiary committees (Chart Line 3.1 ,3.2).

Table 3.5: Three Point Scale for measurement

Arbitrary Level	Descriptive Rating
1.00-2.50	Unsatisfactory Relationship (UR)
2.50-3.50	Weak relationship (W)
3.50-5	Satisfactory Relationship (SR)

Table 3.6: Tool for Collecting Result of Data

Measuring feasibility of role and function of ACPR and subsidiary committee since 2005		Feasibility of role and function of ACPR								Feasibility of role and function of subsidiary committees							
		Dynamic aspect of trust				Organization learning through collective leadership				Negotiation aspect of trust				Knowledge sharing through ownership			
	2005	TR	EN	TD	PO	IC	ST	SO	PA	TR	EN	TD	PO	IC	ST	SO	PA
	2006																
	2007																
	2008																

Note EIGHT SUB-PROGRAMMES OF ESCAP, TR(Transport), EN(Environment),TD(Trade), O(Poverty reduction),ST(Statistic),SO(ocial development) and PA(Pacific islands)

Chart Line 3.1: Diagram for measuring roles and functions of ACPR before and after ODI

Feasibility of relation between strategic framework and programme of work of sub- programmes of ESCAP

Mechanisms of trust and developing collective leadership in organization learning since 2005
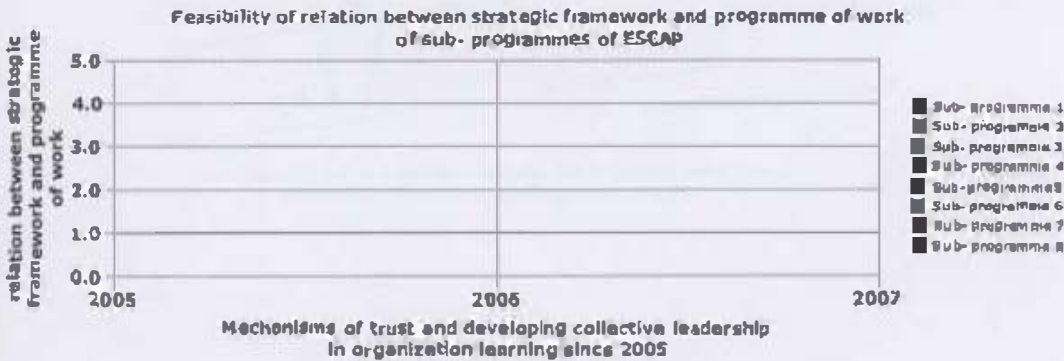
Chart Line 3.2: Diagram for Measuring Roles and Functions of Subsidiary Committees before and after ODI
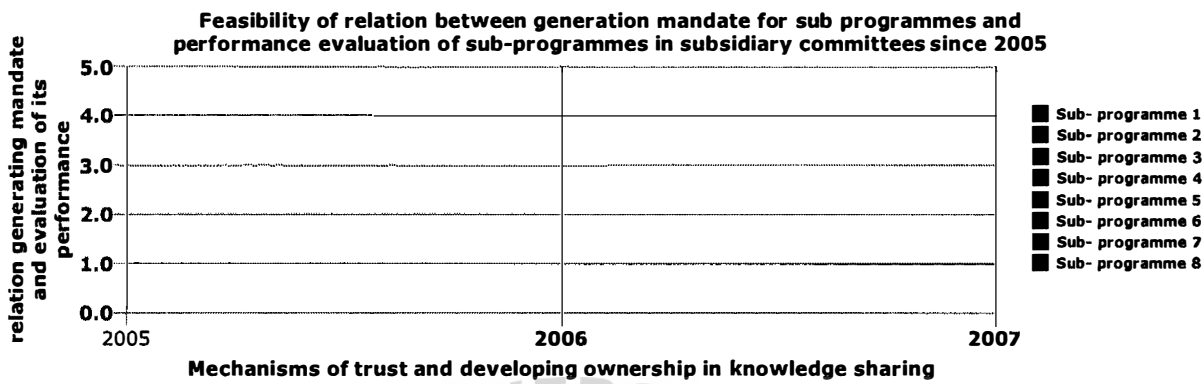
ESCAP looks for innovative transferable elements of best practice to incorporate into existing processes with the goal of significantly improving their effectiveness. The process selected in this study for benchmarking conference structure is illustrated in Figure 3.6.
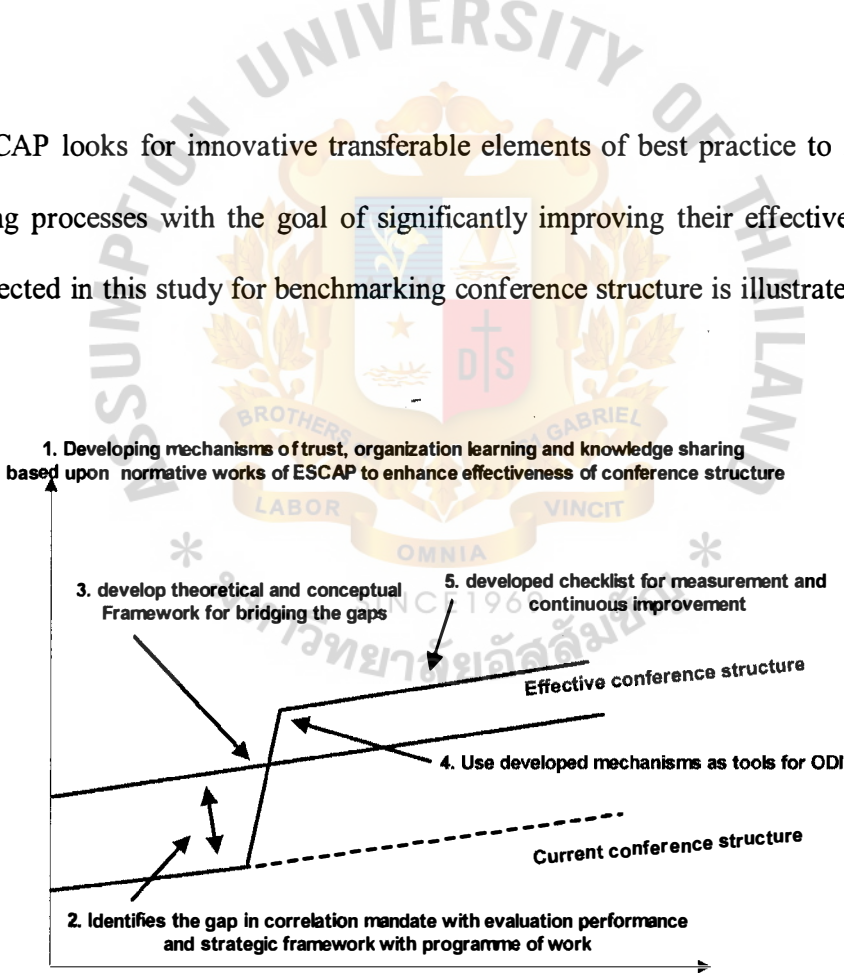
Figure 3.6: Processes for Benchmarking Effectiveness in Conference Structure

Chapter 4

Using ODI through Action Research

4.1Introduction

In this chapter the researcher discusses the process of action research he undertook in 2006, 2007, and 2008. His work has been based on recommendations taken from resolutions 58/1 and 61.1 on the restructuring of ESCAP's conference structure.

Action research requires an exceptionally rigorous series of operations starting with diagnosing the situation, then planning and taking action, and finally evaluating.

In this study, the action research cycle unfolds in real time and begins with an understanding of the context of the conference structure.

In a diverse and complex organization such as ESCAP the process of change is unanticipated and difficult. Nevertheless politics, environment, and the technical concerns of member states are involved in the process of change.

In this context, two points should be taken into consideration: resistance to change, and the difficulty of the process of change. Both were reflected in the process of developing ESCAP's new Resolution to Restructure Conference Structure in April 2008.

The title of the research reflects the main theme of this study; it is about "enhancing the effectiveness of conference structure in ESCAP." That raises the main question--how to do it--how to enhance effectiveness of conference structure? And then the subordinate questions: what are the real gaps in the previous conference structure? And once the gaps are identified, how to change the previous Resolution to Restructure Conference Structure, hence how to make the conference structure more effective.

For this purpose the report of external evaluation that was undertaken in 2006, and disclosed in 2007 (ACPR/2007/WGCS (2)/5, 8 October 2007) is very important. This is the first evaluation that ESCAP commissioned to identify the gaps in the conference structure. It was carried out by independent consultants following interventions by an OD practitioner on identifying the gaps in the conference structure in different meetings of ACPR. As a result, the consultants selected him and some other representatives[29] based in Bangkok for interview to discuss the problems in ESCAP. In addition they held in-country interviews (of focal point and line ministries); they organized a Written Response to Survey Questions sent to seats of government, the Secretariat, and the member states; and they received feedback from 27 countries. One of the tools used by the OD practitioner to argue for a real gap was to rely on external evaluation. In this context, one of the findings reported on p.9 of the External Evaluation Report refers to a basic gap in conference structure as follows:

> *"Over the years, ESCAP has also moved away from its traditional focus on normative and analytical work, to also providing technical assistance to its member States."*

That being so, the External Evaluation Report suggested on page 47 that ESCAP should concentrate more on normative and policy coordination activities.

However, this suggestion raises the question of what the normative activities could be. In this regard the report posited on page 20 that *"The term "normative" is understood differently by different respondents."* Within the context of ECOSOC and UN Secretariat

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[29] External Evaluation Report ,p 7" Interviews were held with the Bangkok-based Permanent Representatives and/or their designated representatives of France, India, the Islamic Republic of Iran, Japan, Malaysia, the Philippines, the Republic of Korea, and the Russian Federation, Thailand, the United States of America, and Viet Nam.

entities that focus on economic and social issues, the term "normative" has traditionally been used to describe work relating to policy analysis, advice, advocacy, and coordination.

On reading the findings of the External Evaluation Report, most respondents agree that ESCAP should continue to work in this area and that it has distinct advantages in providing a regional, cross-cutting and inter-sectoral perspective. However, some respondents indicated that ESCAP is too "document-oriented".

Page 2 of the report stated that ESCAP should ensure a better balance of its normative, analytical, and operational work and undertake only those operational activities that contribute to ESCAP's normative and analytical functions. Nevertheless, page 28 of the report cautioned that a growing trend at ESCAP has been to increase operational work, which in some areas has started to overshadow its traditional normative and analytical focus[30].

These phrases in the External Evaluation Report reconfirmed the concerns of the OD practitioner that ESCAP places too much emphasis on narrative activities in its operative work; the report also endorses his investigation into the existence of gaps between normative and operative works.

With these criticisms in mind, the independent consultants of External Evaluation concluded by recommending that researchers should consider the following issue and question:

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[30] Normally ESCAP uses the terms "no rmative and analytical works." According to this study analytical works are the result of progressive ceremonial encapsulation. That means the results of standards mechanisms generated from the programme planning cycle. So strengthening mechanisms in this study provide methods for the programme planning cycle whereby the activities become more analytical than narrative

"How appropriate and effective are the modalities selected by ESCAP to deliver it's normative, and operational work?" Or as the researcher mentioned in stating the problem, "how to enhance the effectiveness of conference structure by bridging the gaps between normative and operative works and the second gap between member states and the Secretariat. The operative role can be valuable in enhancing the participation and involvement of clients by drawing on the normative role.

This study by the researcher has identified normative works. They are seen as drawing together the process of work in ACPR and subsidiary committees in cooperation with sub-programmes using the mechanisms of trust, organization learning, and knowledge sharing as follows: the mechanisms of trust and developing collective leadership in organization learning in ACPR integrate the strategic framework and the programme of work of sub-programmes; mechanisms of trust and developing ownership in knowledge sharing in subsidiary committees integrate generating mandates for sub-programmes and then evaluating their performance for ESCAP; this in itself, will enhance the effectiveness of conference structure.

Then, as elaborated below, comes the contribution of eight sub-programmes or divisions of ESCAP that are supposed to respond to challenges of the region; they do this through creating innovation within knowledge sharing in subsidiary committees (that means subsidiary committees of globalization, emerging issues, and poverty reduction) first to generate their mandates (draft resolutions); subsequently through organization learning in cooperation with ACPR and the Commission to address cross- functional priorities of region. The task of the sub-programmes and the ACPR is to prepare their strategic framework and programme of work in order to make draft resolutions reliable for

implementation. The eight operational divisions are the following: Poverty and Development Division (PDD), Statistics Division (SD), Pacific Island Division, Trade and Investment Division (TID), Transport and Tourism Division (TTD), Environment and Sustainable Development Division (ESDD), Information, Communication, and Space Technology Division (ICSTD) and Emerging Social Issues Division (ESID). These divisions undertake normative, analytical, and technical cooperation activities in line with ESCAP's programme of work, and are clustered under the three thematic areas of ESCAP.

In this context and in order to be able to respond to the research objectives, questions, and hypothesis, this study seeks to investigate, the extent to which ACPR, in cooperation with the Secretariat, uses mechanisms of trust and the development of collective leadership in organization learning to integrate the strategic framework and programme of work of the eight sub-programmes. This can be done through a review of the historical change, data analysis, and action research. It also seeks to review the extent to which subsidiary committees use mechanisms of trust and developing ownership in knowledge sharing to integrate mandate generation for sub-programmes and the evaluation of performance of sub-programmes. The conceptual framework of this research indicates that enhancing the effectiveness of conference structure relates to maximum utilization of mechanisms of trust, organization learning, and knowledge sharing in each sub-programme.

As an example of good practice, the transport sub-programme, already cited, shows up very well in the experience of the OD practitioner in ESCAP and in the External Evaluation Report. The report indicates that transport is an example of where ESCAP's analytical and technical cooperation work supports its normative functions; that is in an

area where no other UN agencies are engaged. This study has selected transport as the sub-programme that, in comparison with other sub-programmes, uses the highest rate in the range of mechanisms of trust, organization learning, and knowledge sharing. In this context the rate of using mechanisms in other sub-programmes can be measured by utilizing a methodological check list and measurement tools.

The researcher uses the result of data analysis for pre-, during-, and post-ODI in the process of reviewing the Resolution to Restructure the Conference Structure through two action research cycles. As elaborated, the Resolution to Restructure the Conference Structure is supposed to be used as a framework to guide the standards for using mechanisms of trust, organization learning, and knowledge sharing for all sub-programmes of ESCAP.

In this context the interventions of the OD practitioner were introduced in the first and second action research cycles, as shown in Figure 4.1.

First action research cycle		Second action research cycle					Writing dissertation
Aug-Nov 2006: First phase of ODI	May 2007: resolution 63/3 ,(adopted May2007) give mandate to Secretariat for further consultancy	April 2007: External Evaluation Report is disclosed	June 2007: OIOS Report is disclosed	Sep – Nov 2007: Second Phase of ODI	Feb 2008: Resolution to Restructure the Conference Structure is revisited	April 2008: the changes lu Resolution to Restructure Conference Structure are approved	May2008-May2009: data collection. Data analysis for evaluating the result of changes

Figure 4.1: ODI Process for restructuring conference structure of ESCAP

In this chapter, the researcher as a former member of ACPR discusses the two action research cycles started in 2007 by the Secretariat in cooperation with ACPR in the context of the mandate of the Commission to review the Resolution to Restructure Conference Structure.

According to this study, on the one hand, ceremonial works of ESCAP's conference structure include generating mandates, strategic frameworks, programmes of work and evaluations of performance of the sub-programmes of ESCAP; on the other hand, instrumental works relate to reviewing the Resolution to Restructure the Conference Structure in order to develop a standard of judgment for the above process.

During the first cycle of action research, the researcher discusses the concerns of member states as to a feasible relationship between ceremonial and instrumental works and the action that has been undertaken to respond to the concerns of member states.

During the second cycle of the action research the researcher discusses the gaps that appear after evaluation of first action research cycle on feasible relationships between ceremonial and instrumental works.

According to Coghlan. D, B. (2005) each action research cycle comprises four basic steps: diagnosing, planning action, taking action, and evaluating action (Figure 4.2.)

Figure 4.2: Four Steps for Action Research Cycle

4.1 First Action Research Cycle on Responding to the Concerns of Member States on the roles and functions of ACPR and subsidiary committees

During the action research, the OD practitioner delivered different presentations and statements (Appendix V) to inform member states on standard mechanisms of trust, organization learning, and knowledge sharing. He based his remarks upon the conceptual framework and research questions around organization learning, and knowledge sharing; He did this by looking at relationships around ceremonial works (programme planning cycle) in the conference structure and its impact on a new Resolution to Restructure the Conference Structure; the latter is seen as including instrumental works in the conference structure. A brief discussion follows:

Ceremonial works in ESCAP could be described as relations around the generation of mandates, strategic frameworks, programmes of work, and evaluation of the performance of sub-programmes of ESCAP through ACPR and its subsidiary committees. Instrumental works could be described as a standard judgment (guideline) in which ACPR, through trust and organization learning, and subsidiary committees, through trust and knowledge sharing, create relationships among ceremonial works and need to be inserted in the Resolution to Restructure the Conference Structure.

In responding to the first question of the research—how to enhance conference structure, this study investigated the history of changes in the Resolutions of the Conference Structure that can be summarized as being "To identify the key lessons arising from the conference structure from the past to help understand how to bridge the gap between normative works and operative works to improve its effectiveness." That drew the researcher's attention to the *first research question* as follows:

> *1-"What are the key strengths and weaknesses (lessons) of the Conference Structure to-date that provide guidance and direction for bridging the gap between normative and operative works to enhance its effectiveness for the future?"*

Key lessons of the conference structure to date that provide direction for bridging the gaps between normative and operative works indicate that the conference structure is losing its normative and analytical works in spite of various efforts that have been taken through changing the resolutions on the conference structure since 1974;

The first Resolution (143 (XXX)) to restructure the conference structure, as adopted in 1974, was to cope with newly identified priority areas and to limit the number and

duration of meetings by bridging the gap between problems of identification and project implementation (ACPR/2007/WGCS (2)/12/Rev.1 13 November 2007).

In 1980 the member states decided to change the Resolution of the Conference Structure and adopted resolution 210 (XXXVI) because, the resolution of 1974 called for the restructuring of economic and social sectors of the UN based upon General Assembly Resolution 32/197(ACPR/2007/WGCS (2)/12/Rev.1 13 November 2007).

In 1987 and 1988, member states asked for further measures for streamlining and for increased effectiveness in the conference structure with the adoption of Resolution 262 (XLIII).

In 1991/1992 a Group of Eminent Persons recommended an Intergovernmental Structure Subsidiary to the Commission (E/ESCAP/798) which pushed member states to adopt a thematic approach in Resolutions 47/3 and 48/2.

In 1995 member states decided to strengthen opportunities for effective ministerial interaction on policy issues and to make the most efficient use of resources and time. So member states decided to adopt Resolution 51/3 *(E/ESCAP/1010, annex)*

In 1997 member states decided to further strengthen the multidisciplinary advantage of the Commission with respect to recommendations of the Regional Preparatory Meeting on Review of the Conference Structure of the Commission (E/ESCAP/1048), which viewed the advantages of the thematic approach as outweighing its disadvantages, and adopted resolution 53/1.

In 2002 because the previous reform efforts had not yielded the desired results, namely, a more focused programme of work that reflected the specific and priority needs of the membership and greater high-level participation in meetings (see Intergovernmental

Meeting to Review the Conference Structure of the Commission, E/ESCAP/1235, Para. 3), the Commission tried to align its conference structure with its programme structure by focusing on programme structure based on the themes of reducing poverty, managing globalization, and tackling emerging social issues (Resolution 58/1).

This list indicates what the researcher learned from previous reforms in the Resolutions of the Conference Structure. It shows that in spite of significant efforts to ensure a better balance in the Secretariat's normative, analytical, and operational work (12-18 May 2005, Bangkok), still further work is needed to align priorities of member states (globalization, poverty reduction, and emerging issues) and eight sub-programmes. Therefore, it could be concluded that ***the first hypothesis*** of the research was supported and it could be said that there is a relation between previous reforms of ESCAP and bridging the gaps between normative and operative works. That means the following:

1: *"There is a significant relationship between the key strengths (lessons) of the conference structure and bridging the gap between normative and operative works to enhance the effectiveness of the conference structure".*

In fact, in spite of previous efforts undertaken to bridge the gaps between normative and operative works, most sub-programmes of ESCAP still suffered from the relationship between the strategic framework and programme of works in its cooperative organization learning with ACPR, and the relationship between mandate generation and evaluation of performance in its knowledge sharing in subsidiary committees.

A conceptual framework makes it clear that feasible relationships will lead to effectiveness of the conference structure; on the one hand, such relationships can exist between mandate generation and the evaluation of performance of sub-programmes in the

agenda of meetings of subsidiary committees; on the other hand, a strategic framework and programme of work of sub-programmes can exist in the agenda of ACPR meetings. The whole process of knowledge sharing in subsidiary committees and organization learning in ACPR, results in the initiation and implementation of cross-functional resolutions in the region (Figure 4.3).

Knowledge sharing

Evaluating adopted cross-functional resolutions (lesson learned from sub-programmes) in subsidiary committees

Formulating cross functional resolutions in subsidiary committees (generating mandates for sub-programmes

Trust

Trust

ACPR reviews programme of work of sub-programmes (decision on programme of work for draft resolutions)

ACPR reviews strategic framework of sub-programmes (planning strategic framework for draft resolutions)

Organization learning

Figure 4.3: Feasible Relations between Generation of Mandates and Evaluation of Performance in Subsidiary Committees and Strategic Framework and Programme of Work in ACPR

That means all sub-programmes need to develop mechanisms of trust and ownership; they can do it through knowledge sharing in subsidiary committees and develop mechanisms of trust and collective leadership by organization learning in ACPR for feasible formulating, planning, budgeting, and evaluating performance of resolutions.

In the feasible process, the result of evaluating performance of sub-programmes will be considered by the subsidiary committees as the basic reliable facts on which to generate mandates for sub-programmes from the priorities of member states. This process should then result in draft resolutions. The draft resolutions are then submitted to the ACPR for consideration in the strategic framework and programme of works (Figure 4.4).
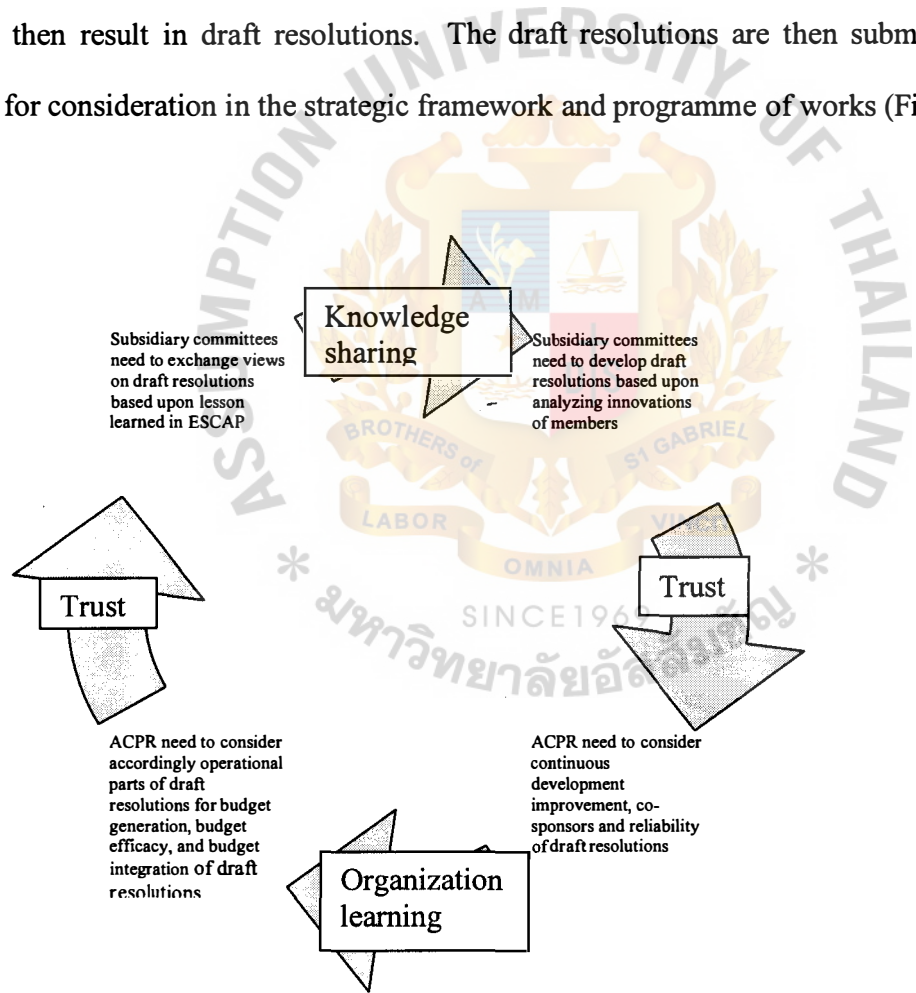
Figure 4.4: Feasible Relations between Formulating, Planning, Budgeting, and Evaluating

Resolutions in the Framework of Conference Structure

The OD practitioner selected the above processes as ODI during two action research cycles; on reviewing the Resolution to Restructure the Conference Structure, he introduced them to working groups as standard guidelines for inserting in the new Resolution to Restructure the Conference Structure and to bridge the gaps between normative and operative works in ESCAP. Accordingly, with the newly introduced standard as a basis, the functions of ACPR and subsidiary committees and their relations to sub-programmes before and after ODI will be examined and measured.

During the first action research cycle, ODI was used to realize the concerns of member states on the roles and functions of ACPR and subsidiary committees. In this context, as the conceptual framework indicates; ACPR should be involved in developing collective leadership. This would be done through integration between the strategic framework and programme of work of each sub-programme; it would require a dynamic aspects of trust in which sub-programmes communicate with ACPR on the continuous improvement of the development of draft resolutions submitted by subsidiary committees.

4.1.1 Response of OD Practitioner to Concerns of Member States on the Roles and Functions of ACPR

As elaborated in the conceptual framework, both the dynamic aspect of trust and the mechanism of collective leadership in organization learning are needed by ACPR to establish relations between the strategic framework and the programme of work of each sub-programme. The dynamic aspect of trust means ordering roles and responsibilities of ACPR in respect to sub-programmes; developing collective leadership in organization learning means that ACPR develops collective cooperative learning with sub-programmes

to create relations between the strategic framework and the programme of work. In this context, at first, the diagnosis of the symptoms that affect ACPR's collective cooperative learning with sub-programmes was considered; and the OD practitioner responded to the concern of the working group on reviewing the conference structure.

4.1.1.1Diagnoses of Symptoms that Affect the Role and Function of ACPR

The OD practitioner, through his experience in ESCAP, found that ACPR deals with other functions such as generating mandates or listening to irrelevant reports rather than focusing on its role and function. Its role should be to determine the relationships between the strategic framework and programme of work of each sub-programme; this makes ACPR the place for listening to the political and financial concerns of member states in order to finalize draft resolutions or decisions of member states; in this role, it gets a consensus for the implementation of draft resolutions or decisions. These responsibilities make ACPR the body for creating a relationship between the strategic framework and the programme of work of each sub-programme. But it can only go so far unless members of ACPR can get involved with finalizing draft resolutions through collective cooperative learning with sub-programmes. The OD practitioner found that some sub-programmes such as transport, through collective cooperative learning with ACPR, create the relationship between the strategic framework and programme of work with satisfactory outcomes for member states. However, other sub-programmes, work independently without collective cooperative learning with ACPR; as a result, their outcomes are unsatisfactory to member states.

Apparently due to this problem, in the first action research cycle and during a retreat meeting in November 2006 in Pattaya (Thailand), the OD practitioner raised his

concerns about the lack of feasibility in the roles and functions of ACPR in respect of sub-programmes.

The above indicated concern could explain the low participation of member states in the ACPR meetings. The numbers of participants in ACPR, as the experience of the OD practitioner shows, remains on average between 25 or 26 members out of the 54 members of region; the number of members who on average participated in the Commission is around 42 (Figure 4.5). This figure shows the importance of the Commission, because of the importance of involving member states in the process of strategic planning and the programme of work.

	Delegates (Average per session)			Delegations (Average per session)	
	Total*	From capitals**	Total		From capitals***
Commission	366	190	50		42
Committees	94	41	26		17
Subcommittees	65	30	21		15
Special bodies	41	28	20		15
All meetings	119	59	27		20

* Figures in the table include government representatives and delegations from members
  and associate members of ESCAP.
** Other than the Capital of the host country.
*** Government delegations with at least one member from its Capital.

Figure 4.5: The Number of Participants in the Meetings Remains Low after Changes in

Conference Structure

Because of the above concerns, for the first time, participants in ACPR showed a strong commitment to changing the programme structure (ACPR/307/INF/5 4 December 2006) and noted that any reform of ESCAP should be in line with reforms of the United Nations system as a whole.

Mr. Shigeru Mochida, Deputy Executive Secretary, in the November 2006 retreat meeting in Pattaya presented key findings and recommendations from the External Evaluation Report on ESCAP. This was the same concern that the OD practitioner expressed during his interview with the consultant of External Evaluation. External Evaluation, consistent with the work of the OD practitioner, added that the needs and demands of member states should be the main underlying guiding principle for reform, ensuring continued ownership of ESCAP by its members. At the same time, the report insisted that the programme of work of ESCAP should focus on supporting member states. In this context, it could be understood that External Evaluation emphasizes strengthening normative works in such a way as to strengthen the relationship between programmes of work and priorities of member states. So the symptoms drawn from External Evaluation's report indicate there is a lack of collective leadership in the mechanism of organization learning in ACPR in the relationship between the strategic framework and the programme of work of some sub-programmes.

In responding to the concerns of member states, a variety of proposals were discussed in the retreat meeting; they included emphasizing a reduction in the number of committees of the whole (COW) in the Commission. That means member states are expressing their willingness to skip irrelevant works in the Commission and ACPR and

give greater emphasis to relevant work such as finalizing resolutions in the Commission and ACPR.

In this context, they also felt that early involvement by ACPR in the review of draft resolutions should be further discussed. This feedback from ACPR, from the view point of the OD practitioner, means ACPR has become closer to its real function, which could improve the relations between strategic frameworks and programmes of work.

Mr. Richard Kalina, Chief, Programme Planning, Budget, and Evaluation Section made a presentation in the 2006 retreat meeting in Pattaya, on the functioning of ACPR and included an overview of the focus and outcome of earlier discussions on options for revitalizing ACPR. Participants, including the OD practitioner, emphasized the important role and function of ACPR, praising it as a unique and important means of ensuring continuous dialogue between member states and the Secretariat.

In conclusion, the OD practitioner in Pattaya, succeeded in drawing the attention of ACPR to the symptoms, listed below, in its collective cooperation with sub-programmes in strengthening the relationship between strategic frameworks and programmes of work; he did it by expressing the following concerns:

- Lack of sufficient time for reviewing and finalizing drafted resolutions in ACPR;

- Lack of relationships between the conference structure and programme structure;

- Need to emphasize the role and function of ACPR;

4.1.1.2Planning Actions in Response to Symptoms of ACPR's Roles and Functions

The OD practitioner has used as a basis for planning the important role and function of ACPR in collective cooperative learning with sub-programmes on the relationship between strategic frame works and programmes of work. He argues and plans for general interventions in the following areas:

- Make the Commission and ACPR effective and strong in their functions in order to develop strategic frameworks;

- Recognize the need to strengthen the relationship between strategic frameworks and programmes of work;

- Recognize the need to specify the roles and functions of key stakeholders in developing strategic frameworks and programmes of work in a new Resolution to Restructure the Conference Structure.

In this context, and in the first action research cycle, ACPR and the OD practitioner reviewed the previous Resolution to Restructure the Conference Structure during six meetings of working groups held by the Secretariat during January, February, and March 2007. The results of the discussions and interventions are summarized in two draft resolutions on restructuring the conference structure--draft resolution version I, 28 Feb 2007, and a third version--draft resolution version III, 30 March. In version I, the OD practitioner made an intervention shown below in Figure 4.6 by inserting a clause to utilize dynamic trust and collective cooperative learning in ACPR in order to integrate strategic frameworks and programmes of work.

ACPR Working Group

28 February 2007

DRAFT RESOLUTION

(Version 1)

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Restructuring the conference structure of the Commission

V. Advisory Committee of Permanent Representatives and Other Representatives Designated by Members of the Commission (ACPR)
14. The functions of the Advisory Committee of Permanent Representatives and Other Representatives Designated by Members of the Commission shall be in accordance with the terms of reference contained in annex III to the present resolution. The Advisory Committee shall examine ways to enhance and improve its ability to advise and assist the Executive Secretary in drawing up proposals for the strategic framework, the programme budget, work programme priorities, and resource allocation, consistent with the guidance provided by the Commission, and to monitor and evaluate the implementation, outcome, and effectiveness of the programme of work of the Commission, in accordance with paragraph 2 and 3 of its terms of reference. The Advisory Committee shall report to the Commission regularly. **(Supported in principle by the Islamic Republic of Iran in its commentary)**

Figure 4.6: First Version of Draft Resolution on Reflection of Member States on

Relationship between Strategic Framework and Programme of Work

As elaborated in the above draft resolution for clause V, ACPR has carried out the preparatory task for the Commission and was involved with strategic frameworks and programmes of work. The main effective annual function of ACPR is to review cross-functionality and to finalize draft resolutions. Thus, initiating and drafting resolutions are not the tasks of ACPR and need to be undertaken by subsidiary committees. The researcher

argues against wrongfully interfering in the task of initiating technical draft resolutions by ACPR that affect the ownership of member states. Subsidiary committees need to be the only authorized technical bodies in ESCAP that are enabled to deal with initiating draft resolutions. The role of ACPR is to act on behalf of the Commission in carrying out a strategic planning role in cooperation with the Secretariat in order to make the draft resolutions functional for implementation. In this respect, the OD practitioner disagrees with the participation of other international agencies in the process of work of ACPR, as some members have requested; this is because it means involving others outside the functioning scope of ESCAP in processes that are part of the strategic role of ESCAP. According to the conceptual framework, involving others outside the scope of the organization in processing strategic frameworks makes the organization more complex and ineffective. Moreover, this could be the task and function of subsidiary committees, as will be explained in the next section.

The OD practitioner therefore sees as very important the roles of the Commission and of ACPR in collective cooperative learning with sub-programmes and in strengthening the relationship between strategic frameworks and programmes of work. Hence, he disagrees with reducing the frequency of meetings of the Commission and of ACPR and argues that meetings of the Commission should be at least 7 days or more, and that ACPR needs to meet monthly. Under such an arrangement, even if ACPR proceeds with the work with no more than 25 participants from member states, the Commission will be held with nearly a majority of member states. This is why it could be more efficient if meetings of the Commission were held for almost 7 days duration, and ACPR meets monthly; and both need to focus on strengthening the relationship between the strategic frameworks and programmes of work through the finalizing and adoption of resolutions.

Accordingly, as the OD practitioner argues, a new Resolution to Restructure the Conference Structure should cover the feasible roles and functions of ACPR (and, as will be explained in the next section, of subsidiary committees); it should also push the Secretariat to consolidate its work with the OD practitioner as shown in version III of the draft Resolution for Restructuring the Conference Structure (Figure 4.7). This would be done through intervention, presentation, and observation on inserting standard guidance

ACPR Working Group

30 March 2007

Legend	
Italic, boldface (red):	Text added by the Secretariat;
Boldface (blue):	Commentary;
<u>Underline (red)</u>:	Proposals by the Islamic Republic of Iran as consolidated by the Secretariat.

pp 3. *Recalling further* Commission resolution 61/1 of 18 May 2005 on the mid-term review concerning the functioning of the conference structure of the Commission, <u>in particular paragraph 4 thereof concerning the strengthening of the integration of sectoral work in the thematic context,</u>

pp 9. *Having considered* the report on the implementation of Commission Resolution 58/1,[31] <u>in particular the key concerns expressed by member states pertaining to attendance, and the need to ensure country-driven processes and to narrow the focus of the agenda;</u>

Figure 4.7: OD Practitioner Interventions on Integration, Strategic Framework, and Programme of Work

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[31] E/ESCAP/63/21

"Integration of sectoral work in thematic context" in the above figure, means the Commission and ACPR need to strengthen the relationship between strategic frameworks and the priorities of member states (e.g. thematic clusters in the previous Resolution to Restructure the Conference Structure).

"To ensure country-driven processes" means the Commission and ACPR need to ensure that the draft resolutions be driven from the priorities of member states.

In sequence with the activities of the Commission and of ACPR, subsidiary committees need to be involved with developing ownership in knowledge sharing. This is done through integration between the generation of mandates for sub-programmes, based upon the priorities of member states, and performance evaluation of sub-programmes (lessons learned from sub-programmes). The process requires the negotiation aspect of trust in which member states communicate with sub-programmes on the process of negotiating cross-functional innovation in subsidiary committees.

4.1.2 Response of OD Practitioner to Concerns of Member States on Roles and Functions of Subsidiary Committees

The work process for subsidiary committees was more complicated than that of ACPR. The OD practitioner, through his study and investigation of the roles and functions of subsidiary committees, will make the conference structure simpler. There was a long discussion in ESCAP about whether to select thematic or sectoral clusters for subsidiary committees. The question around this approach has affected the process of reform in the conference structure since 1997. The OD practitioner, by investigating the roles and functions of subsidiary committees, realized that the main function of these committees had

been recognized as generating mandates for sub-programmes based upon the priorities of member states--that is thematic clusters' (globalization, poverty reduction, and emerging issues). Mandates, which have been generated from the priorities of member states, need to be functional mandates for each sub-programme of ESCAP. That means there should be a relationship between the thematic clusters (globalization, poverty reduction, and emerging issues) that govern the discussion of member states and the eight sub-programmes (transport, statistics, trade, environment, ICT, poverty reduction, emerging issues, and Pacific Island). So the question is how, for example, the understanding derived from globalization challenges could be the same understanding as that derived from transport challenges. This mechanism ignores ownership in the process of knowledge sharing in subsidiary committees. In this context, the OD practitioner, using the conceptual framework, developed the negotiation aspect of trust; this creates a need for subsidiary committees to develop ownership in knowledge sharing in relation to mandate generation for sub-programmes and the evaluation of performance of sub-programmes.

4.1.2.1 Diagnosis of Symptoms that Affect Roles and Functions of Subsidiary Committees

At the retreat meeting in Pattaya in November 2006, Ms. Nanda Krairiksh, Chief, Programme Management Division, presented the outcome of a survey conducted among member states on the functions of subsidiary committees. In line with the survey outcome, a majority of participants favoured a continuation of a more focused thematic structure. According to the guidelines of interviews conducted by the Secretariat, member states express their concerns on the lack of relationships between mandate generation through

thematic clusters and performance evaluation of mandates in sub-programmes; this has had the following implications:

(a) Attendance from capitals continues to be unsatisfactory.

(b) The membership has highlighted a need to enhance the focus of agendas for committee sessions in order to support in-depth discussions with concrete outcomes and facilitate nomination of delegates by governments (ACPR working group, 22 January 2007).

(c) Rather than workshop-like discussions and information provision, members should consider changing the nature of the sessions towards decision-making and information exchange (feedback from fourth session of the committee on managing globalization (PART I) BANGKOK, 12-14 SEPTEMBER 2007).

(d) Concerns have been raised that outcomes of sessions are driven by the Secretariat, rather than by attending governments (ACPR Working Group, 22 January 2007).

The OD practitioner emphasizes the alignment between thematic clusters and sub-programmes. He does this with the view that trust and ownership in knowledge sharing in subsidiary committees depends on the relationship between the generation of mandates from the priorities of member states and the evaluation of the performance of mandates in sub-programmes. That is to say thematic clusters (globalization, poverty reduction and emerging issues) need to be aligned with sub-programmes (transport, statistics, trade, environment, poverty reduction and emerging issues and pacific islands).

4.1.2.2 Planning Action in Response to Symptoms of Subsidiary Committees' Roles and Functions

In this context, the OD practitioner, following identified symptoms in subsidiary committees, developed a plan for intervention. It was based upon a conceptual framework in which the mechanism of trust and ownership in knowledge sharing requires a strengthening of the relationship between mandate generations from priorities of member states (thematic clusters) and evaluating the performance of mandates in sub-programmes. The intervention of the OD practitioner is reflected in the following excerpt from the first version of the draft Resolution to Restructure Conference Structure: (Figure 4.8).

ACPR Working Group

28 February 2007

DRAFT RESOLUTION

(Version 1)

Restructuring the conference structure of the Commission
1. 2. *Also decides* to revise its conference structure, including its subsidiary structure, within the context of the above-mentioned thematic framework, to conform to the structure provided in annex I to the present resolution. **(supported in principle by the Islamic Republic of Iran in its commentary)**

Figure 4.8: OD Practitioner's Efforts to Revise Subsidiary Committees' Structure

The researcher argues for revising the thematic clusters on the basis of symptoms and concerns of member states and in respect of the conceptual framework. The previous thematic committees (globalization, poverty reduction, and emerging issues) have too broad a scope to respond to the specific needs of the member states.

Since subsidiary committees are set up to generate mandates from the priorities of member states, any internal or external knowledge that responds to the priorities and challenges of member states should be welcomed. That means participation of other international agencies or organizations in subsidiary committees for knowledge sharing should be appreciated.

Thus, even if the OD practitioner disagrees with the participation of other international organizations in the process of work of ACPR, he fully agrees with their participation in the process of work of subsidiary committees since they could be the channel for knowledge sharing on the challenges and priorities of member states.

Interventions and observations among the six working groups on restructuring conference structure in the first action research cycle were based upon the results of the above discussion. The following options are suggested for taking action on restructuring conference structure (Figure 4.9);

ACPR Working Group

30 March 2007f

Legend
Italic, boldface (red):   Text added by the Secretariat; **Boldface (blue)**:   Commentary; <u>Underline (red)</u>:   Proposals by the Islamic Republic of Iran as consolidated by the   Secretariat.
Option 1 (Deferral)
Option 2 (Modification of session agenda)
Option 3 (Structural change)

Figure 4.9: Three Options as the Result of Long Discussion of First Action Research Cycle

4.1.3 Taking Action by Adoption of Resolution 63/3

At the first action research cycle, it was decided to defer interventions on restructuring the conference structure till 2008 (Draft resolution version 4). This occurred after long discussions on restructuring the conference structure, due to the retirement in 2007of the UN Secretary General, Kofi Anan and the Executive Secretary of ESCAP, Dr Kim Hac Su.

The OD practitioner along with other members of ACPR, agreed with the deferral and with requesting the Executive Secretary to report the results of meetings under the previous conference structure in the next session of the Commission (See Figure 4.10.

CPR Working Group

4 April 2007

Legend	
Italic, boldface (red):	Text added by the Secretariat;
Boldface (blue):	Commentary;
<u>Underline (red)</u>:	Proposals by the Islamic Republic of Iran.

DRAFT RESOLUTION
(Version 4)

Review of the Conference Structure of the Commission

Option 1 (Deferral)

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2.   ***Requests the Executive Secretary to report to the Commission at its sixty-fourth session on the meetings under the conference structure, focusing in particular on*** the optimal duration of sessions of the Commission, <u>the results of meetings under the conference structure, the level of representation from members and associate members, and on the trends towards greater ownership by governments of the intergovernmental process;</u>

Figure 4.10: OD Interventions in the Final Process of First Action Research Cycle

The OD practitioner in fact requested the Executive Secretary to facilitate an effective process of consultation among member states to review the conference structure in ESCAP in the next Commission session in 2008 as expressed in the final decision of member States in the first action research cycle as follows:

> *The member States, Request the Executive Secretary, as a matter of priority, to facilitate an effective process of consultation among members and associate members on a comprehensive and thorough review of the conference structure of the Commission* (Resolution 63/3 , *Fifth plenary meeting, 23 May 2007).*

Resolution 63/3 could be the result of the first action research cycle. In addition the Secretariat recorded the interventions, observations, and presentations on restructuring the conference structure presented by the OD practitioner and other member states

4.1.4 Evaluating Resolution 63/3 on Restructuring Conference Structure

The Secretariat committed to facilitate effective consultation among member states for a review of the conference structure in 2008. This commitment was based upon Resolution 63/3

In this regard, the Secretariat, disclosed the full text of the External Evaluation and the OIOS evaluation reports in which member states and the Secretariat are interviewed. This took place in Almaty at the first ACPR meeting after the sixty-third session of the Commission in May 2007.

OIOS endorsed the concerns of member states on the narrative work of ESCAP and proposed to review the results' framework. In addition, it recommended reviewing the roles and responsibilities of subsidiary committees (thematic clustering approach). Nevertheless OIOS recommended more openness in information sharing and strengthening of the evaluation function. In this context, this study assumes that real gaps may exist in the roles and functions of subsidiary committees and of ACPR as the main subsidiary organs of the Commission.

The concepts of the recommendations of OIOS were reiterated earlier by the External Evaluation. The External Evaluation concluded that while ESCAP has repositioned itself

from time to time to respond effectively to the needs of its membership, it still faces a challenge to maintain its relevance.

In addition, Interview Guidelines circulated by the Secretariat among subsidiary committees indicate the committees' dissatisfaction with their functions. All these efforts convince member states of the need for a process of change in the conference structure. This occurred despite the resistance of some members and their desire to retain the previous conference structure. Nevertheless the OD practitioner focused on analyzing the reports of "programme of work" in the context of the work of ACPR and "programme performance reports" in the context of the work of subsidiary committees. Accordingly, the second action research cycle was initiated among member states.

4.2 Second Action Research Cycle for Bridging the Gaps in Roles and Functions of ACPR and Subsidiary Committees

As elaborated in the statement of the problem, the first gap exists between normative and operative works. This means the mechanism of organization learning in which ACPR is involved; this is concerned, first with developing the strategic framework and programme of work of sub-programmes and, second, with the mechanism of knowledge sharing in which subsidiary committees are involved with generating the work mandates of sub-programmes. In effect, the first gap relates to the functions of ACPR and subsidiary committees.

The second gap that exists is between member states and the Secretariat; it may arise from problems of communication with the Secretariat among those who work with ACPR and subsidiary committees. This concerns, first, the mechanism of building trust for

developing collective leadership in ACPR, and, second, the mechanism of building trust for developing ownership in subsidiary committees. The first part of the issue refers to the dynamic aspect of the mechanism of trust in which ACPR collectively cooperates in learning with sub-programmes; the second part refers to the negotiation aspect of the mechanism of trust in which subsidiary committees negotiate through ownership on cross-functional priorities of sub-programmes. Together they create the second gap, which relates to the roles and responsibilities of both ACPR and subsidiary committees in respect to sub-programmes.

4.2.1 Bridging the Gap in Roles and Functions of ACPR

4.2.1.1 Data Analysis for Diagnosing Gaps in Roles and Functions of

ACPR

The researcher elaborated feasible roles and functions of ACPR, in which this body in collective cooperative learning strengthens the relationship between the strategic framework and programme of work of sub-programmes. This process is called the mechanism of trust and developing collective leadership in organization learning. The OD practitioner, looking for data analysis in order to find the gap in the role and function of ACPR, selected two documents on "programme of work" for the period 2006-2007 and 2008-2009 (E/ESCAP/1344, Sixty-first session of Commission and E/ESCAP/63/22, Sixty-third session of Commission).

These two documents present data reviewed by ACPR and emphasize the relationship between expected accomplishments and indicators of achievement of sub-programmes since 2005. The OD practitioner realized that the use of "expected

accomplishment" in the said documents meant "strategic framework," and the term"
"indicator of achievement" referring to the results of work means the "programme of work"
of the conference structure

Indeed, data inserted in the document regarding programmes of work shows the
effective rate of the work of ACPR in integrating the strategic framework (expected
accomplishments of sub-programmes) and programme of work (results of indicator of
achievements of sub-programmes) of eight sub-programmes for the period of 2005-2007
(Figure 4.11).

Strategic framework (Expected accomplishments of the Secretariat)	Programme of work (Indicators of achievement)																		
(a) to develop and implement effective sub-programmes including those targeting the MDG	(a) Increased number of national transport policy papers- statistical systems – that reflect ESCAP-promoted initiatives- improving energy efficiency and water resources- to ensure economic and development policies																		
	Units of measure: Initiatives																		
	2005							2006							2007					
	Tr	St	En	Td	Po	IC	So	Tr	St	En	Td	Po	IC	So	Tr	St	En	Td	Po	IC	So
	18	5	N/a N/a	30				40	7	8 8	35				60	14	5 5	40			
(b) Improved capability to use the core initiative	(b) (i) Increased number of feasibility studies for investment projects and infrastructure improvements of sub-programmes																		
	(b) (ii) Increased number of (countries acceding to global, regional and sub regional agreements-accessible websites providing official statistics																		
	Units of measure: Studies, Accessions																		
	2005							2 06							2007					
	Tr	St	En	Td	Po	IC	So	Tr	St	En	Td	Po	IC	So	Tr	St	En	Td	Po	IC	So
	5 15	9						15 25	14						30 40	20					
(c) to implement measures to improve the efficiency of sub-programmes	(c) (i) Increased number of (initiatives to identify and remove bottlenecks -Percentage of national statisticians- Percentage of officials to negotiate trade agreements, trade efficiency policies, & environment for investment- Countries using tools of ICT – countries to promote the integration of social dimensions																		
	Units of measure: Initiatives, Demonstration runs																		
	2005							2006							2007					
	Tr	St	En	Td	Po	IC	So	Tr	St	En	Td	Po	IC	So	Tr	St	En	Td	Po	IC	So
	8 4	n/a		65% n/a n/a	n/a	n/a		12 8	65%		70% 70% 70%		6	5	60 12	70 %		75 % 75 % 75 %	8		7

Seven sub-programmes between 2005-2 0   Transport (Tr), Statistic (St), Environment (En), Trade(T), Poverty reduction(Po),ICT(IC), Social development(So)

Figure 4.11: Data Analysis for Examining Mechanisms of Trust and Organization Learning

in the Role and Function ACPR in Relation to Sub-Programmes Using Methodological

Check Lists

The OD practitioner pursued his investigation through ACPR's collective cooperative learning with all sub-programmes of ESCAP to relate strategic frameworks and programmes of work. The results indicate that the transport sub-programmes provide feasible relationships between strategic frameworks and programmes of work. Figure 4.11 shows the format that is used for the expected accomplishment and the indicator of achievement of transport's sub-programmes. According to these data, the expected accomplishment, through collective cooperative learning with ACPR, of transport's sub-programmes develops and implements an effective policy for the extension of transport facilities when considering Millennium Development Goals (MDGs). If, for this purpose, this sub-programme were to initiate policy papers, such as adopted resolutions in cooperation with ACPR, they could result in indicators of achievement. This sub-programme, after developing effective policies, takes the necessary measures to use the capability of member states, and for this purpose is used to conduct feasibility studies. In the final stage, the sub-programmes implement and conduct feasibility studies through pilot projects with related countries. Data analysis show that ACPR, through collective cooperative learning with the sub-programme of transport, made a satisfactory relationship between its strategic framework and programme of work.

This interaction will be communicated collectively between ACPR and the transport sub-programme; this means a dynamic aspect of trust also existed between ACPR and the transport sub-programme. The exact name of this sub-programme is Transport and Tourism, but the only efficiency shows in the transport section. The research compared the other sub-programmes with the transport sub-programme and found statistics sub-programmes also reached the satisfactory rate in respect to utilizing mechanism of trust and

organization learning. The other sub-programmes mistakenly measure percentage of participants in the meetings in contrast to transport, which measures initiatives (functions) of the meetings. Data analysis shows the work of transport is more substantive than the other sub-programmes.

Two check lists, based upon the methodology, were used for measuring the dynamic aspect of trust and organization learning in ACPR. The first was to realize a feasible role for ACPR in developing collective leadership through communication with sub-programmes; the second was to promote the mechanism of organization learning to realize a feasible function for ACPR in the relationship between the strategic framework and programme of work of sub-programmes. The result of data analysis shows in Chart Line 4.1.

Chart Line 4.1: Scale of Feasibility in Role and Function of ACPR before ODI

Rate of feasibility in role and function of ACPR before ODI

ACPR trust and collective cooperative learning with sub-programmes since 2005
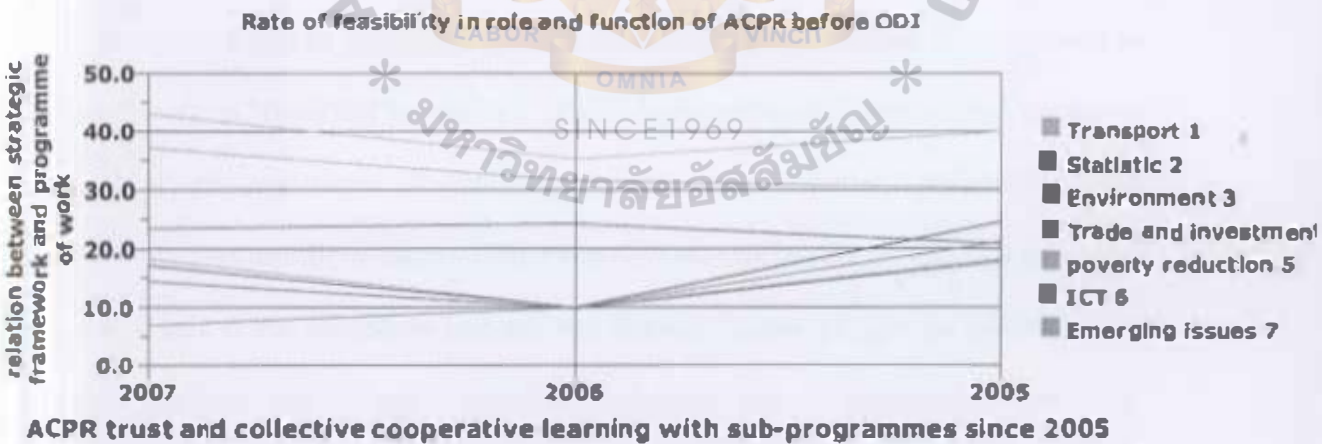
Data analysis indicates the scale of feasible rate in those sub-programmes that using trust and collective cooperative learning with ACPR in the relationship between their

strategic frameworks and programmes of work. This also shows the scale of feasible role and function of ACPR before ODI. In this context the 'Transport' sub-programme gets the highest rate for feasible roles and functions in cooperation with ACPR. The results of data analysis of other sub-programmes are as follows;

1- According to data analysis, 'Statistics' could get the acceptable rate in feasible roles and functions in cooperation with ACPR because there is integration between its strategic framework and programme of work. That means there is integration within the statistics system, access to related websites, and finally increasing numbers of national statisticians.

2- The next acceptable rate, could be for 'Environment and Sustainable Development' even if there is not integration between the strategic framework and programme of work (a couple of policy papers on energy efficiency, and water management were not implemented). However, in this sub-programme, good work has been done on green growth.

3- There is also no integration between the strategic framework and the programme of work on 'Trade and Investment.' This sub-programme has implemented a good job in the negotiation of trade agreements, trade efficiency policies, and the environment for investment; but it was all done with no relation to policy papers.

4- There is no integration between the strategic framework and the programme of work of the 'Poverty Reduction' sub-programme. Nevertheless, this sub-programme has done a good job in preparing policy papers to ensure economic growth.

5- The ICT division is also faced with a lack of relationship in its strategic framework and programme of work. This section has done good work in increasing countries' use of ICT tools, particularly in relation to risk reduction

6- 'Social Development,' which includes 'Emerging Issues,' also lacks integration in its strategic framework and programme of work. However, the sub-programme has done good work in increasing the numbers of countries promoting integration of social dimensions

7- The other sub-programme is 'Pacific Island' which is not a challenger in the region. The OD practitioner proposed considering the concerns of 'Pacific Island' and less developing countries (LDC) in relation to other sub-regions. This could, for example, be done as part of as the development of all sub regions of ESCAP.

It could be concluded that ACPR could carry out feasible roles and functions not only in respect to transport and statistics but in respect to other sub-programmes. However, this requires undertaking further work on energy efficiency, water management in the environment sub-programme, trade negotiation and service in the trade and investment sub-programme, and risk reduction in the ICT sub-programme. In this context, the following actions may need to be taken: the Poverty Reduction sub-programme should change to Macroeconomic Policy, and Emerging Issues in Social Development should focus on Social Welfare. The result of data analysis for sub-programmes except transport and statistics is consistent with the work of OIOS's report, which stated, "Sub-programmes' expected accomplishment is not the result of ESCAP's activities, and indictors of achievements depend on subjective interpretation."

In respect to the gap in roles and functions of ACPR, *data analysis responds to the second (a) and third (a) questions* of research questions which could be as follows:

2. *How could a mechanism based on building trust impact the following:*
   a) Ordering roles and responsibilities for [formulating][32]*, planning, budgeting [and evaluating] resolutions between and within the Secretariat and member states in the regular meetings of ACPR [and subsidiary committees]?*
3. *How could a mechanism based on developing collective leadership, through organization learning, impact on:*
   a) The feasible strategic framework (programming resolutions) and programme of work (budgeting resolutions) in the ACPR?

Data analysis confirms the use of the mechanisms of the dynamic aspect of trust by the Transport sub-programme in collective cooperative learning with ACPR; this was done in order to create the relationship between the strategic framework and the programme of work and thus enhance the effectiveness of conference structure. That means that the mechanism of the dynamic aspect of trust is used by Transport's sub-programme in regular communications with ACPR. Thus data analysis *supports approval of hypothesis number 2(a) and 3(a)* of the research which are as follows:

2. *There is a significant relationship between a mechanism based upon building the dynamic aspect of-trust and:*
   a) Ordering roles and responsibilities for planning, and budgeting resolutions between and within the Secretariat and member states in the regular meetings of the ACPR
3. *There is a significant relationship between a mechanism of developing collective leadership, through organization learning and:*

---

[32] This study defines three aspects for building trust: dynamic, reputation and negotiation. In this section data collection on the dynamic aspect of trust in ACPR will be analyzed. Formulating and evaluating the resolutions relate to the negotiation aspect of trust in subsidiary committees that will be analyzed in the next section

a) The feasible strategic framework (programming resolutions) and programme of work (budgeting resolutions) in the ACPR

Mechanisms of the dynamic aspect of trust and developing collective leadership in organization learning in respect of the roles and functions of sub-programmes other than those of Transport and Statistics are low or unsatisfactory. Thus Transport is a good example that could be replicated by other sub-programmes.

A strategic framework needs to be developed based upon the priorities of member states. Therefore, the feasible sub-programmes in a strategic framework need to be aligned with subsidiary committees that initiate the priorities of member states. This study, through data analysis, found eight feasible subsidiary committees in respect to priorities of member states that connected to eight feasible sub-programmes in their strategic frameworks; they are as follows:

1- Transport
2- Statistics
3- Environment and sustainable development with focus on energy efficiency and water management
4- Trade investment with focus on trade efficiency policies & environment for investment and development policies
5- Poverty reduction, which needs to change to a macroeconomic section with focus on ensuring economic and development policies
6- ICT, which needs to relate to risk reduction
7- Emerging issues, which needs to change to social development
8- Pacific Islands, which needs to change to sub-regional development

The work of the researcher is consistent with the External Evaluation Report (June 2006), in which priorities of programmes consistently and positively highlighted by most respondents were categorized in the following areas respectively: transport, trade

facilitation, statistics, cross-border, and intra-regional issues in the areas of energy, water, and natural disaster mitigation, and social issues

4.2.1.2 Planning Action for Bridging the Gaps in Roles and Functions of ACPR in Relation to Sub-Programmes

The researcher, in planning for ODI to bridge the gap, had been focused since 2005 on the strategic frameworks of sub-programmes and their relationship with the programme of works; the researcher requested the Secretariat to circulate necessary documents to member states.

In this context and using the results of data analysis, the OD practitioner introduced to the working group on restructuring the conference structure the extent to which there was feasible ACPR collective cooperative learning with each sub-programme. He suggested changing the sub-programmes of poverty reduction and emerging issues because of a lack of infeasibility in their roles and functions; he also suggested modification in the strategic frameworks and programmes of work of other sub-programmes except Transport and Statistics. In addition, the OD practitioner elaborated to the working group that there is no relationship between the strategic framework of a sub-programme on Pacific Island and the priorities of member states. So it is suggested that the sub-programme of Pacific Island be changed to a sub-programme that covers all sub-regions of ESCAP in addition to Pacific Islands. The OD practitioner's interventions received acknowledgement of the other member states in the working group.

In the mean time, the Secretariat arranged a special working group on a strategic framework for the biennium 2010-2011 on 19 March 2007. In this meeting the new draft

of a strategic framework was circulated to the member states; most of the OD practitioner's concerns and responses were positively reflected in the document. The new sub-programmes, which were introduced by the Secretariat, were recognized as feasible and should replace the old ones (Figure 4.12).

Old sub-programmes	New sub-programmes, which are linked to the priorities of member states
1. Poverty and development	1. Macroeconomic policy and inclusive development
2. Statistics	2. Trade, investment, and finance
3. Development of Pacific island countries and territories	3. Transport and information and communications technology
4. Trade and investment	4. Environment and development
5. Transport and tourism	5. Disaster risk reduction
6. Environment and sustainable development	6. Social development
7. Information, communication, and space	7. Statistics
8. Social development, including persistent and emerging issues	8. Sub-regional activities for development

Figure 4.12: New Suggestions Based upon ODI for New Sub-Programmes of ESCAP

The strategic framework was reviewed by a working group through long discussions in which finally the Secretariat made a new suggestion to UN headquarters in New York, and the headquarters accepted the changes in sub-programmes. The new sub-programmes in the strategic framework later got the approval of the Commission in 2008.

The new eight sub-programmes were developed based upon the new priorities of member states, which, as explained earlier, are demonstrated in the framework of subsidiary committees. In the previous conference structure, three subsidiary committees (globalization, poverty reduction, and emerging issues) suffer from lack of a relationship with the eight sub-programmes; in the new suggestion, however, it is anticipated that eight subsidiary committees will be related to eight sub-programmes. According to the conceptual framework, feasible roles and functions of subsidiary committees depend on the relationship between the generation of mandates from the priorities of member states and the evaluation of the performance of sub-programmes.

4.2.2. Bridging the Gap in Roles and Functions of Subsidiary Committees

4.2.2.1 Data Analysis for Diagnosis of the Gap in Roles and Functions of Subsidiary Committees

The researcher's investigation of the roles and functions of subsidiary committees confirms that subsidiary committees deal with the generation of mandates for sub-programmes, but that these mandates need to be integrated with the evaluation of the performance of sub-programmes in order to be functional mandates; therefore they need to be submitted in the format of draft resolutions. If this is not done, mandates that are continuously generated in subsidiary committees are not considered by ACPR as cross- functional mandates; they remain as dysfunctional data and lead to narrative works.

In this context and for diagnosing the gaps, the OD practitioner analyzed the data that are provided by the "programme performance report" in the sixty-fourth session of the Commission. The "programme performance report" consists of (a) highlights of

programme achievement by thematic area and (b) the results and lessons learned by sub-programmes.   The report is central to holding ESCAP accountable to its members and associate members in terms of the efficient use of resources and the delivery of mandated results (E/ESCAP/64/20, 14 February 2008).

The process of work in the "program performance report" is consistent with the work of the researcher in using a conceptual framework; in this framework, mechanisms of trust and developing ownership in knowledge sharing developed to shape the relationship between the generation of mandates and the evaluation of performance in subsidiary committees. There are two types of data in the "programme performance report": first the data related to programme achievement by thematic areas, which is referred to in this study as "mandate generation;" second, the results and lessons learned by sub-programmes, called in this study "evaluation of performance." The data analysis is based upon the data collected from the "programme performance report."   The results, diagnosing the gap between mandate generation and evaluation of performance in subsidiary committees, are illustrated in Figure 4.13 below;

Generation of mandate from priorities of member states for sub-programmes (programme achievement by thematic)	Evaluation performance of sub-programmes (lesson learned); • Extensive geographical coverage of the priorities • Formalization of intergovernmental agreements for priorities • Country-level activities on priorities proved to be effective in reinforcing follow-up action by member states																			
Priorities of member states; poverty reduction -managing globalization -Emerging issues	Lesson learned from performance of priorities																			
	2005							2006							2007						
	Tr	St	En	Td	Po	IC	So	Tr	St	En	Td	Po	IC	Em	Tr	St	En	Td	Po	IC	So
	Sa	Sa	W	Us	Us	Us	Us	Sa	Sa	W	Us	Us	Us	Us	Sa	Sa	W	Us	Us	Us	Us

Sa : satisfactory in relationship between mandate generation and evaluation of performance, Us; (unsatisfactory),W :the relationship is weak

Figure 4.13: Measuring Feasibility of Roles and Functions of Subsidiary Committees

The programme performance report is very important for subsidiary committees. This report was circulated by the Secretariat on 14 Feb 2008 in a working group on restructuring conference structure. The OD practitioner, through his intervention, referred to the importance of the report and requested the Secretariat to clarify programme achievements in each country instead of just referring to the number of activities. The proposal of the researcher was rejected as placing too heavy a burden on the budget of the Secretariat. However, continuous circulations of the reports show the scale of feasibility of the relationship between mandate generation and evaluation of performance and the effectiveness of conference structure.

Investigating the relationship between programme achievements and lessons learned by each sub-programme, showed a satisfactory level of achievement for the sub-programmes of transport and statistics in achieving a relationship between mandate generation and evaluation of performance. An example is Transport's sub-programme, the mandate, for which could be "Asia Highway and Railway networks;" it is generated from "transport development" and avoids using the term, "globalization," which may be the stated priority of member states, but is a broad and complicated term without a significant relationship to transport. Transport programmes, basing their choice upon the subsidiary committee discussion mentioned earlier, determined that "transport development" would be the real priority. Thus, this sub-programme individually, without relation to globalization, facilitates feasible knowledge sharing in subsidiary committees in achieving relationships between mandate generation and performance evaluation. According to Figure 4.13, the evaluation of performance of Transport is elaborated under the lesson learned as *'extensive geographical coverage of Asia highway,' 'Formalization of the Asia highway through inter-governmental agreements enhanced the ownership,' and 'Country-level activities proved to be effective in reinforcing follow-up action by member states.'* This process reflects exactly the meaning of the mechanism of knowledge sharing. In it, lessons are learned from an implemented mandate connected to a mandate generated out of the priority of member states. This process makes the relationship feasible and the role and function of transport effective in subsidiary committees.

That means the other sub-programmes need to replicate transport processes. In following it; they need to provide strong facts for extending geographical coverage of their activities, for sub-regional ownership, and for country-level follow-up action. Two check

lists for measuring the negotiation aspect of trust and knowledge sharing have been prepared and accordingly the results of data analysis for all sub-programmes in subsidiary committees are illustrated in the Chart Line 4.2.

Chart Line 4.2: Scale of Feasibility in Role and Function of Subsidiary Committees before ODI

Rate of feasibility in role and function of subsidiary committees before ODI

The results of data analysis show that except for transport and statistics, the other sub-programmes have little or no relationship between the generation of their mandates and evaluation of their performance; this is particularly the case in programme areas such as information, communications, and space technology, operational activities in poverty reduction (including agriculture-related work), investment promotion, tourism, and ageing. For the rest, some priorities suffer from such low visibility, that there are no specific sub-programmes, such as disaster management, that can give a region a real challenge.

In respect to the gap in the role and function of subsidiary committees, data analysis *__responds to the question numbers 2(a) and 4(a)__* of research questions, which are as follows;

2- *How could a mechanism based on building trust impact on the following:*
   a) Ordering roles and responsibilities for formulating and evaluating resolutions between and within the Secretariat and member states in the regular meetings of subsidiary committees?
4 - *How could a mechanism of developing ownership, through knowledge sharing, impact on the following:*
   a) The feasible mandating (formulating resolutions) and evaluating the performance of resolutions in the subsidiary committees?

Data analysis indicates that the feasible roles and functions of transport's sub-programme have a significant connection to the relationship between mandate generation for sub-programmes and evaluation performance of sub-programmes in subsidiary committees; it is an inter-relationship that enhances the effectiveness of the conference structure. In the process of change, it would be necessary to preserve the strengths of organizations such as in transport and pursue effectiveness in other sub-programmes.

Thus the data analysis *__support hypothesis 2(a)__* of the research which says the following:

2. *There is a significant relationship between a mechanism based upon building negotiation aspect of trust and;*
   a) Ordering roles and responsibilities for formulating and evaluating resolutions between and within the Secretariat and member states in the regular meetings of subsidiary committees.

Data analysis also *__responds to hypothesis number 4(a)__* of research as follows:

4- ***There is a significant relationship between the mechanism of developing ownership in knowledge sharing and;***

> ***a) The feasible relationship between mandate generation [from transport development]***[33] ***(formulating resolutions) and evaluating the performance of resolutions [such as the result of Asia high way network] in the subsidiary committees.***

In other sub-programmes there is a low rate in the mechanism of knowledge sharing in the relationship between mandate generation and the evaluation of performance; this leads to low ownership and negotiation-aspects of trust in those sub-programmes within the framework of subsidiary committees.

Following up on the results of data analysis, the Secretariat proposes to do one of three things: to discontinue the thematic framework, revise the thematic areas, or sharpen the focus of work under each area in order to narrow the scope of coverage. The OD practitioner supports maintaining sectoral coverage and discontinuing the thematic areas.

External Evaluation and OIOS in line with the work of the researcher, also observed in their reports that the "thematic clustering" introduced since 2000 has not yielded sufficient clarity to managerial direction and internal knowledge sharing. Moreover, sub-programmes established in connection with the three thematic areas have continued working mostly within their own structure and with their respective long–established clientele networks. The thematic approach instituted a separate level of coordination function without the accompanying mechanisms of accountability, clarity of roles, and responsibility for deliverables.

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[33] Data collection and analysis in transport subsidiary committees indicates that there is a significant relationship during knowledge sharing among transport development, the priority of member states, and evaluating the performance of transport. That means lessons learned from transport performance such as the Asia high way network effectively link with priorities of member states in transport development during negotiation and knowledge sharing in related subsidiary committee

4.2.2.2 Planning Action for Bridging Gaps in Roles and Functions of

Subsidiary Committees

As guidance for the new Resolution to Restructure the Conference Structure, the OD practitioner made five proposals to strengthen the relationship between the generation of mandates and the evaluation of performance. He based his proposals on the conceptual framework and terms of reference of committees and the functions of regional and national workshops. The proposals are as follows:

1- Subsidiary committees as the regional forum for considering priorities of member states need to focus on sectoral issues, instead of thematic ones. In other words, new sub-programmes in the strategic framework need to be aligned with the priorities of member states in subsidiary committees. That means the task of the three thematic priorities (globalization, poverty reduction, emerging issues) of subsidiary committees would change and be replaced by eight newly introduced sectoral priorities. They would include the following:

- Transport
- Statistics
- Environment and sustainable development focusing on energy efficiency and water management
- Trade investment with focus on trade efficiency policies and the environment for investment and development policies
- Poverty reduction needs to change to a macroeconomic section with focus on ensuring economic and development policies
- ICT needs to relate to risk reduction
- Emerging issues need to change to social development
- Pacific Islands need to change to sub regional development"

2- Subsidiary committees, as the regional forum for exchanging views on the priorities of member states, needs participation by internal and external organizations and, international agencies.

3- Subsidiary committees should act as a forum that could connect priorities of member states with global targets.

4- Subsidiary committees should focus on two items in their agenda: first, the generating of mandates for sub-programmes (draft resolutions) based upon the priorities of the member states; and, second, evaluating the performance of mandates adopted for sub-programmes.

5- The agenda of the subsidiary committees should develop through national and sub regional workshops while keeping in mind geographical balances and the impact of the agenda in the region, and sub regions[34].

The above interventions and changes in roles and functions of subsidiary committees lead to feasible relationships between mandate generation and performance evaluation.

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[34] According to external evaluation, a large number of organizations have been established in the region to foster regional cooperation in economic and social sectors (among them ADB, ASEAN, SAARC, ECO, PIFS, SPC, APEC, the Asian Chamber of Commerce and Industry, and the APEC Business Forum). ESCAP needs to adjust to the changing institutional context by ensuring close collaboration and partnerships with the work of these bodies.

4.2.3 Taking Action to Bridge the Gaps by Adopting Resolution 64/1 (New Resolution to Restructure Conference Structure)

In the final step of the action research cycle, the result of interventions of member states on bridging the gaps will be taken into account in the new Resolution to Restructure the Conference Structure.

This process requires the reputation aspect of trust, in which the Executive Secretary, in communicating with member states, assures alignment between the programme planning cycle and the new Resolution to Restructure the Conference Structure.

Ms. Noeleen Heyzer, Executive Secretary of ESCAP in the 314th session of ACPR (24 September 2007 Bangkok), extends her support for reviewing the conference structure, consulting with other key stakeholders, and initiating a mapping exercise with other UN entities. Accordingly, the Secretariat in cooperation with ACPR prepared a roadmap for interventions.

The second phase of intervention started on 22 August 2007 and led to the new Resolution to Restructure the Conference Structure in April 2008. In the second phase of the action research cycle, member states are supposed to make changes in the TOR of ACPR and subsidiary committees in the new Resolution to Restructure the Conference Structure; this would be instrumental work designed to increase the efficiency of the programme planning cycle as ceremonial work.

The OD practitioner defined distinct roles and functions for the commission, ACPR, and ministerial and intergovernmental meetings. These were based upon the conceptual framework and mainly involved integrating strategic frameworks and programmes of work.

According to the literature review the strategic framework should develop based upon the priorities of member states and should integrate into the programme of work, in order to enhance the effectiveness of the conference structure. They do so in this context by increasing the dynamic aspect of trust and collective leadership in organization learning in the TOR of ACPR and by responding **_to questions numbered 2(b) and 3(b)_** of the research which states:

2. *How could a mechanism based on building-the dynamic aspect of trust impact on:*
    b) The Terms of Reference (TOR) of ACPR in the Resolution to Restructure the Conference Structure"?
3. *How could a mechanism based on developing collective leadership, through organization learning impact on:*
    b) The feasible guidelines for the strategic framework and programme of work in the Resolution to Restructure the Conference Structure?

The OD practitioner made the following interventions in the new Resolution to Restructure the Conference Structure:

1-   During a special working group on 19 March 2008, the OD practitioner along with ACPR expressed some doubts about decisions under sections 2, 3, and 4 (below) on formulating strategic frameworks and around the main functions of ACPR. This occurred after the researcher requested the Secretariat to formulate the strategic framework in cooperation with ACPR and the Commission. In reviewing the strategic framework, it was found that the main achievement was to revise eight functional sub-programmes that were adopted by the sixty-fourth Commission and that affect the new resolution on the conference structure. Thus the fundamental change in the new Resolution to Restructure the Conference Structure took place in reviewing the strategic framework by ACPR and its alignment with the priorities of the subsidiary structure.

2-   According to this study, the Commission, ACPR, and ministerial and intergovernmental meetings need to streamline their functions in respect of the relationship between strategic frameworks and programmes of work. Article 1, under the functions of the Commission in the new Resolution to Restructure the Conference Structure, states the following: "*the Commission shall meet to . . .review and endorse the proposed strategic framework and programme of work.*" The same idea is repeated under the terms of reference of ACPR, Para a(b). . . "*To advise and assist the Executive Secretary in drawing up proposals for the strategic framework and programme of work, consistent with the guidance provided by the Commission.*" These two paragraphs indicate that the main functions of the Secretariat in relation to the Commission and ACPR, are determined in developing strategic frameworks and programmes of work for sub-programmes. They also indicate that the Secretariat and ACPR should both collectively develop strategic frameworks and programmes of work consistent with the guidance provided by the Commission. Even if the strategic framework for 2010-2011 is modified by ACPR and aligned with the priorities of member states, it should not continue to be consistent with the guidance of the Commission. This is because the format of guidance for the strategic framework has been arranged by UN headquarter and not by the Commission of ESCAP. In other words, there is no format of guidance for strategic framework in the Resolution to Restructure the Conference Structure. Thus the Commission itself needs to spend more time on the strategic framework and programme of work. In this respect, the OD practitioner disagreed with some members on reducing the duration of ACPR meetings and the Commission. He did this while recognizing the important roles of the Commission and of ACPR in formulating strategic frameworks and programmes of work, which require

collective leadership and continuous cooperation. The argument finally accepted by ACPR and reflected in Article 1 under the arrangement of the Commission says that "the Commission shall meet annually …for up to a maximum of seven working days." This agreement is also reflected in Article 17, which stated, "The number of formal meetings of the Advisory Committee shall not exceed twelve per calendar year."

3-   The main task of ACPR could be based upon this study reviewing the relationship between strategic frameworks and programmes of work in the context of draft resolutions submitted by the subsidiary committees; this combination of tasks could occur even if the TOR of ACPR refers to considering strategic frameworks and programmes of work. This is because the language of the TOR of ACPR still suffers from a focus on reviewing draft resolutions. In this regard the OD practitioner supports emphasizing the establishment of separate working groups on draft resolutions as the main functions of ACPR in the new Resolution to Restructure the Conference Structure under the Commission section. The agreeable phrase by member states:

> " *The Advisory Committee of Permanent Representatives and Other Representatives Designated by Members of the Commission (ACPR) Informal Working Group on Draft Resolutions convened prior to the Commission shall be reconstituted as the Working Group on Draft Resolutions during the senior officials segment and shall have a status commensurate with the Committees of the Whole .*"

This phrase shows the importance of having draft resolutions reviewed by ACPR. In spite of this phrase, the TOR of ACPR does not show any reference to reviewing draft resolutions as the function of ACPR.

4-   The OD practitioner disagrees with volunteer participation of international agencies in the process of work of ACPR; for this he uses the same rationale that states that the focus of work of ACPR should be limited to reviewing strategic frameworks and

programmes of work, tasks that could be treated as an internal matter for ESCAP. This rationale was accepted by member states and reflected in Paragraph 18 of the new Resolution to Restructure the Conference Structure saying:

> "*Should the need arise to seek the views of the United Nations entities or other inter-governmental organizations on subjects of interest to the Advisory Committee, members of the Advisory Committee can, if consensus has been reached, request the Secretariat to invite representatives of particular United Nations entities or other intergovernmental organizations to attend a subsequent session of the Advisory Committee*".

The OD practitioner had also some observations regarding the increasing efficiency of the roles and functions of subsidiary committees in the Resolution to Restructure the Conference Structure; he noted that it defines feasible guidelines for relationships between the generation of mandates for sub-programmes and evaluation of the performance of sub-programmes in subsidiary committees, and for responding to *questions numbered 2(b) and 4(b)* of the research which says the following:

> 2. *How could a mechanism based on building the-negotiation aspect of trust impact on:*
> b.   *The Terms of Reference (TOR) of subsidiary committees in the "Resolution to Restructure Conference Structure"?*
> 4. *How could a mechanism to develop ownership, through knowledge sharing, impact on:*
> b.   *The feasible guideline for mandating (priorities) and evaluation of the performance in the "Resolution to Restructure the Conference Structure"?*

In respect to the above, the OD practitioner made the following interventions, which were accepted and led to positive reflections by member states:

1- Working groups on reviewing the conference structure, finally agreed with the OD practitioner on revision of the structure of subsidiary committees and replacement of its

three thematic clusters (globalization, poverty reduction, and emerging issues) by eight sectoral priorities in alignment with the strategic framework of ESCAP. This was a fundamental change in the conference structure of ESCAP. This represented a change back to simultaneous review of the draft strategic framework for 2010-2011 in which the new sub-programmes were introduced by the Secretariat. In his rationale for this, the OD practitioner requested the Secretariat to issue a non-paper on possible structure for committees and topics for discussion based on the ESCAP strategic framework (Secretariat non-paper 8 April 2008).

2-   Regarding the priority of "information communication technology and risk reduction committee" the working group finally agreed with the establishment of this committee, combined with a separate committee focusing only on ICT. The OD practitioner opened a long discussion on the necessity for disaster risk management to be a priority of the region; in it, the OD practitioner was faced with a lot of challenges. However, finally ACPR agreed in principal on its importance. Thus it was decided to establish a <u>committee of ICT and risk reduction</u>. Regarding subsidiary committees, the OD practitioner was of the view that they should all meet annually; the reason for this was their main work in generating mandates; for these they could prepare draft resolutions and submit them to ACPR and the annual session of the Commission. This proposal was rejected, due to lack of financial resources, and the member states agreed to hold the subsidiary committees biannually rather than annually. The final decision of member states on revising the subsidiary committees and on the duration of meetings of subsidiary committees was inserted in the new resolution to restructure the conference structure in the

sixty fourth session of the Commission in April 2008. It would be as stated in the following clauses 1, 6, and 7 that read as follows:

> *"1.Decide to revise its conference structure, with immediate effect, to conform to the pattern outlined in Annex I to the present Resolution;*
> ***II. Subsidiary structure***
> *6. The Subsidiary structure of the Commission shall consist of the following eight committees:*
> *(a) Committee on Macroeconomic Policy, Poverty Reduction, and Inclusive Development;*
> *(b) Committee on Trade and Investment;*
> *(c) Committee on Transport;*
> *(d) Committee on Environment and Development;*
> *(e) Committee on Information and Communications Technology;*
> *(f) Committee on Disaster Risk Reduction;*
> *(g) Committee on Social Development;*
> *(h) Committee on Statistics.*
> > *7. The eight committees shall meet biennially, with four committees meeting each year, for a maximum duration of five days for each session."*

3-   The OD practitioner suggests that the work of subsidiary committees should focus on draft resolutions, which should be initiated at a national, or sub-regional level. One country disagreed with the word "sub-region," because the priorities of the sub-regional areas of ESCAP are still not the same and need to be revised. The matter of revitalizing sub-regional areas has taken a long discussion by the OD practitioner during the review of the Resolution to Restructure the Conference Structure. Finally, ACPR suggested that the subject requires further efforts in future, through work on another separate resolution. Finally, the wording of the OD practitioner, that states, "strengthening sub-regional cooperation" was reflected in the final Resolution to Restructure the Conference Structure. In addition, ACPR agreed with strengthening the evaluation system. These phrases inserted in the preamble paragraphs of the new Resolution to Restructure the Conference Structure are as follows;

"Noting also the importance of further cooperation between the Commission and sub-regional organizations, and the need to achieve synergies and build effective partnerships, Underlining that an effective conference structure requires a strengthened evaluation system, added transparency, and enhanced communication with the member states",

4-   The mechanism of developing ownership in knowledge sharing in the process of drafting resolutions in subsidiary committees is a separate exercise. The OD practitioner recommends that the draft resolutions should be initiated in subsidiary committees and be based upon the eight priorities of member states with involvement of other UN agencies. In this respect, a long discussion was undertaken on strengthening the Regional Coordination Mechanism (RCM), which was participated in solely by UN entities. As it discussed the priorities of the UNESCAP member states, the discussion occurred during the review of the Resolution to Restructure the Conference Structure. Arguing from the conceptual framework, the OD practitioner disagreed with the process of work in the Regional Coordination Mechanism and suggested that it should be held with the participation of member states and particularly that it should exchange views with participants of subsidiary committees. Finally, due to the intervention of the OD practitioner the term "Regional Coordination Mechanism" was deleted from the final Resolution to Restructure the Conference Structure.

This study has found that subsidiary committees need to initiate their agenda through national and sub-regional workshops within the context of eight priorities and through negotiation with other UN entities. The agenda of the subsidiary committees should focus on drafting resolutions based upon performance evaluation of sub-programmes. In this context, subsidiary committees also receive advice from five sub-regional institutions of ESCAP. Reviewing the function of those five institutions was also

the subject of a critical discussion during the review of the Resolution to Restructure the Conference Structure.

According to this research, the five sub-regional institutions partially link to the priorities of subsidiary committees and need to be reviewed and aligned with the priorities of subsidiary committees. However, due to political concerns, it was decided, during the review of the new Resolution to Restructure the Conference Structure, to leave the statement as it was in the previous resolution.

These were the main interventions made by the OD practitioner and accepted as part of a new Resolution to Restructure the Conference Structure (Resolution 64/1), which is intended to lead the conference structure to become more effective.

4.2.4 *Evaluating Resolution 64/1 on Restructuring the Conference Structure*

It could be concluded that the new Resolution to Restructure the Conference Structure has had immediate impact on the conference structure during the Commission session in April, 2008. But that is not necessarily the case. During this session, the Secretariat arranged the schedule of the meetings in a format that focused more on resolutions.

Para 3 of the new Resolution to Restructure the Conference Structure *requests* the Executive Secretary to reorganize the Secretariat so as to enhance its capability to service the subsidiary structure of the Commission. This tone is adopted bearing in mind the goal of maximizing the impact of the United Nations in the field of economic and social development in the Asian and Pacific region. At the same time, Paragraph 4 *further requests* the Executive Secretary to provide members and associate members with a

preliminary assessment of the organizational and staffing implications of the revision of the intergovernmental structure subsidiary to the Commission within the next six months.

Subsequently, after approval of the new Resolution to Restructure the Conference Structure, some of the directors of divisions (except the sub-programmes of Transport and Statistics) moved to other posts in ESCAP. Most important, the Secretary of the Commission, who plans the schedule of work for subsidiary committees and the ACPR, changed.

The OD practitioner agrees with the decision of the Executive Secretary after ODI, to change some directors of sub-programmes and the Secretary of the Commission. He accepts this has affected the roles and functions of ACPR and subsidiary committees. However, those who were selected as successors, have been working for a long time in ESCAP and were really only shifted from one place to another. It is not clear that these changes will lead to greater effectiveness in the conference structure. Therefore based upon the conceptual framework and methodology of the research, data in respect of roles and functions of ACPR and subsidiary committees after ODI are to be collected and analysed.

In this context at first, the OD practitioner has demonstrated the extent to which the guideline for feasible roles and functions of ACPR in the new Resolution to Restructure the Conference Structure affects the relationship between the strategic frameworks and programmes of work (Chart Line 4.3). He found the data to do this in the document "programme of work" for the period 2010-2011, which was adopted after ODI, in April 2009, in the sixty fifth session of the Commission.

Chart Line 4.3: Scale of Feasibility of Role and Function of ACPR after ODI

Rate of feasibility in role and function of ACPR after ODI

■	Transport 1
■	Statistic 2
■	ICT 3
■	Environment 4
■	Macroeconomic Policy 5
■	Trade and Investment 6
■	social development 7
■	sub regional activities developm

ACPR trust and collective cooperative learning with sub-programmes since 2008
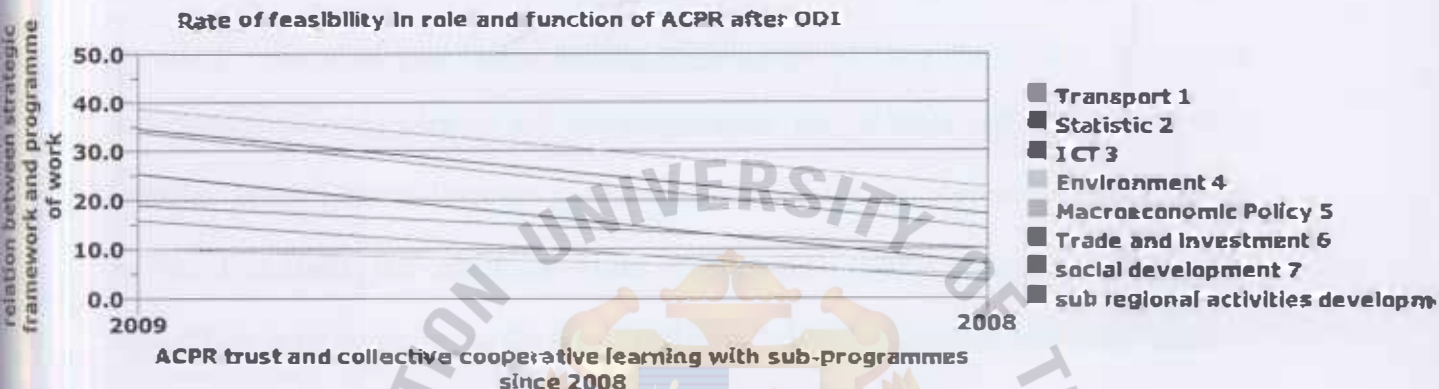
In this regard, data collection based upon programmes of work for 2008 and 2009, have been analysed and measured after the new Resolution to Restructure the Conference Structure was put into effect. The analysis indicates that in addition to the transport and statistics groups, ICT has done a great job of integrating its strategic framework and its programme of work. Although still further work needs to be done for integrating the strategic framework and programme of work in this sub-programme, the work done so far shows that development of sub-regional activities could be the new era for good practices among member states. Meanwhile, the other sub-programmes such as trade and investment need to focus on the challenges of the region instead of on specific countries. Enhancing negotiations to promote standards of trade and removing trade barriers could be more important for member states than increasing the numbers joining trade agreements. Social development needs to focus on disability, health, and gender issues of the region and

develop regional policy papers in addition to using its global experience. Thus, except for the ICT sub-programme, which, at the request of ACPR, attempted to create a relationship between its strategic framework and programme of work on risk reduction, the other sub-programmes still continue their programmes of work without considering the relationship with strategic frameworks. That is mainly because member states did not succeed in providing a format of guidance in making relationships between the strategic frameworks and programmes of work of all sub-programmes for ACPR's collective cooperative learning. In other words, there are no feasible guidelines for this purpose under the TOR of ACPR. This affects the ceremonial works or programme planning cycle of ESCAP. That means there is no procedure in the new Resolution to Restructure the Conference Structure to account for the work of the Secretariat under the TOR of ACPR.

Therefore, data analysis supports approval of *hypothesis number 2(b)* which is as follows;

> *2. There is a significant relationship between a mechanism based upon building the dynamic aspect of trust and:*
> *(b)The TOR of ACPR [and subsidiary committees][35] in the "Resolution to*
> *Restructure the Conference Structure".*

That means that in the new Resolution to Restructure the Conference Structure, there is a relationship between the roles and the responsibility of ACPR and sub-programmes under the TOR of ACPR that could deal with strategic frameworks and programmes of work. This process was improved after ODI by the placing of emphasis on

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[35] Hypothesis 2(b) has the two dimensions: the first is on the researcher analysis data for examining the impact of building trust in ACPR; the second is on analysis data for examining the impact of building trust in subsidiary committees.

the roles and responsibility of ACPR in finalizing draft resolutions in the new Resolution to Restructure the Conference Structure. ICT and risk reduction would be examples. However, although the TOR of ACPR shows ACPR and sub-programmes are subject to a relationship between their roles and responsibilities on communicating about draft resolutions, where as data analysis indicates that under the same TOR of ACPR there is still no relationship between the functions of ACPR and the functions of sub-programmes. That means sub-programmes, based upon their strategic frameworks and programmes of work, which are reviewed by ACPR, proceed with their functions; yet the TOR of ACPR, which is the instrumental pattern for strategic frameworks and programmes of work, is silent toward their process of work with sub-programmes. In other words, if there is a relationship between the strategic framework and the programme of work of transport's sub-programmes that is not because of the TOR of ACPR but because of the director of transport chooses so. He does so because he would like to involve ACPR with transport's strategic framework and programme of work. This means that according to the intent of the sub-programmes, they can involve the ACPR with their strategic frameworks and programmes of work; if not, they implement their own programmes.

Therefore _**hypothesis number 3(b)**_ is denied and needs further research after inserting guidelines for the relationship between the strategic framework and programme of work in future revisions of the conference structure under the TOR of ACPR. Therefore Hypothesis 3, part (b) could be read as follows; at present

> *3. There is (not) a significant relationship between a mechanism of developing collective leadership, through organization learning and:*
> b. *The feasible guidelines of the strategic framework and programme of work in the "Resolution to Restructure the Conference Structure".*

At present, the Secretariat develops the strategic framework and its relation with the programme of work under the format of UN headquarters and has been reviewed by ACPR. This process is contrary to the Resolution to Restructure the Conference Structure as stated; the strategic framework needs to develop under the guidance of the Commission. In the TOR of ACPR, mentioned in the new Resolution to Restructure the Conference Structure, ACPR's function is (b) *"To advise and assist the Executive Secretary in drawing up proposals for the strategic framework and programme of work that are consistent with the guidance provided by the Commission."* Thus it needs to develop guidelines for relationships between strategic frameworks and programmes of work by the Commission under the TOR of ACPR in the Resolution to Restructure the Conference Structure.

The OD practitioner at second step, also investigated the roles and functions of subsidiary committees that had been held after the new Resolution to Restructure the Conference Structure had been put into effect (Figure 4.14).

Generation of mandate from priorities of the region for sub-programmes	Evaluation performance of sub-programmes (lesson learned)														
- Transport - Statistics -ICT and risk reduction -Environment Macroeconomic policy Trade and investment -Social development -ICT	Lesson learned from performance of sub-programmes														
	2008								2009							
	Tr	St	En	Td	Po	IC	So		Tr	St	IC	En	Mc	Td	So	Su
	S	S	Ls	Us	Us	Us	Us		S	S	S				Us	

*Transport(Tr),Statistic(St),Trade(Td), Poverty Reduction(Po),Information Communication Technology(ICT),Social development(So),Macroeconomic (Mc),Sub-regional Development(Su)
**Satisfactory(S), Low satisfactory (Ls), Unsatisfactory (Un)

Figure 4.14: Scale of Feasibility in Relationship between Mandate Generation and

Evaluation Performance of Sub-Programmes after ODI

Out of eight new subsidiary committees only four subsidiary committees had been held in 2009.

Under the TOR of subsidiary committees in the new Resolution to Restructure the Conference Structure, there is a guideline for strengthening the relationship between mandate generation from priorities of member states and lessons learned from sub-programmes. Investigations shows that after ODI, the sub-programme of ICT moved from unsatisfactory status in 2008 to satisfactory status in 2009.

Chart Line 4.4: Scale of Feasibility in Roles and Functions of Subsidiary Committees after ODI

Rate of feasibility in role and function of Subsidiary Committees after ODI

Transport 1
Statistics 2
ICT 3
social development
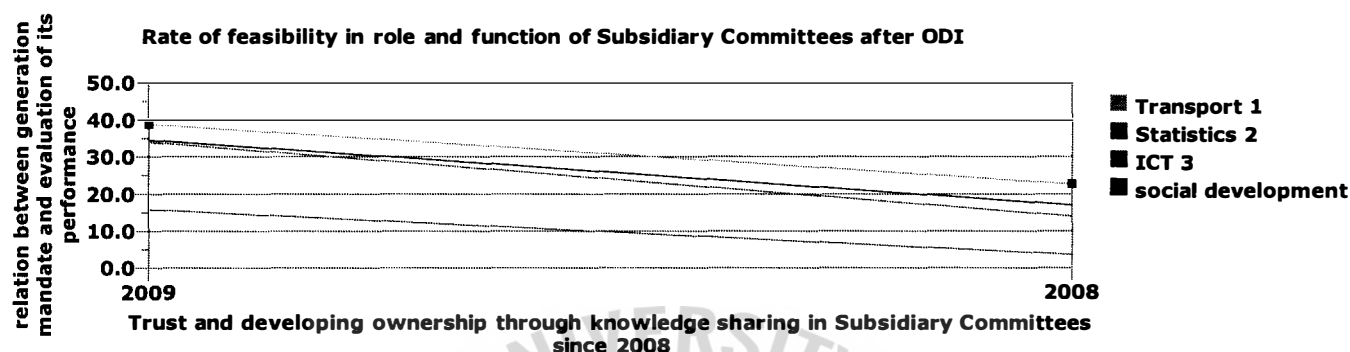
This investigation approved hypothesis number 4(b).

> *4. There is a significant relationship between mechanisms of developing ownership in knowledge sharing and:*
> *b) The guidelines for mandating (priorities) and evaluation of performance in the "Resolution to Restructure the Conference Structure".*

With all advantages that arise from its functions, The TOR of subsidiary committees suffers from lack of clarification in its roles and responsibilities.

This would be true, even if the new guidelines for the TOR of subsidiary committees improved and had a positive impact on its function. But data analysis out of four new established subsidiary committees that were held in 2009, indicate that they are still missing their roles and responsibilities. In other words, the TOR of subsidiary committees does not refer to the generation of mandates and simultaneously, the performance evaluation of sub-programmes, which could be the main role and responsibility of

subsidiary committees and give ownership to member states. Thus *the hypotheses numbered 2(b) denies* what might have been; at present:

> *2. There is (not) a significant relationship between a mechanism based upon building- negotiation aspect of - trust and:*
>   *(b)The TOR of [ACPR and][36] Subsidiary committees in the resolution to restructure the conference structure. ".*

That means, member states must in future work for further revising of conference structure; they should clarify the roles and responsibilities of the subsidiary committees under its TOR in the Resolution to Restructure the Conference Structure.

The conclusion is that in spite of a lot of work and interventions made by the OD practitioner and a lot of progress that has been realized, the conference structure is still lacking. It suffers from an unclear function for ACPR as the advisory organ to the Commission for integrating the strategic framework's programmes of work, and a roles and responsibilities toward subsidiary committees in generating mandates.

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[36] Hypothesis 2(b) has the two dimensions; one time the researcher analysis data for examining impact of building trust on ACPR, and once more time analysis data for examining impact of building trust on subsidiary committees.

Chapter 5

Summary of Findings and Recommendations

5.1 Summary of Research Intentions

This research intends to enhance the effectiveness of ESCAP's conference structure by reviewing the Resolution to Restructure the Conference Structure. For this purpose, a SWOT analysis was undertaken in the programme planning cycle of the conference structure. The programme planning cycle means generating mandates, strategic frameworks, and programmes of work, for eight sub-programmes of ESCAP and evaluating their performance.

The SWOT analysis showed that there was a gap between normative works and operative works of some sub-programmes. An in-depth study of the normative works and operative works of sub-programmes shows that the normative works of the conference structure are mechanisms for trust, organization learning, and knowledge sharing; their purpose is to influence the relationships between mandate generation, strategic frameworks, programmes of work, and performance evaluation of the sub-programmes work in the context of the conference structure. Nevertheless, despite all that planning and supervision, the SWOT analysis indicated that among eight sub-programmes, only the transport sub-programme had carried out its functions satisfactorily.

The TOR of ACPR in the Resolution to Restructure the Conference Structure as instrumental work indicated that the ACPR needed to cooperate with the sub-programmes in order to enhance the relationship between the strategic frameworks and programmes of work. Meanwhile the TOR of the subsidiary committees indicated that these committees

needed to cooperate with the sub-programmes to enhance the relationship between mandate generation and evaluation of performance; to do this, they needed to bear in mind that progress encapsulation in the institutional framework of conferences will be realized through instrumental efficiency. This means that the guidelines of the programme planning cycle in the Resolution to Restructure the Conference Structure should assure the feasibility of operation of the programme planning cycle.

In this context, and based upon the conceptual framework of this study, the researcher developed ODIs to introduce dual guidelines—the first for the feasible involvement of ACPR in the mechanisms of trust and organization learning; the second for the feasible involvement of subsidiary committees in the mechanisms of trust and knowledge sharing - in the new Resolution to Restructure the Conference Structure.

Consensus on drafting resolutions are the main outcomes of the programme planning cycle; therefore, this study, which is based upon a conceptual framework, intended to develop feasible guidelines for them. The guidelines cover the process of formulating and evaluating resolutions (generation of mandates from priorities of member states for sub-programmes in relation to final performance evaluation of sub-programmes) in the subsidiary committees and the feasible planning and budgeting resolutions (strategic framework of sub-programmes with respect to the programme of work of sub-programmes) in ACPR.

5.2 Summary of Findings

This study, which was performed through action research, investigated the whole programme planning cycle of the conference structure; that includes the generating of

mandates for sub-programmes, developing strategic frameworks and programmes of work for the sub-programmes, and finally, evaluating the performance of the sub-programmes. In other words, if the drafting resolutions are assumed to be the main outcomes of the conferences, this study investigated the process of formulating, planning, budgeting, and evaluating resolutions in the conference structure.

This study found that some concerns of the member states are symptoms not the real gaps of the conference structure. They reflect the low participatory approach of the conferences, indirectly driving the agenda by the Secretariat; and members expressed their concerns on narrative--or ineffective--works of the conferences. To find the root causes, this study describes the problems by reviewing the history of change in the conference structure from two perspectives: first, from a global perspective and, second, from the history of change in the Resolution to Restructure the Conference Structure in ESCAP.

The results of this investigation show that the comparative advantages of the conference structure rely on the normative and analytical work that was gradually overshadowed by the operative work. By reviewing the resolution to restructure the conference structure, the member states attempted to bridge the gap between the normative and operative works.

Thus, this study supported the hypothesis positing that there was a significant relationship between the past reforms in the conference structure and bridging the gaps between normative and operative works. Since no clear definition of normative and operative works has been introduced, this study researched the theoretical papers on governance, sustainable development, sustainable quality management, and ultimately, institutional change and adjustment, using a variety of theoretical methods. In this context,

the Researcher found that Veblen's theory, (1904), and later on, Ayres, (1946), and his students Foster and Bush (Bush, 1983), (Bush P. , 1989), provided a definition of operative work. From the perspective of these writers, operative work comprises both ceremonial and instrumental behavioural patterns that change through knowledge funds—a combination of learning and practices to improve your position in your organization. According to these theories the knowledge funds in organizations embody the process of interactions in ceremonial and instrumental patterns of behaviour. When you work in the organizations you learn through cooperation with clients and partners and you learn through study how to improve your position in the organization; these are knowledge funds: organization learning and knowledge sharing in the conference structure. On the basis of this theory, the researcher described the programme planning cycle as the ceremonial behaviour patterns of ACPR and subsidiary committees; the following are considered the instrumental behaviour patterns: the TOR of ACPR and subsidiary committees in cooperation with the Secretariat in the Resolution to Restructure the Conference Structure.

The structural values between ceremonial and instrumental behaviour patterns are called normative works. Normative works were described as the mechanisms that are used by ACPR and the subsidiary committees and are inherent in the instrumental work (Resolution to Restructure the Conference Structure) for giving valuation to ceremonial work (programme planning cycle). Accordingly, the researcher reviewed the roles and functions of ACPR and the subsidiary committees and concluded that, in the conceptual framework, the increasing efficiency of the Resolution to Restructure the Conference

Structure of ESCAP requires that both the mechanisms of trust and organization learning in ACPR and of trust and knowledge sharing in the subsidiary committees be strengthened.

Thus the member states are involved in the process of work of the conference structure through two important bodies: one is called ACPR and the other the subsidiary committees; both bodies work with the sub-programmes, which are the substantial priorities of member states in the Secretariat, and each has a different approach. ACPR deals with strategic planning of the sub-programmes and the subsidiary committees deal with generating mandates for the sub-programmes. In fact, as noted above, the sub-programmes are the real and practical priorities of the member states.

This study found that the sectoral or thematic clusters of member states, discussed in the previous reforms, could not be the root causes of the problems. In fact, the problems were generated by the roles and functions of ACPR and the subsidiary committees. In other words, these problems arose from the mechanisms of trust and organization learning that affects the roles and function of ACPR and from the mechanisms of trust and knowledge sharing that affect the roles and function of the subsidiary committees. That is to say that the separation of ACPR from its function, which is organization learning, and the separation of the subsidiary committees from their function, which is knowledge sharing, causes a gap between normative and operative works. In addition, a gap arises from a low commitment by both parties to their respective aspects of trust: ACPR seeks a commitment to the dynamic aspect of trust, which develops a collective leadership in the roles and responsibility of ACPR with respect to the sub–programmes, but its functions need to be strengthened. Whereas in the subsidiary committees, a low commitment to the negotiation aspect of trust, which develops ownership in the roles and responsibility of the

subsidiary committees with respect to the sub-programmes, creates a gap between member states and the Secretariat in the conference structure.

These are root causes of the problems, and on the basis of these, the researcher developed instrumental tools for measuring trust and organization learning in the roles and functions of ACPR and trust and knowledge sharing in the roles and functions of the subsidiary committees. In this context, a matrix of trust building was developed for measuring the respective order of roles and responsibilities of ACPR and the subsidiary committees, and two checklists were developed for measuring the functions of ACPR and subsidiary committees. Accordingly, the OD practitioner investigated the cooperation of ACPR with the eight sub-programmes in making relationships between the strategic framework and the programmes of work of sub-programmes. Similarly, he investigated the cooperation of subsidiary committees with sub-programmes in making relationships between generating the mandates of sub-programmes from the priorities of member states and evaluating the performance of sub-programmes.

With respect to feasibility of the roles and functions of ACPR, the data regarding the "programmes of work" were collected. A programme of work contains data about the relationship between the "expected accomplishment" and the "result of the indicator of achievements." In fact, the expected accomplishment shows the "strategic framework" while the result of the indicator of achievements signifies the programme of work. This document shows exactly to what extent the strategic framework of sub-programmes relates to the result of the indicator of achievements.

According to the data analysis, out of eight sub-programmes, the expected accomplishments of transport (excluding tourism), the statistics sub-programme, and the

sub-programme for energy and water resources management in the environment, show a good relationship with the results of the indicator of achievements. The expected accomplishments of other sub-programmes needed modifying, in light of the priorities of member states, in order to show a relationship with the indicator of achievements. In this regard, for them, the data analysis was positive in showing the changes needed. It shows that, in order to show a relationship with the indicator of achievements, the trade sub-programme needs to change to a trade negotiation and services sub-programme; the poverty reduction sub-programme needs to change to a macroeconomic development sub-programme; the emerging issues sub-programme needs to change to a social well being sub-programme, and the Pacific Island sub-programme needs to change to sub-regional development sub-programme.

Using the results of the data analysis, the OD practitioner made his intervention in revising the strategic framework of 2010-2011, which was discussed under the framework of reviewing the Resolution to Restructure the Conference Structure. Thus, the new eight sub–programmes were introduced as the real practical priorities of member states. In this respect, the OD practitioner faced big challenges. Whereas the previous priorities of member states such as globalization, poverty reduction, and emerging issues were very broad and general, the sub-programmes dealt with eight specific issues. How did the mandates of the specific issues of sub-programmes relate to the three broad priorities of member states?

The data analysis found that the real priority of member states for the transport sub-programme could be "transport development"--a priority in practice accepted by ACPR-- from which mandates such as "ASIA highway" and "Asia railway" could be generated.

The data analysis also showed that there was a very strong relationship between generating mandates such as "Asia highway" and "railway" from transport development and the lessons learned from the Asia highway and railway. The data analysis also showed a satisfactory relationship between mandate generation and the evolution of performance of the statistics sub-programme. On the basis of this data analysis, the OD practitioner found that the real priority of the environment sub-programme could be water resource management and energy, and, to some extent, green growth; the real priority of the poverty reduction sub-programme could be macroeconomic policy development; the real priority of the Information Communication Technology *(ICT)* sub-programme could be ICT and risk reduction; the real priority of the trade and investment sub-programme could be trade network negotiation and services; the real priority of emerging issues could be social wellbeing and development; and the real priority for the Pacific Island sub-programme could be sub-regional development.

With the data analysis as a basis, and through his intervention, presentation, and observation in different working groups, the OD practitioner tried to align the real priorities of member states with the real sub-programmes in the Secretariat. These viewpoints were received by the member states positively and were inserted in the new Resolution to Restructure the Conference Structure".

With respect to the feasibility in the roles and functions of subsidiary committees, the data of "programme performance reports" were collected. These documents show the relationship between the thematic approaches (priorities of member states) in the subsidiary committees where the mandates of sub-programmes are generated and the lessons learned from the sub-programmes. In fact, it is these data documents that show the relationship

between the generation of mandates from the priorities of member states for sub-programmes, and the performance evaluation of the sub-programmes. The result of data analysis is more or less the same as in the roles and functions of ACPR. This means that the sub-programmes of transport and statistics created a satisfactory relationship between mandate generation and performance evaluation.

Through further study of the programme performance report, the researcher realized that the main function of subsidiary committees could be to enhance the relationship between mandate generation for the sub-programmes from the priorities of member states and performance evaluation of the sub-programmes. This is in contrast with the practical work of subsidiary committees, which was limited to the generation of mandates for sub-programmes through listening and recording the statements of member states without considering the performance evaluation of sub-programmes.

Therefore, analysis of the data collected before the change in the Resolution to Restructure the Conference Structure shows that the mechanism of organization learning in ACPR impacts on the relationship between the strategic framework and programme of work of some sub-programmes such as transport. Nevertheless the mechanism of knowledge sharing impacts on the relationship between the generation of mandates and performance evaluation of sub-programmes

Analysis of the data collected shows the real gaps between standard mechanisms and existing mechanisms in respect to the programme planning cycle. A feasible programme planning cycle needs to increase the efficiency of the new Resolution to Restructure the Conference Structure. To do so, it should be required to develop guidelines for the TOR of ACPR and subsidiary committees based upon standard mechanisms.

The data analysis, which was undertaken by the OD practitioner after the change to the new Resolution to Restructure the Conference Structure, showed that there was more improvement in relation to the strategic framework and programme of work of sub-programmes; this was particularly the case with respect to transport, statistics, and ICT and risk reduction. This is clearly evident in comparing the report of the 64[th] session of the Commission, which was issued in 2008, with the report of 65[th] session of the Commission, issued in 2009 after the change. The new report focuses, for the first time, on finalizing the resolutions that are inherent in the roles and functions of ACPR. This is mainly because of a significant need in the TOR of ACPR regarding its relationship to sub-programmes. ACPR has a role and responsibility toward sub-programmes that should be ordered through the mechanism of the dynamic aspect of trust, which should be spelled out in its TOR.

Again, the data analysis shows that further work needs to be undertaken to enhance the relationship between the strategic framework and programme of work of other sub-programmes. This is because there is not a significant relationship between the mechanism of organization learning through collective leadership and the function of ACPR; here, too, there should be a guidelines in the ACPR TOR to create a relationship between the strategic framework and the programme of work of sub-programmes. Even if the roles and responsibilities of ACPR are more clarified during the change in the new Resolution to Restructure the Conference Structure, the new Resolution is still silent with respect to introducing the guidelines for ACPR's function. Thus, the process of working with sub-programmes still remains vague in the TOR of ACPR.

Furthermore, the OD practitioner investigated the roles and functions of subsidiary committees after ODI. In this respect the data analysis showed that there was a satisfactory

relationship between mandate generation for the ICT sub-programme from ICT and the risk reduction priority of member states and the performance evaluation of risk reduction in ICT sub-programmes in the subsidiary committees. This is mainly because of the development mechanism of knowledge sharing through ownership for the functioning of subsidiary committees; this appears in a guideline for the TOR of subsidiary committees in the new Resolution to Restructure the Conference Structure: accordingly four functional subsidiary committees had been held.

In this context, a long discussion was undertaken during the change of guideline to the function of ICT subsidiary committees. For example, the OD practitioner insisted on the inclusion as subsidiary committee of the group for ICT and risk reduction. This was because the evaluation of the performance of this committee' showed that they needed to be included as subsidiary committee of ICT and risk reduction.

Data analysis indicated the need to undertake further work on creating a relationship between mandate generation for other sub-programmes and their performance evaluation. This is mainly because a significant relationship was lacking between the mechanism of the negotiation aspect of trust for ordering the roles and responsibility of subsidiary committees in respect to sub-programmes and a guideline for the TOR of subsidiary committees in new Resolution to Restructure the Conference Structure. This means that even if the function of subsidiary committees had been clarified under its TOR in a new Resolution, the roles and responsibility of this body would still remain vague (*Appendix VI*). For example, the subsidiary committees sometimes mistakenly take over the role of ACPR as in reviewing the strategic framework rather than focusing on drafting resolutions.

Figure 5.1 and 5.2, illustrate the framework of conference structure in addition to ACPR and subsidiary committees involvement in UNESCAP implementation practices after ODI. The figures clearly show involvement of both ACPR and subsidiary committees in programme planning cycle.
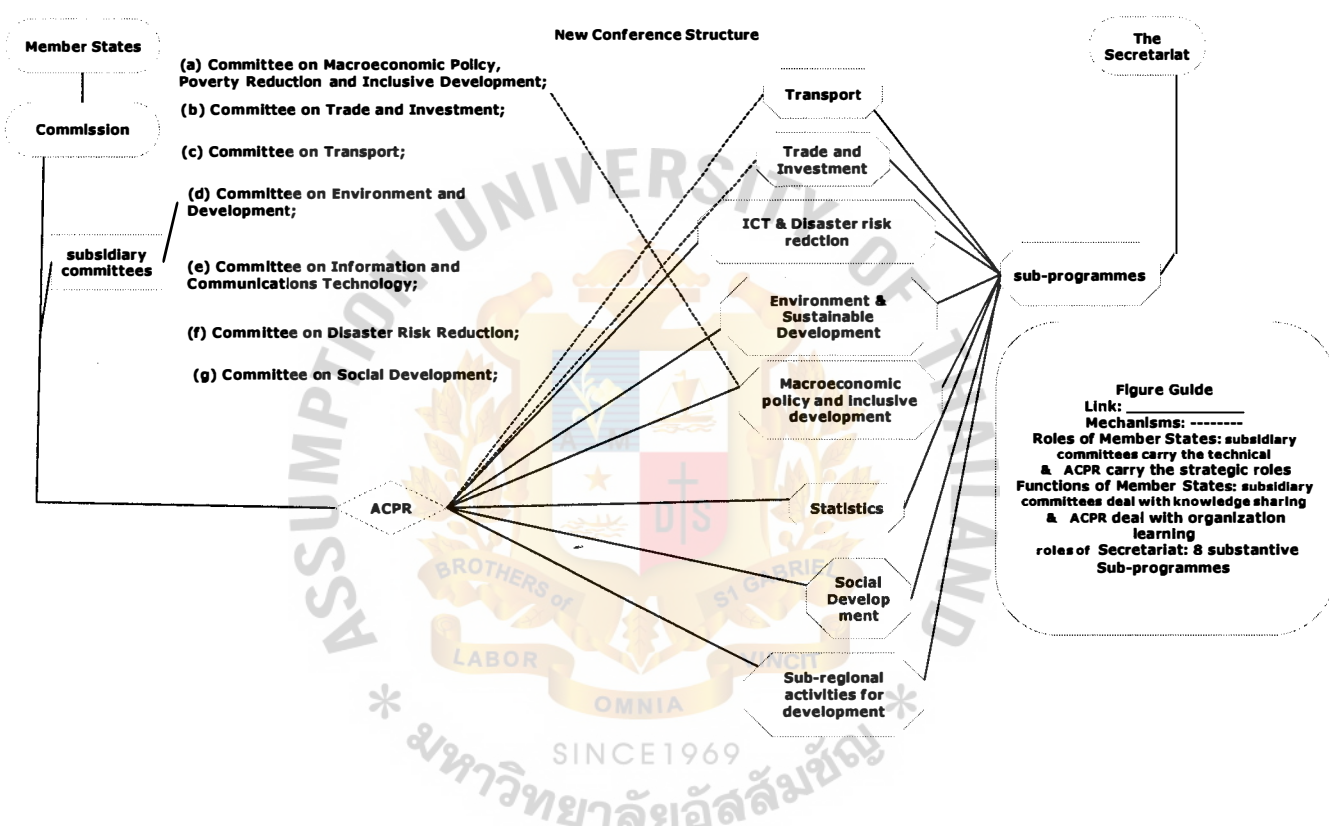
Figure 5.1: Conference structure after ODI
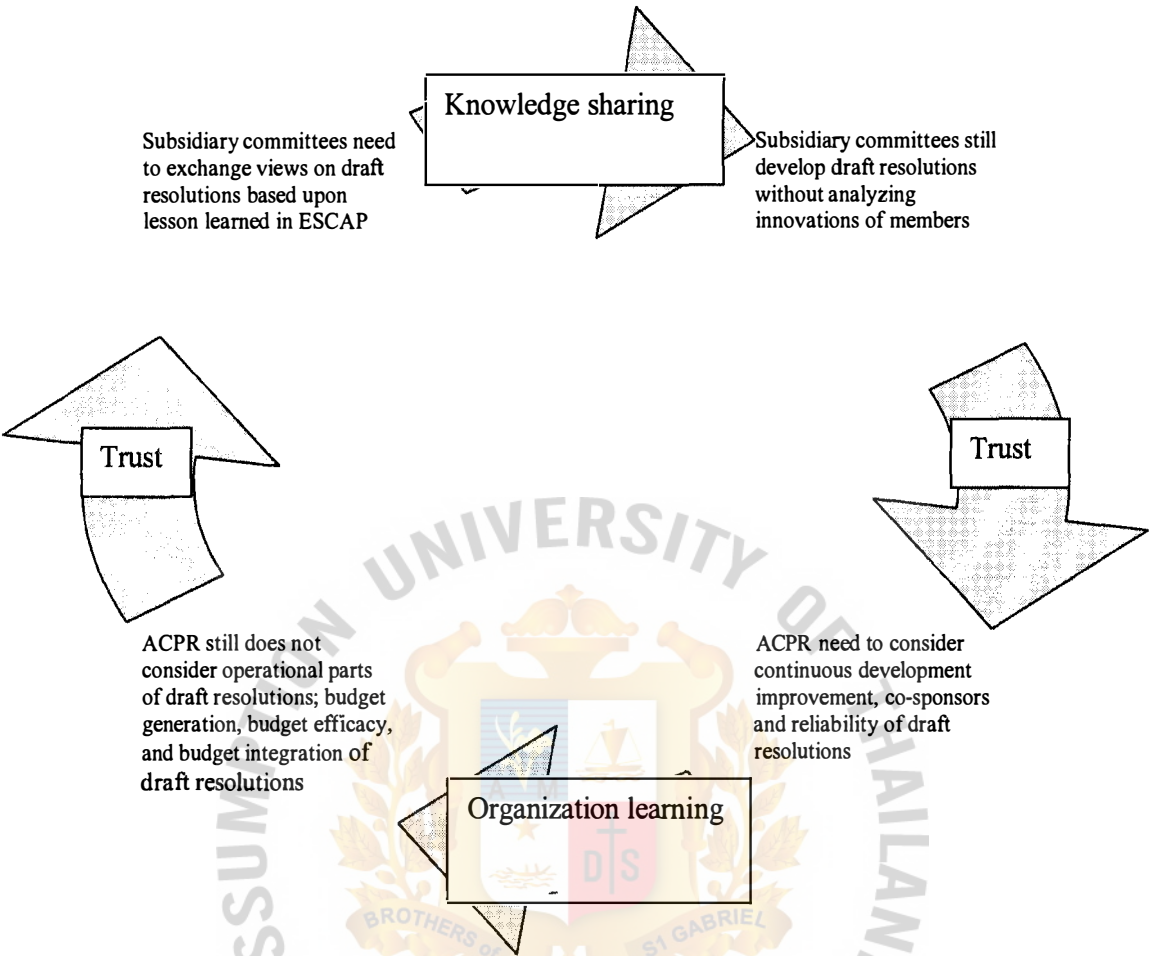
Figure 5.2: Mechanisms for implementation practices after ODI

Knowledge sharing

Subsidiary committees need to exchange views on draft resolutions based upon lesson learned in ESCAP

Subsidiary committees still develop draft resolutions without analyzing innovations of members

Trust

Trust

ACPR still does not consider operational parts of draft resolutions; budget generation, budget efficacy, and budget integration of draft resolutions

ACPR need to consider continuous development improvement, co-sponsors and reliability of draft resolutions

Organization learning

5.3 Conclusions Based on Findings

From the view point of institutional adjustment theory, the researcher would like to undertake a progressive encapsulation between the Resolution to Restructure the Conference Structure and the programme planning cycle. For this purpose, it would be necessary to increase the efficiency of instrumental patterns of behaviour. That means increasing the efficiency of the roles and functions of ACPR and subsidiary committees in the Resolution to Restructure the Conference Structure.

According to the Resolution to Restructure the Conference Structure, ACPR and the subsidiary committees are two important bodies designated by the Commission to undertake the following functions: generation of the mandates, strategic frameworks, programmes of work, and performance evaluation of sub-programmes—in other words, the programme planning cycle. Thus, ACPR and the subsidiary committees are designed to be the effective tools of member states to control the direction of the sub-programmes of the Secretariat; they do that through utilizing mechanisms of trust, organization learning, and knowledge sharing which are inherent in the Resolution to Restructure the Conference Structure.

This study tries to close the gap between the member states and the sub-programmes and has developed certain mechanisms in which the sub-programmes acquire their validity and productivity from the member states. These mechanisms affect, respectively, roles and functions of ACPR and two groups of subsidiary committees: those that deal with ceremonial works such as the programme planning cycle and TOR of ACPR and those that deal with instrumental tools such as the Resolution to Restructure the Conference Structure.

With respect to the roles and functions of ACPR, this study offered a revision through collaborative action research in reviewing the strategic framework of ESCAP for 2010-2011; in it, the new sub-programmes are identified based upon the priorities of member states. Although involving ACPR in the strategic framework for reviewing the new sub-programmes was a great achievement, it does not assure continuous improvement of the strategic framework, which still, as otherwise, should be included as a guideline to

the roles and function of ACPR in the new Resolution to Restructure the Conference Structure.

Another great achievement in reviewing the conference structure was about aligning the priorities of member states in the subsidiary committees with the newly identified sub-programmes. These achievements demonstrate that knowledge sharing in the subsidiary committees helped in generating a mandate for sub-programmes from the priorities of member states. It was difficult in the previous subsidiary committees to undertake knowledge sharing on generating mandates for eight specific sub-programmes from three thematic approaches.

This study, furthermore, specified the roles and responsibilities of ACPR and subsidiary committees required for them to develop collective leadership and ownership. For this purpose, the study concluded that ACPR needed to focus on enhancing communications with sub-programmes in respect to the relationship between the strategic frameworks and programmes of work. This process had already been undertaken through collective cooperative learning with some sub-programmes and has led to the productivity of those sub-programmes such as the transport sub-programme.

Now, the subsidiary committees need to focus on enhancing the relationship between generating mandates for all the sub-programmes and evaluation of their performance. As noted, this process has been undertaken for some sub-programmes such as transport; it has been accomplished through ownership in knowledge sharing to generate mandates. In other words, the subsidiary committees that generated the mandate for transport realize that the implementation work is their own.

In conclusion, the data analysis during and after ODI, has shown that strengthening mechanisms enhance the effectiveness of the conference structure. They are as follows: using the mechanism of dynamic trust and collective leadership in organization learning in ACPR in cooperation with the sub-programmes, along with using the mechanisms of the negotiation aspect of trust and developing ownership in knowledge sharing by the sub-programmes in the subsidiary committees. In spite of good practices during the change and reasonable achievements, as noted above, the new Resolution to Restructure the Conference Structure still does not enhance the position of ACPR in relation to its function and the subsidiary committees in relation to their roles and responsibilities toward the Secretariat's sub-committees.

Furthermore, with the understanding that the Resolution to Restructure the Conference Structure could be the only mandate for the Secretariat on the Conference Structure, this study has concluded that the identified mechanisms for the subsidiary committees and ACPR need to lead to the feasible formulating, planning, budgeting, and evaluating of resolutions.

5.4Recommendations Based on Conclusions in Action Research

The subsidiary committees and ACPR are two pillars in the Resolution to Restructure the Conference Structure for undertaking fundamental modifications in the said Resolution and other resolutions. In this case those modifications are to the tasks of generating mandates and strategic frameworks of sub-programmes. It is highly recommended that, in the next review of the Resolution to Restructure the Conference Structure, in the sixty ninth session of the commission in 2012, the member states should

clearly specify the roles and functions of ACPR and the subsidiary committees; they should also avoid involving the subsidiary committees in the strategic framework and ACPR in generating the mandates. In other words, the subsidiary committees should be involved in drafting resolutions, and ACPR should be involved in finalizing resolutions.

The new Resolution to Restructure the Conference Structure still lacks the guidance of the Commission on strategic frameworks and programmes of work for the feasible functioning of ACPR. Therefore, the OD practitioner introduced standard guidance for enhancing the relationship between the strategic frameworks and the programmes of work for all sub-programmes. This was based upon the conceptual framework and was designed to increase efficiency in the roles and functions of ACPR in cooperation with the sub-programmes to be utilized in the future revisions of the Resolution to Restructure the Conference Structure (Figure 5.3).

Guideline for ACPR collective cooperative learning in making relation between strategic framework and programme of work of sub-programmes and its impact on finalizing preamble and operative paragraphs of resolutions

preamble paragraphs
(strategic framework)

examining sustainability and continues improvement development of the priority of member states

examining the priority get mutual support through co sponsors

examining transparency and trust for efficiency of the priority through organizing training courses

operative paragraphs
(programme of work)

requesting Executive Secretary for organizing expert meetings for budget generation for adopted priority

requesting Executive Secretary to organize intergovernmental meetings based upon the suggestion of the expert meetings for budget efficacy for adopted priority

requesting Executive Secretary to organize ministerial meetings based upon the suggestion of intergovernmental meetings for budget integration for adopted priority

focus agenda of commission and ACPR in cooperation with secretariat

Figure 5.3: Feasible Consensus on Draft Resolutions in ACPR

This study provides guidance for the strategic framework in which ACPR needs to review continuous improvement and development of submitted draft resolutions, mutual support of sponsors, and the training courses that have been organized for draft resolutions. The strategic frameworks of sub-programmes need to relate to the programme of work in which ACPR requests the Executive Secretary of the Commission to organize expert meetings and if necessary inter-governmental and ministerial meetings to seek budget generation, budget efficacy, and budget integration for draft resolutions.

The guideline could be a method of work for ACPR and the sub-programmes. This method of work guides ACPR to review the strategic frameworks and programmes of work

as well as guiding this body to use the developed strategic framework and programme of work in finalizing draft resolutions.

Preamble paragraphs in draft resolutions could provide strategic frameworks and operative paragraphs could be assumed as programmes of work. By introducing the above guideline for ACPR, the OD practitioner utilizes the existing capacity of ESCAP to hold ministerial and intergovernmental meetings. Paragraph 12 of the new Resolution to Restructure the Conference Structure states: "Subject to the approval of the Commission, ad hoc ministerial conferences and other intergovernmental meetings may be organized on specific and cross-sectoral issues." This paragraph is already consistent with the functions defined by this study for intergovernmental and ministerial meetings.

This means using effectively the potential of ESCAP for organizing ministerial and inter-governmental meetings. These, at present have been held randomly and sometimes without any clear agenda. But they can be used as instrumental tools for programmes of work; in these, the member states can reach agreement on the importance of resolutions that allow the region to request the Executive Secretary to organize inter-governmental or ministerial meetings such as a ministerial forum for transport development. This removes a circular process that has inconclusive results.

ACPR already has collective cooperative learning experience with the transport sub-programme in enhancing the relationship between the strategic framework and programme of work (Figure 5.2). Therefore, the researcher recommends that in future, when revising the conference structure, the member states use this example as a standard for other sub-programmes. The researcher recommends that developed standard guidelines (Figure 5.4) be inserted under the TOR of ACPR in the new Resolution to Restructure the

Conference Structure. This process would lead to a more efficient programme of work; in it, the results, in indicators of achievement, will measure the sub-programmes through the initiatives of member states rather than just by increasing the number or percentage of participants.

Strategic framework of sub-programmes (expected accomplishments of sub-programmes)	Sub-programmes' programme of work (indicators of sub-programmes' achievements)
(a) to develop and implement effective example of Transport, Environment, Statistics, ICT, and Risk Reduction, Macroeconomic Policy, Social Development and Trade including those targeting the MDGs. (b) to improve the capability of member states to use initiative in, for example, Transport, Environment, Statistics, ICT and Risk Reduction, Macroeconomic Policy, Social Development, and Trade. (c) to implement measures to improve the efficiency of for example Transport, Environment, Statistics, ICT and Risk Reduction, Macroeconomic Policy, , Social Development, and Trade.	(a) Increased the number of national policy papers, e.g, Transport, Environment, Statistics, ICT and Risk Reduction, Macroeconomic Policy, Social Development, and Trade policy papers. (b) Increased the number of feasibility studies for investment projects and infrastructure improvements, e.g., Transport, Environment, Statistics, ICT and Risk Reduction, Macroeconomic Policy, Social Development and Trade and acceding to global, regional and sub regional agreements. (c) Increased number of initiatives to identify and remove bottlenecks -percentage of national statisticians' projects- Percentage of officials to negotiate trade agreements, trade efficiency policies & environment for investment in countries using tools of ICT courtiers to promote the integration of social dimensions.

Figure 5.4: Utilizing Standard of Measuring Transport Sub-Programme's Initiatives for Other Sub-Programmes in Indicators of Achievements

Even if there is a guideline in the new Resolution to Restructure the Conference Structure, for enhancing the relationship between the mandate generation and performance evaluation of sub-programmes under the TOR of subsidiary committees, the roles and functions of subsidiary committees should be specified better. In this context, the OD practitioner developed a guideline for promoting ownership in the process of knowledge sharing in subsidiary committees; this was because generating mandates for the sub-programmes needed to develop in relation to the performance evaluation of those sub-programmes (Figure 5.5).

feasible guideline for developing ownership through knowledge sharing in subsidiary committees with making relationship between generation mandate for sub programmes and evaluating performance of sub programmes.

| subsidiary committees generate mandate (draft resolution) for sub programmes through analytical work at national level (relation with performance of sub-programmes) | member states at sub regional level examine functionality of draft resolutions and its consistency with sub regional related adopted resolutions | member states in subsidiary committees examine cross functionality of draft resolutions and its consistency with regional adopted resolutions |

Figure 5.5: Developing Feasible Drafting Resolutions in the Subsidiary Committees

According to the conceptual framework, the feasible outcomes of subsidiary committees will be realized at the national level (listening to the innovations of member states for challenges), at the sub-regional level (analysis of the viewpoints of member states at the sub-regional level to realize functionality), and in subsidiary committees (analysis of viewpoints at the sub-regional level to realize cross functionality of innovation in the region). The viewpoints of member states need to be discussed in relation to the lessons learned from the previously adopted resolutions. The result could be reliable innovation--

called draft resolutions. In order to give ownership to the member states in the subsidiary committees and change narrative works to analytical works, it is recommended that the above guideline be used under the TOR of subsidiary committees in a future New Resolution to Restructure the Conference Structure.

Due to restricted financial resources, it was decided in the new Resolution to Restructure the Conference Structure to hold eight subsidiary committees biannually. However, due to the roles and function of subsidiary committees, which could be generating mandates for the sub-programmes, the OD practitioner recommends reconsidering the above mentioned decision and to hold subsidiary committees annually, because, the biannual interval may thrust a gap into the creation of mandates for some sub-programmes.

The Commission and ACPR need to finalize resolutions based upon the work of subsidiary committees. Because of this, the OD practitioner recommends that the following activities need to be included in the agenda of subsidiary committees: these committees need to listen to and analyse the statements of member states. Accordingly, five sub-regional contact groups need to be responsible for collecting the views of member states within their sub-regions and report to the plenary of the subsidiary committees. This is the only way for the analytical discussions in subsidiary committees to become functional by ensuring that the cross-functional mandates of sub-programmes are generated through the priorities of member states.

Furthermore, the OD practitioner notices inconsistency in the priorities of some sub-regional areas of ESCAP. The priorities of member states need to develop based upon the national and then sub-regional and regional challenges of member states. This being so,

inconsistency of priorities in some sub-regional areas of ESCAP means that the mandates received by ESCAP from those areas could not be the real mandates of the sub-regions. In this context, the researcher realized the differences in the priorities of South and South-West Asia and of ESCAP. In spite of high potential for economic development, this sub-region is only partially involved in the activities of ESCAP. Thus, the researcher recommends revitalizing the geographical scope of sub-regional areas of ESCAP.

Five institutions are working under the commission of ESCAP. These institutions offer training courses on the 'second crop,' 'agriculture machinery,' 'ICT,' 'transfer of technology,' and 'statistics.' Thus, it seems that they play a significant role in assuring the transparency of mandates that are generated from the member states. This means that, in reviewing draft resolutions, ACPR should be assured through these institutions of their importance for the member states. Therefore, as TORs of institutions indicate, they need to function as tools for the Commission and, on its behalf, for the ACPR. Furthermore, the priorities of institutions need to respond to the priorities of member states and sub-programmes. This means that the priorities of institutions should be aligned with those of the member states. However, in many cases, the priorities of institutions differ from priorities of member states; therefore, the OD practitioner recommends the revitalization of the institutions.

The Regional Coordination Mechanism (RCM) is the body that was set up by the UN to recognize the priorities of member states. This is the body solely participated in by UN entities. Developing ownership in the process of knowledge sharing in subsidiary committees requires mandates to be generated from the priorities of member states in respect of tacit and explicit knowledge. This requirement is based upon the conceptual

framework. Thus, the OD practitioner recommends that RCM shares its knowledge with the subsidiary committees; otherwise, it will ignore the ownership of member states.

The "programme performance reports" make the Secretariat accountable to the member states in the subsidiary committees. The OD practitioner recommends, first, regular circulation of this report to and within the subsidiary committees, and, second, improvement of data in this report. This means that, instead of referring just to the number of performances, they should provide further information on the names of countries in which activities have been undertaken.

Since the sub-programmes need to be aligned with their priorities in the subsidiary committees, the OD practitioner recommends the establishment of another committee for sub-regional development in the future work of revising the conference structure. Otherwise, the new sub-programme on sub-regional development will work without generating its mandate from the priorities of member states. This means that this sub-programme will be affected by the politics rather than the concerns of member states.

The member states need to clarify the roles and responsibility of subsidiary committees that could generate mandates for the sub-programmes and evaluate performance of the sub-programmes in the future work of revising the conference structure.

5.5 Reflections on the Research and the Program as a Whole

The OD practitioner expressed his viewpoint regarding the unsatisfactory information system of the conference structure in the regular meeting of ACPR and more strongly at the first action research cycle after his review of the conference structure. This means that the mechanisms for involving the member states in formulating, planning, budgeting, and

evaluating resolutions were always under question by the OD practitioner. Some countries joined the OD practitioner in support of this idea and requested the Secretariat to be transparent and honest with the member states.

The viewpoint of the OD practitioner with respect to the low activities of ESCAP in South and South-West Asia in comparison to ASEAN was understood by the member states and the Secretariat. Some members told the OD practitioner that "your involvement in restructuring the conference structure helps in initiating a balance in the activities of ESCAP in the sub-region." The OD practitioner strongly supported the roles and responsibility of ACPR in the retreat meeting but put the feasibility of its function under question. The position of the OD practitioner was supported by some ambassadors.

The OD practitioner introduced, for the first time, a mechanism for organizing learning and knowledge sharing around the roles and function of ACPR and subsidiary committees. The idea was welcomed by the member states, and one member even proposed that this process could be used as an alternative to reviewing the Resolution to Restructure the Conference Structure. After that, the OD practitioner delivered five statements in which he tried to explain the mechanism for organization of learning and knowledge sharing around the roles and function of ACPR and the subsidiary committees. The member states listened carefully but were not sure how the process could ensure their interests. The OD practitioner only tried to introduce an effective process for the conference structure. In his last interventions, using power point presentations, he showed the process for alignment of the programme planning cycle with the Resolution to Restructure the Conference Structure through the feasible roles and functions of ACPR and subsidiary committees. In view of the specific interests and concerns of member states, it

would be very difficult to get their reflection on the whole process of the research. However, generally, and after finalizing the work, some members of ACPR said that they learned from the comments and interventions of the OD practitioner. However, one member expressed dissatisfaction with combining an academic view with the practical process of work in the UN. But generally, the power point presentation initiated a good approach with respect to the activities of the OD practitioner. The Secretariat appreciated his productive work and the collaboration and cooperation extended to other member states. The OD practitioner never announced to the member states that he would like to publish his experiences and interventions with respect to restructuring the conference structure in the framework of academic research. But the OD practitioner's approach was so unique that some members and staff of the Secretariat were aware of that. In this context, the then Charge' d' Affairs of Pakistan and chairman of the working group on restructuring the conference structure listened, read, and reviewed the research and appreciated the process of work. The researcher has expressed his sincere thanks for all of this support in the acknowledgment.

5.6 Epilogue

Enhancing the effectiveness of the conference structure using ODI was a hard task. Particularly in the UN, with the dual roles and functions of member states with respect to the Secretariat. But have being involved in the process of work, it has impacted my whole life; personally and within public relationship. I realized how effective work as a consultant basically depends on self-management and leadership. In other words, all problems in

ineffective consultancy work are generated from her/his consultant management and leadership. So for better work, I have tried to change my attitude towards eating and exercising to communicating with people. This is the reason that my wife always says "*you are totally changed.*" Getting my PhD. in management and organization development was a very hard task but of course it has had a positive impact on my personal life.

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Appendix I: Timeline

Timeline
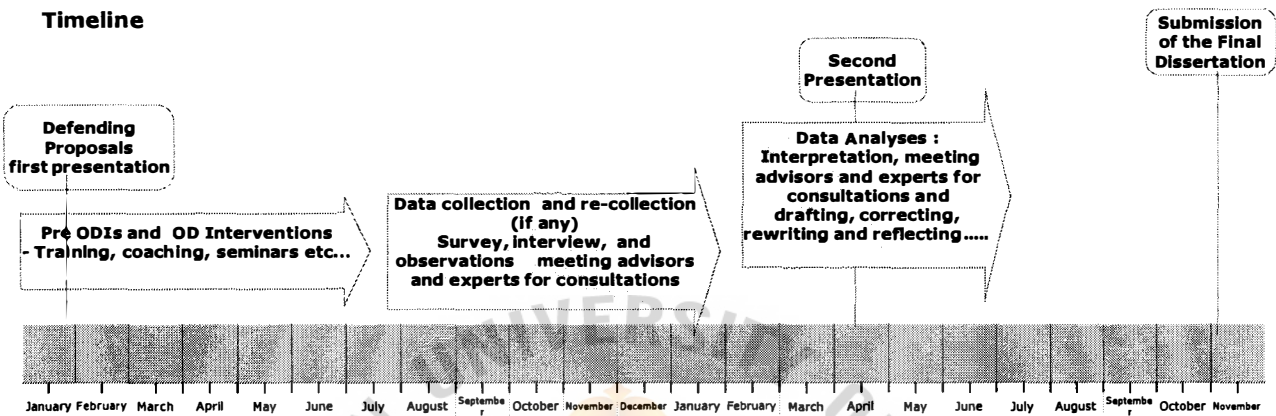
Appendix II: Result of interview guideline 1 (ACPR Retreat, 16-18 Nov 2006):

As presented at the ACPR Retreat held in Pataya during 16-18 November 2006. The interview guideline was circulated to all member states prior to the Retreat. 13 responses were received

Objectives;

• **To seek further guidance from member States**

• **To provide preliminary basis for ACPR discussion inquiry Purpose**

Result out of 13 members who are interviewed;

• **Keep thematic structure, but revise or sharpen focus under each theme (majority – 8/13)**

• **Replace thematic structure with sectoral approach (minority – 5/13) Thematic Approach**

• **Each session should focus on 1 or 2 topical issues of major concern to the region (majority - 7/13)**

• **Each session should consider including special panel sessions or keynote presentations by eminent experts (5/13)**

• **Thematic committees should be replaced by sectoral committees (5/13)**

• **ACPR should not take up the functions of the thematic committees (majority - 8/13).**

• **Allocate more time to open debates during the Senior Officials' Meeting & the Ministerial Meeting & to special & side events (majority - 9/13)**

• Extend the ministerial round table to one full day to allow more time for high-level policy debate (4/13)

• Reduce the number of COWs (4/13)

• Reduce time for reading prepared statements (3/13) Commission Sessions

• Thematic committees should pre-screen ideas for draft resolutions (6/13)

• Activate the ACPR Informal Working Group on Draft Resolutions earlier in the year (6/13)

In respect to formulating resolutions;

• Allocate more time for discussing draft resolutions during the Commission session (5/13)

• Current back-to-back arrangement is good as it allows more delegates to participate in both sessions (majority - 10/13)

• Devote greater attention to Commission review of secretariat's implementation of resolutions

In respect to Special bodies;

• Give more attention to sub-regional socio-economic development issues

• Consider providing more financial & technical support to LDC programmes

Appendix III: Result of Interview guideline 2(ACPR/2007/WGCS (2)/119

November 2007)

Question 1: Currently, ESCAP has eight sub-programmes. Please rank these sub-programmes based on the priorities attached to the sector by your Government, taking into account ESCAP's mandate and functions, as well as its capacity in the area concerned.

1. Transport and tourism

2. Trade and investment

3. Poverty and development

4. Statistics

5. Social development, including persistent and emerging issues

6. Environment and sustainable development

7. Information, communication and space technology

8. Development of Pacific island countries and territories

Note: "1" indicates highest priority; and "8" lowest priority. The ranking of each sub-programme

reflects the average ranking of that sub-programme by respondents.

2

Question 2: Findings from the external evaluation conducted during May and June 2006 indicated that the thematic approach of the conference structure may be too broad to provide programmatic guidance and to serve as an effective framework for the legislative work of ESCAP. It has been suggested that ESCAP should consider the following options:

(1) Discontinue the thematic framework; (2) change the thematic areas; or (3) sharpen the focus of work under each area. Which option would your Government consider preferable?

Discontinue the thematic structure and change to a sectoral approach

40.0%

Keep the same thematic structure, but narrow the focus under each theme

53.3%

Keep a thematic structure, but revise the themes or introduce new ones

6.7%

Question 3: Low representation from capitals has been observed at recent thematic committee sessions. Suggestions have been for increasing the interest level of and representation from capitals. Which option(s) does your Government prefer?

Thematic committees should be replaced by sectoral committees so that the discussions are more focused and productive

35.7%

Thematic committees should be kept, but each session should focus on one or two topics of major concern to the region

57.1%

Thematic committees should be discontinued and their functions could be taken up by the Committees of the Whole during the Commission session

7.1%

Question 4: Previous evaluations of intergovernmental meetings indicated that member States consider Commission sessions to be useful forums for policy dialogue.

To enhance the effectiveness of the deliberations, some suggestions have been made regarding the agenda and the format of Commission sessions. Which of the following options does your Government prefer?

The number of Committees of the Whole during the Senior Officials' Meeting should be reduced

7

The agenda and discussions during the Senior Officials' Meeting and the Ministerial Meeting should centre around priority issues, based on the work programme of ESCAP and needs of member States

13

Special panel sessions and keynote presentations by eminent experts on priority issues should be included in the agenda of the Senior Officials' Meeting and the Ministerial Meeting

4

The Commission report should focus on action-oriented outcomes of the session, including resolutions, rather than narrative descriptions of the deliberations

11

Question 5: The current duration of the Commission session is seven days. What is the view of your Government?

The current duration of the Commission session is appropriate

33.3%

The current duration of the Commission session should be shortened

66.7%

Question 6: The sessions of the Special Body on Pacific Island Developing Countries and the Special Body on Least Developed and Landlocked Developing Countries have been held back-to-back with Commission sessions. What statement does your Government agree with?

The current arrangement is good because it allows more delegates to participate in both meetings

46.7%

The current arrangement is not ideal because the combined duration of the meetings is too long. The two

Special Body sessions should be held independently from the Commission session

20.0%

The issues covered by the two Special Bodies should be subsumed under the Commission session

33.5%

Question 7: Some member States suggest that there is a need to improve the process of developing and considering draft resolutions. Which of the following option(s) does your Government prefer?

The thematic committees should pre-screen ideas for draft resolutions for consideration by the Commission at its subsequent session

7

Activate the ACPR Informal Working Group on Draft Resolutions earlier in the year (presently, the Group is activated two months before the Commission session)

10

Allocate more time for discussing draft resolutions during the Commission session

4

Question 8: You are welcome to provide additional suggestions for enhancing the overall effectiveness of the ESCAP intergovernmental machinery and maximizing its contribution to the economic and social development of the region, including the format and duration of committees, ACPR and other intergovernmental meetings.

Please be referred to the supplement to this document (ACPR/2007/WGCS(2)/11/Add.1) which contains commentaries provided by respondents.

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Appendix IV: ESCAP's Members:

ESCAP Members include; Afghanistan, Armenia, Australia, Azerbaijan, Bangladesh, Bhutan, Brunei Darussalam, Cambodia, China, Democratic People's Republic of Korea, Fiji, France, Georgia, India, Indonesia, Iran (Islamic Republic of), Japan, Kazakhstan, Kiribati, Kyrgyzstan, Lao People's Democratic Republic, Malaysia, Maldives, Marshall Islands, Micronesia (Federated States of), Mongolia, Myanmar, Nauru, Nepal, Netherlands, New Zealand, Pakistan, Palau, Papua New Guinea, Philippines, Republic of Korea, Russian Federation, Samoa, Singapore, Solomon Islands, Sri Lanka, Tajikistan, Thailand, Timor-Leste, Tonga, Turkey, Turkmenistan, Tuvalu, United Kingdom of Great Britain and Northern Ireland, United States of America, Uzbekistan, Vanuatu and Viet Nam and the associate members include American Samoa; Cook Islands; French Polynesia; Guam; Hong Kong, China; Macao, China; New Caledonia; Niue; and Northern Mariana Islands.

Appendix V: Summery of statements of OD practitioner in working groups

in reviewing conference structure:

Statement 1 (Friday, February 09, 2007)

General Intervention

MDG and the Globalization demonstrate the world become flatter and flatter. Our vision, mission and strategy in UNESCAP need to conduct in this direction. It will be needed that looking to whole Asia and pacific challenges and opportunity and make collective, collaborate and united approach coordinating, implementation and facilitating in projects and services. Connectivity and linkage of our Area with the whole world, is the another important task for coordination. We all belong to one UN body and we need to define the problems and finding a solution for that. We do believe and looking to that vision that the whole Asia and the Pacific will cooperate and collaborate such as one vehicle that the member states have a significant role in setting up each part of this vehicle and feed it in.

Suggestion1:

Even if all ACPR confirm the significant role of ACPR but the previous structure couldn't satisfy them. We do believe that there is not sustain collaboration between Secretariat and the ACPR

Suggestion2: it seems the resolution need to be discussed and formulate by Subsidiary committees at early stage to recognize the resolution is on the basis of MDG and vision of UNESCAP or need further study.

Statement 2; (Wednesday, October 17, 2007)
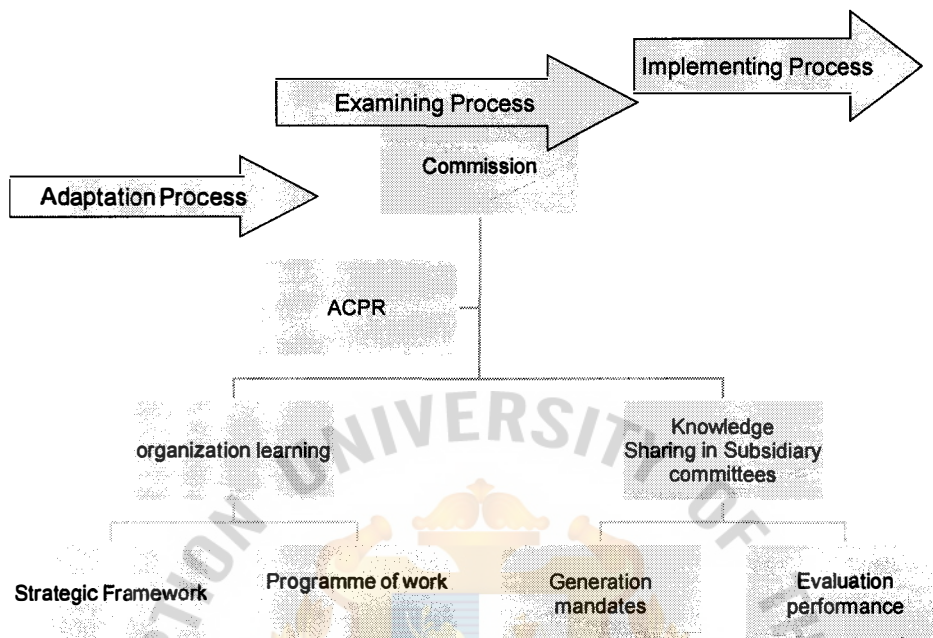
Statement 3 (OCT 2007)

Inputs of ODI on terms of reference of Subsidiary committees

1- **Committee on social protection, gender equality and poverty reduction**; focusing on human capital (identity and resources), practicing evaluation and training courses, to recognize and develop cooperative culture and collaborative social and economical activities capsulated in MDG framework within the internal environment (organizational structure of ESCAP) and external environment (guideline and pilot projects for peoples and governments) in order to accommodate the task between ESCAP and member states.

2- **Committee on environment and development** to find integrate and inclusive guideline for energy efficacy and water consumption and management

3- **Committee on transport and infrastructure;** Focusing on the easy ,best , and secure accessible routes and low operative cost for connectivity all peoples of Asia and Pacific through road , rail and water to facilitate interaction among diverse peoples particularly land locked countries

4- **Committee on trade, investment and finance;** Focusing on trade facilities to find best methods for recognizing significant on natural or industrial products of each area in Asia and Pacific and encourage and motivate peoples by involving them in using creativity thinking to be productive in any way. in addition attempt to improve easy , safe and secure trade negotiation and communication skills among customs , commerce and other related bodies

5- **Committee of Statistic;** Focusing on exchanging view on developing integration statistic system in the region , developing guideline on new and functional methods on statistic system for reliable and update recognizing inclusive capabilities of urban and non urban areas in the region.

6- **Committee on Information and communication management and technology ;** Technology Focusing on initiative steps within the member states for providing an enabling environment for

accessing necessary reliable, related and requested information; considering priorities needs of challenges in the region

7- to promote sub regional cooperation and integration in the Asian-Pacific region

Statement 4 (Thursday, 17 April 2008)

subsidiary committees in its function need to accommodate geographic balance as the basis for organizing workshops at the national, sub-regional and regional levels and submit a graphed report annually which has two axis, one is the names of projects and services and, second, the names of national, sub-regional and regional levels in which the activities undertaken,

Statement 5 (Monday, March 17, 2008)
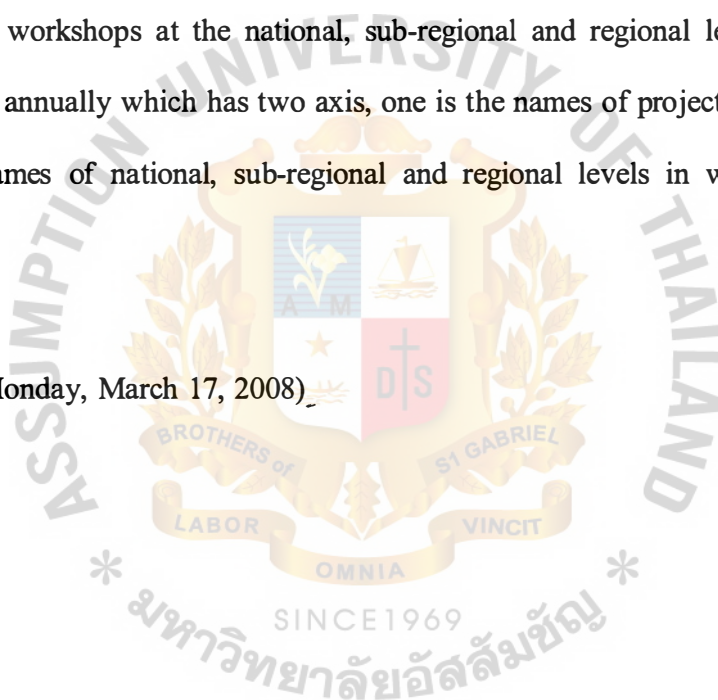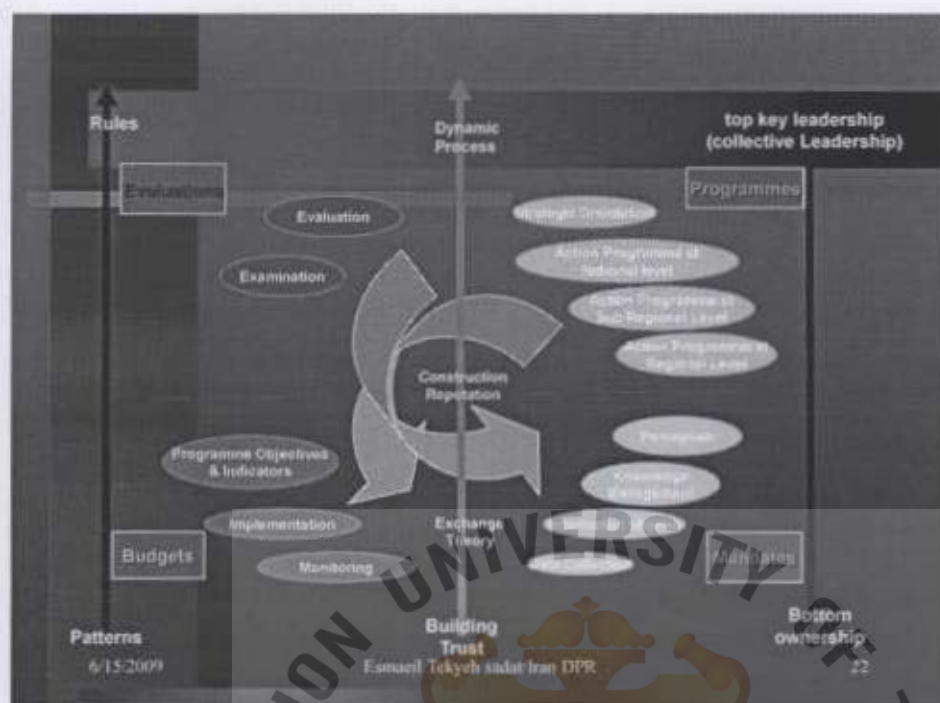
APPENDIX VI: TOR OF SUBSIDIARY COMMITTEES:

ACPR Working Group to review the conference structure of the Commission Second

meeting, 8 October 2007, Bangkok

GENERIC TERMS OF REFERENCE FOR THE COMMITTEES SUBSIDIARY TO

THE COMMISSION *(Prepared by the Secretariat as a basis for discussions)*

1. Within their respective areas of purview, the Committees shall:

(a) Review and analyze regional trends.

(b) Identify priority and emerging issues and consult on regional approaches to addressing

them.

(c) Promote regional exchange of experiences on policies and programmes.

(d) Consider common regional positions as inputs to global processes.

(e) Review and propose draft resolutions for the consideration of the Commission.

2. In addition, and also within their respective areas of purview, the Committees shall

provide guidance to the secretariat through:

(a) Reviewing and advising on the proposed strategic framework and programme of work

of the secretariat.

(b) Reviewing and advising on the implementation by the secretariat of the programme of

work.

Appendix VII: hard copy of final defence ppt