

Pressing the case for wider
economic, social and environmental
measures of progress:
a case study of the OECD Global Project.

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CERTIFICATE OF ORIGINAL AUTHORSHIP

I, Tani Shaw declare that this thesis, is submitted in fulfilment of the requirements for the award of PhD in Sustainable Futures, in the Institute for Sustainable Futures at the University of Technology Sydney.

This thesis is wholly my own work unless otherwise reference or acknowledged. In addition, I certify that all information sources and literature used are indicated in the thesis.

This document has not been submitted for qualifications at any other academic institution.

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Thesis Abstract

Gross domestic product (GDP), as the primary economic indicator for national governments, is used as a proxy for defining and measuring societal progress. Interest in moving beyond GDP as a headline measure has seen the rise of new measurement frameworks for policy makers. The Human Development Index (HDI) and the Sustainable Development Goals (SDGs) have emerged as two recognised frameworks that seek to incorporate societal priorities such as equality of economic opportunity, wellbeing and environmental sustainability. The adoption of new frameworks by policy makers has been limited, due to concerns regarding underlying assumptions and a lack of testing.

My object of study is an international project, run by the Organisation for Economic Cooperation and Development (OECD), that sought to increase the use of multidisciplinary measurement frameworks in policy development. My research looks at 'The effectiveness of the OECD Global Project on Measuring the Progress of Societies as an agent of change'. The Global Project was active between 2004 and 2012 and my research and data collection was conducted between 2009 and 2012. The research design involved adopting the role of participant as researcher for an extended period of immersion in the project, a review of formal documentation of the Global Project and fifteen semi-structured interviews. Three theoretical lenses are used in this study of the Global Project: frameworks for measuring progress, networks of networks, and agents of change.

The research delivered four main findings regarding the ability of the Global Project to effect change and achieve its objectives. Firstly, the research found that the Global Project stimulated a broad and inclusive multidisciplinary discussion on measurement frameworks among international stakeholders that created new network relationships, particularly between stakeholders from different disciplines. Secondly, this network structure both supported and impeded the achievement of outcomes. Thirdly, the Global Project generated impetus, momentum and a strong response from stakeholders of the OECD that influenced the development of the OECD Better Life Index measurement framework. Fourthly and finally, policy makers, whom the Global Project aimed to influence, were largely absent from the work of the Global Project.

The synthesis of these research findings examines the interrelationships between the role of change agent, the amorphous nature of network structures and the considerations present in the international discussion and adoption of measurement frameworks. The implications of the research findings are presented in the context of the adoption of new measurement frameworks by policy makers.

Format of the Thesis

This thesis is a traditional monograph which begins by setting the contextual scene for the research, followed by a literature review, an outline of the research methodology and an introduction to the object of the research. This is followed by three core results chapters, a presentation of an intermediate synthesis and a meta-synthesis of research findings, and finally a conclusion and a discussion of the limitations and implications of the research.

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Glossary of Terms

Agent of change	A type of leadership possessing a set of characteristics that bring about effective leadership of a process of substantive transformation
Framework	A structured set of measurements that is designed to achieve a particular vision for development and is methodologically aggregated and integrated to reflect the prioritisation of certain measures
Measurement and indicators	In the context of my research indicators are used to undertake measurement. Measurement is the action of measuring something. Measurement of wellbeing, for example, may be achieved using qualitative and quantitative indicators.
Network	A voluntary, self-regulating, interdependent set of relationships connected through a value chain of mutual benefit, rapport and trust
Progress	A concept of development for human societies

Acronyms

AoC	agent of change (plural form: AoCs for ‘agents of change’)
GDP	gross domestic product
GNP	gross national product
GP	OECD Global Project ‘Measuring the Progress of Societies’
GPI	Genuine Progress Indicator
HDI	United Nations Human Development Index
IBN	institution-based network
IO	international organisation
ISEW	Index of Sustainable Economic Welfare
MAP	Measures of Australia’s Progress
MDGs	United Nations Millennium Development Goals
MoP	measures of progress
NoN	network of networks (plural form: NoNs for ‘networks of networks’)
OECD	Organisation for Economic Cooperation and Development
SON	self-organising networks
TAN	transnational advocacy network
UN	United Nations
IO	international organisation
SDGs	Sustainable Development Goals
SNA	social network analysis
TAN	transnational advocacy network
TSM	transnational social movement
UNDP	United Nations Development Programme
UNSEEA	United Nations System of Economic Accounting

Chapter 1 – Setting the Scene

My research looks at an international project conducted by the Organisation for Economic Cooperation and Development (OECD) called the Global Project on Measuring the Progress of Societies. The Global Project was active between 2006 and 2012, and it involved the OECD, the United Nations and the World Bank, as well as NGOs, policy think tanks, philanthropists and academics. The Global Project sought to foster an international discussion on the development and adoption of a broader measurement framework that moved beyond GDP and economic measures to incorporate the need to include measures of social wellbeing and environmental sustainability. The primary research contained in this thesis was conducted between 2009 and 2015.

My research addresses the effectiveness of the Global Project in its ability to foster change towards a broader measurement agenda. In so doing, I conceptualise the Global Project as an ‘agent of change’. To provide context and background to my research, I will first describe the context for the research, explain the motivation for my research, and follow with an overview and rationale of my approach.

1.1 Topical Context

When the economy grows it does not grow into the void, displacing nothing and incurring no opportunity costs. Rather, it grows into the finite, non-growing ecosystem and incurs the opportunity cost of displaced natural capital and ecological services. – Herman Daly¹

Since the mid-20th century, gross domestic product (GDP), the statistical indicator that measures the value of monetised goods and services flowing through an economy, has become the most widely used general proxy measure for economic growth (Callen, 2008). As well as being widely used by national governments as the primary economic indicator for national progress, it is also treated as a proxy for the wellbeing and robustness of a society (Bartelmus, 1987; Bleys, 2012; Wesselink et al., 2007). If GDP is going up, this is regarded by policy makers and elected officials as a positive outcome for society.

Economic growth is the dominant political orientation for national governments, for whom the idea of de-growth is anathema (Jackson, 2009). Economic growth is positively related to other headline measures used by national governments (Barro, 1991) and provides the financial resources to lift millions out of poverty and to provide increasingly sophisticated services in education, health, housing, transport, infrastructure and

¹ Daly, H.E., 2007. *Ecological economics and sustainable development*. Edward Elgar Publishing, p. 55.

other essential components of a progressive society (Firebaugh & Beck, 1994; Roemer & Gugerty, 1997). However, as ecological economist Herman Daly highlights above, growing the economy relies upon ecosystems, and ecosystem services are finite. Infinite economic growth on a finite planet is a physical impossibility, and as economic growth increases so does the disruption to the continuity of services provided by ecological systems (Stiglitz, 1998). Therefore, civilisations face the challenge of developing a new model and measure, other than that of economic growth, to enable nations to have sustainable futures.

This pursuit for a broader measure of societal progress is sometimes referred to by the term 'beyond GDP' (Bleys, 2012; Costanza et al., 2009) or, to a lesser extent, as 'the measurement agenda' (Schreyer, 2009). The use of these terms refers to the ongoing public discourse on the criticisms and limitations of and alternatives to GDP as the dominant indicator for societal progress (Costanza et al. 2009). From its inception GDP was not designed or intended to be an all-encompassing measure of societal progress (Costanza et al. 2009). The main argument of the measurement agenda is that, though the simplicity of measuring economic activity through GDP makes it easily comparable over time and between different nations, GDP does not include all that is important to measuring the progress of a nation and should therefore not be used for this purpose. GDP is also criticized for counting activities that are detrimental to society and the environment, such as war and the manufacture of toxic substances. The significance for policy makers in the use of economic activity as a proxy for the wellbeing of a nation was articulated by Robert F. Kennedy in 1968:

"Our Gross National Product, now, is over \$800 billion dollars a year, but that Gross National Product - if we judge the United States of America by that - that Gross National Product counts air pollution and cigarette advertising, and ambulances to clear our highways of carnage. It counts special locks for our doors and the jails for the people who break them. It counts the destruction of the redwood and the loss of our natural wonder in chaotic sprawl. It counts napalm and counts nuclear warheads and armored cars for the police to fight the riots in our cities. It counts Whitman's rifle and Speck's knife, and the television programs which glorify violence in order to sell toys to our children. Yet the gross national product does not allow for the health of our children, the quality of their education or the joy of their play. It does not include the beauty of our poetry or the strength of our marriages, the intelligence of our public debate or the integrity of our public officials. It measures neither our wit nor our courage, neither our wisdom nor our learning, neither our compassion nor our devotion to our country, it measures everything in short, except that which makes life worthwhile." (John F. Kennedy Presidential Library and Museum, 1968)

For policy makers, such as Robert F. Kennedy, the need for valuable tools for measurement that reflect what it is that a society values most, lies at the heart of the measurement agenda to move Beyond GDP (Hall, 2009). The dominance of GDP and the misuse of GDP as a proxy for societal progress is part of the public

discourse of the measurement agenda in looking beyond GDP to alternative measures of progress. For my research the terms 'measurement agenda' and 'beyond GDP' are used to refer to the general interest in a new measurement framework that more accurately encapsulates aspects of societal progress.

In the context of my research the term 'indicators' are used to undertake 'measurement'. 'Measurement' of wellbeing, for example, may be achieved using qualitative and quantitative indicators. This measurement agenda can be seen through such initiatives as the Beyond GDP conference conducted by the European Commission in 2007 (European Commission, 2007) and the Sarkozy Commission convened by President Sarkozy of France (Stiglitz, Sen & Fitoussi, 2010).

1.2 Motivation for Research

The original motivation for my research stems from my undergraduate studies in economics in 1988. I was fortunate to attend a university, Southern Cross University in the Northern Rivers region of New South Wales, formerly Northern Rivers College of Advanced Education, which not only taught the theory of economic growth (Kuznets, 1955; Solow, 1956) but also critically analysed the potential weaknesses of the current emphasis on economic growth as the dominant measure of societal progress. Whilst in our lectures and university curriculum we followed the theory of economic growth, lecturers and additional resources provided by the university were openly critical and encouraged the pursuit of alternative thinking.

This experience of studying, learning and operating within a conventional economic system and yet critically challenging its assumptions and precepts was formative in my education and career. I learned of the fragility of the financial system in societies and the role of growth and debt. I also developed an interest in environmental conservation and issues from my environmentally conscious parents, and from a childhood spent immersed in nature. These two interests, economics and the environment, later merged into a holistic view of human societies and the preservation of the natural environment (Meadows et al., 1972; Daly, 1996).

The theory of economic growth holds as a central premise the continual expansion of the production of goods and services (Daly, 1977; Ekins, 1993) as illustrated in present-day figures in the graph below:

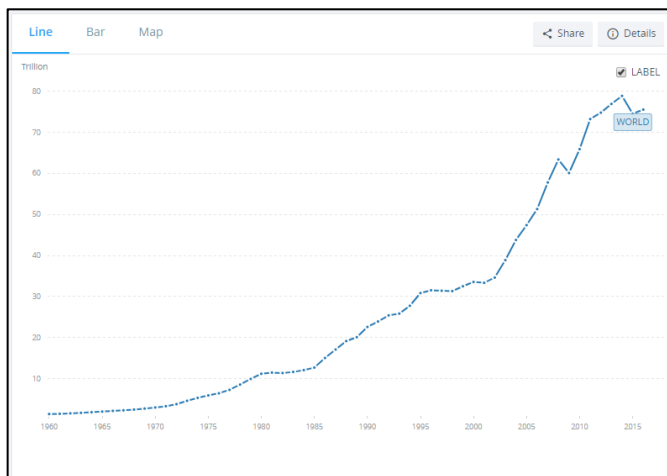


Figure 1 – Global GDP from 1960 to 2017 (World Bank)²

Whilst studying macroeconomics as undergraduates we were shown a graph similar to the one above, which shows total growth in GDP as the total generation of goods and services flowing through the economy over a period of several decades. The World Bank graph above shows the global GDP growing from US\$1.4 trillion in 1960 to US\$ 75.544 Trillion in 2017. This continuous expansion of the economy is dependent upon the use of finite natural resources, putting economic growth on a collision course with the environment (Baumol, 1986). Looking at a graph of growth over a period similar to the one above, what struck me was the graph's increasingly steep trajectory and the thought of the natural resources that would be required to maintain this rate of growth (Meadows et al., 1972).

Most of the earth's resources such as water tables, forests and interdependent ecosystems, are naturally replenished. However, if the rate of consumption of resources outstrips the rate of replenishment, then the natural living systems on which all life depends could be depleted to the point of destabilisation, and in some cases, ecosystem collapse (Diamond, 2005). The impacts of abrupt changes and environmental catastrophes on societies (Folke et al., 2005) and the need for adaptation strategies for climate change (Adger, 2009; Bendell, 2018) show the vulnerability of all living systems, including human societies.

My initial response to the graph above, illustrating a trajectory of unlimited economic growth, prompted a sense of urgency in me for change. The knowledge that this infinite growth depends on natural resources which are finite and depleting was the catalyst for a personal commitment to researching what alternatives

² World Bank, GDP (Current US\$), Available: <https://data.worldbank.org/indicator/NY.GDP.MKTP.CD> <Accessed 18Sep2017>

to this model were being developed, and what strategies were in place to bring about a change from the existing approach to a new, more sustainable, model of economic development.

The parts of the change process in which I wanted to be engaged were to do with strategies for change creation. I was not interested in the technicalities of what the new model of economic development would look like or how it would work in detail. Rather, I was interested in how to achieve a successful transition from the current model to an equally effective yet sustainable economic model. I was quite conscious that GDP growth provides enormous economic and social benefits to human populations, and that working to dethrone this model without moving to a viable alternative could have widespread negative social consequences, particularly for the most vulnerable societies. A new measure, or set of measures, would need to support and strengthen human progress rather than disrupt it.

The search for an alternative to GDP as the primary indicator of societal progress involved wide reading and participation in forums over a period of several years. I had a particular interest in indicators which do not assume that economic growth, and the associated destruction of ecosystems, are prerequisites for human development. I was interested in indicators that seek to achieve environmentally sustainable development. This process of exploration led me to engage with a diverse range of domains of scholarly literature, including: ecological economics (Costanza, 1992; Daly & Farley, 2004), alternative indicators such as the Ecological Footprint (Wackernagel & Rees, 1998; Wackernagel et al., 1999) and the Genuine Progress Indicator (Cob, Halstead & Rowe, 1995; Talberth, Cobb & Slattey, 2007), conceptual frameworks for measurement and decision-making such as The Natural Step (Robèrt & Anderson, 2002), consumption and consumerism in world history (Stearns, 2006), biodiversity and ecological system collapse (Diamond, 2005) as well as resilience and social-ecological adaptation (Bendell, 2018; Cote & Nightingale, 2012).

My process of exploration was guided by a series of overarching questions: If the current paradigm of perpetual GDP growth is environmentally unsustainable, then how can the benefits of economic development be decoupled from a model based on perpetual growth? Are there other ways to measure progress in human development and wellbeing which are not reliant on perpetual growth in goods and services? If such measurement models exist, could they be a viable alternative to the current set of economic headline indicators such as GDP? Finally, what factors are influencing the advancement and adoption of such measures, and what could be done to induce a transition to a more sustainable set of national headline indicators? It was this last question that narrowed the scope of my interest to looking at attempts to make the transition to a broader set of national headline indicators, beyond GDP.

Figure 2 below illustrates the iterative process of information gathering, reflection and questioning during the pre-PhD exploration described above, related my research topic:

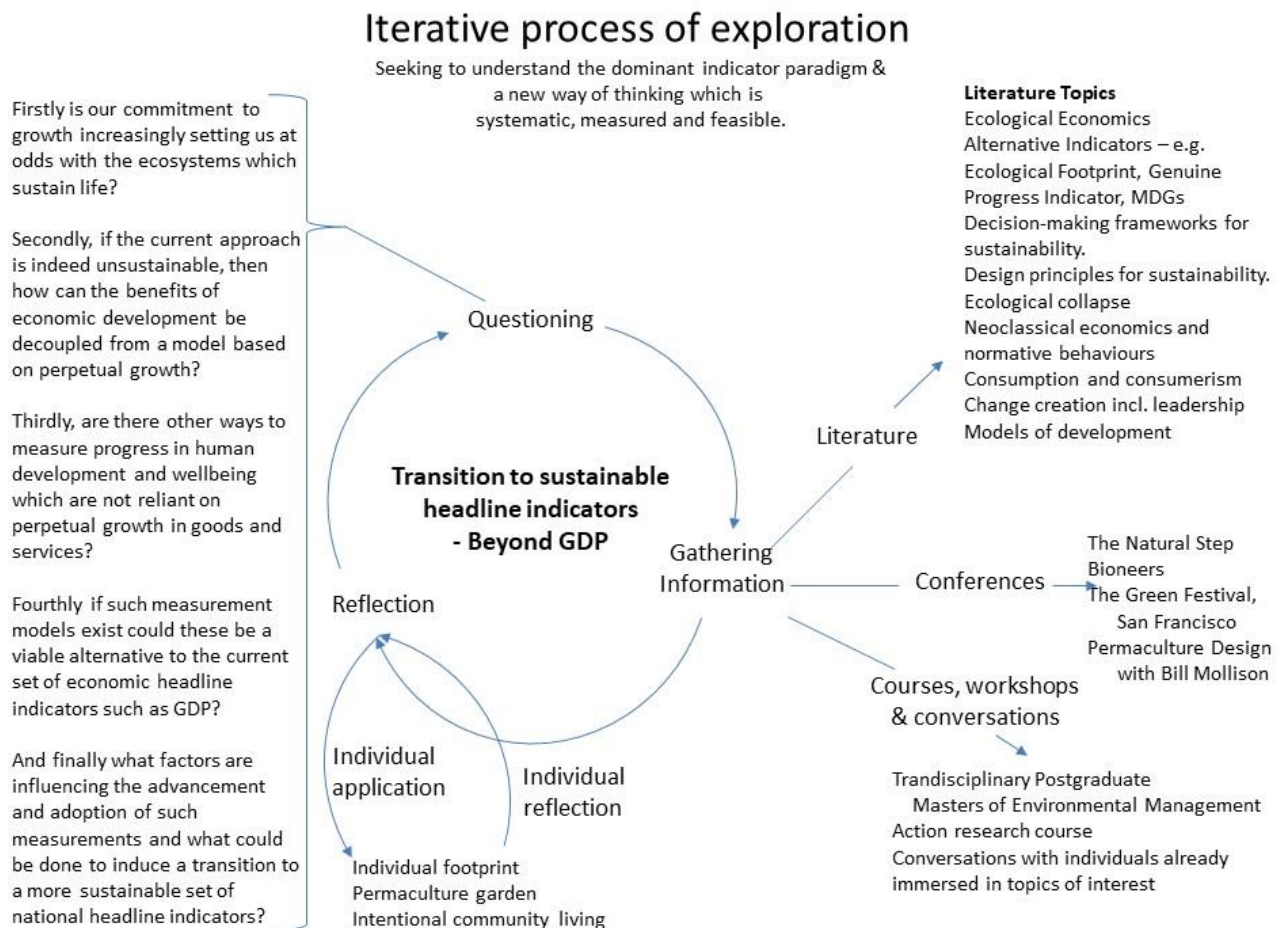


Figure 2 – Iterative process of exploration

My interest in headline indicators lies not in understanding their composition, performance or rigour but rather in what it is that causes societies to select such indicators. The questions within the figure and the overview of my exploratory process are intended to provide context and the rationale for arriving at an interest in undertaking doctoral research on the transition to broadening headline indicators. The above figure does not attempt to summarise and prioritise this body of work, as Chapter 2 – Literature Review will do for my research.

1.3 Approach to the Research

My primary interest is in better understanding opportunities for a transition to broader measures of progress, beyond GDP. As preparation for selecting the scope of the research, an initial international review of empirical work and public information was completed. The parameters of the search were for current and

historical work related to indicators and measurement frameworks which sought to give greater prominence to sustainability and social factors of progress, the notion of progress, organisations and individuals actively pursuing broader measures of progress, and change creation within this context. This search identified an international project run by the Organisation for Economic Cooperation and Development (OECD) called the Global Project on Measuring the Progress of Societies, hereafter referred to as the Global Project. In 2009, the OECD stated the initial objectives of the Global Project were to:

Encourage communities, regions and countries to consider for themselves what progress means in the 21st century; Stimulate national and international debate on societal progress and its measurement ... [and to create] a 'network of networks' for advocacy and sharing of information on progress (Hariche, 2009, p. 6).

My selection of the Global Project as the object of research emerged from a search guided by criteria related to international initiatives focused on measurement frameworks. This search arose from a longstanding vocational and academic interest in transition strategies for the adoption of broader measures of progress, beyond GDP. The phrase 'beyond GDP' has been associated with a string of initiatives in recent decades. 'Beyond GDP' initiatives are explained in more detail in Chapter 4. The Global Project was an initiative upon which to focus research regarding broader measures of progress as it engaged a wide range of stakeholders from various institutions and countries. The structure and parameters of the Global Project provided a defined scope for a study in opportunities for the adoption of measurement frameworks.

The purpose of the Global Project was to develop better measures of progress by stimulating discussion, sharing best practices, developing and understanding the strengths and opportunities for further work, and calling for the allocation of resources to particular projects (OECD, 2007). The Global Project engaged stakeholders from international organisations (IOs) including the World Bank and United Nations, as well as national and local organisations. The Global Project provides a recent, topical, defined initiative with a focus on fostering support for broader measures of progress. The goal of the Global Project was aligned with my original motivation for my research and my interest in the change creation required to facilitate the transition process towards broader progress measures.

A major knowledge gap appeared to exist, as there were few empirical studies on the OECD as an international organisation and no other known empirical research on the Global Project. Itay (2009) explores the conception of progress held by participants at a Global Project event, the OECD World Forum in 2007 in Istanbul. Her survey found a predominantly optimistic conception of progress and a trend towards the inclusion of social and environmental dimensions of progress in policy making which could be based upon inertia (Itay, 2009, p544). The challenges of developing consensus between stakeholders for new

measurement frameworks is explored in Trewin and Hall (2010), which makes brief mention of the Global Project as an example of a measurement framework initiative. Giovannini, Hall and d'Ercole (2007) review different approaches to measuring wellbeing and environmental sustainability, and Hall and Matthews (2008) review the increased use of education as a measure of progress. Both of these sources discuss the Global Project in the context of empirical research on broader measures of progress, but the Global Project itself has not previously been the object of research.

The Global Project involved OECD project staff, international partner organisations including the United Nations and the World Bank, and participating stakeholder organisations. Participants included senior academics, economists and senior figures actively interested in supporting the goals of the Global Project. The methodology for researching the Global Project, detailed in Chapter 3, was designed to gather information on an international project that involved senior professionals, most of whom were academics or support and project staff, located within a range of international, national and local organisations. The Global Project and its participants would convene in person periodically at international events, produce public documentation, conduct regional events and meetings, and network individually at and between formal events.

The methods by which public information regarding the Global Project (GP) was gathered involved, firstly, a review of formal documentation generated by the GP. Secondly, I gathered information as a 'participant as observer' to the project through participation in Global Project activities between 2009 and 2015. This included participation in regional Global Project courses and workshops, attendance at three OECD World Forums in Busan, South Korea in 2009, New Delhi, India in 2012 and Guadalajara, Mexico in 2015. Thirdly, the research involved participation in monthly virtual meetings with the Global Progress Research Network, a group of international stakeholders from twelve countries, together with Global Project staff between 2010 and 2015. Fourthly and finally, relationships were built and maintained with members of the international research community associated with the Global Project. Appendix A provides details on information gathered prior to the primary data collection.

For the collection of the primary data for the research, a set of semi-structured interviews was planned and conducted with fifteen stakeholders and observers of the Global Project. Fourteen were undertaken at the fourth OECD World Forum in New Delhi, India in 2012, followed by one phone interview. Interviewees were selected based upon organisation, geographical location, discipline and participant or observer status to ensure a representative cross-section of stakeholders. Constructivist grounded theory, as developed by Charmaz (2006), was the methodology used for data collection, coding and analysis.

Approaching this broad initiative – the GP – as an object of study provided insights into the Global Project both as a form of organisation and as an agent of change. The complex contextual factors associated with mainstreaming measures of progress are also identified, providing insight which may contribute to future efforts to mainstream alternative measures of progress. It is hoped that my findings from the study of the Global Project will help inform discussion regarding the growing problem of measuring and achieving societal progress on a finite planet.

This research does not seek to identify, detail or analyse specific measures. It is not interested in the technical composition or merits of individual indicators. Rather, it is an exploration of the processes of selecting, integrating and applying progress indicators in the sphere of policy development, and it is an investigation of the potential for a new, more integrated approach. The central question of the research is about the *effectiveness* of the Global Project in effecting change. The goals and intended outcomes of the Global Project as a change initiative are explored. Whilst the Global Project focuses on measurement frameworks, my research does not deal with the technical composition of particular measures or the technical processes of integrating different datasets. The research findings shed light on the institutional context in which policy development takes place, however this research does not seek to explore policy development processes in detail. Rather, this research looks at the Global Project and its effectiveness to generate influence and change in the adoption of measurement frameworks.

The study of the field of measures of progress is a focus within a much larger body of scholarly work on indicators, measurement, measurement frameworks, statistics, definitions and conceptions of societal progress. In terms of broader measures of progress, the focus of my research is on change in stakeholder organisations. I examine such changes using the concepts of ‘change agent’ and ‘networks of influence’.

The research seeks to understand the intricacies of how the GP actively sought to bring about change as part of its stated goals and how effective the OECD Global Project ‘Measuring the Progress of Societies’ was as an agent of change. Understanding the capacity of the GP to generate change links back to the original motivation for research, presented in 1.2 above, as to how to achieve a successful transition from the current model to an equally effective yet sustainable economic model.

In order to be able to understand the effectiveness of an agent of change, a series of guiding questions clarify the scope of the research. What processes and methods were employed by the GP and why? What motivated the instigators of the GP to create the project and why did the OECD to support it? How did the GP organise itself to achieve change? What change was it seeking? Why did participants respond and participate in the GP? What outcomes were achieved? As these questions relate to a multiplicity of factors relating to the GP, three theoretical lenses are applied in the research for analysing the GP as a subject of

research. Understanding the research subject so as to be able to adequately respond to my research question requires an interdisciplinary framework - one which comprehensively examines the Global Project in terms of its organisational structure, the make-up of its leadership in creating change and how the Global Project engages with the subject of measures of progress. The three theoretical lenses provide a comprehensive framework of enquiry, enabling a focus on different, yet complementary aspects of the Global Project. Figure 3 below illustrates the three theoretical lenses and their points of intersection:

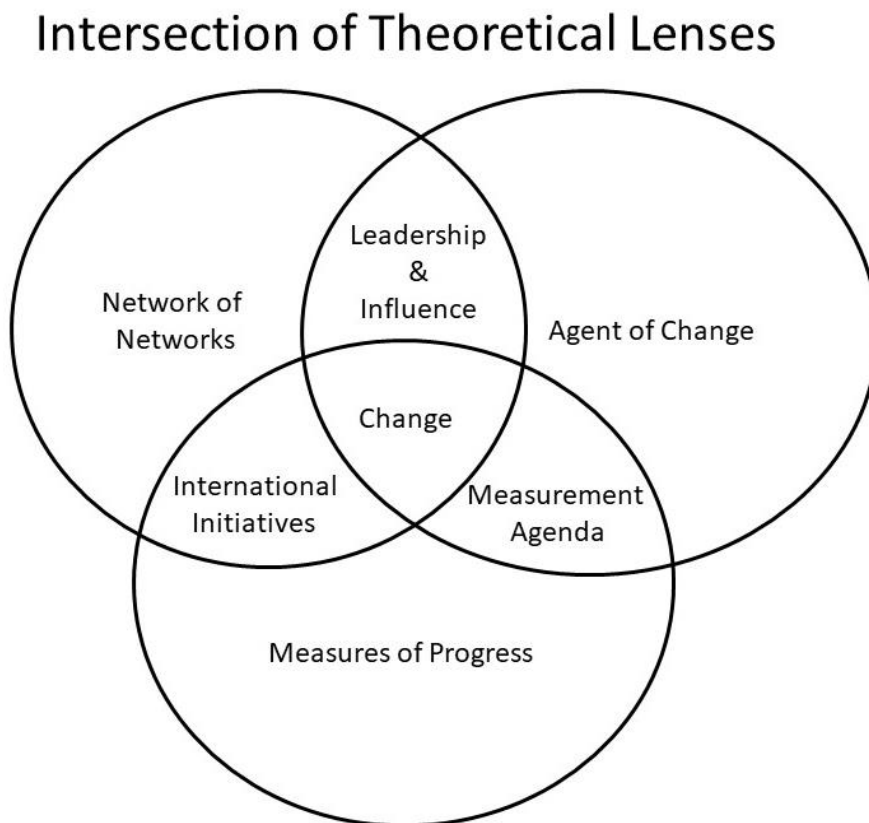


Figure 3 – Intersection of theoretical lenses

The figures above illustrates the three different aspects that are key to understanding the Global Project in relation to the research question. The three theoretical lenses allow an interdisciplinary mode of enquiry into the Global Project, with the points of intersection strengthening the enquiry's interdisciplinary character. The merits of the intersections between the three lenses come to the fore in Section 8.2 Intermediate Themes from Research Results, where the findings from the application of the three theoretical lenses are considered in their entirety, prior to the final synthesis and conclusions of the research.

1.4 Structure of the Thesis

Chapter 2 – Literature Review lays out the empirical terrain and the lenses through which the Global Project was researched, through the three theoretical lenses of measuring progress, the network of networks and agents of change. The Global Project’s role as a change agent is explored through determining: the goals of the Global Project, the values shared by the stakeholders involved, the actions and outcomes of the project, and the ways in which the project functioned as an organisation. The research results are presented in Chapters 4 to 6.

The Global Project as a research object involved a high degree of complexity. The Global Project was a global initiative which engaged stakeholders from a diverse range of disciplines and institutional contexts. It sought to encompass indicators and measurement frameworks in a cohesive discussion. For my research, the term ‘measurement frameworks’ refers to the aggregation of social metrics into an indicator framework for policy development, as distinct from the detailed set of social reports and social accounting undertaken by governments. Stakeholders of the Global Project were also seeking to develop a conceptual framework and language which gave form and function to the measurement agenda for broader measures of progress, beyond GDP. Finally, a synthesis of results and conclusions are provided in Chapters 8 and 9 respectively.

Chapter 2 – Literature Review

2.1 Introduction

The Global Project is a defined initiative directly related to my primary motivation for research – the development and adoption of broader measurement frameworks of societal progress, as described in Chapter 1. To study the effectiveness of the Global Project, hereafter referred to as the GP, my research framework combines three theoretical lenses: i) frameworks for measuring progress, ii) networks of networks and iii) agents of change. This chapter reviews the literature on these three lenses and identifies key concepts, definitions and empirical contexts.

The review of the literature on frameworks for measuring progress begins with a historical review of the origins of measurement frameworks. This is followed by a review of literature on four examples of measurement frameworks, internationally recognised by the same stakeholder institutions as the GP. Finally, a framework for comparison and analysis is presented, adapted and applied to explain the different objectives, underlying assumptions and limitations that can exist in the examples provided.

The second review of literature addresses networks of networks, beginning with the origins of the study of networks, the definitions used, a review of tools for network analysis, and a contextualisation of my research within network typologies. Agents of change is the third and final area of literature reviewed. This review begins with a historical examination of the origins of the concept of the change agent together with the identification of characteristics and themes found in the literature on this phenomenon. Following these reviews, I locate my research within the existing landscape of the literature.

2.2 Frameworks for Measuring Progress

*Information is to the decision-making process what oil is to the internal combustion engine.
It does not make the process work, but without it there is considerable wasted effort,
misdirected motion, and eventual breakdown.*

– Peter J. Henriot, Seattle University, *Political questions about social indicators* (1970, p. 235)

In Chapter 1 we saw that the GP identified that its objective was to work towards creating a framework for broader measures of progress (Hall, et al., 2010) through a consultative, consensus-building approach that brought various disciplines together in a new way (Giovannini, Hall & d’Ercole, 2007). One of the stated goals of the GP was to develop indicator frameworks and tools for policy makers, through democratic, evidence-based decision-making with accurate data, in support of the progress of societies (OECD, 2008). The goals of

the GP pertain to measurement frameworks for policy development. In this section, the historical and conceptual contexts of measurement frameworks are explored in order to inform the development of an approach to researching the GP.

The literature review below examines disciplinary knowledge and debates regarding measurement frameworks for national governments, beginning with the original developments in national frameworks followed by an explanation of the contested issues in developing measurement frameworks. A framework for comparing and contrasting various measurement frameworks is provided, adapted from the work of Aziz et al. (2015). Aziz et al. identified, categorised and compared a number of concepts and definitions within measurement frameworks using a set of characteristics, as explained below. This set of characteristics will be expanded to incorporate factors influencing the widespread adoption of measurement frameworks. Four examples of international framework initiatives are selected to illustrate the scholarly debate that surrounds the development of measurement frameworks, followed by a summary of the four selected frameworks presented in an Aziz-based framework.

2.2.1 Origins of Measurement Frameworks

Following the economic shock that accompanied World War II, national governments began to organise economic indicators into a measurement framework as a way to monitor financial systems and economic opportunities. Hall (1989) and Colander and Landreth (1996) note that the US government, looking to avoid further fluctuations and recessions, became receptive to the ideas of political philosophers and economists on ways to improve the stability of financial systems and promote economic opportunities for nations and their citizens.

The dominant macroeconomic thinking during this period stemmed from the theories of John Maynard Keynes, who advocated increasing government expenditure and keeping government taxes low as a means of stimulating the economy (Hall, 1989). Keynes' emphasis on monitoring and measuring the flows in the economy and responding to fluctuations through adjustments in government monetary policy continues to influence economic thinking today (Arestis, 1992). During this period of Keynesianism, economist and statistician Simon Kuznets (1901–1985) was credited with being the principal architect of the United States' system of national accounts, and with bringing empirical rigour to the study of national production.

In 1944, following the global volatility that World War II had sparked, the Bretton Woods conference in the United States of America selected gross national product (GNP) as a primary national indicator to provide a constant economic measure by which to compare national performance over time and between nations (Costanza et al., 2009; Eckersley, 1998; Stiglitz, Sen and Fitoussi 2010). In the years that followed, GDP replaced GNP as the leading national indicator for economic growth. GNP includes goods and services

entering a national economy from within a country and those entering from abroad, whereas GDP includes only those goods and services provided internally by the residents of a country (Callen, 2008; Costanza et al., 2009; Eckersley, 1998).

Over time, economic growth has become a proxy for societal progress (Kuznets & Murphy, 1966; Eckersley, 1998; van den Bergh, 2009; Stanton, 2007). Kuznets (1934) caution against establishing a direct connection between economic growth as measured by GNP and human wellbeing (Costanza et al., 2009; England & Harris, 1997) and called for better establishment of the intricacies of economic development and human wellbeing:

*National income may be defined as the net value of all economic goods produced by the nation..
Any claim to significance such a total would have would lie in its presumptive usefulness as an
appraisal of the contribution of economic activity to the welfare of the country's inhabitants,
present and future (Kuznets, 1941, pp. 3-4).*

Kuznets' concerns about the possible misuse of GNP as a proxy for measuring wellbeing is part of the beginning of a longstanding debate regarding the development of a more multidisciplinary approach to measurement frameworks that more directly capture and represent the welfare of nations. GDP has maintained a position of the dominant economic indicator for over fifty years. There has been a range of criticisms voiced regarding GDP over the fifty years of its use as not as an economic indicator but also as a proxy for societal progress (van den Bergh, 2009).

The importance of taking heed of social indicators as non-economic measures of wellbeing brings the use of social indicators into the historical development of measurement frameworks. The study and measurement of social aspects of human wellbeing (Diener, 2009), quality of life (Guyatt, Feeny & Patrick, 1993) and happiness represents an extensive body of work. The field of enquiry came to prominence early in the twentieth century, with philosophical questioning preceding this dating back centuries (Diener, Lucas & Oishi, 2002). The study of quality of life developed over the course of the 20th century, building a set of descriptors of what constitutes a happy and well human being (Michalos, 2004). Social indicators research, developed primarily in north America through the early 1960's, focused on indicators and units of measurement for capturing wellbeing (Michalos, 2004).

In the late 1960s and early 1970s, frameworks of social indicators began to appear. The initial conceptual development of social measurement frameworks stemmed from an interest in developing an overview of the status and progress of social systems (Bauer, 1966; Gross, 1967; Sheldon & Moore, 1968; Springer, 1970; Hicks & Streeton, 1979). Economic and social measures had been in development separately for decades up

until the 1950s when questions began to be raised about social inequities not being reflected in economic measures. Erikson (1993) argues that

by the 1950s it had already become clear that, in spite of its widespread use, per capita GNP is an insufficient measure of the well-being of citizens. Thus, in 1954, an expert group within the United Nations suggested that we should not rely on monetary measures alone: the measurement of well-being should be based on several different components, together making up the level of living. Partly influenced by the UN expert group, (Swedish Statistician Sten) Johansson made level of living, seen as a set of components, the basic concept in the first Swedish Level of Living Survey conducted in 1968. This survey has been followed by a number of similar studies, both in Sweden and in the other Nordic countries (Erikson, 1993, p. 67).

The development of social indicators has seen an increasing interest in happiness research and measurement (Frey and Stutzer, 2002). Frey and Stutzer argue that happiness is of relevance to economists and the development of economic policy as the needs of society can be identified, in part, through the outcomes of happiness research (p402). Delhey and Kroll (2013) argue to the contrary, that GDP performs better than happiness indicators for use in targeted policies to address the needs of society, with the exception of the OECD's Your Better Life Index.

The recognition that a more complete understanding that the health of a society could be gained through considering economic and social measures together would later come to include other measures, including measures related to environment and governance. In 1987 an international panel of concerned scientists presented the Brundtland Report to the United Nations (Brundtland, 1987). This report issued a stark warning about the trends of environmental degradation. Daly and Cobb (1994) bring into question the human approach to economics in light of the physical constraints of natural living systems. The interdependencies between the economy and environmental resources bring into question the assumptions of the theory of economic growth without any physical constraints. Daly and Cobb (1994) challenge the growth paradigm and highlight the importance of non-economic measures playing an important role in the process of policy development:

The dominance of economic growth as the overriding goal of society is perhaps the most corrosive influence towards shifting developmental paradigms towards sustainability... we are not sanguine that this indirect approach to challenging the hegemony of GNP will suffice. The economy is of such massive and primary importance to most policymakers that their first consideration is likely to be its improvement. They may accept certain social and environmental constraints on economic policies,

and these constraints may be influenced by social and environmental indices. But the goal of policymakers will still be, given these constraints, to help the economy succeed (Daly & Cobb, 1994).

Meadows et al. (1972), Ekins (1993) and Kruger and Grossman (1994) also point to environmental concerns being at odds with a focus on development. The debate on sustainable development, its concepts and modelling, is a recognised aspect of the debate on measurement frameworks. It is acknowledged here, though treated as outside of the scope of my research. Propositions for achieving sustainable development, such as those explored by Hopwood et al. (2005), and those modelled by Stern, Common and Barbier (1996) in their proposal for an environmental Kuznets curve of sustainable development, touch upon the debate about measures of progress. However, this debate is vast and has a different focus to the development of measures of progress frameworks for policy makers.

Springer (1970, p. 2), who examines one of the early attempts to form headline social indicators by the Nixon administration in the United States, describes the activities of a ‘small set of prestigious intellectuals’ as a ‘curious sort of political and intellectual movement’ with no central form of organisation or ideological base but rather as being based on an interest in the ‘character of the policy-making process’.

Interest did not, however, remain confined to methodological considerations. New interest in bringing environmental metrics together with social metrics arose out of an interest in capturing and monitoring environmental sustainability as a necessary and hard-to-predict component of human wellbeing and development (Eckersley, 1998; Diener & Suh, 1997; Lawn, 2003). Eckersley (1998) looks at the public perceptions of quality of life and the development of measures for addressing social, economic and environmental progress. The questions posed above by Springer (1970) continue to be raised, with Eckersley (1998) asking the following question about the direction of human progress:

Will we improve the quality and sustainability of life by continuing on our present path of progress – increasing average wealth to give the average consumer greater choice? Or do we need to find a new path that leads in a different direction, towards new personal and social goals? (Eckersley, 1998, p. 2).

Gross (1967, p. 357), who looked at more generalised accounting systems that considered social dimensions, stated ‘Where have we been and where are we now? Where might we go and where do we **want** to go?’ Diener and Suh (1997, p. 206) ask, ‘Has the society progressed over time? Are the current policies achieving goals that match the ideals of the society? Have investments succeeded in bringing the desired outcomes? These are some of the fundamental questions requiring sound measures of quality of life.’ Scholarly debate on measurement frameworks addresses questions of this nature. They begin with ontological, cosmological and epistemological positions on society that are then used to inform the selection, arrangement and

application of measurement frameworks, as illustrated above. The literature indicates that a range of measurement frameworks has been developed, each with different conceptual foundations and metrics. Frameworks have also arisen from different quarters of civil society, including international organisations, national governments, academics and international policy think tanks and each of them has a different disciplinary emphasis.

The United Nations, with its System of Environmental Economic Accounting (UNSEEA), and other international organisations, have progressed from gathering data from all member nations to developing systems of aggregation and measurement frameworks that speak to the purpose of United Nations goals, including the United Nations Human Development Index (HDI) (Sagar & Najam, 1998; ul Haq, 2003) and the United Nations Millennium Development Goals (MDGs) (Saith, 2006). National governments have developed frameworks such as Bhutan's Gross National Happiness Index (Priesner, 1999) and Measuring Australia's Progress (MAP) (Trewin & Hall, 2005) and the Canadian Index of Wellbeing (Michalos, Sharpe & Muhajarine, 2010).

Other entities, such as international non-government organisations, associations, policy think tanks and individuals within academia have also researched and developed frameworks, including the Physical Quality of Life Index developed by the Overseas Development Council (Morris, 1979), and the Index of Sustainable Economic Welfare (Daly & Cobb, 1994) that later evolved into the Genuine Progress Indicator developed by international policy think tank Redefining Progress (Lawn, 2003; Talberth, Cobb & Slattery, 2007), and the Happy Planet Index developed by policy think tank the New Economics Foundation (Abdallah et al., 2009; Marks et al., 2006).

Each measurement framework has its own history of development, including its original intention, the scope of what it incorporates and the scholarly debate it attracts. Four frameworks that have achieved international application through international organisations, such as the United Nations, are: the Index of Sustainable Economic Welfare, the United Nations Human Development Index, the United Nations Millennium Development Goals and the United Nations Sustainable Development Goals. A comparative review of these four international measurement frameworks provides context to the work of the GP in terms of understanding the measures that can be included, the various structures of prioritisation and criticisms of methodological rigour and the quality of output data. The selection of the four measurement frameworks was based upon the relative abundance of documentation, and the recognition and adoption of the frameworks by international organisations such as the United Nations or national statistical offices. The

selection also favoured frameworks which use a comparatively broad set of indicators from disciplines similar to those associated with the GP.

The process for reviewing these frameworks was adapted from a study by Aziz et al. (2015) which was designed to examine the underlying assumptions of various frameworks and the limitations inherent within each. As a form of assessment, Aziz et al. (2015, p. 49) present a categorisation of conceptual frameworks according to 'objective', 'dimension' and 'attribute'. The review process below begins with a description of each of the four frameworks, including their origins and criticisms which have been made about them.

2.2.2 Example I – Human Development Index

The UN Human Development Index (HDI) was first used in the UN's Human Development Report in 1990 and it has consistently captured and reported a set of multi-dimensional metrics for economic and social development (Sagar & Najam, 1998; Stanton, 2007). Stanton (2007, p. vi) defines the HDI as *'a country-level measure of social welfare based on national values for average life expectancy, rates of adult literacy and school enrolment, and gross domestic product (GDP) per capita'*. The HDI has since expanded to include other metrics, including metrics related to equity and gender.

The HDI shows national averages and ranks country performance over time for a wide range of analyses of performance in regard to social and economic factors of development (McGillivray, 1991; Bardhan & Klasen, 1999; Boarini, 2006; Bagolin & Comim, 2008). Each metric is used to: raise awareness; inform research, policy development and debate; create accountability; provide a tool for promoting advocacy and transparency; and generate expectations regarding the performances of national governments (Stanton, 2007).

The United Nations Development Programme (UNDP), as the UN agency focused on reducing poverty and inequality and promoting sustainable development, has worked to establish the HDI as a suitable replacement to GDP due to GDP's inadequacies as a measure of human wellbeing and development (Bagolin & Comim, 2008, p. 15). The UN had also stated its intention in 1954 to develop social measures rather than rely on economic growth as the intended goal for development (Noorbakhsh, 1998, p. 589).

As well as being a means of obtaining accurate and relevant data, the HDI is also considered by authors and researchers to be a means by which to develop an inclusive set of measures for alleviating and preventing human suffering and environmental degradation, even though the HDI does not include environmental metrics (Doessel & Grounder, 1994; Morse, 2003; Neumayer, 2001). The HDI's failure to include or address issues of environmental sustainability is viewed by scholars as weakening its ability to provide a multi-dimensional representation of human development at the national level.

Three debates regarding the HDI provide an indication of the types of challenges faced in achieving a level of acceptance as a yardstick and as an accepted standard measurement for human development. Firstly, the rules governing the aggregation, correlation and weighting of the various components within the HDI are the main focus of contention in the literature. This is the case for all of the composite indexes reviewed here (Sagar & Najam, 1998; Bardhan & Klasen, 1999; McGillivray, 1991; Neumayer, 2001). Secondly, the HDI has been criticised for not including information on environmental sustainability as an important determinant of human development (Sagar & Najam, 1998; Neumayer, 2001; Morse, 2003; Bagolin & Comim, 2008). Thirdly, country-based metrics do not demonstrate interdependencies with other countries and within countries. In a globalised world, this reduces its scope and application as a framework for policy makers (Sagar & Najam, 1998).

Globalisation, together with other emerging topics such as gender equity, corruption and environmental sustainability, appear in indicator frameworks that followed the HDI (Bleys, 2012, p. 356). The HDI faces two primary challenges, firstly debate regarding the list of what to include or exclude within the indicator framework (Morse, 2003; Ranis, Stewart & Samman, 2006; Bagolin & Comim, 2008) and secondly, issues regarding the ways in which the metrics are determined, weighted, prioritised and correlated (Sagar & Najam, 1998; Bardhan & Klasen, 1999; McGillivray, 1991; Neumayer, 2001; Bagolin & Comim, 2008).

2.2.3 Example II – Index of Sustainable Economic Welfare / Genuine Progress Indicator

The Index of Sustainable Economic Welfare (ISEW) was developed as an intellectual exercise by ecological economists Daly and Cobb (1994) for use in the US as an alternative indicator to GDP. Daly and Cobb are concerned that GDP does not adequately capture or express social wellbeing or environmental sustainability, a concern that is shared among ecological economists (Neumayer, 1999; Bleys, 2008; Lawn, 2006). The ISEW has been used by national statistical offices in several countries, including Austria, Germany, Italy, Sweden and the UK (Fender, Haynes & Jones, 2011; Neumayer, 1999).

The ISEW later evolved to become the Genuine Progress Indicator (GPI) (Talberth, Cobb & Slattery, 2007) which has been used in Australia by the Australia Institute, a policy research think tank (Neumayer, 1999). Although generated outside of the international organisations such as the UN, the ISEW has been used internationally by several national governments and has remained in use for several decades. The longevity of the use of the ISEW, now called the GPI, is the reason it has been included as an example despite it not being heavily utilised by international organisations.

The GPI (ISEW) includes stocks and flows of economic, social and environmental metrics and is intended to show the corresponding negative and positive impacts on other metrics as the stocks and flows vary (Hamilton, 1999). For example, one might see the correlation between a decrease in a natural resource and

an adverse effect on human health or economic output. The GPI has shown that, despite a fairly consistent and continuous growth in total GDP since 1950, the rate of genuine progress has slowed. This is due, in part, to growing inequity in income distribution and environmental decline (Hamilton, 1999; Stockhammer et al., 1997).

The ISEW and GPI have jointly been subjected to critical evaluation within some literature (Hamilton, 1999; Brennan, 2013; Lawn, 2013) and are referred to as GPI (ISEW). The conceptual framework that underpins the GPI (ISEW) has been brought into question. The choice of metrics within the index has been described as being based upon a vision for a certain type of environmentally sustainable future society that does not yet exist (Lawn, 2003; Bleys, 2008; Brennan, 2008). Questions have been raised about the ability of the GPI (ISEW) to accurately correlate sustainability and wellbeing, and there are concerns about the unforeseen implications of applying metrics that remain untested in practice.

As well as criticism regarding its conceptual underpinnings, issues have also been raised about the key assumptions behind the organisation of and interdependencies within the framework, and the selection of the metrics themselves. These issues are considered complex and fundamental to the methodological rigour of the index, and would need to be addressed before wider international acceptance is achieved (Lawn, 2003; Harris, 2007; Bleys, 2008; Brennan, 2008). The GPI (ISEW), has been credited with raising awareness and provoking discussion between authors and researchers, and is still regarded as experimental. This highlights the need for further testing before the index can be considered ready for application (Lawn, 2013; Brennan, 2013; Wilson & Tyedmers, 2013; Bagstad, Berik & Gaddis, 2014).

2.2.4 Example III – Millennium Development Goals

The United Nations Millennium Development Goals (MDGs) are the first set of widely accepted international goals. They were developed by consensus, and are intended to focus on addressing poverty globally through tracking a set of indices for development as distinct from economic development in the HDI (Khoo, 2005; Hulme, 2007; Fukuda-Parr & Hulme, 2009). The MGDs were introduced in 2001 and the aim was to reach by 2015 a set of eight quantitative targets in the fields of health, survival, hunger, education, gender equality, environment, poverty and global partnerships. The MDGs have substantially influenced the international development agenda (Black & White, 2004; Saith, 2006; Fukuda-Parr & Hulme, 2009; Vandermoortele, 2011).

The development of the MDGs involved leadership and participation from the United Nations, the World Bank, the International Monetary Fund and the OECD, and each of these organisations took a turn playing a leadership role in guiding the finalisation of the MDGs (Hulme, 2009, p. 45). Different stakeholder groups within these institutions engaged and disengaged at different points, each bringing a different organisational

culture, political interest, and skillset to the development process. Hulme (2007) noted that when the goals came together there was an unprecedented show of solidarity between the UN, the World Bank, the IMF and the OECD in launching the MDGs as a priority initiative.

Vandermoortele (2011, p. 3) examines the intention behind the MDGs and presents a critique of the original goal of addressing global poverty. Vandermoortele sees the creation of the MDGs as broadening “the development discourse beyond the narrow focus of economic growth” and as a tool for building global consensus for a set of goals. Vandermoortele (2011) challenges the premise of the MDGs that growth will be linked to social outcomes including improved health. Vandermoortele cites the work of Perlo-Freeman and Webber (2009) who assert that simplistic mono-causal relationships between economic metrics and development outcomes fail under the test of empirical examination. Gender equity is an example of a policy outcome that is not achieved through economic growth and simple causal relationships between metrics. Also, as economic growth has increased, so too as has income inequality. Vandermoortele (2011) concludes that using the MDGs as goals for society will not deliver the intended outcomes. Policy outcomes require engagement by politicians to design transformational solutions.

A review undertaken by Fehling, Nelson and Venkatapuram (2013) found that although developing countries showed marked progress towards each of the goals, and this can in part be attributed to the role of the MDGs, these results are in some cases the result of rapid development taking place in countries such as China and India. The overall MDG results fell short of the targets for several reasons. Firstly, the Secretary-General of the UN at the time, Ban Ki-Moon, indicated that the level of interest in sustainable development and international aid was insufficient to see the goals achieved. Secondly, the 2008 Global Financial Crisis was credited with turning the focus away from the needs of the developing world. Thirdly, there are issues with the way in which the MDGs are designed (Fehling, Nelson & Venkatapuram, 2013, p. 1110). The use of goals and targets also resulted in the use of quick fixes rather than sustainable and comprehensive solutions.

The lack of progress in achieving the vision and targets of the MDGs is also attributed to the overriding influence of ‘business as usual’ in the world at large (Saith, 2006). Progress was hampered by a succession of international conflicts, a financial crisis, health pandemics, political instability, the disintegration of governments, and the flow-on effects of these problems on social services. Progress was also hampered by overall competitiveness and self-interest (Saith, 2006, pp. 1168-1169). Other factors drawing attention and resources away from the MDGs are separate initiatives run by the UN and the OECD that worked independently of the MDGs, such as the UN Global Compact, and commitments to ethical and sustainable development.

As with other measurement frameworks, the MDGs have been found to have a number of conceptual, methodological and technical inadequacies, and there are unresolved questions regarding inclusions and exclusions (Saith, 2006; Hulme, 2007). Saith (2006), in a critical review of the potential long-term ramifications of policy adherence to the MDGs, found the MDG goals and targets attracted a wide range of methodological and technical criticisms, and that there are inconsistencies in the collection and reporting of data. An atmosphere of cynicism on the part of participating countries was also noted (Khoo, 2005) and was attributed to the perceived arbitrary nature of top-down metrics developed by an international body.

2.2.5 Example IV – Sustainable Development Goals

Prior to the end date of the MDGs in 2015, the UN began the planning, preparation and development of the set of goals that were to follow. The Sustainable Development Goals (SDGs), ratified by 193 UN member countries in 2015, include a broad set of seventeen goals and 230 indicators. The SDGs are the most comprehensive and broadly adopted set of national headline indicators yet attempted (le Blanc, 2015). They deal with: poverty, hunger, health and wellbeing; education; gender equality; water and sanitation; affordable clean energy; decent work and economic growth; industry, innovation and infrastructure; inequality; responsible consumption and production; climate action; life below water; life on land; peace and justice; and institutions and partnerships for achieving the SDGs (United Nations, 2019).

The methodology for using the SDGs to predict policy outcomes is treated with persistent scepticism by researchers and policy makers. Complexity of implementation is one of the reasons cited in the literature for a resistance by policy makers to engaging more readily with broader measurement frameworks. Allen et al. (2017), in a critical review of the scenario modelling available for the SDGs, point to the lack of guidelines for effective use of scenario modelling and identify some of the complexities which arise in implementing more complex, integrated measurement frameworks. Allen et al. (2017) also express concern regarding the unknown impacts of implementing integrated measurement frameworks. This is echoed by Joshi, Hughes and Sisk (2015) who note the use of underdeveloped and untested forecasting models.

This does not diminish, however, the benefits of bringing together measures into a common framework in the SDGs. The international acceptance and adoption of the SDGs by 193 countries is recognised as being responsible for delivering positive outcomes by way of the visible long-term benefits of linking different goals to one another. Joshi, Hughes and Sisk (2015) note the positive feedback loop which links improved health and education to an increase in income, a decrease in fertility rates and a reduction of the youth population bulge in developing countries. Although the methodology for predicting and forecasting framework models and the interdependencies between measures may be regarded by researchers as imprecise, the connection between positive outcomes is acknowledged, if not yet understood. Presently, the

organisation of measures into a common framework within the SDGs is primarily utilised as a set of reference goals for the international development community (le Blanc, 2015).

2.2.6 Characteristics and Themes

Taking the four examples above, a comparative review is provided below based on the measurement framework categories proposed by Aziz et al. (2015), as explained in Chapter 2, Section 2.2.1 above. For the purpose of summarising and comparing the four different measurement frameworks, I replace the third category ('attribute') with 'limitations'. Adding limitations is intended to introduce some of the issues identified in the literature as inhibiting the broader adoption and application of measurement frameworks. The category of 'attribute' is removed as my research is focused more on limitations as barriers to adoption by policy makers than on understanding the technical intricacies of measurement frameworks.

Table 1 – Summary of measurement frameworks according to objective, dimension and limitations.

MEASUREMENT FRAMEWORK	OBJECTIVE	DIMENSIONS	LIMITATIONS
Human Development Index	Country-based indices of human welfare. To alleviate human suffering (Doessel & Grounder, 1994; Morse, 2003; Neumayer, 2001).	Country-based aggregation of individual outcomes.	Criticised for methods of aggregation, lack of consideration for environmental sustainability and not incorporating the influences of globalisation (Sagar & Najam, 1998).
Index of Sustainable Economic Welfare	To identify genuine progress in achieving sustainable wellbeing (Daly & Cobb, 1994).	Intergenerational view of sustainable, equitable human progress (Hamilton, 1999).	Issues with key assumptions and interdependencies. Further testing required before long-term ramifications understood (Lawn, 2003; Harris, 2007; Bleys, 2008; Brennan, 2008).
Millennium Development Goals	To address poverty in developing countries by tracking key metrics of development (Hulme, 2007).	Headline metrics of human development in developing countries.	Criticised for underlying assumption that growth alone will deliver improvements in indices. Conceptual and methodological inadequacies. Lack of consideration of other factors, such as war (Saith, 2006; Hulme, 2007; Vandermoortele, 2011).
Sustainable Development Goals	A universal set of goals, targets and indicators that UN member states will use to frame their agendas and policies over the next 15 years. (Hak et al., 2016)	17 goals, 169 targets and 303 indicators to encompass all major dimensions measured previously.	Detailed scenario modelling undeveloped and untested (Allen, 2016). Forecasting models criticised and untested (Joshi et al., 2015).

The comparison of measurement frameworks in Table 1 above shows the types of variations that can exist between framework types. The table provides a comparison of the parameters and emphasises differences between frameworks, which can vary widely from wellbeing to environmentally sustainable development and economic growth. Even at the meta-level, measurement frameworks can be focused on different outcomes. In Table 1 above, the dimensions column presents the nominated characteristics and priorities selected by the authors of each framework. This subjective process of selection is challenged by researchers who question underlying assumptions and challenge the methodological rigour of bringing together the selected sets of qualitative and quantitative data.

The exercise of comparison was developed by Aziz et al. (2015) and was adapted above to the context of the measurement frameworks discourse within which the GP operates. The categorisations in the framework are helpful for separating and identifying the range of issues that can be factors contributing to the reluctance of policy makers to adopt measurement frameworks in policy development. Reluctance on the part of policy makers may, for example, relate to the underlying assumptions and values that underpin a framework, or may be a result of methodological concerns regarding the integration of multidisciplinary data. Separating the meta perspective from the more detailed critical reviews of measurement frameworks makes it possible to understand the perspectives of policy makers. The categorisations in the Aziz et al. (2015) framework also help to inform the approach to analysis of the GP and the ways in which the agenda and proceedings of the GP may be understood.

In summary, the literature on frameworks for measuring progress indicates that there is awareness among scholars of a lack of precision, and that there is disagreement on the prioritisation and arrangement of fundamental concepts, including the selection of which measures to use to represent the focus of attention. Terms such as 'wellbeing' can be conflated with the terms 'social indicators', 'economic development' versus 'human development', 'societal progress' (including the myriad of definitions which this may involve) and the broad spectrum of definitions of the term 'environmental sustainability'. The selection of metrics and the range of definitions is further compounded by the plurality of potential measures for any of the concepts; and then again by debate about whether these can be meaningfully combined into composite indices.

The origins of a measurement framework in terms of its objectives and conceptual design represent the development paradigm underpinning a particular framework. The methodological decisions regarding the selection, prioritisation, aggregation and integration of measures are the subject of scrutiny and scholarly criticism. Measures of progress frameworks are yet to receive broad acceptance or application.

2.3 Networks of Networks

Chapter 1, Section 1.3 explains that the GP aimed to establish a network of networks as a form of engagement with institutional stakeholders. As a network constitutes part of the organisational structure of the GP, understanding the structure of networks as a type of organisation and form of engagement contributes to a greater understanding of the GP as an agent of change. To this end, a brief introduction to the theoretical origins of the term ‘network’ is provided below, followed by the rationale used to identify relevant literature. Several network typologies are identified, and various methodologies for network analysis are discussed.

2.3.1 Origins and Definitions

A network is a form of organisation that allows for voluntary and self-regulated forms of participation from a wide group of institutional stakeholders. The origins of the concept of the network can be traced back through various disciplines from anthropology and sociology to psychology and the study of organisations. The word ‘network’ was first used in the early 1930s in the study of organisations and in the 1950s in anthropology as an analogy rather than a formal term to describe the connectedness and informal pathways of influence created through social relationships (Jack, 2005). Sociology has been the main discipline to conduct empirical research into networks as a social phenomenon, as seen in Young and Wilmot (1962), Adams (1967), Homans (1968) and Freeman (1978). The term ‘social network theory’ has come to cover an extensive and diverse body of research which includes both qualitative and quantitative theoretical frameworks and methodologies. The term has been adopted by a range of disciplines due to its applicability, particularly to the study of organisations (Meyer & Rowan, 1977; Katz & Kahn, 1978; Tichy, Tushman & Fombrun, 1979), communication networks, inter-organisational networks (Cook, 1977), and political science and policy, including international networks for advocacy and change.

Networks operate by a set of organisational principles that are different to those found in hierarchical organisational structures. Not bound by the formality of hierarchical structures and defined processes, networks are self-regulating connections and relationships between individuals and organisations through which information and influence flows. The value of networks to individuals is reflected in the observation that relationship ties often remain in place as individuals move from organisation to organisation. The lack of formality and bureaucracy of networking relationships makes networks light and efficient compared to hierarchical institutions (Powell, 1990). The methodological problems associated with achieving clarity and accuracy in the study of human connections and influence led to the development of quantitative and qualitative network analysis as a sociological research method (Hannertz, 1992).

Relationship networks are now a recognised form of organisation operating within and between institutional structures to achieve specific objectives. Such networks may or may not take on a formal identity, and relationship networks become activated and organise around a common purpose or objective. Networks can evolve to take on a defined organisational structure, such as an association, as way to formalise the network activities, create an operating structure and organise and allocate resources. Many associations originated as informal networks of professional relationships (Stone, 2002).

2.3.2 Network Analysis

Though social networks have been studied for some time, as described above, methods for studying networks are considered problematic due to the amorphous nature of relationship networks and the inevitable inadequacies of attempts to quantify, measure and capture conceptual considerations regarding relationships (Jack et al., 2010). The main method for network analysis that seeks to combine quantitative and qualitative data into a defined conceptual framework is social network analysis (SNA) which was developed in the 1970s (Galaskiewicz & Wasserman, 1993; Wasserman & Faust, 1994). Social network analysis (Scott, 1988; Wasserman & Faust, 1994) provides a set of terms and formats by which to graphically map and analyse network relationships with a degree of mathematical accuracy. SNA is widely used by researchers of communication, organisations and sociology (Wolfe, 1997). SNA as a method was of interest early in the development of my research as it provided a set of terms and measures that are helpful in characterising the research problem.

2.3.3 Network Typologies

Scholarly work on networks can be grouped according to the network typologies that can be identified by certain attributes assigned to a general category. Each network typology offers the potential to provide insight into the fabric and composition of the GP as a network of networks. From a review of scholarly work on networks, five different typologies are identified which are of interest in providing an empirical backdrop for developing an approach to researching the GP. Each network typology is introduced below and then summarised in a comparative table based upon network types, attributes and issues.

The first type of network, transnational advocacy networks (TANs), as seen in the work of Keck and Sikkink (1999), Mundy and Murphy (2001), Stone (2002), Price (2003) and Park (2005), comprise relationship networks operating within and between autonomous institutions which use the network relationships to promote change and advocate for policy outcomes. Scholarly debate on TANs examines, for example, the relative success of TANs in achieving objectives in the presence of various forms of leadership. TANs are recognised as powerful political forms of organisation. They can become activated within existing professional relationship networks and they can become rapidly mobilised to exert influence on policy outcomes. Keck and Sikkink (1999) have shown that influence can be exerted upwards to senior authorities

and downwards to the grassroots level in what is labelled a 'boomerang' effect. This makes TANs a particularly effective form of network which enables those at the grassroots to be heard, and which can also effect change at senior levels of policy development.

Mundy and Murphy (2001) researched TANs within international organisations as an emerging form of mechanism for change in a globalised world and described them as transnational advocacy networks or transnational social movements (TANs or TSMs). These TANs or TSMs can be described as *'the building blocks of a prototypical "global civil society", with the power to influence, and perhaps democratize, the structure of world politics, both through their increasing influence within existing international institutions and through their capacity to use influence to leverage change in individual nation states'* (2001, p. 86). Mundy and Murphy (2001) attribute a great deal of influence to such networks.

Bache and Reardon (2013) describe transnational policy communities as being stronger and more established as networks of experts than domestic networks. So although domestic politics and policy formulation may be conducted independently in individual countries, the practices and thinking of policy makers can be influenced more by international networks than domestic networks. Interviews conducted by Bache and Reardon (2013) regarding international collaboration in the development of wellbeing measurements identified networking between various types of institutions and individuals, including academics, think tanks and public officials.

Goff (2015), in a review of the literature on international policy networks, asserts that networks will become an increasingly powerful force, and that formal institutions will diminish in influence. The internet, and all of the communication technologies which are enabled through it, are credited with transforming networks so that they are able to have a powerful and direct influence on public policy. Goff (2015) refers to this as an emergent form of global civil society whereby the public policy contacts which already exist in civil society are used informally to mobilise ideas through networks of communication, separate to and independent of national governments.

The second type of network, institution-based networks (IBNs), are deliberately established by management within an institution. These networks are used as a recognised organisational structure to achieve certain objectives, such as the United Nations Global Compact (Ruggie, 2001; Kell, 2003; McIntosh, Waddock & Kell, 2004; Gilbert & Behnam, 2013). Institutions have begun to establish networks as a recognised form of organisation, particularly where resources may be scarce, and participation is voluntary. An institution can give a network a formal identity and provide it with institutional endorsement as a valid format for engagement with stakeholders.

The third type, networks as informal channels of influence, can be utilised by change agents as a mechanism for achieving outcomes within institutions (McLaughlin, 1990; Stone, 2004; Park, 2005). Networks have long been recognised as informal pathways of influence that co-exist with hierarchical institutions. Informal channels and relationship networks can lead to an urgent task reaching senior levels at an international level quickly, bypassing the normal formalities and bureaucracy.

The fourth type, communication networks, refers to complex, self-organising channels of communication which flows between individuals of any scale from small and local to global (Rogers & Kincaid, 1981; Monge & Contractor, 2003). In communication networks, the focus is on the dynamics of communication as a social phenomenon. SNA as a methodology is associated less with the study of communication networks than it is with studying other types of networks. However the power and influence which communication networks can exert in shaping change give them relevance.

Finally, inter-organisational networks (IONs) (Lincoln, 1982; Ebers, 1999; Gulati & Gargiulo, 1999) are networks which connect organisations, the informal channels of influence which are as much a factor shaping cooperation between institutions as formal, hierarchical connections and processes. Not all networks have formal leadership. Those that do tend to have a clearer direction and boundaries. Stange et al. (2010) assert that networks which have no formal leadership and no employed staff lack the necessary resources and incentives for participants to deliver on upon obligations:

For someone to be able to step forward and take on the responsibility to lead a reform process, support from the home institution is required as there is a significant workload and time commitment involved. Leading change under such circumstances requires a talent for motivating and engaging people who have many other commitments and no formal obligation to perform (Stange et al., 2010, pp. 686-687).

Across each of these five network types, several attributes and issues can be identified that are relevant to understanding the GP as a network form of organisation:

Table 2 – Network typologies

NETWORK TYPE	ATTRIBUTES	ISSUES
Transnational advocacy networks	Clear goal and outcome. Can be rapidly mobilised. Energised by common interest and defined time period. Boomerang effect of influence travelling up to senior levels of influence and down to grassroots and vice-versa. Sophisticated political opportunity behaviours.	Lack of defined leadership and hierarchy can impact on effectiveness.
Institution-based networks	Legitimised form of organisation through institutional endorsement.	Formal structure and prescriptive forms of participation can restrict self-directed forms of participation.
Informal networks of influence	Influence, particularly on urgent matters, can move swiftly to the highest international levels of influence.	Such networks can bypass the scrutiny and transparency of bureaucratic hierarchical forms of accountability, prompting unintended consequences with institutional stakeholders.
Communication networks	Multifaceted, scalable means of disseminating information.	Messaging and content cannot be controlled or influenced, and direction cannot be moderated.
Inter-organisational networks	Major factor influencing the direction and nature of engagement between institutions.	Can be used to undermine as much as enable power structures and formal mandates issued by institutions.

The attributes and limitations of different network types provide a framework for analysing and evaluating the GP as a network, and they enable the development of questions regarding the network, such as ‘Which characteristics did the GP display? and, How might this have contributed to or detracted from the fulfilment of its stated objectives?’ These are examples of questions raised in Chapter 6.

Networks are a form of organisation held together through voluntary, self-regulating relationships between individuals. The strength of relationships within the network is based upon mutual benefit, rapport and trust

between individuals. Networks can co-exist in parallel with formal and hierarchical institutional structures (McLaughlin, 1990; Stone, 2004; Park, 2005).

In conclusion, the study of networks identifies a number of characteristics that are useful to take into the study of the GP. Firstly, informal relationship networks existing within and between institutions can wield substantial influence within formal power structures. Secondly, networks can be initiated and formally recognised within hierarchical institutions and developed through a leadership strategy. Thirdly, the study of transnational advocacy networks demonstrates that networks can create more direct channels of influence from grassroots organisations to international senior decision-makers, bypassing normal bureaucratic processes. The literature on networks is found to be limited in examining the interrelationships between informal networks and IBNs. The study of the leadership of networks as a form of organisation is also limited.

2.4 Agents of Change

Having examined the literature on frameworks for measures of progress and networks of networks, I now turn to the body of knowledge that best informs the development of an understanding of the GP in its intention to foster change towards stated objectives. The GP was structured to operate separately to the institutional hierarchy within the OECD, and the GP was promoted as being host to a network of networks (OECD, 2009). The goals of the GP are broad, inclusive and transformative in nature, as described in Chapter 1.

These structural attributes help to narrow the focus of the review of the literature to literature which examines the effectiveness of change initiatives within institutional settings (Coch & French, 1948; Burns & Stalker, 1961; Bennis, Benne & Chin, 1961; Lippitt, Watson & Westley, 1958; Kotter, 1995), as well as the role of change agents in such settings (Lewin, 1947; Schaller, 1972; Havelock & Havelock, 1973; Ottaway, 1983). The origins and definitions of the term 'change agent' are discussed below, as are the characteristics that identify this type of role or function.

2.4.1 Origins and Definitions

The term 'change agent' can be traced back to pedagogical research in the early 1960s. Ottaway (1983), in a taxonomy on the historical development of the role of change agent, as credited by Benne (1976), Foster (1972) and De Board (1978), traces the origins of the term to Lewin (1947). Lewin brought together, for the first time, democratic methods with scientific enquiry to form the origins of the terms 'group dynamics', 'action research' and 'change agent'. Lewin had been influenced by his formative years spent in Nazi Germany, and he held the view that participation was essential to ensuring the survival of democracy and that an effective change agent could deliberately stimulate this participation. Working from a national training laboratory organisation originating in Connecticut, Lewin described the change agent as a person

possessing expertise in behavioural change in the realm of the social sciences, working from within or outside an organisational context.

Further definitions of a change agent can be found in scholarly offerings following the initial work of Lewin in 1947, each with a slightly different perspective or emphasis but still combining the two overarching qualities of operating within the behavioural sciences and working to increase participation, as noted above. Hall and Williams (1973, p. 2) define change agents as *‘those individuals in our society who have a role in bringing about constructive change in either other individuals or social organizations and institutions’*. Here, we can see an emphasis on change agents making a positive contribution and identifying two change contexts, individual and institutional.

Lundberg (1974, p. 69) provides the following explanation: *‘While everyone in the very loosest sense is an agent of change, I refer here to those people who usually have a [sic] allegiance to a behavioural science discipline, and who assist and implement the planned change resulting from social interventions in a variety of situations’*. Lundberg (1974) here makes direct reference to possessing expertise in the behavioural sciences and this definition implies that the change agenda is somewhat predetermined by the appointer(s) of the change agent, rather than the agenda arising as the result of a democratic process of participation in shaping change, as originally envisaged by Lewin (1947).

Following the initial development of the concept of the change agent in the behavioural sciences and psychology between 1940 and 1970, the concept can be also found within more recent literature on organisational change. Here, the role of change agents is discussed primarily within an organisational context (Armenakis & Bedian, 1999). Armenakis and Bedian (1999) identify phases in the change process that change agents are engaged in. The stages involve adoption or resistance to change over the course of an engagement within an institution.

In the social sciences, the study of change agents in the health services sector, for example, gives form and function to the role of change agent. Buchanan et al. (2007, p. 1086) studied the deliberate use of change agents to foster a distributed form of change leadership in which strategic plans, roles and structures are replaced with a cast of change agents. These change agents are formally appointed and delegated with authority to work with teams to design and implement new processes without management approval. The change agent possessed power and prestige within the organisation and outcomes could be correlated with the performance of the change agent roles. The authors argue that a precondition for successful outcomes is senior management having a proven record of being able to generate organisational change. The authors also note that the role of change agent is associated with characteristics that are similar to those found in

the process of innovation that sees different actors and roles come and go over the course of the change process.

In the study of change agents, such as those involved in the health sector (Battilana & Casciaro, 2012; Buchanan et al., 2007), one can see different interpretations of the role of change agents. Moving from the democratic form of participation espoused by Lewin (1947, p. 382), studies in the disciplines of management, leadership or organisational change tend to define the change agent as a powerful, credible agent acting on behalf of management to deliver transformative change within the organisation. Battilana and Casciaro (2012, p. 382), for example, argue that change agents can be used for this purpose as *'change agents are able to influence other organization members to adopt change with different degrees of divergence from the institutional status quo'*.

Buchanan et al. (2007) conclude that the change agent may be given the latitude to determine what form the changes may take, allowing for creativity and input for a new approach to come from the teams within the organisation. Taylor et al. (2011), in a study of champions who acted as change agents within the context of six urban water utilities, observed that change agents are capable of bottom-up, top-down or lateral influence. The role of change agent can therefore be fluid, in terms of the direction of influence that the change agent exerts and harnesses. Regardless of the direction of influence of the change agent in his or her role, four main characteristics can be distinguished, and these are described below.

2.4.2 Characteristics

The effectiveness of change agents is attributed to both the potential outcomes that can be achieved and the presence of certain characteristics in the change agent (Lewin, 1947; Zaltman & Duncan, 1977; Havelock & Havelock, 1973). Havelock and Havelock (1973, p. 60) note that a change agent can be a solution giver, process helper, resource linker or a catalyst, and often raises more questions than answers in the stimulation and facilitation of discussion. Ottaway (1983) identifies a set of characteristics or capabilities in the work of Zaltman and Duncan (1977, pp. 188-189) as follows:

Change agents are more likely to be effective if they (i) stimulate the user's problem-solving processes; (ii) match up processes with client needs; (iii) foster collaboration with the client; (iv) link client with resources of change; (v) are receptive to new ideas; and (vi) are flexible with this relationship (Ottaway, 1983, p. 364).

Whilst the set of characteristics varies between different sources in the literature, they can be grouped according to four themes. First and foremost, change agents are characterised by the ability to influence and persuade others through certain communication abilities, both in the early development of the concept as

detailed above, and in its application in various disciplinary contexts (Battilana & Casciaro, 2012; Dacin, Goodstein & Scott, 2002).

Descriptions or behavioural characteristics relate primarily to the ability of change agents to exert influence over others. A combination of managerial expertise, strong interpersonal skills and delegated authority to move throughout and beyond institutional structures, gives change agents the scope and reach to focus on building substantial support for change.

The broad reach of the change agent can, however, be counterproductive. Weick and Quinn (1999), in their review of the roles of change agents within an institutional context, note a negative correlation between large-scale participation and participation, with large groups tending to revert to stereotyping and a decreased tendency to express unique ideas. Larger groups, it is noted, tend to look more to real-time generation of idea sharing, validation and action rather than looking to top-down cascading forms of agreement.

The second characteristic of the change agent is the ability to build widespread support for a vision or concept through the gathering of a wide variety of ideas and the distillation of these ideas into a cohesive concept or concepts. This is coupled with the ability to communicate this concept through a vision that inspires a wide audience and elevates the vision of a group beyond individual obstacles that may ordinarily inhibit the development of consensus building. There is an element of acting or amplification in the role that the change agent plays in order to reach a wide audience effectively (Zaltman & Duncan, 1977).

Thirdly, change agents are adept at utilising communication networks, both formal and informal, to gather support for change (Buchanan et al. 2007; Battilana & Casciaro, 2013; Armenakis, Harris & Mossholder, 1993). Battilana and Casciaro (2013, p. 819) consider the networking capability of the change agent to be understudied and underestimated in terms of its value and importance to their effectiveness in generating change.

Fourthly and finally, change agents have an ability to encourage others to participate to form a new set of programmes, processes and frameworks in the implementation of the intended change in direction. Ottaway (1983) identifies an ability to create a problem-solving culture and foster collaboration, a receptiveness to new ideas and flexibility within relationships.

From both the early literature on change agents and contemporary work on institution-based change agents, we can identify four concepts pertinent to the study of the GP as an agent of change. I used these concepts as the basis for my presentation of the attributes and characteristics of change agents identified in the literature.

The first concept relates to the ways in which individuals or groups of individuals become change agents. The position of change agent can be a delegated appointment, assigned to an individual or a team. Senior management can delegate to this individual or team the responsibility of facilitating transformative change. Change agents can be self-appointed and they can act as advocates and leaders in response to a groundswell of interest in institutional transformation. Change agents can be internal or external to an organisation (Pettigrew, 2003).

The second key concept taken from literature is that change agents are characterised as possessing a set of interpersonal skills that enable them build consensus and gather support from a large and diverse group of people (Zaltman & Duncan, 1977). This includes skills specific to the change process, including: the ability to listen to and connect with a wide range of stakeholders, the ability to gather ideas and foster participation in developing solutions, the ability to advocate on behalf of the interests of others, the ability to distil a collection of ideas into a cohesive vision, and finally the ability to communicate this vision in a charismatic and persuasive manner (Battilana & Casciaro, 2012; Dacin Goodstein & Scott, 2002). Change agents can communicate a vision in a way which elevates the vision of stakeholders above the institutional departmental separations which can otherwise inhibit transformative change.

The third key concept taken from literature is that change agents are recognisable due to the leadership qualities which they exhibit. They have the ability to secure support and resources from stakeholders including senior management and leadership across departmental teams (Ottaway, 1983, p. 364; Stone, 2002). Buchanan et al. (2007, p. 1086) also speak of the power and prestige which accompanies the role of change agent, which enables the change agent to exert influence over a large group of stakeholders. In order to exert this influence, change agents need to be regarded as credible and influential managers who have the delegated authority of senior management and the gravitas that comes with being a leader of influence.

Fourthly and finally, the literature on change agents points to agents' ability to network effectively despite institutional obstacles within and between organisations. Institutional obstacles are identified in the literature on change agents and on managing change within institutions. Change agents face barriers in generating influence and change within institutions, such as resistance to change, politics, lack of resources, lack of senior management support and withholding participation (Buchanan et al. 2007; Battilana & Casciaro, 2013; Armenakis, Harris & Mossholder, 1993). An effective change agent has the ability to generate influence and change through relationship networks in the face of such obstacles.

The characteristics of an effective change agent, as identified in the literature are summarised below:

Table 3 - Conceptual framework of change agent attributes

Concept	Attributes	Literature
Type of delegation	Top-down appointment by leadership to achieve predefined outcome. Top-down with delegated authority to listen to stakeholders and develop a transformative change strategy. Self-appointed change agent, listening, advocating and leading a change initiative drawing upon a groundswell of interest in transformative change.	Lewin (1947) Buchanan et al. (2007)
Interpersonal skills of change agents	Ability to influence and persuade others through certain communication abilities both in the early development of the concept as detailed above and in its application within various disciplinary contexts. Amplification of the magnitude of the role that the change agent plays in order to reach a wide audience effectively.	Battilana & Casciaro (2012) Dacin et al. (2002) (Zaltman & Duncan, 1977).
Leadership skills of change agents	Solution giver, process helper, resource linker. A receptiveness to new ideas and flexibility within relationships, ability to create a problem-solving culture and foster collaboration.	Havelock & Havelock (1973, p. 60) Ottaway (1983)
Working across institutional structures	Utilising communication networks, both formal and informal, to gather support for change. Ability to influence and persuade others through certain communication abilities both in the early	Buchanan et al. (2007) Battilana & Casciaro (2013) & Armenakis, Harris & Mossholder (1993)

	development of the concept and within various disciplinary contexts.	Battilana & Casciaro (2012) and Dacin et al. (2002)
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In summary, my review of the literature on change agents has identified four characteristics of change agents that are helpful for engaging with my research question. These are, firstly, the delegation of authority to the change agent to lead a change initiative. The delegation can be given either through a top-down decision from senior management, or by self-appointment in response to a groundswell of interest in change. The second concept is the unique set of interpersonal skills for effectively connecting with individuals and with a wide group of people. Thirdly the credibility bestowed by leaders is required in order for the change agent to operate with authority. Fourthly, successful change agents possess a set of managerial capabilities that bring structure and resourcefulness to the process of substantive transformation.

2.5 Locating the Research within the Literature on Measurement Frameworks for Policy Development

My review of literature identified that there are no other known empirical research on the GP. Giovannini, Hall and d'Ercole (2007) and Hall and Matthews (2008), published papers that focused on the work of the OECD and the European Commission. Both papers discuss the GP in the context of empirical research into broader measures of progress. However, the GP has not previously been the object of research. Comparative literature that examines a project operating from within an international organisation in the context of a network of stakeholder organisations advocating for change is limited. A comparative research focus, in terms of the institutional context of the UN Global Compact, can be found in Gilbert and Benham (2012) and Ruggie (2001).

The OECD established the GP with a small number of staff and invited an international network of stakeholders to foster participation. Gilbert and Benham (2012) identified one of the outcomes of choosing a network structure as providing the UN with an effective means of canvassing the views and concerns of stakeholders at the country level in order to help ensure that the Global Compact remained closely aligned with the values and priorities of the member countries. Ruggie (2001) argues for the legitimacy of networks as credible and influential structures for international organisations (IOs) to choose as formal mechanisms for effecting change. Transnational advocacy networks have similar characteristics to the GP in that stakeholders are motivated by a vocational, altruistic vision for change. The network structure of the GP provided the means by which to formally engage and contribute to this change.

Chapter 3 – Methodology

3.1 Introduction

In this chapter, the presentation of my research methodology, begins with the development of the primary research question. I then describe the research context of the GP operating within the OECD. This is followed by an explanation of the methodologies employed to elicit data regarding the GP for coding and analysis. The chapter concludes with a section identifying the methodological challenges of the research and the strategies used to address these challenges.

3.2 Development of the Research Question

The GP, as introduced in Chapter 1, provides a contemporary, topical, defined initiative with a focus on fostering support for broader measures of progress (MoPs). The goal of the GP, of measuring and fostering the progress of societies, was aligned with my original motivation for research and my interest in the change creation required to facilitate the transition towards broader progress measures. The GP, as a project operating within a formal institution, provided a structure with a defined set of parameters, including goals, objectives, events, activities, documentation from the OECD, a formal structure and identifiable partners and participants. The research question was framed with these parameters in mind.

The development of the research question was the result of combining the primary motivation for research with the nature of the GP as an organisation. Chapter 2 reviewed the literature relevant to both the original motivation for the research and the OECD GP. The research question which emerged addressed the following three conceptual domains: i) frameworks for MoPs ii) networks of networks (NoNs) and iii) agents of change (AoCs).³ The primary motivation for the research was to understand opportunities for and barriers to the adoption of broader MoPs.

³ For brevity and clarity the three concepts of measures of progress, agents of change and networks of networks, are abbreviated into the acronyms MoPs, AoCs and NoNs from this point onward until the chapter which synthesises the results of the research, Chapter 8.

The GP provided the opportunity to study a defined activity: the organisation's efforts to pursue opportunities for the adoption for broader MoPs. Hence, the title of my research is:

"Pressing the case for wider economic, social and environmental measures of progress: a case study of the OECD Global Project."

The research seeks to understand the intricacies of how the GP actively sought to bring about change as part of its stated goals. The primary question of the research is: How effective is the OECD Global Project 'Measuring the Progress of Societies' as an agent of change? To better understand the focus of this question a series of guiding questions underpin this primary research question. What processes and methods were employed by the GP and why? What motivated the instigators of the GP to create the project and why did the OECD to support it? How did the GP organise itself to achieve change? What change was it seeking? Why did participants respond and participate in the GP? What outcomes were achieved?

This research question does not seek to identify, detail or analyse specific MoPs. It is not interested in the technical composition or merits of individual indicators. Rather, it is an exploration of the process of selection, integration and application of progress indicators in the sphere of policy development and the potential for a new, more integrated approach. My central research question is focused on the effectiveness of the GP in bringing about change and the barriers to the development and adoption of an agreed approach, be they structural or cultural. The GP is but one of a number of initiatives over time within the measurement agenda towards broader measures of progress. Researching the effectiveness of the GP to influence change within the ongoing measurement agenda is too broad and amorphous to determine. This overarching question of effectiveness is not as much a research question as it is an explanation for the motivation for the research. This question opens upon the broad field of enquiry. The GP provides a case study, with defined organisational parameters, to examine the measurement agenda within the constraints of a doctoral project. The relative standing and treatments of certain indicators, such as GDP, come into the discussion, as do potential, broad methodological considerations in the incorporation of quantitative and qualitative data in pursuit of an integrated approach to MoPs.

The research question is also approached through the theoretical framework of the three combined conceptual domains of MoPs, NoNs and AoCs. This enables triangulation in the analysis of the GP. MoPs are the focus of the GP, NoNs are the nominated form of organisation and AoCs drive the process of change. Approaching the GP as the object of research involved the development of an overall research methodology and the selection of research methods for data collection and analysis.

3.4 Research Design

Developing a strategy for researching the GP, including the selection of methodologies for primary data collection and analysis, was influenced by the consideration of several factors. Firstly, the institutional context of the OECD, the GP, and its international partners and participants determined the types of opportunities available for conducting research. The OECD and the GP as institutions were receptive to formal participation by academics in GP events and activities, and participants in the GP were receptive to requests for research interviews. The research took place whilst the GP was active and current, and prolonged access was possible for the purposes of research. This widened the scope of the types of engagement with the GP.

Secondly, consideration was given to the nature of the research question and the optimal methodologies for obtaining data to address the research question, particularly in relation to the concepts of MoP, AoC and networks as a form of organisation as detailed in Chapter 2. The first component of the research design is the overall strategy of engaging with the GP as a participant as researcher. This eventually involved six years of active participation in the GP and the OECD from 2009 to 2015. I participated in the GP's major events, workshops and courses and I regularly participated in small international groups of fellow researchers.

The GP, as an international project inviting participation from stakeholder institutions including academic institutions, provided a way of engaging both as a researcher and as a formal participant. The opportunity to observe the GP as a participant for an extended period was enabled by the ways in which the OECD and GP engaged with academic institutions as long-standing stakeholders. Most of the GP activities were targeted to a particular audience or, in the case of the OECD World Forum, were invitation-only events. The formal recognition by the OECD and GP of academic institutions as stakeholders provided a recognised way of participating in GP events and activities for the purposes of academic research. This engagement made it possible to be a participant researcher for an extended period. This period extended for the duration of the GP and the period directly following the winding down of the project, between 2009 and 2015.

Prolonged periods of immersion as a participant are considered by Patton (2002, pp. 253–278) to be the qualitative ideal for developing a deeper understanding of the research object through open-ended participation without the normal constraints of a short-term study or a preconceived hypothesis. The role of participant as researcher involves observation and interaction which builds an understanding of the research context and research object.

The participant as researcher needs to consider several aspects of their role. The first is the awareness that the experience of observation is a primary attribute of this role, and therefore the principles associated with

playing the role of observer need to be applied. Participant observation, as explained by Angrosino (2005), is grounded in becoming a regular part of the community being researched, for an extended period. The notion of pure observation is compromised by the natural human inclinations of holding particular points of view, taking positions on the subjects of debates, or forming opinions about the individuals being observed (Erickson, 1985).

Recognising the humanness of conducting qualitative research, the literature offers guidance on how to use the power of observation to give full attention to the research object whilst minimising *subjectivity* (Angrosino, 2005; Patton, 2005; Taylor et al., 2015). Three points of guidance from Angrosino (2005) in particular proved formative in the design of the approach to participant observation of the GP. The first is the importance of observation taking place only in conjunction with other, more objective forms of data collection (Pelto & Pelto, 1978, p. 69; Jick, 1979). The role of participant as researcher in the GP provided a form of triangulation, with the information being gathered from OECD documents and from semi-structured interviews.

My second consideration when taking on the role of participant as researcher was the need to be aware of my active membership of, and participation in, the institution that was being researched. The individuals who are subjects in the research were aware of the role being played by the participant researcher. Adler and Adler (1987) describe the active membership role as a role of observer which is transparent and open to feedback and accountability which may assist in maintaining objectivity.

Choosing the approach described by Goodrick (2007) for my role as participant as researcher, I immersed myself in the activities and events of the GP and became an active member in the network of the GP. In 2009 I successfully applied to attend a GP course for international policy makers. There were four such courses held around the world and I attended the course hosted by the Australian Bureau of Statistics, Canberra. Successful completion of this course led to an invitation to the third OECD World Forum in Busan, South Korea in October 2009 (OECD, 2009).

Whilst at the World Forum in Busan I was invited to attend the launch of the GP Research Network. This network enabled researchers to be involved in the GP on an ongoing basis. I also established regular contact with a GP staff member and made monthly phone calls to this person regarding the activities of the GP. The initiator of the GP Research Network (GPRNet), whom I met in Busan, became a mentor for me as I attended and then took a role in the network. The GPRNet met regularly through monthly conference calls over a period of three years. OECD GP staff provided GPRNet members with regular updates on the project. This helped me to develop a working understanding of the composition of the GP and its operations.

My participation in the GPRNet and my PhD work led to an invitation to the fourth OECD World Forum in New Delhi in 2012. My contact with OECD staff led to access to the invitation list for the World Forum. This enabled me to identify suitable candidates for research interviews above and beyond those identified in the lead-up to the event. Research interviews were undertaken at the fourth World Forum.

Attendance at two World Forums and active membership in the GPRNet helped to ensure that requests for interviews with senior-level figures associated with the GP and the OECD would receive positive responses. The invitation to attend the fifth OECD World Form in Mexico in 2015 enabled me to learn about developments directly related to the GP during forum sessions and through discussions with attendees.

Operating as a participant researcher enabled me to develop an understanding of the working terrain of the GP and an appreciation for potential avenues of power and influence which bound the GP together and gave it direction, impetus and momentum. Participation in the GP provided me with a working understanding of the GP and this understanding informed the development of interview questions. My participation also provided me with access to research respondents and enabled me to establish trust with them.

Participation in GP events and activities provided regular and prolonged opportunities for observation as well as interactions and the establishment of relationships with GP participants. Being an active member of the GP provided me with a way to identify characteristics of the GP. These could then become the basis of enquiry within research interviews and my literature review. The role of participant as researcher was particularly valuable for observing changes over the duration of the GP. My observations informed the formulation of the methods employed in the research and they also enabled me to check the preliminary research results and analysis.

My period of membership and my participation in OECD events, which extended two years beyond the active period of the GP, provided me with a way to observe the arc of evolution which occurred over and beyond the duration of the GP and which is discussed further in Chapter 4. In addition to my role as participant as researcher, I accessed documentation from the OECD that was made public over the course of the operations of the GP between 2004 and 2012. This literature was available only temporarily as websites were updated and access to publications ceased in some cases. I reviewed documents from the OECD and from GP stakeholders published between 2004 and 2015. They included reports, presentations, discussion papers and transcripts of speeches.

The focus of the research design was to obtain access to quality data for understanding the GP as the object of research. The triangulation of data gathered, firstly through exposure to stakeholders of the GP as participant as observer, secondly from formal documentation generated by the GP, and thirdly through face-to-face semi-structured interviews, was designed to provide me with an understanding of the GP, as the

object of the study, and to obtain a saturation of data to inform my research. Data collection from three sources, as opposed to solely semi-structured interviews, was designed to triangulate and inform the research findings and to enrich the quality of the data obtained.

Fifteen semi-structured interviews were conducted with a range of GP and OECD stakeholders, who worked closely with, or were peripheral observers of, the GP. The interviews were conducted at the OECD World Forum in 2012 in New Delhi, India. Access to the three-day forum, which was an invitation-only event, was made possible through being an active participant in the GP and its activities. Attendance at the event provided me with face-to-face access to stakeholders of the GP from various countries as well as international, national and local organisations.

The interview questions related to the intention, purpose, focus and strategy of the operations of the GP (See Appendix B – Interview Questions). The quality of data collected improved the higher the level of seniority of the person being interviewed and was also dependent of the participant's level of access to the thinking behind the development and implementation of the GP. Participation as an attendee of the forum generated a favourable response from interviewees, who were more receptive than they would have been outside of the forum. An international partner organisation to the GP, for example, was unresponsive to contact preceding the event. Reflections on the limitations of the research are provided below in Chapter 9.

The development of a research design and the selection of research methods also included an exploration of how best to engage with and research the GP as a NoN. Chapter 2 reviewed the literature on various network typologies, including transnational advocacy networks and institution-based voluntary networks, such as the UN Global Compact. This provided a theoretical context for the network as a form of organisation. The literature on networks also included methodologies suitable for using to research networks. These methodologies are described in technical, quantitative studies as well as studies in the field of social network analysis (SNA). (SNA) (Scott & Harrington, 2011; Wasserman & Faust, 1994). This literature helped me to develop an understanding of the principles governing in the relationships of influence in self-organising networks. These relationships are based on trust, rapport, common interests and mutual benefits. Ties between networks 'actors' can be thin or thick depending on the strength of the relationships. The 'nodes' in networks can play a central role as catalysts for the formation of relationships, and as the glue which holds together extensive networks.

3.5 Primary Research Methods

Having developed a research design that could provide exposure and access to the GP and its stakeholders, I selected a number of research methods that would enable me to develop an understanding of the GP, its structure as a network and its leadership as an AoC. The method was to access the documentation

generated by the OECD on the GP – both general publications and documents I was able to study as a participant researcher. The second method was the primary data collection using semi-structured interviews with a diverse set of stakeholders and observers of the GP. The third was to research the GP as a NoN using the tools and conceptual frameworks available for understanding and analysing this form of organisation.

3.5.1 Semi-Structured Interviews

Semi-structured interviews are the primary method of data collection in the research and the principal source of thematic development through coding and analysis. The first objective in both the development of research questions and the selection of interview respondents was to obtain as much insight as possible into the inner operations of the GP, both in the formative stages and over the life of the project. The second objective was to seek diversity in representation from the spectrum of GP stakeholders. The third objective was to seek to include within the data collection individuals who were peripheral observers to the GP who, through a given role within the institutional setting of the OECD and its partners, would be able to offer an informed yet removed set of responses regarding the GP. The fifth objective was to ensure diversity among interview respondents by ensuring they were representative of the stakeholder groups associated with the GP and of the geographical regions where stakeholder institutions were located. Figure 4 below shows the broad categorisation of the various stakeholder types of the GP.

OECD Global Project – Stakeholder Groups

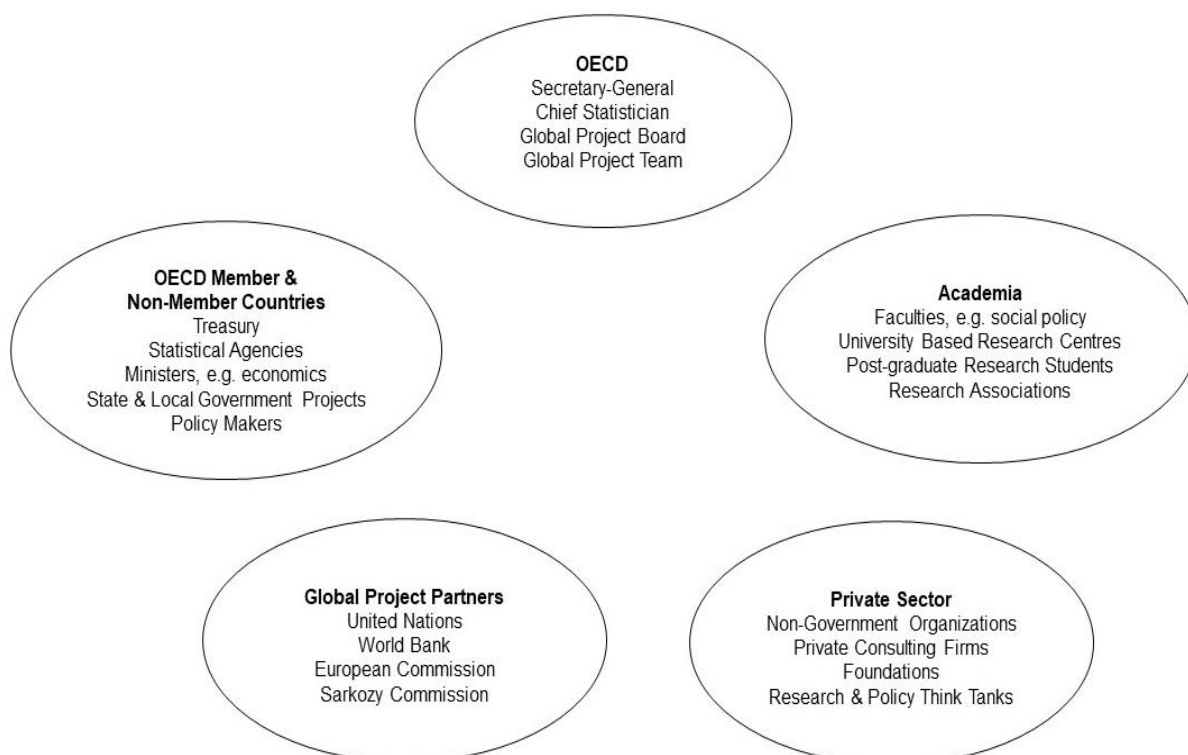


Figure 4 – OECD Global Project – stakeholder groups

The approach for obtaining interviews was influenced by a dynamic which became evident during the early stages of participation in the GP. Whilst academics and researchers were welcome, the level of disclosure and openness from individuals varied greatly depending on the nature of the personal introduction. Individuals whom I approached individually, without being connected to anyone in the OECD in particular, provided responses which were more formal and guarded. Individuals whom I asked to be introduced to shared information much more readily. The World Forums provided the most suitable context for such introductions and the forums were locations suitable for conducting face-to-face, confidential interviews.

The selection of interviewees was therefore enhanced and strengthened, but also partially directed, by the opportunities afforded through networking and personal introductions made possible through existing contacts within the GP and fellow GP participants. From there, potential interviewees could then be screened based on to whether the individual's institution, discipline, geographical location and knowledge of the GP contributed to the diversity in representation required. Through this process of referral, screening and selection, a total of fifteen semi-structured interviews were conducted. Table 4 below charts the diversity of characteristics of interview respondents by stakeholder type, geographical region, discipline and level of participation in the GP.

Table 4 – Interviewee matrix

Respond-ent Code	Stakeholder Group	Stakeholder Organisation	Geo-graphical Region	Current Position	Original Academic Training	Active Participant or Observer to GP
1.EC.Ec	Global Project Partner	European Commission	Europe	Academic – Economics & Environment	Economics	Observer
2.UN.Po	Global Project Partner	United Nations	USA	Policy Development	Statistics	Active Participant
3.SC.Ec	Global Project Partner	Sarkozy Commission	USA	Academic – Economics	Economics	Active Participant
4.OECD.Ec	OECD	OECD	Europe	Academic – Economics	Economics	Observer
5.NSO.St	OECD Member	National Statistical Office	Middle East	Statistician	Statistics	Observer

*Pressing the case for wider economic, social and environmental measures of progress:
a case study of the OECD Global Project.*

6.Gov.Po	OECD Member	Government Policy	Oceania	Statistician / Policy Maker	Policy Maker & Statistician	Active Participant
7.OECD.ID	OECD	OECD	Europe	Program Management	International Development	Active Participant
8.RES.Ec	Academia	Research Association	South America	Academic – Economics & Social Science	Economics	Active Participant
9.NSO.St	OECD Member	National Statistical Office	Europe	Program Management	Statistics	Active Participant
10.NSO.St	OECD Member	National Statistical Office	Oceania	Statistician	Statistics	Observer
11.PTT.Pol	Private Sector	Policy Think Tank	UK	Academic – Economics	Philosophy and Political Science	Observer
12.Ac.Ec	OECD Member	Academia	Europe	Academic – Economics	Economics	Active Participant
13.PTT.Bus	Private Sector	Policy Think Tank	Global	Foundation Chair	Business	Active Participant
14.Acad.Sc	Global Project Partner	Academia and European Commission	UK	Statistician	Science	Observer
15.Acad.St	Academia	Academia and Research Association	Europe	Academic – Social Science	Statistics & Social Science	Active Participant

The characterisation above was used as a basis for theme development from the coding and analysis of interview data. For example, respondent 15 was coded as 15.A.E.SS.P with letters representative of each of the characteristics above in Table 4. This tells us that respondent 15 is a European social science academic who served as an active participant of the GP. This coding informed the identification of themes in the coding of data (See Appendix C – Sample of Coding on Measures of Progress). For example, in Chapter 7 the influence of disciplinary perspectives in the GP is identified and explored.

The GP as an entity was loosely defined and organised in its objectives and network structure. The open and fluid form of membership and participation of the GP made it an amorphous organisation as an object of

study. The selection of research methods was influenced by the need to find an approach that could identify the characteristics of the GP through an emergent and constructivist process. As Chapter 4 will demonstrate, the GP grew organically from an idea to an international network of networks with a formalised project within an international organisation and purpose. The selection of research methods required to make sense of this phenomenon was based upon the ability of such a combined method to not be merely prescriptive, but also allow inferences to emerge from the data.

In my review of the social science methods I sought to find a methodology that avoided being prescriptive of the GP's characteristics, in other words one which took a constructivist approach. It was grounded theory that offered a method that was deemed most consistent with my research objectives. Grounded theory, as a research methodology, seeks to inductively develop theory during the process of systematically gathering and analysing data (Strauss & Corbin, 1994). It is located within the approaches in the social sciences developed from the philosophies of phenomenology and hermeneutics. The development of grounded theory has involved debate as to how to achieve empirical rigor in analysing data. This scholarly debate led to a divergence of approaches between quantitative and qualitative techniques between Glaser and Strauss (Bryant & Charmaz, 2007). Constructivist grounded theory, as developed by Charmaz (2006), followed the qualitative approach. The various methods used in constructivist grounded theory are designed to allow themes and sub-themes to emerge from the data, an approach consistent with the methodological objectives for my research.

The research data collected through interviews reflect a range of interpretations by the respondents. The coding and analysis of the interview data by myself represents a second layer of interpretation. This presence of two 'tiers' of interpretation is commonly known in the social sciences as a 'double hermeneutic' (Harbers & de Vries, 1993). The double hermeneutic involves a first layer of interpretation known as first-order hermeneutics and then a second framework for analysis referred to as second-order hermeneutics. The inductive process of posing questions to research respondents that included reflections on the GP represent the first order hermeneutic. The coding and analysis of data from interview respondents represented the second-order hermeneutic.

Methods of data collection and analysis, including analysis of formal documentation of the GP and acting as researcher as participant, provided an opportunity to triangulate research findings.

Constructivist grounded theory asks, 'What other information other than words is helping to inform the responses of the interviewee?', allowing for observations within and outside the research interviews to be incorporated into the analysis. As an active participant researcher in the GP, selection of a research method which acknowledges and utilises this participation was deemed an ethical choice. It also meant that

observation data would not be lost and would instead inform the results. The process of coding interview data, and the inductive process of allowing the data to speak for itself, were designed to ensure that the findings could emerge despite the subjective experiences of the researcher as an active member of the GP. The techniques and various forms of data capture, coding and analysis in constructivist grounded theory worked together to develop an understanding of the GP and to describe its effectiveness as an AoC.

The primary data collection method was semi-structured qualitative research interviews, conducted with fifteen stakeholders and observers of the GP. Fourteen interviews were conducted at the fourth OECD World Forum and one additional interview was later conducted with a key stakeholder who was not present at the event. The interviews provided a dense, articulate collection of data which was coded and synthesised using constructivist grounded theory (Charmaz, 2006). Constructivist grounded theory was selected as the methodology for the interviews as it allows the data to speak for itself, with themes and sub-themes emerging from the process of coding, memo writing and analysis of results. Research interviews were transcribed using Express Scribe software and a transcription pedal. Initial coding and memo writing were conducted in MS Word. Transcriptions were imported into Dedoose, a software application for coding and analysing qualitative research data, for further coding and analysis and the identification of themes and sub-themes. The analysis and synthesis of themes were then written into documents and reports.

Constructivist grounded theory, as developed by Charmaz (2006) draws together various elements of grounded theory and builds new techniques and a range of applications. Constructivist grounded theory provides a blank slate and the various methods of analysis are designed to allow themes and sub-themes to emerge from the data. The approach to coding and analysis follows the methodology of constructivist grounded theory (Charmaz 2006) as detailed and explained below:

i) Freeform Process

Coding of the transcripts began at the same time as transcribing the recorded interviews. I found that my most alert attention was given to the data at the time that it was first being transcribed. This was more effective than just typing and then reading the transcript later. I found listening to the voice of the interviewee engaged my intellect and induced frequent thoughts on the data. It was like reliving the interview but with the benefit of being able to listen more intently now that I no longer carried the responsibility of conducting the interview in accordance with the planned approach.

The transcripts were written directly into a Microsoft Word document so that I could have the freedom to add comments in the margins. The decision to do this prior to entering the interview data into coding and analysis software came about as a result of a postgraduate roundtable which I conducted at the Institute for Sustainable Futures (ISF) during my preparations for coding and analysis. In this roundtable I asked fellow

students and ISF researchers to share with the group tips and tricks for coding and analysis of qualitative research interviews. Feedback during this session indicated that there were benefits in not being too structured at the beginning of the process, and that it was helpful to immerse oneself in the interview data and to interact with the data as much as possible whilst preparing to put in place the structure for coding and analysis. This advice was consistent with constructivist grounded theory which incorporates reflections, observations and interpretations of the research data, and so transcribing straight into Microsoft Word became the first phase of working with the research data.

As I transcribed each voice recording, I would notice something about the content of what I was typing. At that point I would insert a comment in the margin and capture the thought. The purpose was to capture my thoughts so that I could come back to the document later and build upon what had been captured. After a few pages of this process I noticed that there was a pattern to the types of comments I made. Some of the comments were to highlight key quotes or terms which were used which clearly articulated a concept relevant to the interview questions or the research question (See Appendix B – Interview Questions). Others were reflections on the research topic, such as an interesting observation provided by the interviewee.

The types of comments varied, and a deliberate decision was made to avoid seeking a clear indication early on of what each comment would bring to the initial coding process. I deliberately delayed any imposition of a structure or rules. This process of freeform commenting was informed by my reading of Charmaz:

From the beginning, you may sense that the process of coding produces certain tensions – between analytic insights and described events, whether spoken accounts or written observations, between static topics and dynamic processes, and between participants' worlds and professionals' meanings ... When grounded theorists conduct initial coding, we remain open to exploring whatever theoretical possibilities we can discern from the data (2006, p. 47).

Following this freeform process, the string of comments was reviewed, with thoughts and reflections on possible codes leading to experimentation with creating classifications of the types of comments. The purpose of this experimentation was to find a way of organising the data to help inform the coding process. The types of classifications were adapted from an example provided by Denzin and Lincoln's explanation of approaches to initial coding for grounded theory (2005, p. 518). When reading through the examples provided by Denzin and Lincoln (2005, p. 518), the classifications seemed practical and relevant to the interview data. Classifications were created and they included categories such as 'reflection', 'observation', 'articulating' and 'describing', each of which helped to create a picture of the interviewee in the interview and the forms of exploration taking place through the interview questions. Additional categories were created to encapsulate the nature of the comments, such as the use of terms which succinctly articulated

key concepts, and reflections which were personal thoughts on the interview data that were triggered as the transcript was being typed.

Below is a sample of a page of marginal comments. The transcription text has been hidden in accordance with the confidentiality terms in place for the research. The comments inserted in the margin sometimes begin with a word of classification such as 'Identifying'.

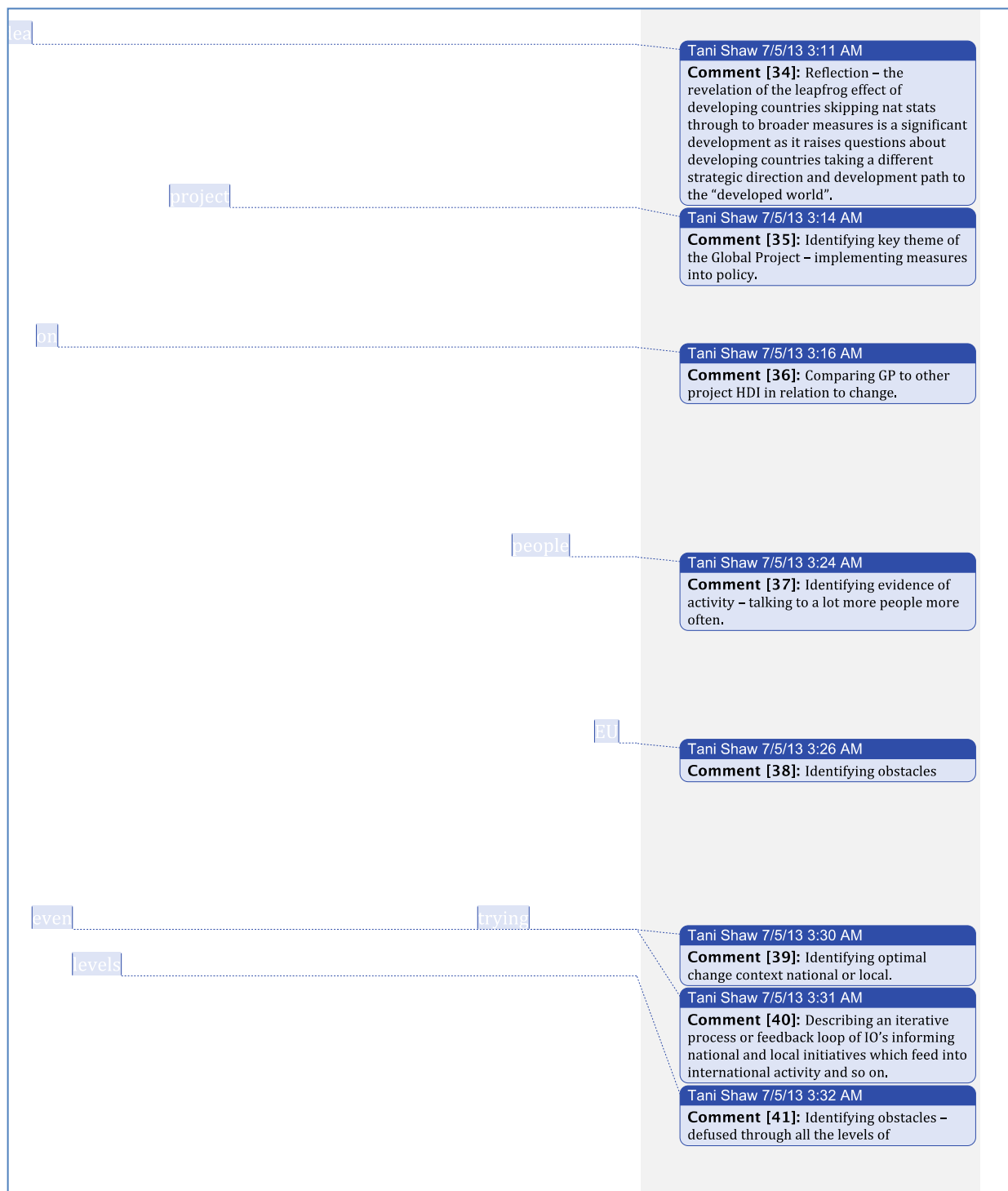


Figure 5 – Sample of initial coding inserted into margin whilst transcribing

The purpose of the initial process of inserting comments was to capture thoughts so that information relevant to the initial coding would not be forgotten. Knowing that this information was captured also allowed me to remain focused on each section of the audio recording during the transcription process.

When three of the fourteen transcripts had been transcribed, the comments were taken and organised into a document as a means of seeing whether the comments were useful for organising the data for coding and analysis. The process and rationale in the initial coding was documented and provided, together with the sample, to supervisors for feedback. The review of the initial coding at this point indicated that clear themes and sub-themes were easily identified in the interview responses, and that the interpretive classifications such as 'describing' and 'identifying' were somewhat useful for organising the responses into groups, but were of limited value for developing a better understanding of the data. The categories of comment types were refined down, with the most relevant retained for the remainder of the transcriptions.

ii) Coding in Dedoose

Using the Dedoose coding software, a subset of interviews was selected and used to identify the question topics and the themes which emerged from responses to interview questions. The topics and themes were placed in a summary document which was used to examine the suitability of the coding that was being developed. Excerpts from the transcripts were included in the summary in order to provide an indication of the response data being used to develop the concepts used in the wording of themes.

In grounded theory research, the initial coding can take any number of forms depending on what inductive process is the most effective for drawing out the answer to the research question. For example, some initial coding techniques seek to interpret the research data and attribute meaning to the ways in which the interviewee sees the world. This type of research may be valuable for analysing complex social science topics such as human responses to trauma. For the purposes of my research question, I focused on initial coding techniques which sought to organise large volumes of text into useful categories, themes and sub-themes for the purpose of analysis.

When the freeform process of initial coding was complete, the goal of the next stage of coding was to begin to organise the data and comments into themes and sub-themes for the purpose of analysis. I held a roundtable of fellow researchers to gather information, resources and advice on coding. This provided an indication as to the most suitable tools to use at each stage. The discussion regarding the use of NVivo and Dedoose had clarified that NVivo was more suitable for use with large, complex data sets which are hard to organise and which require automation through the software in order to obtain an orderly and consistent structure. Dedoose was described as more flexible in its ability to add and modify codes throughout the research process, and as being more suitable for working interactively with the data. The iterative nature of

constructivist grounded theory, and the fact that the number of interviews was a manageable, led me to choose to use Dedoose as the software for organising the coding and analysis.

iii) Line-by-line coding

Working within Dedoose, initial line-by-line coding was undertaken and key quotes were identified. Provisional coding categories were identified and then organised into groups and subgroups, forming a tiered structure of concepts. For example, when talking about the GP nearly all interviewees made reference to three broad categories in relation to indicators: wellbeing, environmental sustainability and economics. Descriptors of these three categories were also coded when these were referred to by respondents as pillars or dimensions.

The coding provided a vocabulary with which to describe the respondents' views on MoPs in the context of the GP. Analysis and synthesis of the coding and transcripts were achieved by reviewing memos, and further immersion in complete transcripts to note thematic concepts coming through an individual respondent's complete contribution. Systematic compilation of coding in Dedoose was then used to inform the development of the coding of themes coming through the data.

iv) Thematic development

Working in Dedoose, each transcript and the original margin comments were read through. Themes and sub-themes within the responses to each research question were identified and the categories were created within Dedoose. These themes and sub-themes were linked directly to the relevant text in the software. Almost all responses to each interview question were extensive and detailed. Creating the themes and sub-themes was achieved by attempting to summarise the responses into a theme described in a small number of words which encapsulated the key concept being conveyed by the interviewee.

The views of the interviewees were subjective. The interpretive process of coding was also subjective. Sometimes it involved using a key word or words used by the interviewee; sometimes it involved creating a key term to use to describe what was being summarised. This is an unavoidable element of conducting qualitative research and attempting to answer a research question. It is at this point in qualitative research that the matter of subjectivity is addressed in order to acknowledge the role of subjectivity.

The research interviews primarily comprised structured questions. Background questions were about the interviewee, understanding of the GP, involvement in networks and views on the GP. The structured questions resulted in response data which was organised into sections, each of which had a different focus. The themes which emerged in the responses fell within the focus of the question and the structure which the sequence of questions provided.

The names for the themes were chosen to most succinctly convey the concept which was explained in the response of the interviewee. The process for the selection of these names is inevitably subjective and a necessary process of coding. As explained by Charmaz:

We construct codes. Even concrete codes, descriptive codes show how we see the data. Language plays a crucial role in how and what we code. Most fundamentally, the empirical world does not appear to us in some natural state apart from human experience. Instead we know the empirical world through language and the actions we take toward it (2014, p. 241).

The themes that emerged in the response to questions were developed through a hybrid of inductive and deductive processes, based on constructivist grounded theory. They involved memo writing and the identification of key words and concepts which informed the development of themes and sub-themes in the data. The choice of wording for the name of the theme would be likely to differ from one researcher to the next. Below is a sample of the themes arranged into a table. The question topic is in the first column and the identified theme is in the second column:

Question Topic	Themes
Focus and Purpose of the GP	• Awareness raising • Build a network • Conceptual agreement on a framework • Create a home for a movement • Create a profile as a project • Stimulate activity at a country level • To provide resources to projects • Trigger international debate
Views on the GP	• A positive step • Achieved wide reach on limited resources • Build a network, OECD not necessarily a receptive host, the GP helped the various initiatives • Effective at building a network, good at generating debate • Less people engaged than early on • Less people engaged than early on, moved to focusing more on policy makers

	• Moved to focusing more on policy makers • Moved to focusing more on policy makers, working towards changing policy • The GP helped the various initiatives
Barriers to Change Adoption	• Current global financial system at odds with goals of GP • Disciplines compartmentalised • Engagement from more stakeholders needed • Gaps in the movement • Engagement from more stakeholders needed • Human nature - demand for growth • Introspective personalities • Limited resources, scope too broad • More stakeholder engagement required • Need for more democratic participation • OECD not necessarily a receptive host • OECD not receptive • Policy makers can change direction • Statistical bureaucracy sceptical • Stimulation of political demand needed • Unable to secure substantial support within OECD • World superpowers not engaged
Direction of the Movement	• Demand for wellbeing data to increase, demand to be driven from the base • GDP to reduce in prominence, visual story tellers of data to increase • Increased interest in happiness work • More people thinking and talking • Noted increase in the level of debates around the issue.

Table 5 - Sample of themes emerging from coding

Observations of the interviewees, both within the interviews and through my participation in OECD events and activities, consciously or unconsciously informed my coding and subsequent refinements. As described

by Charmaz ‘we define our codes and perhaps later refine them, we try to understand participants’ views and actions from their perspectives’ (2014, p. 242).

Working within Microsoft Word, initial line-by-line coding was undertaken, and key quotes were identified. Provisional coding categories were identified and then organised into groups and subgroups, forming a tiered structure of concepts. The Constructivist Grounded Theory approach is then used for comparison of the categorisations and memo writing informing the development of theory. This emergent process illuminates the GP as the object of research. This process occurs in phases until a point of saturation of understanding of the data is achieved. The phases are structured and presented in Chapters 8 and 9 as intermediate themes, meta-themes and conclusions.

The development of themes can be likened to strands of string that are woven together, then into thicker rope which is then braided into one main rope. The intermediate themes are considered and reflected upon to ask the question “How do these themes inform a response to the research question?”, leading to the development of a set of meta-themes and finally an even smaller set of main conclusions. This process is similar to the process of the ongoing memo writing and categorisations in constructivist grounded theory that illuminate the boundaries and applicability of categories in order to achieve a point of saturation (Charmaz, 2006). Figure 6 below illustrates the cyclical process of thematic development based on Constructivist Grounded Theory:

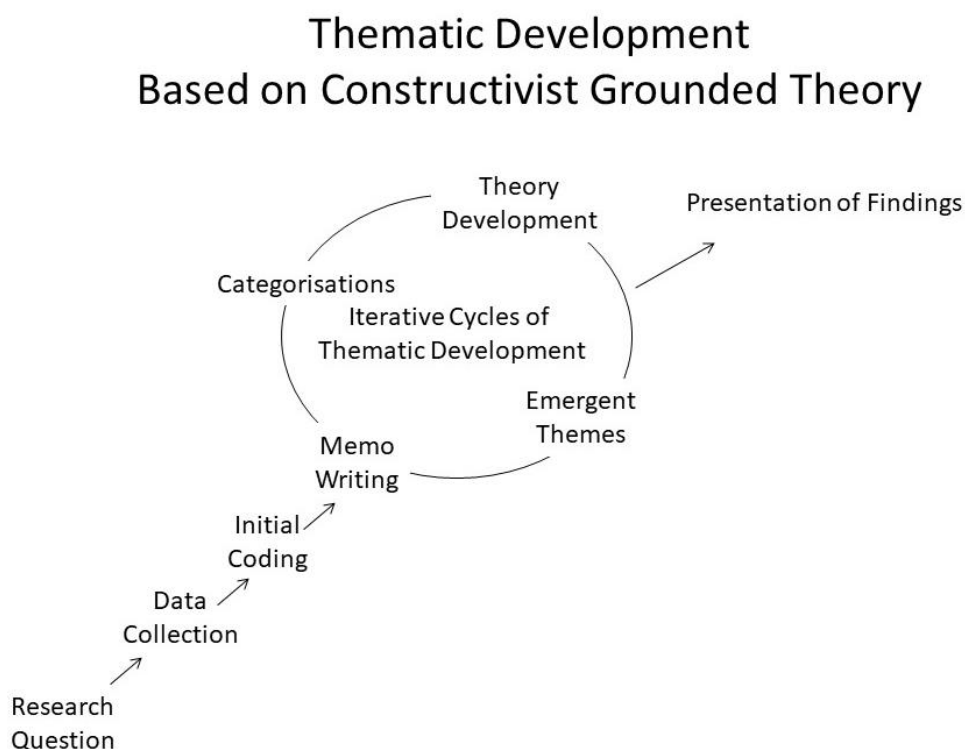


Figure 6 – Thematic Development Based on Constructivist Grounded Theory

3.5.2 Qualitative Network Analysis

Reviewing the literature on various network typologies, as presented in Chapter 2, provided an empirical basis upon which to approach the study of the GP as a network. Whilst the relevance of the network typologies in relation to the GP became evident over the course of the research, an understanding of the different network types provided a set of concepts to work with in the data collection. Methods from SNA were initially considered to be suitable for data collection and analysis. These methods enable the researcher to utilise the advantages of both qualitative and quantitative analysis. However, as my research progressed, the detailed quantitative process of mapping the network through SNA did not lead to a greater understanding of the GP as an agent of change, and therefore I decided not to use SNA as a method of analysis.

Investigating the GP as a network of networks involved analysing the research results regarding the GP and revisiting the literature on networks to locate the GP more precisely within the empirical landscape of networks. Investigating the GP as a network of networks involved analysing the research results regarding the GP and revisiting the literature on networks to locate the GP more precisely within the empirical landscape of networks. Initially, social network analysis was considered as a methodology for mapping the GP. An accredited Australian Consortium for Social and Political Research Inc. (ACSPRI) course in SNA and training in the software tool UCINET provided a foundational understanding of the concepts of SNA, techniques for mapping networks and tools for SNA data analysis.

The quantitative data collection for mapping the relationship ties within the network did not lead to a greater understanding of the GP as an AoC as much as other empirical work on networks which had been examined as part of the critical review of literature. Studies of networks as forms of organisations provided theoretical concepts which effectively described the characteristics of the GP. The relevance of these concepts emerged through the coding and analysis of interview transcripts. Whilst SNA provided some insights into networks of influence within the GP, the empirical work on mapping and analysing networks through SNA did not serve to deepen my understanding when gathering data to inform the research question.

The overall approach to the research was based upon a constructivist approach which was consistent with the research design and tools. This meant, firstly, that I used a research design which involved taking on the role of researcher as participant. Secondly it involved the identification of themes and classifications within documentary analysis of documentation from the OECD, and thirdly, the method of coding and analysis of the semi-structured interview data was based upon constructivist grounded theory. Consistent with this

approach, my method of network analysis involved considering the various network typologies identified in the literature and collecting the data in a way that enabled information relevant to the identification of network characteristics to emerge. The intention was for the data collection to allow the themes and characteristics of the GP as a network to be identified using the process of coding and analysis detailed above.

3.6 Addressing Potential Methodological Challenges

This section discusses three key challenges that were identified before commencing my data collection. It also discusses the risk mitigation strategies that were developed to ensure that my data collection could proceed in the best possible way.

Firstly, the decision to adopt the role of an active participant who was known by members of the GP to be researching the GP was identified as a potential risk. This risk was compounded by my personal and long-standing vocational interest in the focus of the GP. Consequently, I decided to deliberately cease being an active participant in regular OECD events and activities after the cessation of the GP, with a period of five years, 2013 to 2018, elapsing between active participation and my final write-up. This provided distance and perspective on the period of immersion within the network of the GP.

A second challenge was how best to prepare to obtain quality data pertinent to the primary research question. This challenge arose when it became clear that data collection would require obtaining access to senior figures within the GP and stakeholder institutions who had access to the rationale for decisions, actions and formal institutional responses to the GP. These institutions include the OECD, the UN, the World Bank, NGO's and national statistical agencies. Obtaining access to such potential respondents would most likely be successful when they were approached at the OECD World Forums, by-invitation-only events. This implied that I would only get one chance to secure a body of interviews, requiring careful preparation. The risk was mitigated by harnessing my role as an active participant in the GP and using it to secure an invitation to the fourth OECD World Forum in Delhi, India in 2012. Careful planning and preparation were conducted to obtain permission from suitable interview respondents.

The preparations for obtaining approval from suitable respondents included profiling attendees at previous events and identifying target institutions representative of the geographical territories and stakeholder types within the GP. Through active participation in the GP, as a participant and as a researcher, it was possible to obtain introductions to potential interview respondents, providing access to senior management that was otherwise unsuccessful. Practical preparations included securing accommodation at the event, where senior managers were located in order to make approaches to potential interviewees within the facilities. Organising

private meeting rooms within the accommodation tower provided a suitable location in which to conduct confidential interviews, as private meeting rooms were not available at the event.

A third methodological challenge in my research was how to capture data on an international network whose membership was voluntary and participation was self-regulated. Obtaining quality data on such an amorphous organizational form required data collection over an extended period and involved a mix of methods. The development of three theoretical lenses, measures of progress, network of networks and agent of change, helped to fathom the amorphous international project such as the GP. Furthermore, the methods involved immersion as participant as researcher, attending GP events and activities in various countries and on regular international phone meetings of network meetings.

The World Forums, which took place every two to three years, were the milestone events of the GP, where international stakeholder convened. Significant changes occurred in the evolution of the GP between World Forums. Therefore, in order to ensure consistency in the data from respondents, the decision was made to be interviewing at one particular location, at one particular time, in the rather unique setting of the World Forum that could not otherwise be replicated. This created a potential practical limitation to the fieldwork, in the form of the number of people to the number of people that could realistically be interviewed over a four-day period. A trade off could therefore be foreseen in the design phase: sacrificing a larger number of interviewees for the sake of consistency of the data collected.

Chapter 4 – Overview of the Global Project

4.1 Introduction

Chapter 1 briefly introduced the GP as a project undertaken by the OECD. The project was in operation between 2004 and 2012 and it engaged a large network of institutional stakeholders and active participants, though it did not formulate a formal, public statement of its objectives until 2007. The GP sought to trigger a shift in focus towards the adoption of broader conceptions and measures of progress at the international, national, regional and local levels. In this chapter a detailed overview of the GP is provided, based upon documentation generated by the OECD and information gathered as a researcher participant in the GP. This is followed by the presentation of research findings in Chapters 5 through 7 in relation to the three theoretical lenses of MoPs, NoNs and AoCs. This is followed by a synthesis of research results.

The OECD was established during the mid-1940's, when interest in international co-operation resulted in the establishment of a number of international organisations, including the United Nations in 1945 and the International Monetary Fund in 1944 (Bainbridge, 2000). Although not formally convening until 1961, the OECD and its prior iterations were the forum for developed countries to plan economic cooperation and development (Bainbridge, 2000). The OECD's membership is comprised of thirty-five developed countries, with the majority of member countries being European.

Unlike other international organizations such as the International Monetary Fund (IMF), the World Bank or the United Nations, the OECD has no mandate to enforce obligations. It does, however, have the autonomy to freely gather and disseminate statistical information, policy research and to influence policy discourse (Mahon & McBride, 2009). In its role of gathering national statistics and disseminating statistical and policy reports, the OECD has an influence on policy development within countries through its international knowledge networks (Porter & Webb, 2007). Because of its central role within a world of globalisation it has accumulated a large body of statistical and policy knowledge to operate as a node in global governance of an increasingly globalised world (Mahon & McBride, 2009). The GP was one of several projects within international organisations which is based on the idea that GDP was a poor proxy for societal progress and that a more refined approach was necessary in order to adequately address social issues of inequity and environmental degradation that are not considered in GDP, which only measured economic development (Daly, Cobb & Cobb 1994; Costanza et al. 2009; Boarini 2006). The number of initiatives, including the Beyond GDP conference held by the European Commission in 2007, the OECD GP, the Sarkozy Commission and the early stages of development of the SDGs, are indicative of an active measurement agenda for broadening the set of national indicators beyond GDP (Bleys, 2012).

The GP was launched during a period when several similar initiatives were active. Findings from my interviews suggest that stakeholders of the GP were also engaged in these other initiatives. Respondents indicated that there was a sense of collaboration between the institutions involved. They all sought to demonstrate support for, and show leadership in, the measurement agenda.

The context for the GP amongst this range of initiatives is clearly articulated in the following interview quote from respondent 4.OECD.Ec:

My view on this project is that there is a broader agenda ... which is an agenda for... a smarter, fairer and more inclusive, more sustainable society ... So the Beyond GDP is basically an instrument dealing with this more integrated model. We are talking about ... the European Commission, the OECD, the World Bank, everybody now is talking about a much more integrated model. So the Beyond GDP is just the measurement agenda.

The term 'measurement agenda' explicitly appears in formal GP documentation (Schreyer, 2009) and it encapsulates the focus of the ongoing work of the stakeholders who were engaged not only in the GP but in other initiatives with a similar focus.

The documentation from the OECD on the GP contains a range of phrases and terms commonly used in the articulation of the subject of the debate. These terms are introduced here in order to provide context for the presentation of the research findings that follows below. 'Beyond GDP' is a term used to describe the subject of the overarching debate within the GP. It is found in OECD documents about the GP, and in documents from similar initiatives. A review of documents from the OECD regarding the GP, and of documents from related initiatives, revealed that the term 'Beyond GDP' refers to the broad conceptual umbrella under which discussion takes place regarding a multi-disciplinary measurement framework which represents a more holistic view of development and wellbeing for the purposes of policy development.

The term 'Beyond GDP' continues to be used in this debate. It can be found in research papers and documents from international organisations including the World Economic Forum (World Economic Forum 2016), the report released by the European Commission's BRAINPOOL project (Whitby, Seaford & Berry, 2014) and the 2015 United Nations Sustainable Development Goals (SDGs).

The GP's official communications make frequent reference to different disciplinary terms commonly employed in debate on MoPs. In particular, reference is made to social and wellbeing indicators, economic and development measurement issues related to environmental sustainability, and the integrity and strength of government institutions. These terms are used in nearly all cases without definition.

4.2 Global Project's Stated Goals

The GP was described by the OECD as arising out of concerns regarding the erosion of citizens' trust in governance institutions. This erosion of trust relates to a disconnect between the measures used to track societal progress and the issues that concern citizens, particularly social issues such as persistent inequity and environmental sustainability. The GP did not seek to provide a definition of the term "progress" but rather deferred this to the countries to decide what progress means for themselves and the numbers important to measuring a localised definition (Iasiello, 2008). For the Global Project the act of measuring progress is defined as consideration of economic, social and environmental concerns together and the links between them, discussing where society is heading and generating key indicators on the progress of a community (Hall, 2009).

The GP's stated goal was to foster an international discussion about the development of a set of measures that went beyond economic measures, and GDP in particular, to encompass social and environmental dimensions. The OECD played host to this discussion, in collaboration with an international set of stakeholders including the UN and the World Bank. The goal of the GP was articulated in 2007 as follows:

To foster the development of sets of key economic, social and environmental indicators and their use to inform and promote evidence-based decision making, within and across the public, private and citizen sectors. These indicator sets can be at the sub-national, national and international levels. The project is open to all sectors of society, building both on good practice and innovative research work, organised by the OECD in co-operation with national and international organisations (Giovannini, 2007, p. 21).

Citizens were losing trust in indicators and did not see them as an expression of their priorities and values. The OECD believed this loss of trust was contributing to an erosion of confidence in governments and governance institutions. At the third OECD World Forum in Busan, South Korea, OECD Secretary General, Angel Gurría in his keynote speech stated that:

there is a major risk that people will lose confidence in markets and institutions, and in the capacity of governments to address their problems. This is a major political challenge: we have to restore trust and we can only achieve this if policy action has tangible impacts on people's life (OECD, 2009).

The stated objectives of the GP varied over the duration of the project, with representatives of the GP articulating and framing the objectives of the GP differently, in part reflecting the stage of development of the project at different times. The early stages of the GP were focused on a general discussion of the goals for the future of society and how best to equitably represent the needs and aspirations of citizens in the

evidence-based development of public policy. The GP also came to prominence within the context of the international issues of climate change and the 2008 global financial crisis (GFC), both of which influenced the focus of the GP. The shock of the arrival and extent of the GFC raised questions as the adequacy of measurement frameworks to anticipate and explain a crisis and concerns regarding climate change and the sustainability of ecosystems also propel an ongoing interest in broader measures of progress (Podger & Trewin, 2014).

The initial stated objective of the GP was to foster and stimulate a discussion at the international, country, regional and community levels about what it means for a society to progress, and to translate this into a measurement framework (Hariche, 2009, p. 6). This pursuit was intended to provide a comprehensive and systematic way to answer the question 'Is life getting better?' (Iasiello, 2008, p. 3).

While the emphasis of the Global Project shifted at different points in its development, as discussed further below, the central focus was always concerned with the indicators and frameworks used to measure societal progress, and with efforts ensure these measures gave greater consideration to the social and environmental aspects of societal progress. In 2007, the stated goals of the GP included the development of measurement frameworks that could be applied at different geographical scales. The OECD stated in 2007 that the purpose of the GP was to foster an open discussion between all interested stakeholders regarding the development of a measurement framework that incorporated social, environmental and economic factors, and that could be applied at the international, national and subnational levels to enable evidence-based decision-making for policy development (OECD, 2007).

Seminal documents and discussion papers that were released during the formative period of the GP also provide insight into the original vision and impulse for the GP. Coming out of the second World Forum in Istanbul in 2007 was the Istanbul Declaration (see Appendix D). The differences between the excerpts from documents from the OECD referred to above are explored as part of the research findings below.

4.3 Global Project Structure

There are three aspects of the GP which are important for understanding how it was established and how it operated. Firstly, the GP held a place within the formal hierarchy of the OECD, including a GP board which reported to the OECD board and a dedicated project staff and office at the OECD headquarters in Paris. Secondly, the GP established formal partnerships with institutional stakeholders including the United Nations, the World Bank and the European Commission. Thirdly and finally, the OECD created an organisational structure for the GP with institutional stakeholders playing host to a network of networks, as discussed in Chapter 2. Figure 7 below illustrates the structure of the GP as inferred to in documentation from the OECD:

Structure of the Global Project

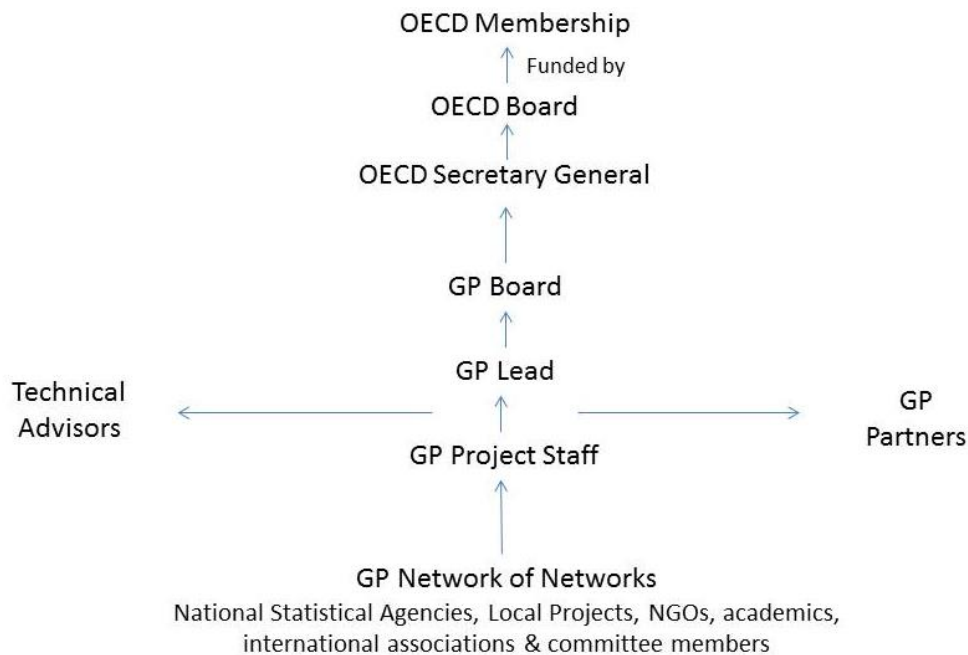


Figure 7 – Structure of the Global Project

The structure of the GP, illustrated above, is hierarchical insofar as the OECD senior management had authority over the existence and resourcing of the GP. As my research will show, the GP also operated as a network of networks which comprised stakeholders from a range of institutions who participated on a voluntary basis. The structure of the GP appears to be hierarchical. However, the existence of a network of networks makes the structure a management hybrid. This is explained in Chapter 6 – Findings on the Global Project as a Network of Networks.

The GP engaged with international and local institutions and initiatives, exchanging ideas and resources regarding MoP. Initiatives would show support for the GP in the form of time and resources for GP events and activities and the GP would promote various initiatives through international forums. One stakeholder whose work was featured in documentation of the GP was the Australian Bureau of Statistics, Measuring Australia's Progress Initiative. This project was showcased during the GP as a national MoP initiative. Acting in the capacity of participant researcher in the GP, I participated in local GP initiatives with the ABS. This provided me with access to the documentation of the ABS in relation to MoP initiatives. The following two figures, Figures 5 and 6, courtesy of the ABS team, illustrate the number of MoP initiatives identified as occurring in Australia during the GP, and also some of the MoP initiatives occurring throughout the world. Figures 7 and 8 were developed from material made available by the ABS.

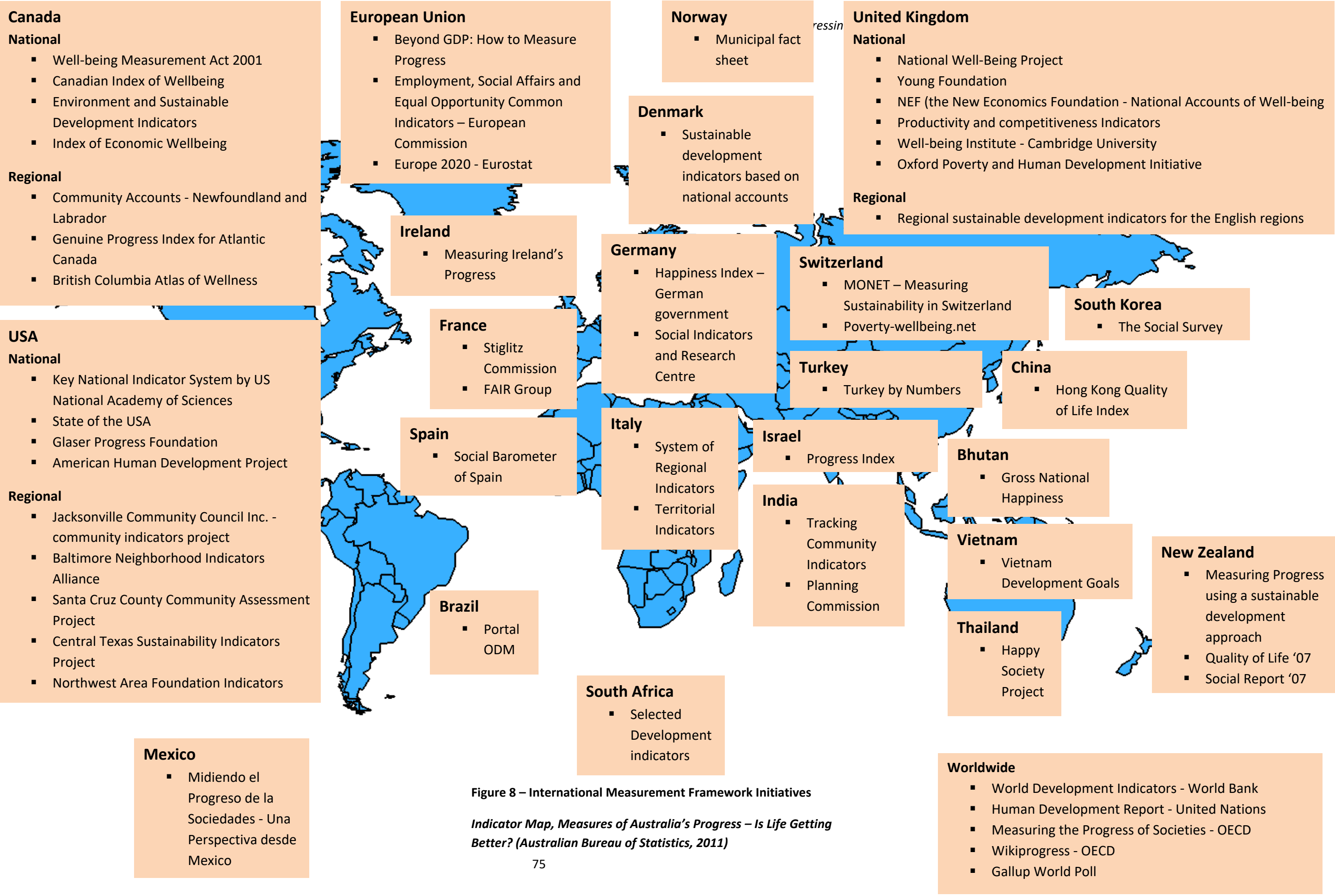


Figure 8 – International Measurement Framework Initiatives

Indicator Map, Measures of Australia's Progress – Is Life Getting Better? (Australian Bureau of Statistics, 2011)

National

- Measures of Australia's Progress – ABS
- eMOP – electronic Measures of Progress – ACT
- Regional profiles (single content project) – ABS
- National Regional Profiles - ABS
- Australian Unity Wellbeing Index (related is the Personal Wellbeing Index)
- Measuring the Economic Wellbeing of Australia's Regions
- Australian National Development Index
- Australian Community Indicators Network
- National Growth Areas Alliance - using i.d. - informed decisions
- My Region - Dept Infrastructure and Transport
- Sustainability indicators - Dept Sustainability, Environment, Water, Population & Communities (SEWPaC)
- State of Australian Cities
- State of the Environment Report
- Sustainable Tourism CRC Legacy Project (Australian Tourism Sustainability Performance Indicators) – Institute for Sustainable Futures

Northern Territory

- Regional Statistics - ABS

Queensland

- Queensland Happiness Index
- Towards Q2 - Tomorrow's Queensland
- Social Wellbeing Listing - Office of Economics and Statistical Research
- Community Indicators Queensland
- LGQ - Community Wellbeing Indicators
- Qld Stats - ABS

Redland City Council

- Community Indicators

Brisbane

- Living in Brisbane 2026

Newcastle

- Newcastle 2030

Hunter Valley

- Wellbeing Watch

City of Sydney

- Community Indicators Framework

Waverley Council

- Funding the Future

New South Wales

- New South Wales State and Regional Statistical Indicators - ABS

Australian Capital Territory

- Australian Capital Territory Statistical Indicators - ABS

Western Australia

- Western Australia Statistical Indicators - ABS

South Australia

- Strategic Plan Progress Report
- SA EasyData
- South Australian Wellbeing Index – SA Government
- Economic and Social Indicators - South Australian Centre for Economic Studies
- SA Stats - ABS

Victoria

- Growing Victoria Together
- Indicators of Community Strength
- Victorian Community Indicators Project
- Victoria State and Regional Indicators - ABS

*Pressing the case for wider economic, social and environmental measures of progress:
a case study of the OECD Global Project.*

Figure 9 – Australian measurement framework initiatives

Source: Indicator Map, Measures of Australia's Progress – Is Life Getting Better? (Australian Bureau of Statistics, 2011)

4.4 Phases of Development of the Global Project

The OECD Global Project on Measuring and Fostering the Progress of Societies was a formalised project initiated by the Chief Statistician of the OECD. The active period of the GP was between 2004 and 2012. During that time the GP engaged with a diverse range of stakeholders including the United Nations Development Programme (UNDP), the World Bank and the European Commission. It also received support and participation from national statistical agencies, academics, statistical and measurement committees, non-government organisations (NGOs), policy think tanks and other stakeholder organisations.

Publicly, the year in which the second OECD World Forum in Istanbul in 2007 occurred became a formative year for the GP. The documentation from the OECD that articulated the vision for broader MoPs was co-signed by the UN, the OECD, the World Bank, the Organisation of the Islamic Conference and the UNDP (see Appendix D – Istanbul Declaration). This vision recognised the diverse range of cultural and social paradigms across societies and promoted the value of developing a set of shared priorities that extended beyond economic prosperity to encompass social and environmental dimensions of progress. This vision is to stimulate an international discussion, to share best practices and allocate resources for the development of measures for greater evidence-based decision-making in policy development, and greater representation of the needs of citizens.

The Secretary General of the OECD, together with Turkey's State Planning Office and the Turkish Statistical Office, as hosts of the World Forum, highlighted the importance of selecting appropriate measures as instruments of democracy for use in shaping policy in the report "Statistics, Knowledge and Policy, 2007" (OECD, 2007). These measures needed to address the complex challenges for economic and social development and environmental protection. The report argues that developing broader MoPs as a framework representative of democracy would increase trust in governance institutions and empower governments to develop better policies (OECD, 2007).

From the data collected and analysed for this research it is possible to identify a process of evolution of the GP:

4.4.1 Ramp-Up Phase

From 2004 to 2007, the Chief Statistician of the OECD travelled throughout the OECD and beyond and recognised that a wide range of grassroots and local institutions were showing an interest in broader MoPs. A range of stakeholders were articulating an interest in greater collaboration and integration of MoPs. The Chief Statistician listened to these organisations and communicated what was being said back to stakeholders at the international, national and local levels, and canvassed interest in an initiative to work towards a broader MoP framework.

The OECD then organised a conference in Palermo, the first OECD World Forum in 2004, with a focus on broader MoPs, attended by 900 people from 43 countries (OECD, 2007). The strong level of support and attendance empowered the GP to continue progressing the agenda for broader MoPs through the project. In 2006 a retreat was held at Bellagio. It was attended by a small, senior group of international stakeholders from government policy and statistical agencies, banking, academics and the media. Here, the vision for the GP was discussed and the next World Forum was designed to engage and connect with a broader group of stakeholders who shared a common interest in building consensus towards a new approach to MoPs.

Over the next year the Chief Statistician actively sought declarations of interest and endorsement from the OECD and stakeholder institutions across the OECD, the UN, the WHO, the European Commission, national statistical offices, academics, NGOs and think tanks, obtaining endorsement and establishing partners to the establishment of the Global Project.

4.4.2 Peak Interest Phase

This first ramp-up and recruitment phase, 2004 to 2007, resulted in strong support from international organisations at the second OECD World Forum in Istanbul in 2007 where the Istanbul Declaration was created. The Istanbul Declaration is a seminal document articulating the vision of the GP. The Istanbul Declaration, (OECD, 2007) was the first collaborative public statement generated by the OECD and stakeholder organisations associated with the GP.

The OECD invited institutions to participate in the GP by way of a network of networks. The OECD and dedicated GP staff played host to the network members and organised GP events and activities around the world during the period of 2008–2009. In 2008 the OECD formally instituted the GP as a project within the OECD (OECD, OECD World Forum, Busan, Korea 2009). The GP now had a project board, dedicated staff, and partnerships with international and other organisations, as illustrated in Figure 10 below. In 2008-2009 the GP organised a series of regional events and activities, including training courses and workshops, which engaged a larger group of participants.

4.4.3 Wind Down Phase

In 2009, at the third OECD World Forum in Busan, South Korea, the OECD launched Wikiprogress.org, an online platform administered by the OECD, where institutions could contribute content on work taking place around the world on broader MoPs. The concluding remarks spoken at the third OECD World Forum in Busan indicate the level of support for the GP as a transformative agenda for the OECD:

‘Measuring the Progress of Societies’ is the most important project the OECD has undertaken. Even more, at this time in global development, it is perhaps the most important policy change project in the world today. Why? As Joseph Stiglitz has recognised, it is not just a project about statistics. It’s

about nothing less than changing the basic global paradigm of progress for people and nations, from production to equitable and sustainable wellbeing. That insight came directly from this project. And if we can do that, it will be a mighty contribution to the wellbeing of people all over the world. (OECD Busan OECD 3rd World Forum, 2009)

The third OECD World Forum was the last formal milestone generated by the GP as the project was wound down, with activity finally ceasing in 2012.

The World Forums continued as a major OECD event. Wikiprogress.org, as a platform for sharing information on initiatives, and the Your Better Life Index both continued to be resourced and managed by the OECD.

Reference to the Global Project as an initiative ceased after 2012.

The events and activities organised by the GP were the primary forums where GP participants convened and from these forums much of the OECD's formal documentation was generated. The main events organised by the GP were the OECD World Forums, held every two to three years, run by the OECD and hosted by the national government agencies of different member countries of the OECD. Over the course of the period of activity of the GP between 2004 and 2012, different events and activities were conducted in different geographical locations, engaging different participating institutions. These events were indicative of the phase of evolution of the GP which would come to light through the data from respondent interviews. A summary of the milestone events is provided in Figure 10 below. This is followed by a description of each milestone and details on the participating institutions.

Global Project – Milestones & Phases of Evolution

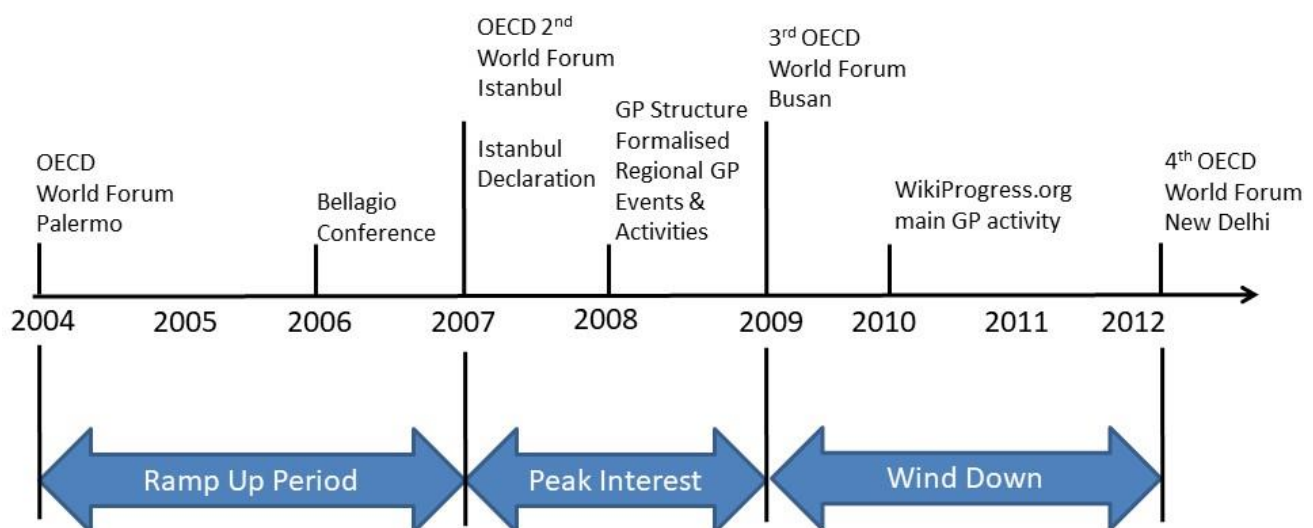


Figure 10 – Global Project – Milestone Events and Phases of Evolution

The GP events comprised training workshops, regional forums and World Forums. Participation grew at each event. Several hundred participants attended the first World Forum. The second World Forum in Istanbul in 2007 was attended by 1,200 participants (Itay, 2009). Hundreds attended regional forums in 2008 and 1,200 attended the third OECD World Forum in 2009. Chapter 6, Sections 6.3 to 6.5 describes the evolution and development of interest in the events and activities over the course of the project.

4.5 Comparative Initiatives

The GP was one of several initiatives instigated by international organisations in the first decade of the century which promoted the idea that GDP was an inadequate proxy for societal progress and that a more refined approach was necessary in order to adequately address social issues, particularly inequity, and environmental degradation (Daly, Cobb & Cobb, 1994; Costanza et al. 2009; Boarini 2006). Initiatives included a report commissioned by President Sarkozy of France. The report, which was on the Measurement of Economic Performance and Social Progress, was prepared by Nobel laureates in economics, Professors Joseph Stiglitz and Amartya Sen, and Professor Jean-Paul Fitoussi (Stiglitz, Sen & Fitoussi, 2010).

This report reviewed the limitations of GDP and economic measures as tools for defining and assessing societal progress. It found that headline measures for society require broadening to incorporate additional, non-economic measures. Specifically, the report found that: i) a new set of measures is required in order to adequately capture issues of sustainability; ii) the new set of measures needs to include the measurement of wellbeing; iii) measurement related to sustainability should be able to be reported in monetary terms; and iv) issues related to environmental sustainability are in need of separate action and follow-up.

The Beyond GDP conference held by the European Commission in 2009 and the subsequent report 'GDP and Beyond', as well as the early stages of development of the United Nations Sustainable Development Goals, were indicative of an interest in broadening the set of national indicators beyond GDP and beyond economics as a central tenet of development (Bleys, 2012).

Comparative literature on initiatives operating within international organisations in the context of a network of stakeholder organisations advocating for change is limited. Examples of comparative research, in terms of institutional context, can be found in Gilbert and Benham (2012) and Ruggie (2001). These authors studied the UN Global Compact. The UN established this initiative as a mechanism for change creation. It had a small number of staff members and invited an international network of stakeholders to participate in it. According to Gilbert and Benham (2012) one of the outcomes of choosing a network structure was that the Global

Compact provided the UN with an effective means of canvassing the views and concerns of stakeholders at the country level. This helped ensure that the Global Compact remained closely aligned with the values and priorities of the member countries. Ruggie (2001) argued that network structures were credible and influential frameworks for IOs to adopt as formal mechanisms for change.

4.6 Summary

This chapter has provided an overview of the GP as the object of research. The GP was instigated by the Chief Statistician of the OECD, who rallied stakeholders together for the formalisation for the initiative. Stakeholders included international organisations with formal connections to the OECD, such as the United Nations, the World Bank and the European Commission. The GP also formed connections with institutional stakeholders within OECD member countries and beyond. Stakeholders shared a common interest in broadening national measurement frameworks beyond GDP and economic measures to incorporate other dimensions, particularly social and environmental dimensions.

The GP structure comprised a small number of OECD staff, formal institutional partners and a network of networks of active participants who took part in the events and activities of the GP. The GP progressed through three phases of evolution. In the ramp-up phase from 2004 to 2007, the GP travelled internationally to stakeholder gatherings, distilling and disseminating ideas in support of the adoption of broader measures of progress. A series of events and activities including world forums occurred every two to three years, where stakeholders could convene. During the second phase of peak interest, from 2007 to 2009, support for GP grew and the OECD experienced participation at a new peak of 1,200 attendees in 2009. A change in leadership and redirection of the GP in 2009 saw the GP shift focus to the collection and sharing of information in an online portal before the GP ceased to be active in 2012.

Chapter 5 – Findings on the Global Project and Measures of Progress

Chapter 2 profiled the focus of the GP – the development of frameworks for measuring progress. The historical context of measurement frameworks was provided, together with a comparative analysis of various measurement frameworks developed prior to and during the time of the GP, including the UNDP Human Development Index, the UN Sustainable Development Goals and the UN System of Environmental Economic Accounting (SEEA). A comparison of the frameworks highlighted the differing world views and priorities that underpinned them. The chapter also described critical assessments by researchers and policy makers regarding the underlying assumptions of frameworks, and the rigour of the selection and integration of data.

During the data collection phase of the research, at least one third of the questions posed to interviewees related to measurement frameworks and the GP's goals, activities and outcomes. Analysis of the interview data identified four themes in relation to the Global Project and MoPs. Firstly, the objectives of the GP were broad and whose outcomes were difficult to measure. Secondly, there was a lack of clarity and sense of direction regarding the scale and purpose of the proposed new measurement framework. Stakeholders held a range of views on what the priorities ought to be, and on how best to decide upon and organise the framework design. Thirdly, the GP was able to persuade the OECD to generate a new measurement framework, and this resulted in the release of the OECD 'Your Better Life' Index, later changed to 'Better Life Index'. Fourthly, and finally, stakeholders of the GP described an institutional separation and that new measurement frameworks were not always adopted by policy makers. The four themes identified above are expanded upon throughout this chapter. The findings are triangulated with what is known of the GP using formal documents generated by the GP and information gathered through operating as researcher participant, as described in Chapter 3, Section 3.4.

5.1 Immeasurable Holistic Objectives

The goals of the GP, as detailed in Chapter 4, Section 4.2, were to contribute to stimulating and widening the international discussion on measurement frameworks for the development of new global goals in 2015, and to improve the effectiveness of the use of indicators by policy makers. The GP set out to do this by engaging stakeholders in a new way, and by establishing new connections between stakeholders who ordinarily worked in isolation from each other, through the World Forum and other events and activities. These events were intended to spark a global conversation on conceptions of societal progress (Giovannini, 2007, p. 25). Rather than aiming to reach a particular measurable target, or committing to a binding or non-binding agreement, the goals of the GP were holistic in nature and in broad their terms. Respondent 4.OECD.Ec

describes below the scope and scale of the GP that encompasses the long-term thinking and goals of the OECD as an institution, and describes the broad discussion about extending the definitions of societal progress for the inclusion of non-economic dimensions:

This project started to attract attention so I think the thing was timely. Everybody felt that something was missing in mainstream economics in the measures of economic performance so people started to discuss about this wellbeing. This has become a high profile project at OECD for example the OECD, when we celebrated 50th anniversary, one of the labels was for a stronger, fairer and cleaner economy, which means exactly these three pillars of societal progress so it normal for me to see how could I connect my regional dimensions into this framework so that's why it happened (4.OECD.Ec).

The outcomes of the Bellagio conference and the early documentation of the GP, as presented in Chapter 4, describe the progress of this global discussion. The GP encouraged the discussion to have a new focus and a new language. This was designed to create distance and differentiate the discussion from previous attempts to develop a widely accepted measurement framework, as described below:

The first phase was really to promote awareness of the importance of measuring wellbeing and progress. By the way we choose it in Bellagio, the word progress because nobody was using it. Because sustainable development was a forbidden word in the US at the time. Wellbeing was interesting but already in use by others. Happiness was too exotic and so on. So we decided to use this word that was originally developed by the enlightenment philosophy which was then abandoned [after] the Second World War by philosophers because both fascism and communism had used it to promote the final goal of the political system ... there was a request for having a holistic view and try to answer, OK at the end of the day are we progressing overall or worsening? (12.Ac.Ec).

The strong response to the World Forums brought stakeholders into the discussion. However, progressing the agenda beyond this point proved elusive. The open and inclusive goals of the GP proved to be both a strength and a hindrance to its effectiveness as an AoC. The GP brought together stakeholders and established new connections and interactions between individuals for whom the message of the GP resonated. For these individuals, the benefits of participating in a single discussion were worth the expenditure of the time and resources involved. Motivations for participating varied, but reflected a common aspiration to improve the craft of measurement for the purposes of policy development in order to better represent the interests of ordinary citizens. Respondent 14.Acad.Sc said that *'For me it's about using*

information and ensuring access to information so that it's not just an elite that are getting to make decisions but it's a broader set of society' (14.Acad.Sc).

However, the discussion did not progress beyond a broad conceptual expression of ideas. One of the structural reasons for the lack of progress, identified through coding and analysis of interview data, was the challenge of bridging the gap between specialised knowledge within the dimensions of measurement, such as between wellbeing and the environment, and the detailed construction of a shared concept for progress reflected within a set of measures. As highlighted in the comparison of measurement frameworks in Chapter 2, Section 2.2, the goals of a framework are embedded during the selection, prioritisation and integration of measures, and this is a subjective process based upon the design characteristics which make any framework the subject of scrutiny and criticism by policy makers.

The GP deliberately set out to broaden the discussion on societal progress to give greater prominence to other dimensions of progress, beyond GDP, such as wellbeing and the state of the natural environment (Schreyer, 2009, p. 1). Reconciling the existence of different dimensions of measurement with a shared interest in developing one conversation on progressing human development is identified as a challenge that hindered the GP from achieving its goals. Respondent 8.RES.Ec, whose academic training spanned economics and the social sciences, described the disjuncture in these terms:

The first problem is that in principle this [the GP] is a more holistic perspective and you have an institutional framework which is more compartmentalised and then it is difficult to advance a holistic concept when institutionally you have people who say well you look my agenda is women's status or others say education. In the end most of them have to go back in their offices in Geneva or Paris and do what they do every day. They say I listen to that but now I have to finish a report about the state of primary education and that's what I have to do. They have this daily routine of writing reports and so probably, as this is a big issue, it would be better if we had a different institutional framework, where we have a general idea of human beings as a whole and then an institution, the minister of something, rather than a compartmentalised ...

The proposal by respondent 8.RES.Ec above that individual work could be based upon a shared framework is contrary to the way in which measures have developed historically, as described in Section 2.2 Frameworks for Measuring Progress. Measures have arisen more organically from each discipline, with the methodological rigour that befits the context and purpose of that discipline. Qualitative data, for example, may be used for measuring wellbeing, whereas quantitative data is likely to be used for economic measures.

Agreeing upon a measurement framework has its challenges both in terms of assumptions and world view, and methodological rigour in the integration of data, as identified by Aziz et al. (2015).

Though the notion of developing a single framework may not have been new to the stakeholders of the GP, the levels of response and participation to the agenda of the World Forums is an indication that the stakeholders saw an opportunity for a new level of discussion and the possibility of progress in this measurement agenda. Stakeholders of the GP attributed the strong response to the agenda of the GP to various factors, including resonance with the vision as articulated by the GP, a level of excitement and momentum due to the level of engagement, and endorsements by institutional actors including the OECD, the World Bank and the UN. Although the goals of the GP were defined around growing a discussion, there was an expectation among stakeholders that a new measurement framework would emerge as a result of this activity, as described by 9.NSO.St below:

The focus is I think it the ability to spread a lot an idea that perhaps, it wasn't really new, the need for a better measurement of wellbeing or development and so on is something that there was before and on which there are big results still in the '80s ...The ability of the Global Project has been of being able to apply a framework which was somehow applicable everywhere because it is a global framework ... this ability to see that it was talking about us, it spread magnificently (9.NSO.St).

The discussion, however, remained in its infancy several years into the GP. From the coding and analysis of data from interview respondents, the language used to describe the goals and outcomes of the GP remained broad, aspirational and loosely defined. Throughout the GP the focus remained on increasing the diversity of the stakeholders involved in the discussion and did not progress to the identification of a shared concept of societal progress, much less a new framework. Five years into the GP, when my research interviews were conducted, the descriptions of the GP were of a discussion still in the preliminary phase.

With the focus remaining on the conceptual development of a shared vision for societal progress, and with no new framework emerging from such discussions, the GP did not arrive at focusing on the substantive issue of influencing policy makers. Though it was clear from formal documents of the GP that this was the intended outcome, the discussion within the GP remained one of affirmation of the principle of seeking to strengthen the policy development process for the sake of greater representation and equity.

5.2 Unresolved Overarching Considerations

The GP described itself as the host of a broad discussion, as detailed in Chapter 4, Section 4.2, and this discussion was extensive and actively engaged individuals from across the OECD's set of international institutional stakeholders and beyond. The discussion evolved organically, facilitated and guided within the parameters established during the Bellagio conference. Examples of country-based projects were highlighted by the GP in the early phases of the project, as described by 2.UN.Po below.

Formal documents of the GP indicate that stakeholder groups to the GP were actively engaged in the GP events and activities, including academics, policy think tanks, NGOs, national statistical offices and international organisations including the UN and the World Bank. Policy makers, however, were not strongly represented at GP events and activities during its most active years, 2007 to 2011. This observation will be explored in Chapter 5, Section 5.5 below.

A set of themes and sub-themes are identified through coding and analysis of the interview data. Together, these themes and sub-themes indicate that the content of the discussion of the GP, over the course of the project, is focused predominantly on raising issues and priorities for measurement frameworks as a tool for policy makers. Within this main discussion topic are three sub-themes: i) the dimensions that should be included in measurement frameworks; ii) the scale and scope of the framework; and iii) the interrelationships between various measures. The discussion is not detailed or technical. Rather, it involves a pulling together of different considerations or principles in developing a measurement framework.

The GP had set out to stimulate and play host to a discussion and did not take an active role in the organisation or systematising of the outcomes of this discussion. The discussion evolved organically, with stakeholders invited by the GP to participate based on local experiences, as described by respondent 2.UN.Po below:

Well the [GP] project began, the project sort of began when the OECD organised a conference in 2004 the first World Forum and that was the genesis of it. That project was about key national indicators [as was the] conference. It was so successful that it kind of morphed into an indicator-based project. The conference in 2004 was very successful. There were different sets of indicators, not really about wellbeing were discussed there, but it was about indicators generally. The session, the sort of Australian experience and the Irish experience and the US's work on key national indicators were what captivated the minds of [identifier omitted] and the OECD. This was seen as a most interesting part of the conference (2.UN.Po).

In taking on the role of facilitator of a global discussion, the GP allowed the project to evolve through a process of discovery. Though stakeholders had input into the content of the discussion, there was also a top-down leadership of the project through the GP management which set the agenda for events and activities. The management also determined the content of formal documentation of the GP, including the Istanbul Declaration as detailed in Chapter 4. In this way the discussion was kept within certain boundaries.

When describing measurement frameworks, stakeholders of the GP used differing terminology that reflected both the main area of professional expertise of the respondent, such as economics or social science, and secondly reflected the world view or philosophical position of the respondent in relation to societal progress. Respondents were asked questions regarding the activities that they were involved in that explored societal progress, its definitions and measurement. Each respondent tended to frame responses in a way that used disciplinary jargon. An economist, for example, would use primarily economic terminology to describe ideas for a new measurement framework, as illustrated by respondent 4.OECD.Ec below:

Most of the time environment and economic efficiency have been presented and analysed in a trade-off manner. If you want to do a bit more redistribution you need actually to collect taxes and taxes are seen typically in economic models as a distortion so you reduce your efficiency level ... So that kind of approach will never lead to this more integrated model. This integration needs to be constructed. It's not something natural, it's not a natural state of the world that equity and efficiency are complementary or efficiency or environmental sustainability are also synergetic in some sense. This model needs to be constructed.

Interview respondents whose original professional training was in the social sciences tended to focus measurement framework discussions on social factors such as wellbeing, which they saw as the predominant topic of interest. Respondents tended to frame responses to interview questions in the language of their professions. The variations in terminology and emphasis when describing measurement frameworks reflected a disciplinary bias that individuals brought to the multi-disciplinary topic of measurement frameworks. Coding and analysis of interview respondent data also identified descriptions of structures for measurement framework ideas, with dimensions of societal progress being referred to in structural terms such as 'pillars' or 'dimensions' as illustrated by respondent 4.OECD.Ec below:

The first reason is that if you want to measure wellbeing you need to have a sort of, what you call it, a place-based approach. If you define basic wellbeing by the composite of these three dimensions, income, economic efficiency dimension, let's call it efficiency, and then the environmental sustainability dimension and so the more social dimension, which is associated with access,

accessibility to public goods like health, education, etc., and also social security and also, you know, social goods, for example trust community, cultural, social capital. So you have these three pillars, efficiency, environmental and equity (4.OECD.Ec).

Another consideration raised by interview respondents was the optimal scale of application for a measurement framework, and whether it was best suited to the local, regional or national level. The question of scale arose from the consideration of how best to represent the needs of citizens in the measurement. A regional measurement, for example, may not adequately draw attention to the importance of addressing certain needs in a local community. At the same time, regional measurement can have its advantages for effective distribution of resources for planning, as described by 4.OECD.Ec below:

It's perhaps a problem of scale, but it's mainly because when you are the local level you just see with your naked eyes this integration ... Like the decision for example to build a hospital.. or to build a school ... At the central level those kind of targets are defined at the very aggregated ... When you are at the local level you put the school in some place and you see if the school is well connected. If you have housing around. If for example if the school is in a neighbourhood where you have other sort of urban services. So you think you are obliged in a much more concrete way to think about this integration (4.OECD.Ec).

The issues raised regarding the scale and context for the application of measurement frameworks raised by 4.OECD.Ec relate to questions of best practice for policy makers for achieving policy outcomes. As few policy makers were actively engaged in the GP, such questions were less likely to be resolved and addressed in the open discussions at events and activities. Different views on scale remained open and unresolved and they remained unresolved at the end of the GP's existence. An alternative view on scale, put forward by respondent 5.NSO.St, is presented below. It illustrates again the use of different terms, dimensions and scales. Each respondent's view was unique and proposed a different set of priorities and underlying assumptions:

My hypothesis is that actually this integration is better achieved at the regional level, at the local level ... it needs to be done right at the beginning because as I said this integration is not something natural. It needs to be constructed and for example when you look at a city, you see much more of these synergies than you see at the central level. For example, you can design a city which is more efficient, more livable and much more better from an environmental point of view. So, the city can be more efficient, for example being able to develop more knowledge-based activities, attract higher skilled people because it's also better from an environmental point of view. So, you have a higher

quality of life. So instead of having a trade-off, you have a complementarity, so each side in sense reinforces therefore the other (5.NSO.St).

Respondent 12.Ac.Ec below describes a set of priorities that emphasise sustainability and risk:

Jeffrey Sachs ... it's very scary and I said to him at the end I said 'Jeff I think that unless we find a different wording instead of sustainable development, we will not rescue ourselves'. Because sustainable development looks very long term. The evidence that he provided is already with us. It is why I have been talking about vulnerability instead of sustainability which is just a dual and then risk assessments which means the statisticians should work much more in developing risk indicators. But to do that you need models because past dynamics of statistics. Statistical data doesn't tell you enough (12.Ac.Ec).

The final broad consideration raised, identified as a sub-theme, was the questioning of the merits of measurement frameworks and of the ability of frameworks to adequately capture and reflect the qualities they are designed to. Such considerations relate more to the merits of frameworks as a tool for policy makers than to the methodological rigour of bringing multidisciplinary factors together. The themes arising from the analysis of the primary data collection indicate that stakeholders expressed strong caution and hesitation as to the validity of measurement frameworks as a robust tool for policy makers. Such frameworks were seen as needing to be constructed based upon an agreed definition of what social progress is, and what it means for a human being to be 'well', as illustrated by respondent 8.RES.Ec below:

What are we really talking about when we say somebody is well? And once we discuss this or a country is progressing. When we discuss this then we can move to the issues 'why do we need to measure that'. But the problem is, sometimes you say 'let's use these indicators because they are available because I want to put them together and then they tell you where is wellbeing?' ... even if our indicators tell us something and that GDP is telling us, look we are doing great, you go and talk to people and that's something very interesting to see to sit with somebody and talk one-to-one. And to find out that they have many problems ... Those are the issues in the human being ... my critique is that ... wellbeing is not something of a composite indicator. It is something that people experience (8.RES.Ec).

The fact that every aspect of measurement frameworks, from their underlying premises to the scale and context for policy application, was questioned by stakeholders is an indication of the degree of caution that exists regarding the use of measurement frameworks. The considerations raised by interview respondents

and the sub-themes identified indicate a strong degree of uncertainty in the community of expert stakeholders regarding the measurement agenda. Respondent 14.Acad.Sc below describes the lack of certainty in defining the objective, purpose or application of such a tool:

Development isn't linear, it isn't monotonically increasing, that we have setbacks that we don't understand well enough. Why this progress, why we can generate progress and then there's the whole issue about how we're measuring progress but even if we've got perfect measures you don't actually know how to make changes (14.Acad.Sc).

The lack of uncertainty around the best approach did not dissuade stakeholders from participating in the discussions of the GP. The benefits of continuing to pursue the development of a broadly accepted common measurement framework lies not in the rigour of its design but in its capacity to provoke thought and awareness of the interdependent factors which affect policy development and which reflect the shared aspirations of citizens. Respondent 12.Ac.Ec, using unique terminology once again, describes the wide range of variances that can occur as 'elasticities' that exist as part of the pursuit of developing measurement frameworks:

There was a fantastic paper a few years ago about the econometric models that are of course today less popular than they were 10-15 years ago. And this paper was saying that notwithstanding all of the limitations that the literature has shown models have, for example because parameters can change rapidly and so on, or because of policies. Notwithstanding that it is a good way to frame your thinking, to organise the data and to frame your thinking. This is why in my view we should try to develop such models, just to start to thinking. Although the elasticities would be wrong or not exact but at least we will start thinking in a multi-dimensional way (12.Ac.Ec).

The ability of measurement frameworks to adequately provide policy makers with an effective tool was not resolved within the discussions of the GP. The question of priorities and what to include or exclude, and what the selection process indicates as to the goals for society, was a discussion that remained open and unresolved by the GP at the time of the project's cessation.

5.3 Influenced Generation of New Index

At the time of the cessation of the GP, the OECD designed and released a new measurement framework, the Your Better Life (YBL) Index. This new index addressed several of the considerations voiced during the period of the GP. Firstly, the YBL Index is scalable and can be used at an individual, local, regional, national or international level. Secondly, the index allows the priorities to be determined by the user of the tool. Thirdly,

the dimensions within the Your Better Life Index incorporate the dimensions present in the GP's formal documentation and discussions.

Data collected from interviews and information gathered during the period of immersion as participant researcher both indicate that the OECD developed the Your Better Life Index in response to the international discussion stimulated through the GP. At the time that the management of the GP changed, senior management within the OECD decided to dedicate resources to developing this new measurement framework as a tool for member and non-member countries. Interview respondent 7.OECD.ID quoted the internal explanation from OECD senior management at the time within the OECD, where the transition took place from the work of the GP to the generation of the Your Better Life Index:

I want to use the OECD resources to build indicators. I want to put something on the table. If we are going to lead this then we have to say something. We can't just say, we're the convening party (7.OECD.ID).

Information gathered during the period of immersion as participant researcher included hearing a senior OECD manager remark that at the conclusion of the GP, the OECD chose to focus on the development of an index in order that the discussion generated by the GP deliver outcomes. The research findings on the role that the GP played in influencing the generation of the Your Better Life Index are presented below in Chapter 7.

5.4 Lacking Influence Over Policy Makers

The goals of the GP, as detailed in Section 4.2, were to stimulate an international discussion about the development of a new measurement framework, and to foster evidence-based decision-making in policy development through the adoption and application of measurement frameworks. Stakeholders actively engaged in the GP were primarily from academia, the OECD, the UN, national statistical offices, NGOs and policy think tanks. Policy makers were largely absent from the events and activities, with minor participation on some plenary panel discussions. Policy makers were not typically present on the panels for discussion at GP events and, as there were no working groups or subcommittees generating substantive content on framework development, policy makers were not engaged in a formal process of consultation. It is a major conclusion of my research, to be elaborated further within synthesis of results (Chapter 8), that the GP was unable to generate substantive influence. This was in part due to the lack of active engagement with policy makers.

The question of how to engage with and influence policy makers in adopting measurement frameworks was a part of the discussions within the GP, despite the absence of policy makers. The analysis of interview data

identified a number of themes related to bridging the gap between framework development and adoption by policy makers.

Firstly, the question is posed by respondents as to how to bridge the divide between measurement expertise and democratic representation in policy decision-making. If statisticians are generating measurement frameworks based upon research into human needs and aspirations, then how does these frameworks integrate the input and views of citizens, whose input is provided either directly into the policy process or indirectly by way of elected representation? This is a question about democratic representation and the role of experts in service to the public interest. Respondent 1.EC.Ec below describes measurement frameworks as a risk to democratic processes:

my first question about this was in 2006 and I perceived all these [MoP] debates as a signal for change and at the same time I also perceived a major democratic risk is that this kind of reflection on wellbeing and progress were led through indicators, which are by definition very technical seems apparently being the property of experts and technicians. And I tell myself 'OK notions of progress and wellbeing do not exist before these measures which are very intangible, progress does not exist independently of the way it is measured so people should be involved, people, citizens, civil society, people should be involved in the definition of progress measures and indicators (1.EC.Ec).

The interest from politicians and democratically elected representatives in the idea of measurement frameworks as a tool was confirmed by the GP in the early phases of the project, during a period of advocacy and outreach that is detailed in Section 6.3 below. During this period of advocacy and outreach, contact was established with a wider group of stakeholders than had previously been achieved by the OECD. These stakeholders included academics, elected ministerial staff, community-based advocacy groups and policy think tanks who worked closely with both citizens and policy makers. This early period of the GP provided an insight into the needs of policy makers, an understanding that would not fully develop to become an integral part of the work of the GP as it progressed, despite the fact that the GP set out to ultimately influence policy makers as key stakeholders. An academic engaged throughout the GP's lifetime, including the early stages, describes this early engagement as follows:

At that time the OECD organised the first World Forum in Palermo. So I found this a very great challenge because for the first time the research field joined and met politicians, civil societies on the same topic and the big challenge was we studied how to measure, how to assess quality of life, we have different visions, different views all around the globe but what we missed in the past was the relationship with people who are in charge of important decisions (15.Acad.St).

The development of measurement frameworks does not exclusively reside with any one stakeholder group of the GP. Chapter 2.2 Frameworks for Measuring Progress argues that such frameworks can be generated by a number of stakeholder types including academics and policy think tanks. Influencing policy makers to adopt measurement frameworks is described by respondent 9.NSO.St below as a process of brokerage, in wording which describes the bridging of a divide:

We have academics but we also have think tanks like the [identifier omitted] they really want to support this brokerage aspect of the project and so for me it's a bit problematic because I think we should first question which kind of indicators we want to be taken up and who are we to decide which indicators to be taken up? (1.EC.Ec).

It is here, in the space between the developers of measurement frameworks and the policy makers, where the lack of influence for achieving the intended outcomes for the GP becomes apparent. The questioning and considerations articulated by research respondents in regard to influencing policy makers were preliminary and broad, and it was not clear who was to make decisions about measurement frameworks for policy development and who was best qualified to contribute to the decision-making process. Respondent 9.NSO.St describes the lack of progress of the GP in developing a set of principles for the design, application and evaluation of measurement frameworks:

... the other focus, is key and is the direct link with policies that's what I really appreciate most but that is what is more difficult to achieve, even if a level of debate still here, after a few years and after four forums we still don't see the application of wellbeing measures policy design and in policy evaluation. We are still talking about 'let's do the indicators for the policies' (9.NSO.St).

Of the topics discussed at the events and activities of the GP, few were dedicated to the decision-making processes of policy makers and the factors influencing the selection, application and evaluation of measurement frameworks. Discussions centred around the priorities and considerations involved in the selection of dimensions and indicators, as well as the scale of the measurement framework and the purpose it would serve, as detailed in Section 5.1 and 5.2 above. The prominence given to GDP and other economic indicators is acknowledged in general terms, but the specifics of how indicators were implemented in practice by policy makers was not examined in any detail in the discussions of the GP. One respondent, 4.OECD.Ec, described the role of financial ministerial offices in making decisions about various priorities:

[The goals is for] better integration of policies ... [in] both developed or less developed/emerging markets/developing countries ... getting this integration at the central level is extremely difficult. Typically, sectoral ministers have huge difficulties in talking to each other. And most of the

integration is done through the minister of finance to the minister of economy to actually arbitrate in terms of budget. You put a bit more in environment, a bit less on the industrial side or a bit more on innovation ... the European Commission, the OECD, the World Bank, everybody now is talking about a much more integrated model (4.OECD.Ec).

Stakeholders of the GP were focused on considerations for improving the rigour of framework development and expressing caution on behalf of policy makers. They did not cite specific examples from policy makers but rather spoke from their own experience and expertise. Academics in particular held differing views regarding the lack of adoption by policy makers. Their views often reflected a disciplinary bias due to their primary profession. Researchers would cite the need for more research and academic leaders of international associations would talk of the need for modelling and developing a set of common principles. Respondent 12.Ac.Ec, an academic and economist, highlighted the reluctance to use measurement frameworks for policy development without adequate testing through scenario and forecast modelling:

The problem is that to do that you need models, you need statistics, you need more than statistics and I think that the challenge that the OECD is facing is the same challenge that those countries are embracing this way of thinking are facing. Because to move from data to political decisions requires policy frameworks, evaluation models so scenario models, forecasting models and so on in order to help predictions in terms of policy orientations to assess trade-offs and so on. This is very complicated, and I think is the most important challenge right now (12.Ac.Ec).

A social scientist and economist, respondent 3.SC.Ec, argued that a lack of research was an inhibitor for the adoption of frameworks by policy makers, and that adequate funding and resources for such research was the solution for achieving influence:

It [the transition to broader MoP] would be facilitated moving faster if we had more research money because as I said the one inhibitor is the difficulty of getting metrics around consensus can be reached and that would be facilitated in turn by two things ... one... this is just talking about a lot of discussion about people coming to understand the strengths and weaknesses of metrics and more research to say here, this is what will happen if we ... or here's another way of doing it ... so I think a research and discussion and that's money (3.SC.Ec).

At its conclusion, the GP appears to have operated without strong participation from the key stakeholders it set out to influence. The active participants in the GP, representing each of the main stakeholder groups, dedicated most of their discussions to considerations other than how to influence policy makers. At later World Forums, and during the period when the GP was winding down, policy makers were more strongly

represented than they had been previously. The OECD World Forums continued without mention of the GP and its stated goals.

5.5 Findings in Relation to the Literature

The four major findings on MoPs presented above, when considered collectively, provide a case study of MoP which can be compared and contrasted with what is understood of MoPs in literature. The four findings are firstly, that the GP had a broad objective of stimulating and fostering an international discussion on the future of society, what it means for a society to progress, and how best to develop a measurement framework that reflects this shared vision for society. This broad objective was holistic and it was not possible to gauge the degree to which it had been successfully achieved. This was the view of the OECD senior management, who wound up the GP and chose to redirect their focus towards the creation of a new measurement framework. The second finding is that, over the course of the GP, the focus of the discussion at GP events and activities was primarily on the airing of a set of considerations for the development of measurement frameworks. The debate about this set of considerations remained unresolved at the time of the cessation of the GP. There was no systematic process for progressing such discussions by developing a set of guiding principles, and no tangible outcomes on measurement frameworks can be ascribed to the work of the GP.

Thirdly, the GP was able to generate sufficient influence to prompt the OECD to research and develop a new measurement framework, the Your Better Life Index, that addressed a number of key considerations raised during the discussions of the GP. The Your Better Life Index allows the user to define priorities and a geographical scale whilst maintaining a standardised set of indicators that could be aggregated for comparative analysis. Fourthly and finally, a key stakeholder group to the GP, policy makers, whom the GP sought to influence as its primary objective, were largely absent from the discussions of the GP. Nor were there any detailed discussions on understanding policy makers and the factors that influenced their decisions about the use of measurement frameworks for policy development. The GP sought to generate change without directly and actively engaging policy makers in the project.

How do these findings on the GP on measure of progress sit within what is understood in the literature on the development and adoption of measurement frameworks?

The literature on measurement frameworks as tools for policy development raises a set of considerations similar to those identified by the stakeholders of the GP. The questions of who decides what definition of societal progress should be used, and how the shared vision for the future of society is determined, are

discussed by Rondinella, Segre and Zola (2017). They critically examine the 'beyond GDP' movement which advocated a broader set of measures, and argue that the debate should be resolved using citizen participation processes in order to ensure democratic representation of citizens' priorities. Rondinella, Segre and Zola (2017) found that citizen-informed processes are unreliable due to organiser bias, and they proposed the development of an international set of best practice principles for citizen participation. The role of experts in these consultations is treated by Rondinella, Segre and Zola (2017) with great caution, and they had concerns regarding influence and the distortion of the framing of priorities.

The role of measurement frameworks in policy development is regarded by Allin and Hand (2016) to be somewhere between a tool for raising awareness or identifying the need for additional research, and a tool for gathering comparative data. Allin and Hand (2016) cite legislative requirements for capturing wellbeing data in the UK as an example of the adoption of a broader set of national measures, and they assert that the rise of such indicators is generating a legitimate challenge to the dominance of GDP in public debate and policy. Allin and Hand (2016) attribute the influence of an array of international framework initiatives to the GP, stating:

The global project (now the Better Life initiative) led to developments in wellbeing policy and measurement in many countries, with the close involvement of other international organisations such as Eurostat and the United Nations (Allin & Hand, 2016, p. 4).

There was a lack of representation and participation from policy makers in the GP, and therefore there were very few interviewees from this stakeholder group. As a result, developing an understanding of the factors affecting the adoption of measurement frameworks had to be obtained by looking at the literature. The study of the Millennium Development Goals (MDGs) as a measurement framework for policy makers can in part help us to better understand the needs of policy makers in indicator selection for policy development. Vandemoortele (2011), a former UN worker and co-author and researcher of the MDGs, argues that policy makers are more than adequately equipped with the necessary instruments with which to carry out their work, and that the MDGs represent a set of outcomes rather than providing a strategy for the development of public policy.

Griggs et al. (2014), in a review of the performance of the MDGs, found that a smaller number of goals was essential for policy makers to have a manageable framework with which to work. Griggs et al. (2014) found that the MDGs in their current form are cumbersome to manage when trying to develop a specific focus.

Sachs (2012) also concluded towards the end of the fifteen-year lifetime of the MDGs that short-term goals and policy objectives would help policy makers to develop measurable, short term policies.

Vandemoortele (2011) argues that the MDGs impose priorities on policy makers and that they represent an ideological view of development that is often questioned if not outright rejected. This assertion is consistent with the outcome of the framework comparison in Chapter 2, Section 2.2.6 by Aziz et al. (2015) that any framework is likely to be associated with a degree of caution associated with the underlying definitions and priorities related to societal progress. The cumbersome number of indicators, and the array of choice of measurement frameworks within the 'beyond GDP' space, are argued by Bleys (2012) to be a source of confusion for policy makers. Bleys (2012) argues that the methodologies used in calculations for the ISEW are inconsistent with the frameworks underlying assumptions

Bleys (2012) proposes the development of an international classification scheme that categorises measures and relevant policy applications and provides information on their comparability to other data sets. Existing classification schemes focus on a comparison of the underlying objectives or explanations of differences between individual measures, including alternatives to GDP. The work of Bleys (2012) and Vandemoortele (2011) supports the work of Aziz et al. (2015) in the criticism of both the underlying assumptions and the methodological rigour involved in the integration of multidisciplinary data. The limited success of measurement frameworks in achieving acceptance and adoption by policy makers, and the consistency of the concerns about measurement frameworks expressed in the literature and by GP stakeholders, highlight some of the challenges the GP faced in achieving its objectives.

5.6 Summary

This chapter found that the GP set broad objectives to stimulate an international discussion on what 'progress' is for societies, and to foster discussion about how to develop a measurement framework that reflects a shared vision. The GP also had the goal of influencing policy makers to adopt measurement frameworks in policy development. The GP facilitated the discussion about measurement frameworks and progress occurred between 2004 and 2012 but no substantial conclusions were reached. Stakeholders remained actively engaged, and they reached a broad consensus on the need for a more inclusive, broader measurement framework. However, more specific considerations raised by stakeholders regarding the composition and development of such a framework remained unaddressed. The level of participation and interest in the GP and its agenda did however influence the OECD to develop the Your Better Life index, a framework that addressed a number of the concerns raised by stakeholders. Finally, the GP was ineffective

at engaging policy makers as key stakeholders and this was a key factor in the GP's inability to achieve its objective of the wider adoption of a new measurement framework in policy development.

Chapter 6 – Findings on the Global Project as a Network of Networks

Chapter 2 introduced the theoretical concept of networks as a form of organisation for generating influence and change within institutional structures. Networks, as self-regulating forms of voluntary participation and fluid forms of change creation, can generate influence change. The review in Chapter 2, Section 2.3, of the literature on networks operating within institutional structures, institution-based networks (IBNs), transnational advocacy networks (TANs) and self-organising networks (SONs) provided insight into various forms of leadership, organisation and influence. Chapter 4 demonstrated that the GP chose to host a network of networks (NoN). Stakeholders were invited by the GP to participate in the GP as part of this network. Understanding the effectiveness of the GP as an AoC includes looking at the GP's decision to use a network of networks as a form of organisation in pursuit of its objectives.

The analysis of TANs presented in this chapter points to the importance of defined leadership in achieving effective change. The nature of the leadership of the GP is therefore an important aspect to investigate. Presented below are my research findings in relation to the leadership of the GP. Research into IBNs also indicates how institutions limit development and the effectiveness of networks. Therefore, in my research I have investigated how the location of the GP within the OECD influenced the GP's development and effectiveness.

Using the approach presented in Chapter 3, the set of findings below applying the analytical lens of the NoN was developed. This is done, firstly, through an inductive process of coding, thematic development and analysis. The themes emerging through this process are then triangulated with information on the GP found in formal documentation and from my extended period of immersion as participant as researcher. This analysis was then viewed in light of the literature on networks and this led to the development of the research findings presented in the sections below. The existence of networking relationships within the GP brought a depth to the context within which the GP established an IBN.

Secondly, the GP developed and implemented an agile leadership strategy to build momentum through the expansion of the network. Thirdly, the GP was propelled by a common interest on the part of its members and stakeholders in advocating for change. This interest in change created new network connections and, consistent with the characteristics of TANs, it created connections between grassroots organisations and senior decision-makers. Finally, networking relationships between stakeholders influenced the decisions and levels of participation of participants in the GP, and finally the GP achieved several outcomes that demonstrated network effectiveness.

6.1 Existing Network Relationships

With the GP choosing to describe itself as operating as a ‘network of networks’, the theoretical concepts of SNA are helpful for understanding the informal, relational ties that bind a network together, and for understanding how influence and an agenda for change can travel quickly through an informal network. The commonalities that draw individuals to network with each other, as described by Borgatti et al. (2009), based on similarities and mutual interests, show that the GP, to operate successfully as an agent of change through a network structure, need to demonstrate the characteristics known to SNA as described above.

The first step in investigating the leadership that the GP took of the network was to look at the context within which the network was established. From Chapter 4 we know the OECD is a hierarchical international organisation. Institutional stakeholders of the OECD include the UN, the World Bank, the European Commission, national statistical offices, academic institutions, NGOs and policy think tanks. As indicated in Chapter 3, interview respondents working within these institutions had typically held positions in several institutions over the course of their professional careers. My coding, thematic development and analysis of interview data developed a detailed profile of the GP as a network, including a set of themes that will be presented in the sections below.

Networks are identified as a source of professional development and productivity by participants and observers to the GP. Respondent 15.Acad.St described networks as a designated form of organisation through which to connect with multidisciplinary contacts on a particular topic:

I joined an international network on [identifier omitted] and I found this network really interesting because it was a mixture of different scholars, coming from different fields of research, not only statisticians but also sociologists, economists and so on and I found this very exciting because I believe if we want some improvement in our research or in whichever field we need to join interdisciplinary groups (15.Acad.St).

The interest in connecting with individuals from different disciplines is a finding pertinent to all three theoretical lenses – MoP, NoN and AoC. Respondents consistently described an interest in creating more opportunities to meet and share information in an interdisciplinary forum, a finding that will be picked up again in Chapter 8. My interviewees described consciously seeking network relationships, indicating a level of awareness of the existence and value of networks as a form of organisation. For example, respondent 4.OECD.Ec below uses the language of social network analysis to describe employing a deliberate strategy of connecting with the hubs (or centre) of a network rather than with all the actors within it. Respondent 4.OECD.Ec, who held a senior position in an international organisation, adopted a strategy for engaging with networks:

My approach has been to connect the hubs so you know social network, you know this, social networks are characterised by small world properties. You have some nodes in the network that are hyper connected so what I have been trying to do is connect the hubs. So my hub with the Global Project hub and using the OECD as a platform. So as I said I know some people but I didn't have a very large connection with the different nodes in the network apart from the hubs (4.OECD.Ec).

Though very few respondents explicitly employed the term 'network' in describing network relationships, my analysis found that network relationships are perceived as a valued aspect of individual productivity. Network relationships are described as crucial sources of advice, referral and opportunity, with one respondent describing network relationships as more valuable as a source of advice and professional guidance than the input of work colleagues.

The existing relationship networks of some participants in the GP was extensive, and invitations from the GP to participate in a network took place in the context of organisations that were interconnected. Respondent 14.Acad.Sc described an extensive individual network that was already in place, including personal contacts and interactions with the head of each national statistical office in the world:

I think I know every director general of statistics in the world, right but not through the OECD, so that's a couple of hundred then the teams of people that work with them, researchers. I mean I was president of the International [identifier omitted] for two years and we will have the big global conference of statisticians, usually a couple of thousand. I know half of them. ... I would say I mainly have contact with people by way of direct contact at conferences, irregular or regular contact at conferences every year or two years. So it's person to person. Some email contact but it's mainly face to face (14.Acad.Sc).

The final contextual factor arising from the research data was the role events such as conferences and forums played in facilitating opportunities to develop network relationships, as described by respondent 2.UN.Po:

[Events] would be the single best way to see all these people um, but I might not have that regular contact with them. Um certainly seeing them here but yeah, I suppose it's mostly people between, I bump into them at other things or in other ways or I'll try and connect them up to other people (2.UN.Po).

Here, the World Forum and other GP events are identified as crucial activities of the GP that provided opportunities for the GP to develop and expand. This will be explored further in Chapter 6, Sections 6.2 to 6.7 below.

6.2 Institution-Based Network Strategy

Documentation from the GP, as presented in Chapter 4 and analysed in Chapter 5 above, showed that during the ramp-up period of the GP, from 2004 to 2007, representatives of the GP were travelling widely, listening and observing the level of interest in MoP frameworks. There was also a process of distillation of ideas and advocacy for the idea of bringing different MoP initiatives and debates into one project. Before the GP was formalised, the team members were developing what was viewed by the GP as the initial NoN. Respondent 12.Ac.Ec describes the outreach in the formative stages of the network in travelling widely to many locations and institutions:

The network that [the GP] had established ... traveling all over the world, giving I don't know how many speeches, I don't know how many meetings something that was a little bit criticised by [OECD] colleagues at the time because they didn't see the value of this was the only way to take this project forward (12.Ac.Ec).

There were also meetings convened by the GP to build a vision of an initiative that would engage a wider set of stakeholders than had previously been connected. Respondent 2.UN.Po below describes the process of the Bellagio retreat where stakeholders, also identified by the GP as suitable participants in a network, were invited to define and support a vision for an initiative. The GP built up support and participation in a network to a level of momentum that caught the attention of senior management at the OECD. At this point, the GP was required by the OECD to formalise its status as an initiative, and the GP sought to legitimise the network it had established:

We spent a couple of days talking about this idea that the OECD should do something and should break the mold and be not just OECD, it should engage others from society, it should be about wellbeing and progress ... [the GP] project ran for a year or so before we tried to legitimise it within the OECD by going through the, making it an official OECD project...as it gained momentum it became more obvious, the governance structure ... suggested we ask them but it was also we wanted to get it legitimised and get that stamp of authority (2.UN.Po).

The leadership strategy of networking and then formalising the activities of the GP would continue over the duration of the GP. As momentum and support increased and the network expanded, the GP responded by

establishing different events, activities and structural decisions regarding the organisation of the GP. The most notable was the development of the World Forums as milestone events that occurred every two to three years. Respondent 12.Ac.Ec below described the first World Forum in Palermo, where network participants were brought together and were able to meet others who were already engaged in similar initiatives. The World Forum in Palermo provided confirmation to the GP of the value of pursuing the GP and expanding the network as the organisational strategy for pursuing the objectives of the GP:

[The GP] noticed in Palermo the incredible richness of the work then at grassroots level and the fact that they did it without knowing each other ... Based on my previous work at the OECD, without the network ... they [OECD] were not ready or they had their own agenda. [the idea of the GP was] criticised by colleagues at the time because they didn't see the value ... this [the network] was the only way to take this project forward (12.Ac.Ec).

Respondent 12.Ac.Ec above described the fluidity of contact and sharing of information that occurred between institutions as a result of the events of the GP. Information about grassroots initiatives was made visible to international organisations and senior stakeholders within these institutions. The ability of the GP to network effectively and to develop a form of organisation which was suitable for a change initiative, as described above, are characteristics attributed to agents of change, a finding that will be picked up again in Chapter 7 and Chapter 8. The GP was aware that its operation from within the OECD gave it credibility, and gave people the confidence to participate. The findings to be presented in Chapter 7 will also demonstrate that participants in the GP were pleasantly surprised that the OECD was taking leadership by establishing the GP. The GP was able to build a project of substantial scale, attracting participation from over 1,200 people at World Forums, the largest events the OECD had hosted up until that point.

Network leadership also included the creative resourcefulness of gathering support and resources. The GP had built its own momentum without being substantially funded by the OECD. Support was often provided through the use of facilities for events, the allocation of a portion of staff time from stakeholder institutions and grants from foundations. Respondent 12.Ac.Ec described support for the GP from the OECD as minimal compared to the resources and support the GP received from its network:

[Support] came from wherever we could get it – essentially, grants, support the Bureau of Statistics ... We grew from when I started it was really one and a half people, we ended up with about fifteen, still with no core OECD funding, some of those interns working for nothing, some of them came from the [identifier omitted] government and other places as they were being paid by their departments at home ... There were just creative ways within the statistics directorate to use people who were in posts being funded to sort of use them (12.Ac.Ec).

Though the network was voluntary and self-regulating in terms of participation, the GP arguably provided the majority of the infrastructure and resources it needed to obtain the level of reach and activity that was achieved. This light form of IBN leadership continued to the end of the GP. The final initiative of the GP was the establishment of a web-based platform that OECD staff would administer. Stakeholder institutions could contribute information to the platform on hundreds of initiatives around the world. Respondent 7.OECD.ID described the NoN that was established through this initiative of the GP:

Wikiprogress has its own networks that are regional or subject matter or just correspondence from different countries. Also there are networks that I'm not even aware of that are just using it as a place to share, so in that sense, trying not to be the overarching quality assurer of any kind it's just that we offer the space. We are involved in some work more than we are with others, obviously (7.OECD.ID).

Wikiprogress.org provided a virtual platform that enabled the NoN to continue to expand. The NoN comprised stakeholders interested in MoP frameworks. Whilst the GP played host to Wikiprogress.org and to events and activities, it retained a level of control and leadership over the documents generated by the GP, the management of content of Wikiprogress.org and the invitations issued to attend World Forums and some of the GP's other events and activities. The issuing of invitations to World Forums was a mechanism which the GP and the OECD could use to select the stakeholders that would be included. In this way the OECD could influence the networking that was possible through these large events. The GP, and participants and observers to the GP, were cognisant of the type of attendees invited to each of the World Forums and the types of organisations and roles represented were a symbol of the target audience for the event. Respondents 8.RES.Ec noted a shift towards policy makers in the fourth OECD World Forum in New Delhi, India in 2012:

This [fourth World Forum] is more oriented towards policy makers and these people are mostly academics. I don't see many of them. Actually, I am the only one from the part of the Quality of Life Studies [identifier omitted]. ... I think it's that they were not really invited as speakers, no, so that's the issue. ... there are less professors and more ministers and so on, and it makes sense. That's the final objective, the final objective is to place these into policy making and that's what they are doing. But then there is some gap between the academicians and the policy makers and the OECD approach (8.RES.Ec).

My analysis found that, five years after the formative discussions on the GP, the OECD did not effectively engage policy makers by way of inclusion in the World Forums, as originally intended in the stated goals of

the GP. Respondent 14.Acad.Sc argued that the notable shift to including more policy makers and ministers was due to a change in leadership strategy that was intended to achieve the stated outcomes of the GP. Respondent 14.Acad.Sc was critical of this move, as the inclusion came at the expense of the inclusion of statisticians and academics:

One of the thoughts was behind trying to invite more ministers to come to bridge the gap between statisticians and policy makers but it seems that there are some grass roots organisations
(14.Acad.Sc).

Notably, though policy makers were invited to GP events, the focus of the debate about the integration measurement frameworks into policy remained at the conceptual level. Case studies of policy development were showcased at World Forums and this drew attention to multidisciplinary measures and the methodology used at the local level. These examples of local adoption of frameworks were few, and were indicative of the direction the GP would have liked to see adopted by policy makers rather than a substantive change in the GP's standard policy development practices.

Following the third OECD World Forum in 2009, references to the 'network of networks' no longer appeared in documentation from the OECD. The change in management and leadership of the GP during this period is explored in Chapter 7. The GP designed and implemented a leadership strategy that was fluid and agile in its responses to the ideas and groundswell and interest in change at the grassroots level. This led to the early development of a network through GP representatives travelling widely and connecting with stakeholders. As interest and momentum built, the formal structure of the OECD provided a base from which the GP could be developed, approved and resourced. A small team and office were able to then draw upon the resources and participation of networks to build a change initiative that attracted thousands of attendees in international events and activities. At each stage of its development, the GP adapted its approach by formalising and legitimising the GP as a structured and endorsed entity within the OECD. The GP was disbanded following the change in senior management at the OECD in 2009, and references to the 'network of networks' as an entity and change initiative no longer appeared in OECD documents.

6.3 Networking for Advocacy

The GP was an initiative that participants felt strongly about. They joined forces to advocate for greater integration and adoption of MoP frameworks by policy makers. The GP, as described in Chapter 5, identified a widespread interest in change on the part of stakeholder institutions to the OECD. The GP became the organisational mechanism for enabling this advocacy to engage with a much wider audience than would have been possible with the GP alone. Building momentum, interest and participation in the GP was

intended by the GP leadership to build the perception that there was a certain level of interest in the GP, and that it had a network structure that could expand and accommodate a growing number of individuals.

Respondent IO.E.N.12 describes the deliberate use of the GP structure for this purpose:

So the first big surprise in Palermo was that there were so many people doing almost the same work around the world without knowing each other. That is was very natural for the advocacy purposes, in a sense, was to put us [the OECD] as the node of a large network. In this way [the GP] appeared much bigger than [the GP] was actually (IO.E.N.12).

The agility of the GP's network structure enabled it to reach existing institutional structures to advocate for change. Respondent 1.EC.Ec describes the intertwining of network activity and institutional structures in the development of the GP:

I think it's really great awareness raising, in terms of increasing the networking in the fact that other institutions that are powerful could be familiarised to these questions thanks to the OECD Global initiative. So I think it's really good in this time. So, in terms of networking and in terms of getting this subject being by a large amount of people ... to make the question of redefining progress and so progress indicators into institutional debates. This is the way I receive it (1.EC.Ec).

It is this combination of mobile advocacy and the feedback mechanism of support and endorsement from institutional structures that allowed the GP to develop an identity and grow in standing and influence.

6.4 Social Capital

Consistent with the literature on networking relationships, the interconnectedness of the GP structure included individual, professional and social relationships between individuals. The value of the relationships formed through the GP may initially have been due primarily to the professional benefits involved. However these relationships also involved close, personal connections and a sense of belonging and friendship. This social capital was evident in the GP, with participants describing network relationships that spanned several decades and reached across continents. The richness of social capital is not something that has been highlighted previously in the literature on networks (see Chapter 2). Social capital can be defined as the networks of relationships between people who live and work in a particular society, enabling that society to function effectively (Woolcock & Narayan, 2000).

The coding and analysis of interview transcripts identified strong, deep and long-standing social capital between some participants in the GP. Respondent 2.UN.Po describes the experience of networking at the World Forum as involving a sense of coming home, belonging and connectedness with friends and professional peers:

Partly it's just collecting the fourth tick in the box that you've been to all of them [World Forums], in terms of continuity. My friends are here. I feel at home here, this is great, I'm seeing all of these people who I know, who know me, so there's all that kind of warm and fuzzy kind of social capital feelings um it's a chance professionally to reconnect with the network, think again why I'm doing this, listen to different people speak and all in my new role, so 80% because of the network coming here and 20% listening to the speakers. If even 20. It's quite stimulating (2.UN.Po).

For this respondent, networking was the main reason for attending the World Forum. Opportunities for networking are also identified in the coding of interview transcripts as a deciding factor in whether or not invitees would attend GP events. Respondent 14.Acad.Sc below describes professional pressures at work and the difficulty in finding time to travel to events such as the World Forums. The opportunity for furthering existing network relationships was the deciding factor in determining whether or not to attend:

I was really busy. I thought how important is it that I go there, and it was the commitment that I'd made to speak but also, of course, being around people like Stiglitz and Jeffrey Sachs is important. Then I must admit two other things came in. One is to friends like [identifier omitted] and so on, sure, who I otherwise don't get to meet and coming here I was able to go out for two days and interview prospective students and so on, I've utilised being here for [university's] benefit as well (14.Acad.Sc).

The networking opportunities for GP participants are multifaceted. They included i) existing personal relationships that had become personal friendships, ii) professional networking and knowledge sharing, iii) gaining access to senior-level decision-makers and iv) individuals extending the reach and profile of the institutions they represented.

Finally, my analysis indicates that the social capital of a network can increase rapidly when senior decision-makers are actively engaged in the network. The GP had actively sought the support and endorsement of institutions as a way of building the standing and credibility of the GP. The same was found to be true of senior individuals and influential decision-makers. Respondent 15.Acad.St describes the network connection established between the Sarkozy Commission and the GP, and the establishment of new connections between different roles within institutions. The establishment of these new connections made possible the collaboration needed for some important decisions to be made:

In this path [of research on quality of life] in the of course I crossed, I met a lot of important scholars, like Nicholas [President Sarkozy of France] ... but then I crossed also OECD, when the chief statistician was [identifier omitted] and that time he decided to start the Global Project. Actually at that time the OECD organised the first World Forum in Palermo. So I found this a very great challenge because for

the first time the research field joined and met politicians, civil societies on the same topic and the big challenge was we studied how to measure, how to assess quality of life, we have different visions, different views all around the globe but what we missed in the past was the relationship with people who are in charge of important decisions (15.Acad.St).

My analysis revealed that the depth and richness of the social capital of the GP was a significant contributing factor in both the expansion of the GP and the level of engagement with senior, international figures in the MoP frameworks debate. Respondents experienced an increase in social capital as a result of participation in the GP, an individual benefit that also served to strengthen the GP in its pursuit of its objectives.

6.5 Outcomes of the GP

Chapter 6, Sections 6.1 to 6.4 above have described the networking context for the GP, analysed the leadership strategy of the GP as an IBN, and explored the attributes of advocacy and social capital within the networking relationships of the GP. Finally, I found that, by utilising a network of network structure, the GP delivered outcomes that supported fulfilment of the GP's objectives. Firstly, the GP brought legitimacy to the debate on MoP to the extent that participants could gain institutional approval to participate. Secondly, the GP provided a platform which enabled discussion of the topic of MoP frameworks to escalate. Thirdly, the GP's network structure fostered multidisciplinary collaboration. Fourthly, GP participants described new forays into the integration of policy development resulting from networking activity. Finally, members of the network expressed an interest in forming an association or formal entity to progress the agenda of the GP. This arose from the international network that was established in the GP. Each of these five outcomes will be discussed below.

i) Legitimacy

Chapter 5 explains that the OECD expressed caution about playing host to the debate on MoP. The GP utilised the network of stakeholders and the building momentum of interest to legitimise its status as an approved initiative within the OECD. For participants in the GP, the same was true for seeking approval from institutional hierarchies to participate in activities of the GP. The endorsement of the OECD and the formalisation of the GP as a form of organisation gave participants to the GP the credibility and legitimacy needed to gain approval for participation. The existence of the GP also gave legitimacy to the international debate on MoPs. Respondent No 15.Acad.St describes the GP as bringing credibility to a topic that was otherwise drawing criticism from colleagues:

I need to point out just as one thing from the professional point of view. At the beginning of my root in this research I was also criticised by my colleagues. I'm a statistician so you can imagine my

colleagues that just thought that this was a very strange research field just for funny people, you know. They didn't realise that this was an important issue for our societies. So this is just to describe the difficulties that you have but not only myself but also other colleagues had to introduce scientific topic at the university as well but of course what we realised during the last decade was that the topic was really important. From my point of view as I told you before, I joined an international network and this was really important for me, not only for me to be in contact with international colleagues but also to give some legitimacy to my work in my country (No 15.Acad.St).

ii) Structure for Expansion

The NoN, as a voluntary and self-regulating form of organisation, is inherently designed to expand quickly and easily in response to the level of interest and participation. Network relationships, both pre-existing and newly established, are observed to develop quickly and easily through the NoN. This model of organisation can be seen to be scalable and capable of accommodating growth, and this growth could snowball over time should interest continue grow as it did during the life of the GP. Respondent 4.OECD.Ec reflects below on the GP in light of the nature of network structures:

I think all these networks grow. Given the size, as I said the regional policy network, we have our main committees are central governments but then we have this kind of network of many regions, many associations of regions, associations of cities. I have the impression that on the wellbeing side [identifier omitted] was kind of the beginning of this idea. He also has this model of joining networks of connecting networks so potentially we are talking about quite large network and when we put all of this together we are talking about something rather big, so I am just saying that all of the conditions are more or less in place for this Global thing to grow rather fast. Which is typically what we see when you get this early phase where nothing really happens and then suddenly this exponential growth (4.OECD.Ec).

iii) Multidisciplinary Collaboration

As the GP increased its prominence and profile, stakeholders of the GP felt empowered to take the initiative to the managements of their own institutions and propose an event that involved a multidisciplinary set of participants working together. This would often be for a conference or workshop to stimulate discussion or to work on a particular project, report or initiative as an outcome. Respondent 15.Acad.St described the process of seeking approval and initiating a multidisciplinary forum within a university:

The director of the university of [identifier omitted] was really interested in this topic [MoP frameworks] and he realised that this topic could not be assigned to a department because this topic

crossed any department and he suggested establish a committee at the University level composed of different scholars coming from different departments and this committee is trying to organise and arrange different activities inside the universities and also in cooperation with civil society. For example we organised a conference in which we involved [identifier omitted] and policy makers at the local level, so university, [identifier omitted] and policy makers and civil society as well discussed at this conference how to introduce and what would be the role of this university and so on and how to introduce the topic in the political debate (15.Acad.St).

iv) New Connections

The GP fostered the development of new connections over the course of the project. Active participants in events and activities of the GP would establish new connections with the GP within each of the stakeholder institutions of the OECD. The World Forum events became a highly visible symbol of the reach of the GP and led to further exposure of the GP in new corners of participating organisations. Respondent 12.Ac.Ec described observing the process of positive feedback that occurred as a result of the World Forums:

So the success of the second World Forum in Istanbul was impressive to everyone but again there was scepticism. Therefore we established the Board of the Forum, we established a few other tools like Wikiprogress.org or the network for research so on, but we had the impression that other international organisations were not really committed to do this, but they were open. But they wanted to be nice, so they participated but they didn't really become the driving force (12.Ac.Ec).

The momentum that the GP built also resulted in the engagement, for a time, of individuals that were passive observers of the GP. The scale of the GP was interpreted by some as a signal that the objective of the GP was indicative of other work taking place in the OECD, and this triggered a level of interest and participation. Respondent 4.OECD.Ec describes being aware of, but disengaged with the GP. Through the activities of the GP this respondent became engaged and decided to participate:

I was aware of the project and I didn't participate closely to it. Then when I moved to the division dealing with regional policies I realised that this project was taking bigger a dimension than the OECD, a high profile project. I tried to make this connection and say if this has become an important agenda I have the impression that these national dimensions are important to talk about wellbeing but, as I said, I made the connection through the hubs, connecting my regional policy hub with the wellbeing hub at the OECD (4.OECD.Ec).

This engagement by passive observers of the GP is something that will be picked up again in Chapter 7 in the discussion on the GP's ability to mainstream the change it sought to bring about.

v) Interest in Formalisation

In the review of the literature on networks in Chapter 2, we learned that international organisations, including associations, often begin as networks before reaching a point where participants call for or take up formal leadership and propose the formation of a legal entity. They do this in order to bring structure, due diligence and processes to the achievement of a set of outcomes. Stakeholders of the GP expressed an interest in forming such an association, and for the debate on MoPs to have a permanent home of its own above and beyond the institutions engaged in the debate. Respondent 12.Ac.Ec describes the proposal:

We need mainly I would say an Association, an International Association. It could take maybe the whole Global Project ahead because the OECD is not using this wording anymore. They are doing it but they are not using this wording anymore. I think that, particularly now, it would be a pity if once we have really built this Global Project network that this is abandoned (12.Ac.Ec).

The respondent above referred to the GP as being disbanded, with the OECD no longer hosting it as an initiative.

6.6 Findings in Relation to Literature

The GP was established in an organisational context in which participation in international, professional relationship networks took place. Chapter 6, Sections 6.1 indicates that participants and observers of the GP consciously participated in multiple self-organising networks as a means of collaborating with international peers in working towards a common outcome. Beyond this, individuals described relationship networks that transcended individual initiatives and became valued friendships and crucial sources of advice which contributed to individual productivity. As described in the literature, these self-organising networks enhanced the research environment of the GP

The UN Global Compact continues to be a useful comparative project that has been examined in the scholarly literature, as previously reported in Chapter 2 and Chapter 3, Sections 3.3, 3.4 and Chapter 4, Section 4.5. The Global Compact as an IBN displayed a similar leadership strategy to that of the GP. Institutions were invited to participate on a voluntary and self-regulating basis. The UN Global Compact used resources and institutional structures to obtain endorsements and support, and to build momentum for change. Participants in both the UN Global Compact and the GP reported that they were subjected to some diplomatic pressure to show a level of support and participation, indicating a degree of tokenism. Both initiatives found it difficult to change the practices associated with measurement frameworks. There were few other comparative studies with which to compare the results of the GP as an IBN advocating for change, showing a gap in scholarly literature of IBNs.

The GP as an IBN provides an example of an organisation with a hybrid management structure, where an international hierarchical and bureaucratic organisation, in this case the OECD, hosted a fluid and dynamic NoN in order to work towards stated goals. The literature on TANs suggests that the distance between grassroots organisations and senior decision-makers in international organisations can be reduced considerably through networking events and activities. Stakeholders of the GP obtained new levels of access to senior decision-makers and developed network connections with a more diverse range of institutions and roles.

The events and activities organised by the GP as part of its strategy for fostering collaboration and new network relationships was an important aspect of the effectiveness its efforts to facilitate change. These gatherings created physical spaces critical to forming networks. Participants were able to meet in person with individuals of interest. They could observe and interact with their peers in stakeholder organisations. This environment enabled natural compatibilities to emerge and for like-minded individuals to exchange ideas. Face-to-face interactions at GP events provided an efficient way to pick and choose how long to spend developing connections and with whom. GP events were also critical forums for the leadership within the network to motivate the network with a vision which transcended the different stakeholder groups represented. Stange (2010, pp. 686–687) argues that *‘face-to-face communication by visionary leaders has been highlighted as instrumental for successful implementation of organizational change’*.

6.7 Summary

The GP built sufficient scale and momentum, through participation in its events and activities, to attract more direct engagement from senior management, and this prompted the OECD to develop and release its Your Better Life Index. The network of networks that operated within the GP was a form of organisation that gave identity and legitimacy both to the participants of the GP and in the GP itself. The success of the GP attracted international institutional stakeholders. The actual outcomes of the GP, both direct and indirect, are consistent with the assertions of Keck and Sikkink (1999) and Mundy and Murphy (2001) that traditional hierarchical institutions no longer have sole control over the direction and outcomes in the international arena of public affairs. The network is an increasingly recognised and legitimate structure, capable of enabling productive negotiations between international organisations and diffused forms of participation and influence.

The institution-based project (network) benefited, not just from an IBN structure, but also from the long-standing relationship networks that developed within and between the GP, the OECD and stakeholder institutions. Advocacy for changes to MoPs further propelled the relationship networks towards connecting senior decision-makers with new and different types of institutional actors.

Chapter 7 – Findings on the Global Project as an Agent of Change

In Chapter 2 in my review of the literature on AoC, five concepts are identified as useful for considering in this research. They are: i) understanding the source of authority to act as a change agent, including the power to listen to institutional stakeholders and design and implement a systematic program for change; ii) the communication skills and the ability to be persuasive that are attributed to agents of change; iii) operating with credibility and leadership in order to be given the authority to influence change; iv) effective networking; and finally v) through the power of story and allegory, the change agent demonstrates leadership skills that allow a change initiative to elevate the thinking of stakeholders above disciplinary myopia and organisational structures towards collaboration and consensus.

As discussed in Chapter 6 above, and using the approach presented in Chapter 3, themes are identified through coding and analysis of interview data. These results are then triangulated using information on the GP found in formal documents and my extended period of immersion as participant as researcher. The findings which emerged are presented below. The findings are then viewed through the analytical lens of the NoN.

7.1 Source of Change Agents Authority

The goals of the GP, as detailed in Chapter 5, Section 5.1 above, engaged the OECD and its institutional stakeholders in a broad debate regarding MoP, with far-reaching and transformative organisational implications. Analysis of the interview transcripts indicated that the source of the GP's authority was that the Chief Statistician of the OECD initiated its creation in response to a groundswell of interest in broader MoPs. The Chief Statistician was appointed as the leader of the GP, an office was created within OECD headquarters in Paris and the GP reported directly to the OECD Board rather than through the divisional lines. Coding and analysis of interview transcripts indicates that the level of seniority of the Chief Statistician as leader of the GP and the leadership style of the GP lead gave the GP significant gravitas and prominence within the international network of stakeholder organisations associated with the GP. The Chief Statistician as GP lead exhibited substantial charismatic leadership qualities that helped to elevate and propel the message of change promoted by the GP. Respondent 8.RES.Ec described his interaction with the GP lead below:

I remember he was a person with clear capacities to convince people and he went to the [identifier omitted]. I think he was in something. But then he organized like a conference about the Project. And somebody in the ministry... this is a department, close to the ministry of science and technology. They went [to the conference] and they said "we have to get in" and then they called me to see if I wanted

to coordinate the Project and that's how I ended up coordinating the [identifier omitted] initiative. And I contacted [identifier omitted] and he remembered me and that was like an easy path for getting to the project.

This finding indicates that active participants in the GP had been engaged in local initiatives in broader MoPs prior to the formation of the GP. The first engagement of stakeholders with the GP was most often through contact with the Chief Statistician of the OECD, who travelled to various OECD stakeholders and beyond, promoting the idea of bringing together stakeholders into one initiative. Respondent 15.Acad.St below describes the connection that the Chief Statistician provided to a wider set of stakeholders through the GP:

But apart from this academic idea of research I really appreciated the topic, measurement of quality of life and its assessment. In this path of course I crossed, I met a lot of important scholars, like Nicholas [Sarkozy]... but then I crossed also OECD, when the chief statistician was [identifier omitted] and that time he decided to start the Global Project. Actually at that time the OECD organised the first World Forum in Palermo. So I found this a very great challenge because for the first time the research field joined and met politicians, civil societies on the same topic and the big challenge was we studied how to measure, how to assess quality of life, we have different visions, different views all around the globe but what we missed in the past was the relationship with people who are in charge of important decisions.

The World Forum as an event was organised to bring together different stakeholders to discuss broader MoP. The GP took the role of host and facilitator to this discussion, stepping into the role of change agent, as described in documentation from the GP below:

The success of the first OECD World Forum on key indicators has confirmed the importance of these issues and convinced the OECD to establish the Global Project on Measuring the Progress of Societies, to foster the development of sets of key economic, social and environmental indicators and their use to inform and promote evidence-based decision-making within and across the public, private and citizen sectors, at sub-national, national and international levels (Giovannini, 2007).

We know from the documentation issued by the GP, as described in Chapter 4, that the GP comprised a team of OECD staff with the participation of stakeholders through a self-regulating network in which participation was voluntary. The GP proactively embarked upon a period of awareness raising and advocacy, gathering, distilling and disseminating ideas and the notion of working together as a combined set of stakeholders towards a common purpose regarding MoPs. Respondent 2.UN.Po, in the quote below, describes initiatives which the GP took upon itself in its outreach to stakeholders during its formative stages:

The focus was then really then on a) create the visibility for ourselves ... b) try to develop ... find out who these people were, we knew there was a lot of people ... we weren't talking to them, trying to find them ... so a lot of travel, a lot of going to conferences, speaking, just talking about this idea, the Project. So really making ourselves known, creating a community who knew. We were organising events which was also part of that. Getting people to come to things we'd organised with partner government (2.UN.Po) .

The GP is described by Respondent 2.UN.Po above as developing and implementing an outreach strategy through an organised and systematic approach. The respondent then describes an intended research outcome and sees the GP as playing a centralised role in organising and prioritising ideas as a structured set of goals and outcomes intended for the GP as a change initiative:

Trying to do some research, mapping out an agenda of things we thought would be important ... Knowing that there were sort of three steps, three sort of questions, one was encouraging debates, how do we have a debate on what wellbeing means on what progress means, second was how do we actually measure this stuff and third, how do we communicate. So there are the three pillars. Trying to do all of those things and raise money and try and keep the OECD on board and the diplomat, the politics of that environment we were working in which was quite hostile at times (2.UN.Po).

In the quote above, Respondent 2.UN.Po describes the self-appointed leadership position the GP assumed in managing upwards to senior management and downwards to its stakeholders. Also, the GP is described as securing resources for its activities. The quotes from 2.UN.Po above describe the GP as possessing several characteristics attributed to change agents. These include the presence of an organised and systematic outreach strategy, management of stakeholders' interests, and securing resources.

Respondent 2.UN.Po describes above how the GP organised itself to build a change initiative. Its source of authority is consistent with that of a self-appointed change agent, as opposed to one appointed by senior management and tasked with a specific objective for transformative change. Analysis of coding identified that the OECD senior management was perceived to be somewhat of a reluctant host to the network of the GP, and that the statistics directorate in particular, as a key institutional stakeholder of the GP, did not see itself as the marketer of the idea of introducing new MoPs.

The source of authority of the GP shifted during the period of peak interest, 2007 to 2009, from a self-appointed form of leadership to being more directly led by the senior management at the OECD. Respondent 7.OECD.ID below describes the establishment of a shared global repository of initiatives related to MoP in

the context of changes to governance of the GP. The authority of the GP to lead a transformative change initiative was losing political support within the hierarchy of the OECD:

because there was no way we could be a platform for something that was actually inactive because it wasn't working under these governance rules anymore. But it didn't seem to matter, we still got the information [from the projects at country level] ... So Wikiprogress was to take care of some of the advocacy that it could and then we were building a team to do the rest, to do the indicator work. Better Life Index and How's Life? So that's not to say the GP, as an advocacy group, may not resurrect because it hasn't been disbanded. It's just taken a different focus (IO.P.7).

The breadth and scale of the GP were pared back significantly, and a team separate to the GP commenced working on the development of an MoP framework to be launched in the final active period of the GP in 2012. The Your Better Life Index was produced by the OECD to incorporate many of the measures which had been promoted by participants in the GP and by GP documents generated by the OECD. Respondent 7.OECD.ID describes the cessation of the GP and the decision to produce the Your Better Life Index:

We couldn't do all this advocacy and also do the indicators. So Wikiprogress was to take care of some of the advocacy that it could and then we were building a team to do the rest, to do the indicator work. Better Life Index and How's Life? So that's not to say the GP, as an advocacy group, may not resurrect because it hasn't been disbanded. It's [the GP] has just taken on a different form [new chief statistician] came in she said, just because of her background as well, [new chief statistician] said look I want to use the OECD resources to build indicators. I want to put something on the table. If we are going to lead this then we have to say something. We can't just say, we're the convening party, even though the OECD, that's very much their role. But they also do research in their own right as well so she found that to be very important (7.OECD.ID).

The source of authority of the GP as change agent evolved over the duration of the GP. Initially, the GP took on the role of self-appointed leadership and promoted and facilitated an initiative with broad and transformative goals for the OECD and its stakeholder institutions. The management of the GP changed just prior to the 2009 World Forum in Korea that coincided with changes to senior management of the OECD. There was no handover from the previous management to the remaining GP staff, with the transition occurring in less than 24 hours. Though the previous management continued to play prominent role in subsequent World Forums, their removal resulted in the effective cessation of leadership of the GP as a growing initiative. The remaining GP staff focused on Wikiprogress.org and references to the GP as a formalised initiative gradually decreased between 2009 and 2012. Respondents interpreted the departure of the GP leadership as a sign of the beginning of the end of the GP as a project. The abrupt nature of the GP's

leadership change at a time of strong participation was interpreted by respondents as institutional resistance to the change agenda of the GP. This is one indication that the ability of the GP to achieve a substantive change in the status quo within institutional structures was not achieved.

The GP exhibited characteristics consistent with the attributes of a change agent conducting planned and systematic activities of outreach and securing resources and support from institutional stakeholders. This authority of the GP was eventually replaced by direct involvement of OECD senior management. Before winding down and disbanding the GP OECD senior management took steps to enact and resource three outcomes: the GP Wikiprogress.org portal, the continuation of the World Forums and the launch of the OECD Your Better Life Index. The GP disbanded because it was no longer resourced by the OECD or referred to in OECD communications.

Senior management within the OECD wound down the GP office and redirected resources within the GP office to other initiatives. In the literature, it is argued that senior management can instigate an AoC as a deliberate initiative, or an AoC can arise organically from within institutions. It is the response by senior management over the course of a change initiative which determines the level of support and endorsement that organisations give to such initiatives. In the case of the GP, senior management were slow to endorse it, and there was underlying resistance to some of the key elements of the vision of the AoC. The OECD's interest in focusing on measurable outcomes increased the pressure on the GP over time, and the disconnect between the OECD expecting a focus on measures and GP participants' interest in focusing not on measurement but on the processes of deliberation for policy development shows the differing expectations of two key sets of stakeholders of the GP.

7.2 Global Project as Influencer

The GP led a change initiative that included the use of persuasive interpersonal skills and decisions and actions designed to evoke a certain response from stakeholders. The GP was not a heavily resourced team and relied upon its ability to implement the leadership strategy described in Section 7.1 above. The GP was not initially funded, and securing resources for the initiative was the first step in the GP demonstrating its influence. Respondent 2.UN.Po describes the GP's ability to secure resourcing:

There were three or four salaried OECD people [in the GP]. There were just creative ways within the statistics directorate to use people who were in posts being funded to sort of use them. We used a lot of their time including ... the grants, the foundations. All the conferences we organised we got other people to cover just about everything including financing other participants to come from developed countries, the conference centres were paid for, we ran training courses and we charged people to attend and that kind of covered at least our costs of getting there, even made a few thousand euros

here and there. But it was extraordinary I think just how much we did on how little (Respondent 2.UN.Po).

As well as gathering resources, the GP built support for its launch by gathering senior stakeholders together. At a retreat in Bellagio, international figures discussed how to articulate a vision which used language which was designed to overcome institutional or conceptual resistance and to bring together stakeholders around a common goal and initiative (See Appendix D – Istanbul Declaration).

The GP's interest in finding a vision and a terminology which could overcome barriers to building consensus is an example of a key characteristic of change agents identified in Chapter 2. Whilst each respondent used different terms and concepts to articulate the vision of the GP, each one demonstrated a feeling of resonance with the GP. The disciplinary framing and bias of the issues and solutions, as described in Chapter 5, Section 5.2, did not appear to alienate any particular stakeholder type. The communication of the vision of the GP resulted in most interview respondents being able to identify and agree with the central premise of the vision of the GP. There were some stakeholders of the GP who displayed a reluctance to accept the GP's vision, and the GP used various skills in seeking to connect with these stakeholders. IO.E.N.12 describes the early attempts to bring order and structure to the networks converging on the GP:

the OECD [identifiers omitted] started doing bilateral MOUs with institutions they had a lot of doubts about what this could lead to, but it was very important to show to the OECD infrastructure and the council of ambassadors that there was much more than me or the statistics directorate of the OECD ready to stand for this project (IO.E.N.12).

The MOUs (memorandums of understanding) were a tool the GP used for several different purposes. MOUs were used to bring formality and credibility to the GP, and to give the impression that the GP was larger than it actually was. These were conscious strategies adopted by the GP to build support and influence. The MOUs were non-binding and the actions which were taken between signatories in support of the GP often differed from those described in the MOUs. The documents were designed to be, and were regarded as, a symbol of formal endorsement and active participation.

The GP did not achieve universal support through the various methods employed. There remained clear signs of resistance to change within the OECD and beyond. Individuals in the Statistics Directorate were supportive, both in word and actions in the form of resources and participation, but by the conclusion of the GP the predominant feeling among active GP participants was that the Statistics Directorate was cautious, resistant and in some cases, disapproving of the GP. Respondent 2.UN.Po drew the following conclusion:

The current managers in the statistics directorate ... just don't, they don't get it. I mean they're researchers ... I don't think they understand how this really works ... The managers don't really see

the need, they don't want to organise events, they're much happier writing papers and so this has come together despite them not because of them. They've not been against it ... They just haven't kind of got it, so, and I don't think anyone has given thought to the next one [World Forum], they're not strategic like that (2.UN.Po).

The OECD retained the World Forum in subsequent years and the OECD, through collaboration with the G20 Summit, took leadership on a new set of strategic change initiatives on global wealth distribution, growing inequity and tax avoidance by global private entities. The OECD also built, launched and maintained the Your Better Life Index in the years following the cessation of the GP.

7.3 Credible Leadership

A finding arising from my analysis is that the GP consciously and deliberately sought to build credible leadership. The extent to which this was achieved varied over the course of the GP, depending on the OECD's response and engagement with the GP. This section details the steps the GP took to establish credible leadership and the ways in which this was received by stakeholders. Following the initial period of outreach and listening through visits to stakeholder institutions in different locations, OECD staff who would form the GP team planned the Bellagio retreat for senior, international figures from the OECD and stakeholder institutions. This planning session sought to design a change initiative representing a departure from business as usual and offer a path to meaningful reform. In the following quote from 2.UN.Po the respondent describes an intention to design and initiate a change initiative which would lead to a new status quo for the OECD and its stakeholders in relation to MoPs:

In 2006 we had a retreat in Bellagio, Italy where a lot of people that had been involved in Palermo, the first conference, came – senior people including the Controller General of the US, Francois Bourgenoff – Chief Economist of the World Bank ... senior people from the OECD, NGOs, others, a sort of interesting group. We spent a couple of days talking about this idea that the OECD should do something and should break the mould and be not just OECD, it should engage others from society, it should be about wellbeing and progress and then they, in their ... that is where we came up with the name the GP 'Measuring the Progress of Societies' and we came up with a mission statement and there was a useful exercise to get some clarity around what we are doing. Then that project ran for a year or so before we tried to legitimise it within the OECD by going through the, making it an official OECD project (IO.En.P.2).

The Bellagio retreat was intended to galvanise support for the formation of the GP by developing sufficient thought leadership and credibility to gain the support of the OECD leadership. My analysis suggests that

building this credibility was a planned strategy which involved incremental steps, building from conceptual support for the GP through to formal approval and endorsement from participating institutions. The self-appointed nature of the leadership taken by the GP described in Section 7.1 above is evident in the data, particularly in the formative period of the GP. Respondent 12.Ac.Ec describes the political climate in the formative period of the GP:

The OECD at the time ... was not ... the most open and progress-oriented organisation and that was a great change at that time. Showing that the OECD although through the Chief Statistician, not the chief economist, was open and ready to work for them, for this network of civil society organisations. And that was a surprise to them, and this news encouraged them to work for [the GP]. And this made the project apparently much larger than stronger. But this was very important to be instrumental to show that we had a lot of people behind it (12.Ac.Ec).

The demonstration of support in various forms, as illustrated in the quote above, is identified as a mechanism for bringing about change. The selection of the network as a form of organisation, as explored in Chapter 6, provided the GP with an overt structure which the GP used to invite participants to display various forms of support over the duration of the GP. Institutions could be called upon by the GP to show support through actions such as being signatories to an MOU and also by providing formal endorsement as a GP partner in OECD documents and communications.

The ability of the GP to attract participation from senior figures and new institutional stakeholders to the debate and to be signatory to an MOU gave gravitas to the GP leadership and contributed to the building of momentum and support for the GP. Respondent 15.Acad.St described the attraction to participation in the GP World Forum in the following terms:

Actually at that time the OECD organised the first World Forum in Palermo...So I found this a very great challenge because for the first time the research field joined and met politicians, civil societies on the same topic and the big challenge was we studied how to measure, how to assess quality of life, we have different visions, different views all around the globe but what we missed in the past was the relationship with people who are in charge of important decisions (15.Acad.St).

In this quote, respondent 15.Acad.St describes observing the coming together of a wider set of stakeholders. The possibility of achieving new forms of consensus increased the credibility of the leadership of the GP and attracted a new level of participation previously not seen by some respondents. The unprecedented show of support and participation was remarked upon by many respondents, both stakeholders and participants. They attributed it primarily to the type and number of attendees at the World Forums. The World Forums

can therefore be described as a key indication of both the leadership credibility achieved by the GP and one of the outcomes achieved by the GP as an AoC.

7.4 Change Inhibitors and Resistance

The final research finding arising from my analysis is the identification of several views held by respondents as to the barriers to adoption of broader MoPs. Respondents were asked where they saw the MoP debate heading, and, secondly, what the barriers were to the GP and broader MoPs achieving change. This finding provides context to the institutional factors that the respondents said were influencing the transition to broader MoPs. At this point in the semi-structured interviews, respondents were prompted to raise issues, particularly regarding factors external to the development of MoPs, which influenced progress in achieving change. The main factor identified in the coding and analysis of interview data were economic pressures exerted by sectoral ministers, the private sector and citizens. Respondent 4.OECD.Ec described the pressure created by the economic downturn at the time of the interviews on the debate for broader MoPs:

Some of the countries in Europe now dealing with unemployment rates which are astronomical you know in my country, Portugal, employment rate for young people is 45% in Spain it's almost 50% ... it is sometimes difficult to talk about wellbeing in these kind of situations where what people want is the economic efficiency pillar, it's employment, it's jobs, it's growth.. So it may happen that these pressures are so huge that at some point it will be difficult for governments to talk about wellbeing where people don't have jobs (4.OECD.Ec).

Respondent 3.SC.Ec described experiencing pressure from private sector interests in the choice of measures and frameworks in policy development. Vested commercial interests were named by several respondents as having a direct influence on the policy development process:

There are a number of vested interests that would find certain aspects of this kind of measure uncomfortable ... when I had to do GDP when I was Chairman of the [identifier omitted] there was a Congressman from the coal state threatened to take away funding for those agencies of the government that were doing it so it's very easy to describe, they will fight, with whatever tools they have... They see that if we start talking about the adverse effects of coal ... if we take into account the environmental consequences ... there will be our information systems affect what we do and that will lead to pressure to move from coal to other industries that contribute more to correctly measured GDP....The coal industry is in the coal business, they have assets in the coal business and the value of those assets will go down (3.SC.Ec).

Respondents whose initial academic training was in economics were more inclined to single out the banking sector as exerting an influence on the prioritisation of measures in MoP policy frameworks. Respondent

1.EC.Ec described ease of access to loans as a form of economic utility which caused societies to be locked into the pursuit of economic growth. Whilst this pervasive economic pressure exists, respondent 1.EC.Ec argued that these economic pressures inhibited the widespread adoption of broader MoPs:

Our monetary systems are, we have credit money, this means that the money you have in your pocket is not your money at all – its money that the banks gave to you that belongs to someone else ... you are structurally imposed to have some growth. So I think it is the structural cause of the relentless search for growth and it is this system ... we can never change the system behind indicators So even though the indicators are a kind of very good awareness raising tool and also in the mid-term a very good policy decision tool it will not be sufficient (1.EC.Ec).

Finally, respondent 4.OECD.Ec made mention of the emerging work of the UN SDGs, which were in the initial stages of development at the time of interviews. Respondent 4.OECD.Ec considered institutional structures as an indication of the level of prioritisation given to broader MoPs by policy makers:

There is a discussion on how to answer to UN challenge in the SDGs and this task has been assigned to the environmental minister. As if sustainable development was just an environmental issue. So there are still these kinds of legacies of the way in which we were trained, in which governments are organised and it's very difficult for them to change their way of working. But of course this cannot continue (4.OECD.Ec).

This quote from 4.OECD.Ec echoes the theme coming through several of the findings which will be raised in Chapter 8: the view that organisational structures and disciplinary myopia are barriers to achieving integration of interdisciplinary measures in MoPs.

7.5 Findings in Relation to the Literature

We now return to the key concepts taken from the literature to the analysis of findings of the GP. The first concept refers to the sources of authority which are identified in the literature on change agents, ranging from top-down delegation from senior management to an individual change agent or change agent team. Alternatively, a change agent can be self-appointed in response to a groundswell of interest from institutional stakeholders in transformative change. The second concept is the set of strong interpersonal skills for generating influence attributed to effective change agents. The third concept is that change agents exhibit **leadership** skills which enable them to have reach and influence with large numbers of people and different stakeholder types. Fourthly, effective change agents possess the ability to network across organisational structures and unify the vision of stakeholders by identifying what they have in common.

The GP can be seen in Chapter 7, Section 7.1 to have had self-appointed leadership, exhibiting characteristics of the type of change agent originally defined by Lewin (1947). The origin of the term 'change agent' stemmed from individual action to advocate for participation from different stakeholders in order to strengthen governance institutions. The GP staff and participants in the GP NoN acted, collectively, out of a shared interest in, and conviction about, the need for change. The collective actions aimed at bringing about change can be seen in the pooling of resources to enact the strategies designed by the GP, and in the formation of new network relationships of individuals who collaborated in promoting broader MoPs. The GP advocated for change over the duration of the GP, with the GP managing an evolving strategy designed to build support. GP network participants responded to this strategy by offering time, resources, various symbols of support including MOUs, formal partnerships, and attendance at events and activities.

My findings suggest that the Chief Statistician, as a member of senior management of the OECD, used the authority delegated to this position to create a change initiative. Buchanan et al. (2007), in their study of change agents in an institutional context, argue that change agents have some latitude in designing creative strategies to bring about change. Taylor (2011) also observes institution-based change agents as showing skills in managing both upwards to senior management and across and downwards to stakeholders. The GP demonstrated both capabilities; however, the self-appointed delegation of authority raises questions (explored further in Chapter 8) regarding the potential impact on the GP's effectiveness as an AoC.

The second concept regarding the GP as an AoC is the interpersonal skills that provide change agents with the influence required to facilitate transformative change, particularly the ability to listen to ideas and then distil and amplify the reach of a vision to a wide audience of stakeholders (Zaltman & Duncan, 1977). Chapter 7, Section 7.2 above indicated that GP representatives displayed strong interpersonal skills consistent with the attributes of effective change agents. This was evidenced by the support for the vision articulated by the respondents and the outcomes of engagement such as stakeholder institutions, as can be seen in the Bellagio retreat and in formalising endorsement through the establishment of MOUs. Not all stakeholders supported the GP and senior management at the OECD and the Statistics Directorate continued to demonstrate reluctance, though individuals from both offered clear support at various points. Based on the concept of effective listening from Zaltman and Duncan (1977), it would seem reasonable to conclude that the GP did not seek out or listen effectively enough to the concerns and reservations of those who demonstrated a reluctance to change.

The third concept of managerial expertise is developing and implementing a strategy in an organised and systematic fashion, showing a resourcefulness in networking and establishing effective processes. As described in Chapter 7, Section 7.3 above, the GP exhibited clear characteristics of the type of powerful leadership described by Buchanan et al. (2007, p. 1086). The ability to secure the formal endorsement of

international organisations, including the World Bank, the UNDP and the European Commission, and the ability to attract attendance levels at the World Forum never seen before at OECD events, are two indications of the regard in which the GP held as a credible and influential leader. The other aspect of the work of Buchanan et al. (2007, p. 1086) relates to the leadership skills required for developing a strategic plan and the appointment of roles. The strategic planning capability demonstrated by the GP required agility and adaptability, consistent with the fluid and nimble qualities described by Taylor (2011). The GP adapted its approach at various points over the duration of the GP. Its adaptability was shown by the envisioning workshop at Bellagio, the convening of the World Forums and the centralised portal of Wikiprogress.org.

The fourth concept taken from the literature on change agents is the ability of the change agent to network effectively across institutional structures (Buchanan et al., 2007; Battilana & Casciaro, 2013; Armenakis, Harris & Mossholder, 1993), in an iterative process of gathering, distilling and disseminating ideas into a cohesive vision that attracted consensus and collaboration from a large group and variety of stakeholders. This is where the decision of the GP to establish a GP network of networks ties in well with the change agent literature on transcending institutional obstacles through effective networking, as described by Buchanan et al. (2007), Battilana and Casciaro (2013) and Armenakis, Harris and Mossholder(1993).

The literature on change agents describes concepts related to networking, such as establishing new connections and using relationships to gather resources. The GP was particularly effective in reaching into institutional stakeholder organisations and reaching out to new institutions to bring them into the GP network of networks. The findings in Chapter 7, Section 7.4 indicated that individuals resonated with the vision of the GP and attracted strong participation in various forms in response to the invitation to participate in an evolving range of strategically planned events, activities and forums.

7.6 Summary

This chapter has provided an additional level of detail regarding the range of solutions and barriers to the adoption of measurement frameworks, as expressed by the interview respondents. These provide an insight into the institutional context of the GP, the OECD, its institutional stakeholders and the external factors which may have impacted on the GP as an AoC. The identification of the impact of commercial interests on the implementation of broader MoP, including the pervasive influence of financial and banking systems on decision-making, were described by respondents as a pressure on societies and an overriding factor in policy decision-making. Respondents saw these interests as competing with the work of achieving the integration of MoPs into policy development rather than as one of the stakeholders groups involved in the process of developing MoPs.

The UN Global Compact introduced in Chapter 2 offers one model of engagement of the private sector in the form of voluntary participation in a network and commitment to a measurement framework (Ruggie, 2001; Kell, 2003; McIntosh, Waddock & Kell, 2004; Gilbert, 2012). In another approach, Mahoney et al. (2008) suggests that private and public interests need not be mutually exclusive, and proposes a new framework that integrates the two interests into a closed loop system of value creation. For the GP to overcome the institutional obstacles to cooperation between stakeholder types, it arguably needed to consider the interests of the banking sector and other related private entities in the debate.

The range of views held by participants in the GP, beneath the layer of high-level consensus, raise questions which will be probed further in Chapters 8 and 9. The extent to which consensus was achieved as an outcome of the GP's efforts is described more recently by Hák et al. (2016, p. 565). According to Hak et al. the GP failed to achieve theoretical consensus on the concepts of wellbeing and sustainability. Based on the findings presented in Chapter 7 and previous chapters, the consensus in the GP appears to have been more around support for the concept of broader MoPs and support for greater integration with policy development, without committing to any specifics, or to a particular form of classification.

Chapter 8 – Synthesis

8.1 Introduction

Chapters 5 through 7 present the research findings from the application of the three theoretical lenses of MoP, NoN and AoC to the research data. In accordance with the methodology presented in Chapter 3, constructivist grounded theory was used as the approach to coding, analysis, memo writing and the development of themes or categorisations to inform the research findings. The next stage in implementing the research methodology, as explained in Chapter 3, was for the research findings to inform the development of a set of intermediate themes. The intermediate themes capture what can be understood of the GP as an initial set of findings. The synthesis of research findings occurred through several phases. The first being to view and reflect upon the set of research findings in Chapters 5 through 7 as a set. Consistent with Constructivist Grounded Theory, the findings were evaluated, compared and categorised to inform the development of new insights regarding the GP. This led, to the identification of 19 intermediate themes, followed by a smaller set of meta-themes through a repeated process of reflections, comparisons and categorisations that give rise to a set of conclusions that respond to the research question. The inductive process of enquiry as presented in 3.5.1 concludes with the presentation of findings, as illustrated in Figure 11 below:

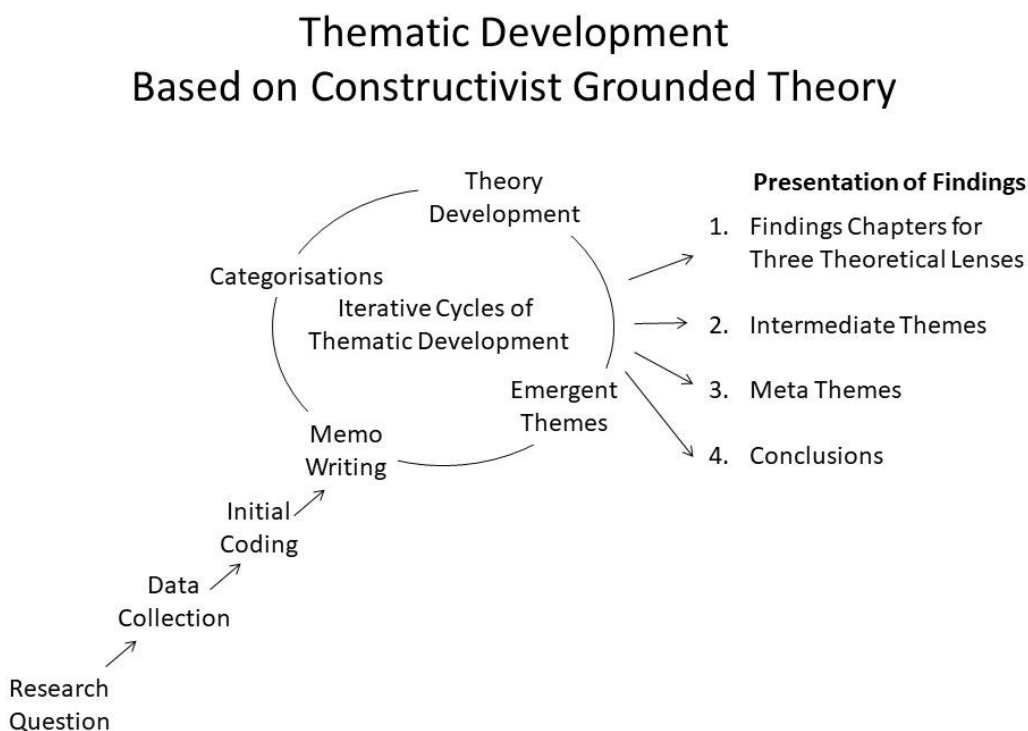


Figure 11 - Thematic Development Based on Constructivist Grounded Theory II

Each of the intermediate themes relates to one of four aspects of the GP, namely: its vision and objectives, its leadership, its organisational structure and its outcomes. Although the aspects of the GP can be articulated individually, they are better understood as a set of interrelated themes. The leadership of the GP, for example, involved the interaction of dynamic factors that, when considered together, build understanding of the GP. The 19 intermediate themes are presented below in Figure 12 as a set, grouped into the four aspects of the GP. This is followed by a presentation of each of the 19 intermediate themes. The presentation of intermediate themes is followed by further synthesis into four meta-themes, prior to presentation of the conclusions of the research in Chapter 9.

8.2 Intermediate Themes from Research Results

The identification of intermediate themes resulted from the emergent process of analysis and consideration of the research results. Having coded and analysed the data collection through three theoretical lenses to arrive at a set of empirical results, the results were then reflected upon in light of the primary research question and related questions. The set of 19 themes emerged from this process of reflection. Each of the themes related to one of four categories: i) the vision or objective of the Global Project, ii) the leadership of the Global Project, iii) the organisational structure of the Global Project or iv) the outcomes of the Global Project. Figure 12 below introduces the 19 intermediate themes. This is followed by a discussion of each theme.



Figure 12 – Intermediate themes from research results

The vision and leadership of the Global Project was shaped by the leadership, delivered through its unique form of organisation. The 19 intermediate themes, illustrated above, are also interrelated in that one theme may overlap or influence another, as discussed and illustrated below:

8.2.1 Vision and Objectives

8.2.1.1 Consistency in Proposed Solution

Though the main criticism of the GP was that it was broad and undefined in its goals and outcomes, respondents actively involved in the GP proposed a tangible and specific idea. This was the consistent call by participants for an additional step to be introduced into the policy development process in which experts from different disciplines would come together to deliberate about developing integrated policies which incorporated economic, social and environmental dimensions. This idea was clearly described by respondents and included the need for designated physical spaces within institutions, formally recognised by management hierarchies and properly resourced, where experts could meet to deliberate.

Coding and analysis of data from interview respondents suggests that their view was that a deliberative process involving experts would have been an organic process which brought together the desired policy outcomes with data from a range of areas. The integrity of the deliberative process was intended to be achieved, not by way of the measures within the MoP framework, but by the expertise of those participating in it. For example, during a deliberative process regarding a policy, an expert with a background in social science would be better placed to evaluate the likely social impacts of that policy than any set of measures. Maintaining the integrity of the way in which the social impacts of policy decisions were considered and maintaining the ability to think creatively could be explored more freely if an appropriate level of expertise was present at the table. The presence of such expertise brings rigour and knowledge to a fluid process.

The idea for the formalisation of this multidisciplinary process was not, however, part of the formal, public communications of the GP and did not appear in GP documents. There are general references to the need for greater consultation and for policy makers to have access to integrated information, but there were no proposed changes to hierarchies or tangible recommendations regarding the allocation of permanent physical spaces for discussions. GP stakeholders shared a common, tangible vision for what the proposed changes would look like. However, there is no evidence that the GP was aware of this proposal and if it was that it was included in formal communications.

8.2.1.2 Shared and Consistent Sense of Urgency

There was a shared and consistent sense of urgency among GP participants regarding issues pertaining to the dimensions of environmental sustainability and social inequity. This sense of urgency propelled the proceedings of the large forums, which acted as catalysts for igniting debate and building momentum.

Chapter 5 identified the use of terms such as ‘urgency’ and ‘crisis’ in connection with the need for sustainability. The only times that these words would appear in the coding was in reference to sustainability issues.

The GP displayed some similarities with an international advocacy network, having developed through a groundswell of interest in bringing about a change to the status quo. Advocacy networks can emerge as a result of a disconnect between governance institutions and the needs of grassroots organisations. The GP experienced periods when there was an eruption of support at World Forums which successfully provided a strong signal to the OECD that there was a need for a shift in the status quo.

8.2.1.3 Driven by Compulsion

With regards to the issue of integration of the multidisciplinary dimensions into a broader MoP, most participants in the GP were motivated by a sense of responsibility to support a move towards equitable social wellbeing or environmental sustainability. GP stakeholders shared a common compulsion to act from a position of understanding and appreciation of the value that integrated statistical data can bring to achieving equitable and sustainable wellbeing. This compulsion allowed stakeholders to focus more on a shared vision than on any differences in terminology or in specific goals. The need for greater integration brought together a diverse set of stakeholders from across geographical territories and all levels of stakeholder organisations. This common ingredient proved an effective fuel to build momentum and engage a diverse, international set of stakeholders in active discussion.

8.2.1.4 Synthesis – Vision and Objectives

The three intermediate themes discussed above were related to the vision and objectives of the Global Project. They were interrelated and worked together as a set of dynamic factors. Figure 13 below illustrates the interrelationships between intermediate themes. This is followed by an explanation of the synthesis of these themes.

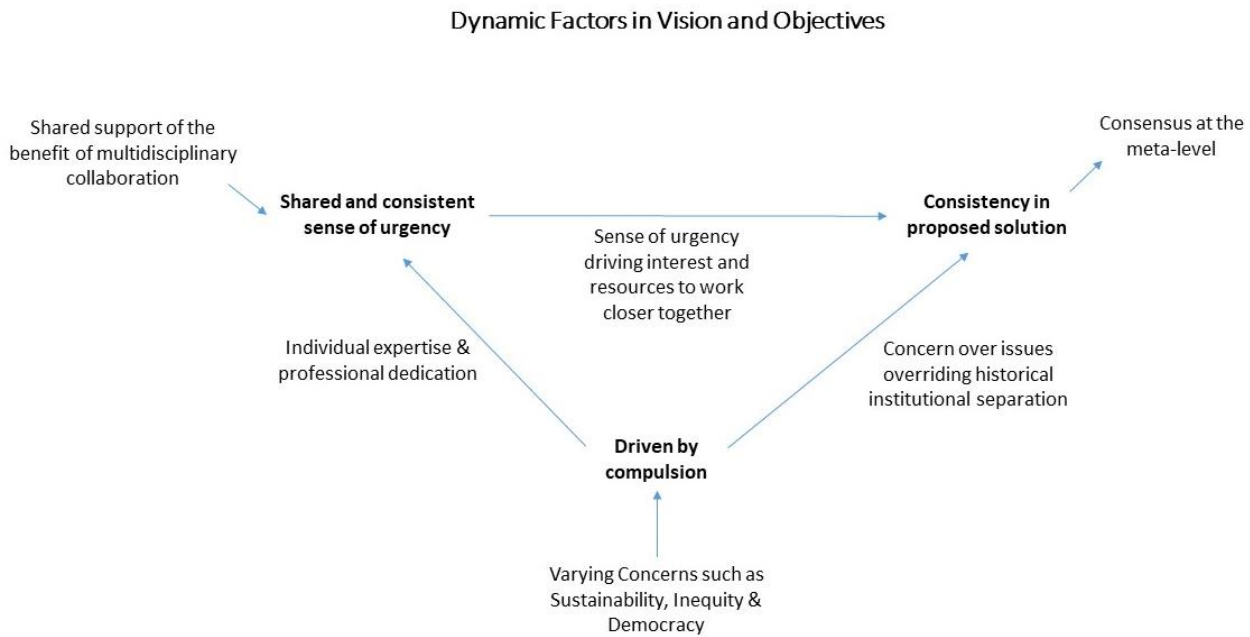


Figure 13 – Dynamic factors in vision and objectives

Participants in the GP expressed a shared sense of purpose and urgency to promote broader MoP. They believed that the current approach would not address social and environmental issues as they were not given sufficient importance. Individual concerns of participants regarding issues such as inequity or sustainability provided motivation for supporting the goals of the GP. The sense of urgency generated momentum and political influence to push for change. Participants applied their professional dedication and expertise to provide support, time and resources to GP events and activities. The GP effectively conveyed a vision and objectives that both attracted and harnessed this support, achieving a form of meta-consensus for the acceptance of a broader MoP framework by policy makers. This created a sense of shared purpose that transcended disciplinary myopia and organisational structures.

8.2.2 Leadership

8.2.2.1 Disciplinary Myopia

Although there was consistent support within the GP for a measurement framework with multidisciplinary dimensions, there was a lack of consistency in the terminology used. Some respondents referred to wellbeing, while others referred to the social pillar or equitable wellbeing. The use of inconsistent terminology and disciplinary jargon worked against the GP by contributing to the perception that the goals of the GP were broad and ill-defined.

In part, the use of different terminology was a result of the tendency for each participant of the GP to frame the issues which the GP was interested in from the conceptual framework of whatever discipline they were trained in. This was explored previously in Chapter 5 which concluded that many interviewees came from

specific disciplines and their original training was in one specific area of statistics and were seemingly much more comfortable discussing policy processes rather than the organisation's goals. The economists who were interviewed tended to use economic jargon and concepts in discussing social and environmental issues, while other social scientists emphasised the social equity aspects of the analysis of the economy.

This understandable tendency contributed further to perceptions that the goals of the GP were less than clear, and also weakened the ability of participants to develop more detailed and tangible goals for the GP and work towards a common set of outcomes. The lack of clarity around outcomes contributed to frustration for GP participants who felt that nothing concrete was being developed or could be agreed upon.

8.2.2.2 Abrupt Removal of the Leader

The change of leadership of the GP that accompanied the changeover in the role of Chief Statistician signalled more than a change for the GP. The role of Chief Statistician, as a senior member of OECD leadership, represented a new phase in OECD leadership and direction. This new leadership was to carve its own agenda and priorities, as would be expected in changes to senior management. For stakeholders of the GP this change represented a suspension of the agenda of the GP. The abrupt nature of the leadership change to the GP at a time of strong participation was interpreted by respondents as institutional resistance to the change agenda of the GP. Having noted a spike in interest in broader MoP within international forums and committees beyond the OECD, the change in leadership left stakeholders to the GP unsure of the direction and strength of the measurement agenda.

8.2.2.3 Perceived as Representative of a Faction

According to some respondents, the professional histories of some of the participants within the network indicated that they operated as a faction within stakeholder organisations, and that they shared a common agenda for change, and were not necessarily representative of the broader whole. The OECD would later shift away from the measurement agenda and the emphasis on social, economic and environmental measurement and the beyond GDP terminology employed by the GP. This, for some respondents, was evidence that senior management at the OECD had been reserved and cautious with the agenda of the GP.

Following the cessation of the GP the Your Better Life Index was released. It was designed so that users could select priorities from a predetermined set of measures. According to the empirical findings presented in Chapter 5, Section 5.3, the Your Better Life project came about as a result of influence generated by the GP. The Your Better Life measurement framework was promoted as one initiative of the OECD among many, rather than as an overarching theme for the organisation. References to environmental sustainability in the agendas of subsequent events and publications declined substantially. The perception of factionalism within the power structures of the OECD, and the perception that the GP represented a view held by some but not all, was a factor which made it difficult for the GP to achieve its objectives.

8.2.2.4 No Formal Cessation of Global Project

The OECD did not formally announce the conclusion or cessation of the GP, other than a brief reference in a footnote within an OECD document in 2014 stating “The Global Project was active between the years of 2007 and 2011” (OECD, 2014). References to the initiative decreased over time, and eventually the initiative began being referred to in the public domain in the past tense. The stakeholders of the GP continued to be active participants in the OECD and related events, as many held professional positions which involved ongoing involvement in the work of the OECD. Life returned to normal, as it were. Some key figures in the network turned their attention to participating in initiatives related to the UN Sustainable Development Goals (SDGs), maintaining consistency in their actions to support and advocate for the integration of dimensions towards broader MoPs. The previous GP management continued to hold prominent positions at subsequent World Forums. At the fifth World Forum in Guadalajara, Mexico, in 2015, there was a breakfast panel on the future work in MoPs. The original management of the GP and key figures from the GP made presentations at this panel. This event attracted the strongest participation of all breakout sessions, with more than half of conference participants attending.

8.2.2.5 Withdrawal of Institutional Support

From formal documentation from the GP and OECD it can be understood that the receptiveness and level of support from the senior management within the OECD was critical to the GP’s ability to carry out a change initiative. The OECD senior management initially approved, endorsed and supported the work of the GP. For some participants, the alignment of the vision of the GP with their own vision was the only prerequisite for support and action, and in this case a lack of support by senior management meant that the GP and its supporters were forced to act as a faction within an institution. Formal support and endorsement of the GP ceased following the removal of key GP staff, as did references to the GP in formal documentation from the OECD and references to the NoN. The GP’s NoN was effectively disbanded as a result. The World Forum and Wikiprogress.org continued without the GP and the Your Better Life Index was managed and promoted by the OECD.

8.2.2.6 Synthesis – Leadership

The five intermediate themes discussed above related to the leadership of the Global Project are interrelated and worked together as a set of dynamic factors. Figure 14 below illustrates the interrelationships between these intermediate themes. This is followed by an explanation of the synthesis of these themes.

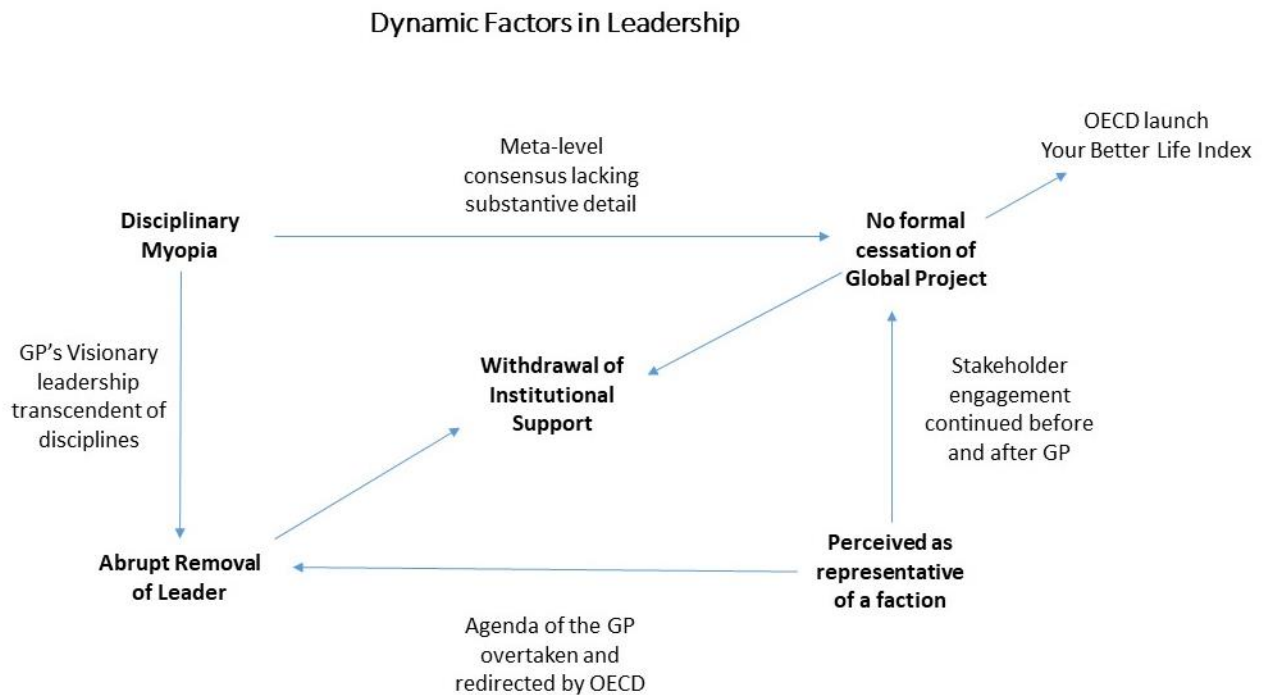


Figure 14 – Dynamic factors in leadership

The leadership of the GP achieved a broad consensus in support of its vision and objectives, as described in Chapter 8, Section 8.2.1 above. The support was propelled by a sense of urgency regarding issues that participants in the GP agreed could be addressed through the development and adoption of a broader MoP. The leadership of the GP was effective at communicating a shared vision that elevated the goals and aspirations of stakeholders, as described in Chapter 7. A groundswell of interest propelled the GP and participation grew each year the project was active, 2007 to 2011. Despite this broad consensus, the GP leadership faced significant impediments to achieving its stated objectives. Stakeholders used disciplinary jargon and emphasised solutions consistent with their professional expertise. The focus of leadership was on growing the network of stakeholders, and building and maintaining consensus was given priority over leading a detailed or systematic program towards formulating recommendations for a new framework.

OECD senior management remained cautious about providing institutional endorsement of the GP. Support from senior management is an important requirement for effective IBNs, and the withdrawal of institutional support and redirection of the objectives of the GP occurred in 2009, just prior to the third OECD World Forum. The GP was disbanded without a formal announcement, with the focus of the OECD shifting towards promotion of the Wikiprogress.org sharing platform and the development of the Your Better Life Index. The change in the focus of the GP imposed by OECD senior management, and the withdrawal of formal endorsement and recognition of the GP by the OECD, generated uncertainty among supporters of the GP regarding the direction of the organisation.

8.2.3 Organisational Structure

8.2.3.1 Networking an Invaluable Resource for Participants

Stakeholders of the GP described networking with professional peers as the single most valuable resource for achieving their professional objectives. When this is considered in light of the knowledge that GP supporters felt compelled to participate out of a personal conviction, consistent with a long-standing vocational altruism, this indicates that the network provided stakeholders with access to a potent and valuable resource. The GP's promotion of such participation provided it with access to the inherent energy which propels professional networks. To organise and focus this energy in a certain direction was one of the keys to the GP developing momentum.

8.2.3.2 Approach was both Top Down and Bottom Up

The hybrid organisational structure meant that the GP operated as a top-down hierarchical organisation and a bottom-up network with open membership and participation from stakeholders. The GP adopted a strategy of using top-down leadership within international organisations through the establishment of GP partners while also fostering a bottom-up push for change from within the member countries and beyond to generate a call for action through demonstrations of support at events and activities and pledges of resources and endorsement from a wide range of institutions. The GP displayed both top-down and bottom-up influence to build substantial momentum, and this gave the GP a much larger presence than its financial or formal position within the OECD would have suggested.

8.2.3.3 Followed an Atypical Change Cycle

As described in Chapter 4, Section 4.4, the GP progressed through three phases of development between 2004 and 2012, starting from the initial outreach to potential stakeholders at all levels within international organisations from the grassroots through to senior management. This was followed by a period of advocacy, recruitment and the fermentation of concepts into a single vision which was refined and improved through presentations and meetings. Organisational endorsement from the OECD and other key international partner organisations gave credibility to the venture. The build-up of initial interest was consolidated with the formulation of a manifesto and the creation of events and activities where physical spaces were provided for stakeholders. This enabled stakeholders to coalesce in a show of support and build network ties with new and existing contacts. These connections were formalised within the structure of a network. Just prior to the cessation of the GP, Wikiprogress.org was established and resourced by the OECD to provide a central repository for ongoing work within the field. Throughout this process the GP shifted gear at each stage to change the main focus of effort during the phases of ramp-up, peak interest and wind down, demonstrating adept change leadership skills.

8.2.3.4 Physical Spaces Essential

The GP provided the network with physical spaces where stakeholders could gather during events and activities. The meeting rooms, conference halls, break out areas, hallways and dining spaces, funded by the OECD, member countries and institutions supportive of the GP, provided an essential opportunity for individuals within the network to connect. Over the course of the GP, relationships within the network were created and pre-existing relationships strengthened. Each World Forum acted as a milestone in the ongoing discussion of the GP, with a renewed and updated vision as the GP progressed through its phases of evolution.

8.2.3.5 Remained Fluid and Amorphous

The network changed shape and identity throughout the course of the GP, with significant figures and grassroots participation fluctuating in levels of participation over time. This was welcomed, and the focus of the GP was on inclusiveness and on creating a culture of welcoming contributions in whatever form they came. These contributions ranged from providing resources for hosting and conducting an event to having human resources and time allocated for GP activities. The network grew quickly and successfully, in part because participants felt a sense of ownership of the objectives of the GP. It was seen by participants as a collective initiative, propelled by stakeholders. By achieving a sense of 'we' throughout its life, the GP members were able to utilise the network as an invaluable resource to extend the working capacity of the GP.

8.2.3.6 Communication Less Bureaucratic

The network was able to exploit the existing formal diplomatic channels of communication within the OECD and between the OECD and its membership and related organisations. As a network of relationships, the network could navigate more freely than the traditional bureaucratic processes of communication. For example, the GP could engage and include organisations regardless of any requirement for established memorandums of understanding (MOUs) or formal documentation defining the arrangement between the entities involved. MOUs for the GP were developed during the life of the GP, however the benefits of these were regarded by GP staff as not particularly adding value to the goals or activities of the GP.

8.2.3.7 Synthesis – Organisational Structure

The six intermediate themes discussed above related to the **organisational structure** of the Global Project. They are interrelated and worked together as a set of dynamic factors. Figure 15 below illustrates the interrelationships between these intermediate themes. This is followed by an explanation of the synthesis of these themes.

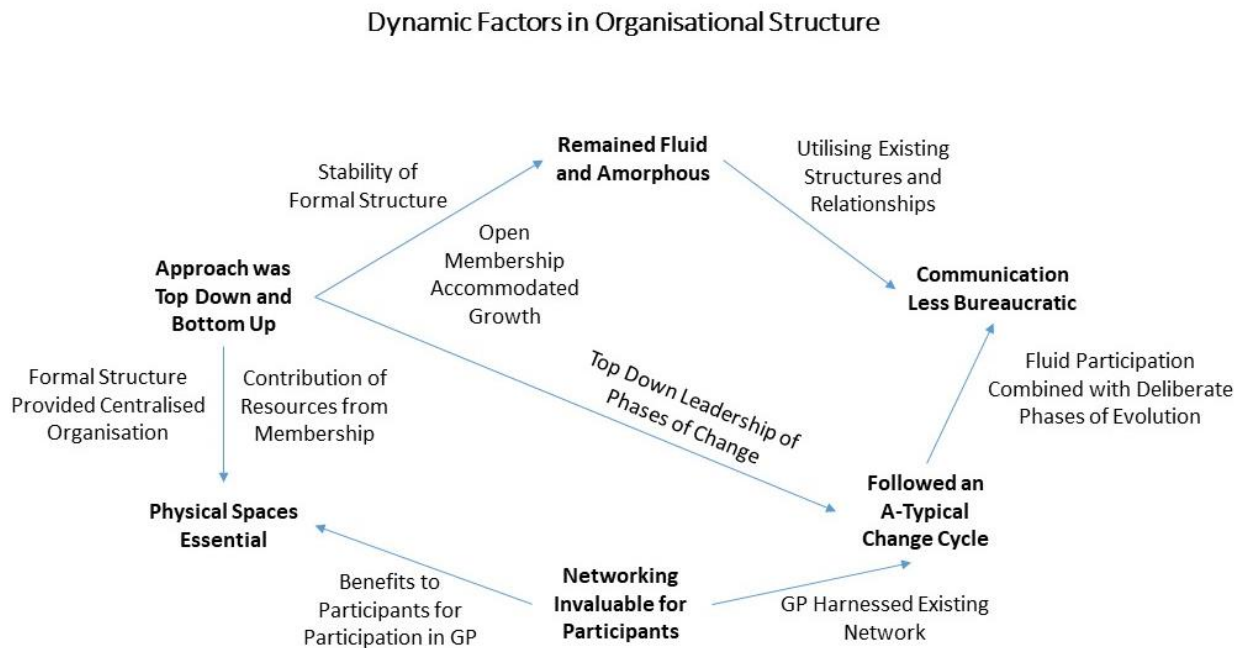


Figure 15 – Dynamic factors in organisational structure

The GP was a hybrid of a top-down hierarchical organisational structure and bottom-up participation from an informal network with open and inclusive membership. The GP effectively harnessed the credibility of institutional endorsement from the OECD, the formal support of partnerships from international organisations, and the groundswell support of active participation from stakeholders in events and activities. The GP also utilised existing network relationships between individuals and generated new network relationships between disciplines. This promoted interest and influence which transcended bureaucratic processes. The phases of the GP were responsive and adaptive to the level of participation, with events and activities designed to provide physical spaces to progress the agenda of the GP. The GP harnessed support from stakeholders in the form of resources and institutional endorsement, allowing a small number of GP staff to manage and resource an international project with thousands of participants.

8.2.4 Outcomes

8.2.4.1 Too Broad to Deliver Comprehensive Outcomes

Having effectively engaged stakeholders from across the spectrum of stakeholder organisations regarding broader MoPs, the greatest challenge for the GP was to organise and deliver comprehensive and achievable outcomes. There was neither consensus nor progress made on what a comprehensive set of outcomes might include. OECD senior management, through its subsequent focus on the Your Better Life Index, demonstrated its interest in measurement frameworks. On the other hand, the respondents who were actively involved in the GP were primarily focused on changing the interactions between statistical experts and those responsible for policy development. They aimed to do so by way of the creation of a connecting

step whereby statistical experts and policy makers worked together in a deliberative process of integrated policy development. The GP achieved neither of these two outcomes. Its main outcomes centred around building a consensus that economic, social and environmental outcomes needed to be integrated into policy development for societal progress to be comprehensively achieved.

8.2.4.2 Cessation of Hosting of Network of Networks

Networks which arise organically are often a prelude to the formation of a new entity, such as an association. Goff (2015, p. 408) describes the process whereby members of a new alliance associated with the UN developed the core of the alliance through repeated interactions, a set of basic norms and core values prior to forming a formal association. Evolution towards a formal association was part of the vision of the GP leadership and in the case of the network this did not eventuate. The membership disbanded following the World Forum in 2009, as there was no ongoing formal recognition by the OECD of its existence. Stakeholders from across the network continued to support initiatives with a similar vision to the GP, of their own accord. The energy behind the GP shifted to some extent to focus on the development of the SDGs and also to local projects and initiatives.

8.2.4.3 Lack of Proof of Concept

Despite a fairly consistent picture emerging from GP participants about the desire for a new step to be created whereby experts from different disciplines deliberated on equal terms in the development of integrated policies, no respondents could point to a known example of this change operating in practice (see Chapter 5). If the objective of the GP was to achieve change, then there was no evidence of this having occurred over the period in which the research was conducted.

The events and activities of the GP provided multidisciplinary spaces for GP participants to network and develop new contacts. A goal held by GP participants, as identified in the empirical findings presented in Chapter 7, Section 7.1, was the creation of formalising multidisciplinary deliberative processes. This goal was not, however, referred to explicitly in formal documentation of the GP, and no formal steps were taken to develop a proof of concept or a working model for organisations to adopt. The GP also set out initially to develop a new measurement framework, but this goal was not mentioned in formal documents of the GP beyond the initial period.

The elements of effective change agency include the ability to organise a systematic plan of action for change as presented in Chapter 2, Section 2.2, with decision-making processes for developing and implementing a new approach within organisations. The GP did not convene stakeholders for the purpose of developing processes or a proof of concept. Forums remained at the meta-level of building broad consensus for change towards the adoption of multidisciplinary measurement frameworks. The difficulty in achieving consensus in defining progress and arriving at unanimity around a measurement framework is acknowledged

by Hall, Giovannini, Morrone and Ranuzzi (2010). The authors, some of whom held leadership positions in the GP, highlight the importance of the expertise and rigor provided by practitioners and researchers, developing a framework that is broad enough to accommodate different societies and cultures, encompass the main frameworks developed to date and adheres to a set of proposed principles in framework design (Hall, J., Giovannini, E., Morrone, A. & Ranuzzi, G., 2010, p22).

8.2.4.4 Lack of Policy Maker Engagement

The stated goals of the GP in the initial stages of the project were to raise awareness and foster participation, not only from the statistical community but also from those involved in policy development. GP events were promoted in such a way as to overtly call upon policy makers to participate. GP participants over the life of the project tended, however, to comprise primarily those in the statistical community. As the GP progressed through its various stages of development, the absence of policy makers (see Chapter 8, Section 8.2.4) limited the organisation's ability to achieve its objective of bridging the methodological gap in the step where statisticians hand over data to policy makers.

As noted in Chapter 5, Section 5.5 the target group of the change, i.e. policy makers, were not represented within the GP itself though the GP actively sought to include policy makers in GP activities.. The absence of policy makers in the GP, and GP's ineffectiveness to directly influence policy makers, were inhibiting factors preventing the GP from achieving any substantive changes to the status quo. The inclusive structure of the networks enabled participants to determine the nature and extent of their involvement in GP activities. This inclusive structure deliberately set out to engage policy makers, who were the target group for change creation. However, involvement by policy makers was lacking. Respondents credited the GP with elevating the amount of discussion within stakeholder organisations regarding broader MoPs, an outcome far removed from achieving the type of integration in policy making that was desired.

Stakeholders of the GP also identified equitable democratic representation of the needs of citizens in the process of measurement frameworks and policy development as a priority. However, engagement and communication with citizens was not part of the strategy of the GP. The vision of the GP was not therefore accessible to citizens.

8.2.4.5 Credited with Increasing Discussion

The GP was credited by respondents with increasing the discussion within stakeholder organisations regarding broader MoPs, and with raising the profile of the issues at the heart of the discussion. Respondents noted an increase in the amount of time and the level of prominence given on international committees to the issue of broader MoPs, and attributed this increase directly to the work of the GP. A small number of respondents noted an element of peer pressure within the OECD and its associated networks to participate in the GP as it was an endorsed initiative of the OECD.

8.2.4.6 Synthesis – Outcomes

The five intermediate themes discussed above related to the **outcomes** of the Global Project are interrelated and worked together as a set of dynamic factors. Figure 16 below illustrates the interrelationships between these intermediate themes. This is followed by an explanation of the synthesis of these themes:

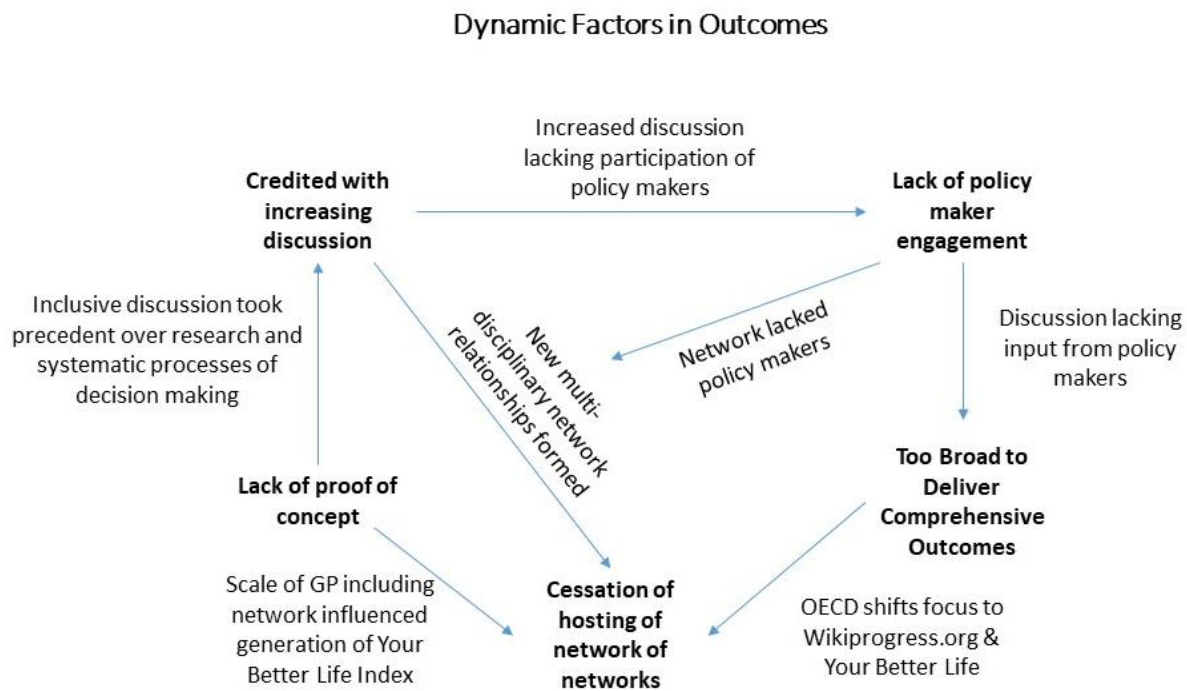


Figure 16 – Dynamic factors in outcomes

The GP set out to stimulate discussion about broader MoPs for the promotion of the development of a new measurement framework and for the adoption of new MoPs by policy makers, as described in Chapter 4. The GP was effective in stimulating discussion between stakeholders and increasing the number of network relationships between disciplinary experts. The GP prioritised building a network of stakeholders over establishing systematic processes of deliberation and decision-making. The discussion on broader MoPs did not progress beyond a broad consensus. The GP were seeking to influence a key stakeholder group, policy makers, who were not actively engaged with the project. The lack of input from policy makers and the lack of deliberative and systematic processes of decision-making impeded the progress of the GP in achieving its objectives. Institutional endorsement for the GP ceased and the network was effectively disbanded.

8.3 Synthesis of Meta-Themes

The framework of analysis for the research presented in 1.3 is comprised of three intersecting theoretical lenses, bringing an interdisciplinary perspective to the research. The framework drew from the bodies of literature on measures of progress, network of networks and agents of change, as presented in Chapter 2. In

this chapter, the intersections of the three theoretical lenses will assist in eliciting and interpreting meta-themes which, woven together, will develop theory in response to the research questions. Section 8.2 above brought together a set of 19 intermediate themes arising from the synthesis of empirical findings in Chapters 5 through 7. This final stage of synthesis offers a reflection on the empirical findings in Chapters 5 through 7 and the intermediate themes in Chapter 8, Section 8.2 above.

The process of reflection for the synthesis of meta-themes is guided by the question ‘What do the empirical findings and intermediate themes tell us about the Global Project and its ability to effect change and achieve its objectives?’ Below is an analysis of the research findings, presented within the context of relevant literature, followed by identification of the meta-themes that inform the conclusions of the research.

8.3.1 Comparative Understanding of the GP as a Network

Examining the nature of the GP as a network and the nature of other networks operating within similar contexts contributes to a greater understanding of the GP as an AoC. Early in my research, the terminology and theoretical framework which was utilised for examining the GP as a NoN came from social network analysis (as described in Chapter 3, Section 3.2). The initial coding and analysis of results on the GP as a network used the language of SNA. The terms used included: nodes, hub, thinness and thickness of ties and actors. Each of these terms helped to describe the nature of the architecture of a self-organising relationship network.

The empirical findings, identified through coding and analysis in Chapter 6, and the intermediate themes identified in Chapter 8, Section 8.2 above, contributed to an understanding of the GP as a network which was subsequently compared and contrasted with the types of networks found in the literature. From this process a more precise identification of the nature of the GP’s NoN emerged. This NoN incorporated two types of networks, firstly transnational advocacy networks (TANs) (Keck & Sikkink 1999; Murdie 2014) and secondly institutionally based and instigated networks (IBNs) within international organisations (Ruggie, 2001; Kell, 2003; McIntosh, Waddock & Kell, 2004; Gilbert, 2012). The body of literature related to TANs and IBNs uses a different terminology to social network analysis (SNA).

In SNA, the relationships between the actors in the network, and how the network functions as an organism, have been a focus of empirical studies. With TANs, terminology is employed which helps to deepen our understanding of the interactions between the organisations involved. Here, relationships are understood using a deductive process of inquiry. In TAN theory, ties of influence are driven by values rather than professional benefits or institutional norms (Keck & Sikkink 1999, p. 89) and the focus of the analysis becomes the network as a vehicle for value-laden discussions between actors committed to a common purpose. Keck and Sikkink (1999) describe dense exchanges of resources and information and ascribe

transnational advocacy networks with the ability to instigate changes in world politics through adherence to principled and closely aligned values and beliefs. Murdie (2014) focuses more on the formation and structure of transnational advocacy networks and the implications of these network structures for objectives and outcomes.

The identification of the extent of influence that can be exerted by transnational advocacy networks demonstrates that whilst the structure and agenda of the GP within the institutional setting of the OECD is important for credibility and endorsement, the most potent opportunities for change belong within the informal channels of influence and the relationship networks that exist within the transnational advocacy network present within the GP. Such a network, as described by Keck and Sikkink (1999) can possess the collective influence to generate the changes sought by the GP.

The literature on TANs is concerned more with the nature of the interactions and values underpinning the NoN than with examining the thinness or thickness of relationship ties or identifying the hubs and nodes that are the focus of social network analysis. Therefore, the language within this section will be aligned to the terminology employed for transnational advocacy networks, and this section focuses more on the form and focus of networks as mechanisms of influence.

The GP's NoN, initiated from within the institutional setting of the bureaucratic and hierarchical management of the OECD, was intended by the GP to extend the scale and influence of the GP within the OECD and its stakeholder organisations in order to further two broad objectives: firstly, the adoption of broader MoPs by nation states and international organisations and, secondly, to foster the sharing of information and knowledge on initiatives related to broader MoPs between international, national and local stakeholders. The OECD was therefore playing host to a network which was fulfilling two different expectations: to *influence* the OECD to endorse and accept the importance of broader MoPs beyond those grounded in economics, and to play the role of *neutral* facilitator to the sharing of information of initiatives. These two expectations are complementary but require markedly different functions and structures, the first being a focus on advocacy for change and the second being a focus on education and development.

Two international networks with which to compare and contrast the GP in terms of form and focus operated within the UN and functioned in the years prior to the work of the GP. The UN Global Compact, organised and managed by the UN, was an IBN of private institutions wishing to voluntarily work towards ten agreed principles around ethical and environmental practices in business (Gilbert & Behnam 2013). The UN Global Compact worked with a group of networks, creating a form of NoN structure. The ten principles gave the UN Global Compact a clearly defined objective with a clear allocation of managerial roles to the UN and voluntary participation by businesses. Network participation in the UN Global Compact involved formal

registration of membership and the ten principles provided a structure for participation that was more clearly defined than the network participation in the GP.

The second contrasting type of network to the GP NoN is the transnational advocacy network (TAN). TANs form around a common purpose through the UN to drive change to the practices of nation states (Murdie 2014). Unlike the GP NoN, transnational advocacy networks are not usually formally established within institutions as an entity. The influence of TANs is substantial in driving change among national governments through informal power networks (Mundy & Murphy, 2001). Participants in the GP's NoN shared a deep-seated desire to advocate for a substantive change to broaden MoPs, with a view to greater integration of the dimensions of societal progress in policy development. The altruistic convictions of the participants in the GP's NoN compare with the qualities of TANs which operate as social movements within informal and formal relationship networks in stakeholder organisations that have the power to influence governments.

Though these two examples of networks, the UN Global Compact and transnational advocacy networks, are distinctly different to each other, they share characteristics with the GP NoN. The GP established events, activities and an online repository designed to foster the sharing of ideas and information between localised projects related to broader MoP, with the GP acting in a managerial and coordinating role, like the role performed by the UN Global Compact. The second function of the GP NoN was that the GP invited and attracted stakeholders who, as individuals and as a network of relationships, shared deep-seated concerns regarding the need for broader MoPs, combined with a sense of urgency for change as described in Chapter 5, Section 5.4. The nature of this network focus is more aligned to the function of a transnational advocacy network, with network members using the GP as an institutional mechanism for building pressure towards change.

A TAN and an institution-based network such as the Global Compact have different resourcing needs and different modes of engagement with relevant institutional actors. The TAN, resourced by organisations from the grassroots level, can share resources between a vast network of grassroots institutions and use informal relationship networks to leverage significant influence. Goff (2015) describes TANs as possessing a collective ability of non-state and state actors to exert influence on the direction of governments, in the absence of leadership and action by governments. The TAN can independently exercise pressure and influence for change can be exerted to trigger a response from nation states. In the UN Global Compact, participation by businesses is entirely voluntary and the type of mechanism for change which the network provides is as an enabler of knowledge sharing and collaboration.

The GP NoN did not conform to the common path of an emergent network found in the literature (Goff, 2015; Keck and Sikkink, 1999; Stone, 2002). Networks typically form initially from the grassroots in response

to a gap between institutional structures and the needs of grassroots organisations and individuals. In the case of the GP a deliberate strategy was implemented of fostering and formalising a network structure as a change mechanism. The GP NoN operated more as an institution-based network, with the parameters defined by the GP office and managed by employed staff within the GP office.

8.3.3 Prompted Development of Your Better Life Index

The debate on MoPs within the GP confirmed the conceptual and methodological criticism raised by scholars in the literature on MoPs. The scope of the GP was broad in that it set out to include all aspects of measurement deemed by stakeholders to be a priority. The debate on MoPs expanded over the duration of the GP (from 2007 to 2011) without progressing through the initial phase of conceptual development. Instead, the scale of the debate in the GP and the level of momentum established prompted the OECD to research, develop and launch the Your Better Life Index during the winding down period of the GP.

The design of OECD Your Better Life Index addresses a number of the conceptual and methodological concerns identified by stakeholders of the GP and in the literature on measurement frameworks, as detailed in Chapter 5. Rather than being prescriptive, the index allows the user to determine the ranking and priority of measures. The index addresses the concern regarding the point at which data is best aggregated. The index allows for individual, local, regional, national or global aggregation, scalability and application. These features address directly the conceptual and methodological concerns of stakeholders of the GP. The Your Better Life Index has since been the subject of scholarly criticism, consistent with that of other measurement frameworks.

The GP had developed a level of momentum through establishing and developing a NoN as a form of organisation. One finding in relation to the GP as a network is that the GP comprised participants who brought to the GP extensive, long-standing relationship networks that provided instant networks of influence to the GP. Networks were a normal and recognised form of organisation for participants to adopt for collaboration on a shared interest, or for generating influence on a particular issue. The organisational context in which the GP established an institution-based network was one where senior international professionals were familiar with participating in networks as a form of organisation.

The research findings on the GP as a network indicate that the GP developed and implemented an agile leadership strategy. This strategy involved iterative cycles of travelling, listening and distilling ideas, and then developing a set of events, activities and outcomes, such as the Istanbul declaration. The Global Project adopted a leadership strategy that made effective use of the interest and participation of individuals within stakeholder institutions to leverage support and resources in the form of facilities, funding and human resources for hosting and conducting events and activities. Stakeholders from a range of roles and

institutions developed new network connections as a result of these stakeholder-hosted events and activities.

As the network grew, organisations became part of the Global Project by way of methods of formal engagement such as becoming a Global Project partner, a sponsor to an event or activity, a member of an advisory committee or Global Project board, or a signatory to a memorandum of understanding or declaration. These symbols and visible demonstrations of support built credibility for the Global Project. For the GP, part of its political influence which led to the creation of the Your Better Life Index was generated by the formal endorsement of an institution-based network, combined with the informal influence of existing and new relationship networks that were not confined by the formal hierarchical structures of organisations.

The characteristics of network leadership displayed by the Global Project are in some ways similar to the attributes ascribed to change agents. Institution-based networks and change agents generate influence through effectively networking across organisational structures and developing connections with stakeholders from a diverse range of roles and departments (Ruggie, 2001; Kell, 2003; McIntosh, Waddock & Kell, 2004; Gilbert & Behnam, 2013). Institution-based networks and change agents also use mutual interest, enthusiasm and participation from individuals across organisations to gather ideas, secure resources and build momentum.

The final set of findings in Chapter 7, in relation to the theoretical concept of AoCs, begins with an examination of the delegation of the role of change agent to the Global Project. From the scholarly literature on change agents it is understood that change agents can be appointed by senior management in institutions and delegated with the power to design and implement change initiatives. Alternatively, change agents can be self-appointed and may take up a position of advocacy in response to a groundswell of interest in change. The Global Project was a unique case study of change agent leadership in that the Global Project team comprised a member of the senior leadership of the OECD who, together with the Global Project team, established a change agent initiative within the OECD. Though empowered to a point with the authority to create a new initiative within the OECD, the Global Project continually stretched the boundaries of its designated authority to develop and implement a change initiative. As a change agent the GP used the structure of a network organisation to draw upon the credibility and resources of the institutions to build support. As the momentum of the Global Project grew, the OECD senior management responded by establishing a Global Project office, with staff and a reporting structure.

Towards the end of the Global Project the OECD senior management took direct control of the Global Project and shifted the focus, redirecting resources away from the NoN to the development and launch of the OECD Your Better Life Index. The OECD continued support for the Wikiprogress.org online platform for the sharing

of information on MoPs. The Global Project is not an example of a change agent for which power came exclusively from the top down. Nor is it an example of a bottom-up, self-appointed change agent. Rather, it contains elements of each type. The benefits of this model of change agent leadership were that it utilised the credibility of institutional endorsement whilst drawing on the fervour of a groundswell of interest in change. The disadvantages were that informed participants and observers of the Global Project, and the OECD leadership, remained sceptical about the OECD playing host to the Global Project. The existing power structures discreetly expressed reluctance, and in some cases opposition, to the OECD taking on the role of hosting a network.

The underlying hesitation of the OECD to fully support the network can arguably be seen as further evidence of the change agent capability of the small Global Project team. Chapter 7 details the similarities between the skills of change agents and the characteristics of the Global Project, including the GP's ability to influence, the credibility of its leadership, and its ability to overcome institutional barriers. The findings also identified several inhibiting factors and resistance to change, and the presence of a diverse range of views within the Global Project as to how best to move toward the fulfilment of its objectives.

The Global Project possessed some of the characteristics of a change agent, as described in the literature. In particular, this was true of its communication and interpersonal skills. The Global Project was effective in part because its representatives travelled widely and listened to the ideas and concerns of stakeholders, and because it distilled these ideas into a cohesive vision that was communicated persuasively and with authority. Participants in the Global Project experienced a resonance between individual ideas for change and the goals of the Global Project. The vision of the Global Project was communicated in a way that transcended cultural and institutional barriers and elevated the thoughts and concepts of participants to a vision that resonated with participants from different institutional context and professional disciplines

Participants in the Global Project described a degree of professional institutional isolation from opportunities to work collaboratively with a wider group of stakeholders, and demonstrated an interest in greater multidisciplinary collaboration towards the integration of measures of progress. The Global Project as an AoC identified and utilised this interest in multidisciplinary collaboration to construct a series of events and activities that established new network connections and built political pressure and momentum towards institutional acceptance of measurement frameworks.

The collaboration and networking enabled by Global Project events and activities generated a broad and inclusive debate on MoP frameworks which involved a diverse range of institutional stakeholders. The conceptual and methodological views expressed by participants of the Global Project differed substantially. Each interview respondent tended to frame their ideas in language and terminology consistent with their

initial academic training and their professional and institutional capacities. The apparent inconsistency between ideas which resulted from these variations in the use of language did not impede interest or reduce the participants' motivation to participate in the Global Project as a means by which to achieve greater interdisciplinary collaboration. Participants in the Global Project viewed multidisciplinary collaboration as a necessary and important way forward for achieving the integration of measures of progress in policy development.

The Global Project effectively utilised the organisational structure of a NoN to build momentum and support for its objectives. A small Global Project team developed and implemented an agile and evolving leadership strategy that identified and harnessed interest at the individual level and utilised the resources and endorsement of institutional structures to grow an extensive international network and build momentum and pressure for change. The Global Project lacked the systematic processes for decision-making associated with change agents. However, the Global Project built enough momentum and political pressure for change to induce the OECD to develop a new measurement framework that addressed the main concerns of stakeholders. From this, the role of change agent can be interpreted as involving the ability to trigger change, with or without the ability to manage decision-making processes and implement transformational change.

There was little consistency between Global Project stakeholders in terms of the conceptual development and the framing and terminology used to describe ideas on methodology for a new framework. Global Project stakeholders did however share a desire to see progress in the development of a new multidisciplinary measurement framework. The wide acceptance of measurement frameworks that has evaded previous initiatives may be possible by way of a development paradigm that treats multidisciplinary factors, not as a set of trade-offs, but rather as a framework for identifying opportunities for value creation – a system of interdependent measures rather than a set of competing priorities.

8.3.4 Policy Makers Largely Absent

The evaluation of different measures and opportunities for the multidisciplinary integration of measures into policy development requires that policy makers be engaged in this change process, and this was arguably the greatest challenge for the Global Project in its attempts to achieve its stated objectives. Whilst policy makers attended some of the Global Project events, there is little evidence of a substantive shift in the practices of policy makers within governments resulting from the work of the Global Project. The main actors that the Global Project was seeking to influence were policy makers and the ministerial officials to whom they reported. However, in the extensive and diverse network created by the GP, these stakeholders were not substantially represented. Stakeholders of the Global Project identified democratic representation as a priority for informing evidenced-based policy development, but the Global Project did not develop or

communicate a message to explain its vision for the development of broader MoPs, and did not engage citizens to seek change in measurement and policy development.

8.3.5 Global Project Stimulated Debate

The Global Project significantly increased the scale and inclusivity of the international discussion about MoPs. This discussion focused on the merits of broadening the measurement framework to include societal progress. This discussion took place largely without the participation or input of citizens and policy makers. These were two key stakeholder groups whose input was needed to ensure democratic processes for policy development. For the Global Project to be an effective change agent, it would have required the active involvement of both stakeholder groups.

Over the duration of the Global Project the discussion on MoPs became broader and more inclusive. The number of dimensions and considerations increased, and this probably increased the divide between the GP and the tools that policy makers were prepared to use. The Your Better Life Index was promoted as being accessible, including at the citizen level, but as with all MoP frameworks, adoption by policy makers remains low. The adoption of broader MoPs, including the Your Better Life Index and the UN SDGs, will require active engagement and active support from both citizens and policy makers. Stakeholders of the GP suggested that multidisciplinary forums and dedicated physical spaces within institutions could create an environment where the application of MoPs to policy development could be worked through. However, this suggestion has not come from policy makers and citizens. Consultation with these two stakeholder groups could provide information on solutions for developing practical processes in which policy makers would actively engage.

8.3.6 Mixed Outcomes of Network Structure

Whilst a stated objective of the GP was to play host to a NoN, in practice the GP staff and the OECD decided upon the structure and content of all formal communications. OECD senior management and GP stakeholders were unclear in their use of the term 'network' as a form of structure for the GP and could not readily articulate its composition. Only those within the GP staff held a clear concept of the network. During the winding down phase of the GP, the OECD sought to transfer the focus of GP activities to the local level through the Wikiprogress.org platform, which they promoted as a place where everyone could share information. However, the OECD staff still retained control over the content of the site.

Stange (2010) has shown that networks can exist with or without formal leadership, and that those with formal leadership are more likely to have a clear focus and tangible outcomes. The GP, however, did not adopt an effective working model for how the NoN operated and functioned in practical terms, leaving OECD senior management and GP participants unfamiliar with the network as a frame of reference when engaging with the GP and its activities.

The formal acceptance of organisations from a range of stakeholder groups as members of the network gave the appearance that the GP was far more substantial than it actually was in terms of financial resources or hierarchical standing within the OECD. In this way, the network served as a show of strength regarding the level of support for the stated vision and goals of the GP. The creation and growth of the GP was determined primarily by the vision and actions of the GP as a change agent. The GP took the initiative as a mechanism for creating a shift in the status quo. The publicly stated objectives of the GP, and the observations of respondents both internal and external to the project, paint a consistent picture of the GP as an agent driving change and fostering participation. The GP displayed the classical characteristics of an AoC as found in the literature – that is, a charismatic visionary with the ability to inspire participation and elevate the gaze of participants to envisage a substantial and inclusive change in the status quo.

The response of the senior management within the OECD to the GP's self-initiated role as AoC was the most significant factor in terms of the ability of the GP to carry out its stated objectives. The literature on AoCs differentiates between situations where change is deliberately and purposefully initiated by senior management and those where it arises organically from within an institution. It is the response by senior management over the course of the change initiative which determines the support and endorsement within institutional structures for the change process. In the case of the GP, senior management were slow to endorse the GP's vision and there was underlying resistance to some of its key elements. The OECD's interest in focusing on measurable outcomes increased the pressure on the GP over time. There was a disconnect between the OECD's view and GP participants' interest in focusing not on measurement but on the process of deliberation for policy development. This meant there was a significant gap between the expectations of two key sets of GP stakeholders.

A secondary factor preventing the GP from achieving its intended outcomes was the apparent lack of ability of the GP to translate a broad vision into a set of clear goals and tangible outcomes. The challenge of bringing on board a diverse set of stakeholders is that maintaining a spirit of togetherness can come at the expense of developing detail and structure to the organisation's vision. This inability to transition from vision to action, and an embedded reluctance within the existing power structures of the OECD, were both strongly present at the time of change of management of the GP.

The GP had two alternative modes of engagement. On the one hand, the GP acted as an AoC from within the OECD to build support from a wide network working towards substantive change to institutional norms at the OECD. On the other hand, at the same time it played a neutral, facilitative role in knowledge sharing about local initiatives. This division of purpose may have in some ways contributed to the differing views of participants and observers about the purpose and focus of the project. Following the departure of the GP as a change agent in 2009, the OECD continued to resource and promote the sharing of information through

Wikiprogress.org whilst all other activities associated with the GP ceased. This decision gave the GP a singularity of purpose as it now concentrated solely on managing and administrating content and knowledge sharing. The decision by the OECD to no longer make reference to the NoN was an indication of the institutional response to the role of playing host to an international network.

Despite the existence of different goals and objectives among GP stakeholders, there was an overarching common goal of seeking a transition towards broader MoPs. Each person who contributed energy towards the GP from within the team or the network of stakeholders contributed towards this common goal.

The GP's role of neutral facilitator in the sharing of information within the network created an environment conducive to change by creating spaces, in the form of an online repository, a project office, events and activities, whereby the exchange of information could occur. The allocation of physical spaces and recognised teams within organisational structures dedicated to sharing information meant that institutional actors were giving stakeholders permission to participate in a change process which involved exchanging information, knowledge and experience.

Formal documentation generated by the GP, together with information gathered through a prolonged period of immersion as participant as researcher, as documented in Chapter 4, provides a picture of the GP as a change initiative, facilitating change, fostering participation and creating a vision, consistent with the characteristics of an AoC provided by Zaltman and Duncan (1977). Coding and analysis of research interviews, documented in Chapters 5 to 7, identified that GP participants regarded the GP as the project leader and participation was attributed to the role the GP played as change agent in invoking a response and support for a vision. According to Arrata, Despierre and Kumra (2007) the role AoC can be assigned to an individual or team.

Several organisational development studies that examine AoCs have focused exclusively on the attributes of the individual leader or team that has been assigned the role of change agent (Armenakis & Bedeian, 1999; Battilana & Casciaro, 2012; Dacin, Goodstein & Scott, 2002). However, the effectiveness of the GP in the context of the OECD depended more on the interactions between the institutional actors within and surrounding the GP than it did on the communication skills of the individual leader.

8.3.7 Change Agency as a Set of Dynamic Interactions

The agenda for broader MoPs, also known as the 'measurement agenda, relates to the priorities, values, visions and goals of governance institutions. The measurement agenda includes a debate about development paradigms and the measurement frameworks which support and express them. The GP was an initiative instigated by the Chief Statistician within a hierarchical institution which comprises a Secretary General, a board of directors and formal and informal power structures. The GP was also a manifestation of

a broader question about the strategic direction of measurement and societal progress. Each of these factors played a part in the interactions of the GP within its institutional context. To understand the GP as an AoC it is necessary to look at the conversation between the actors involved and how this conversation evolved.

The role of change agent existed wherever the interplay between actors occurred. This interplay occurred between NoN membership and each individual's institutional context; between the NoN as a collective force and the OECD which hosted GP events and activities; and between the GP as change agent and the senior management within the OECD. Each type of interaction is a different element of the greater discussion which the GP facilitated as an AoC. The following diagram illustrates some of the many interactions which comprised the role of change agent within the GP. The interactions show the flow and nature of the influence between various actors engaged with the GP.

Change Agency as a Dynamic Set of Interactions

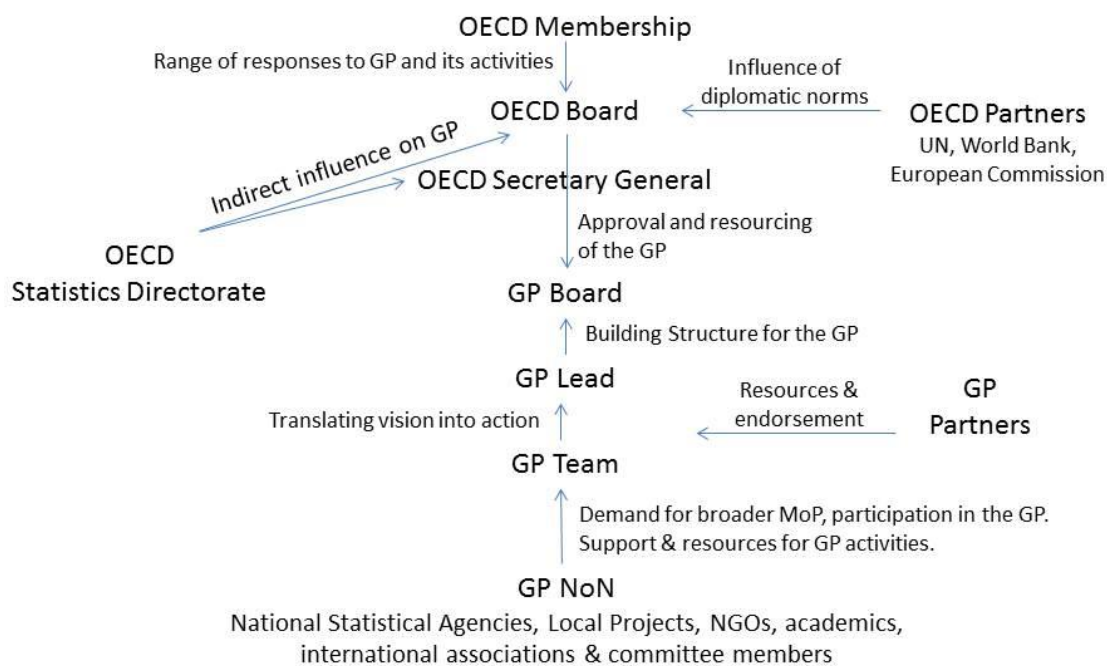


Figure 17 – The OECD Global Project's role as "Change Agent" as a set of dynamic interactions

Figure 17 above illustrates the dynamic interactions between the GP and its stakeholders. Though the GP acted as change agent, the interactions with stakeholders influenced the evolution of the GP and the extent of its influence. The departure of the leader of the GP in 2009 resulted in a decline in momentum and interest, and the GP was effectively disbanded. Formal references to the GP ceased, and there was a

substantial reduction of scope and resourcing. The centrality of the GP lead in the diagram above illustrates the dependence of the GP on this one figure within a broad and active set of interacting actors.

It is the entirety of the interactions of the GP which comprised the dynamic function of change agent and which actively influenced the outcomes and direction of the GP as a change initiative. The term AoC is largely confined to the literature on organisations. The broader use of the term AoC, which extends beyond an individual leader, can be found in various parts of the literature including research on international diplomacy and politics (Goff 2015). Kumar and Singhal (2012) recognise the importance of the interactions between agents and actors in an institutional context. The synthesis of the research results of the GP provided in Chapter 8, Section 8.2 points to a need for more research and greater understanding of the dynamic interactions of change agents operating within international organisations.

Towards the end of the GP, the discussions in the OECD and among its partners had evolved. The OECD ceased providing resources for ongoing GP events and activities other than Wikiprogress.org, with the sharing of information remaining a priority. The international discussions around broader MoPs continued to evolve following the cessation of the GP. In the final years of the GP and in the years directly following, the United Nations developed a new framework of the Sustainable Development Goals (SDGs) which comprised 17 nonbinding goals and 123 targets. The SDGs were ratified by 194 member countries of the UN (Le Blanc, 2015; Sachs, 2012).

The interactions associated with AoCs take place in an iterative process of diplomatic communication between stakeholders, who communicate either from formal positions within a hierarchical institution or from within a network advocating change. This fluid and informal exchange of influences may not be documented in the formal proceedings of international organisations and yet the dynamic exchange between networks and institutions is a permanent feature of international organisations.

From 2009 onwards, a set of exchanges signalled the winding down phase of the GP with a refocus of project staff, the cessation of GP activities and there was no further mention by the OECD of the network of networks. The role of change agent for the GP can best be described as a conversation between stakeholders, a conversation which involved the exchange of signals and responses between institutional actors and the network of GP participants.

The expansive international discussion that the GP fostered and facilitated placed a strain on the thinly resourced project team who were able to build substantial momentum across a wide range of institutions as a result of having a large number of participants who were interacting with GP events and activities. Chapter 8, Section 8.3.2 describes the nature of the interactions as a form of change agent which has many moving parts and yet is held together through the central role of the GP.

The GP stakeholders were not the decision-makers, so effectively the project was concerned with creating change in a group, i.e. policy makers, that was not involved in the GP. The events, activities and formal documents coming from the GP focused more on the need for measurement frameworks than it did on the process of decision-making, despite primary research respondents being focused on the process as the primary objective. Research respondents were precise in their descriptions of possible changes to the decision-making process for policy makers. In particular, they called for formal recognition within institutions and for designated physical spaces where experts from various disciplines and policy makers could participate in a deliberative policy development process. In this scenario, respondents recommended giving equal decision-making powers to both data specialists from various disciplines and policy makers.

The proposed idea coming from stakeholders of the GP for a deliberative decision making process is consistent with the proponents of deliberative democratic processes for policy development. Fischer and Gottweis (2012) describe the failure of the current technically and scientifically focused process driven policy development to solve today's complex societal problems. Deliberative participation in policy development that is inclusive of stakeholder input is presented as a flexible and adaptive form of essential consultation and collaboration that is required in order to adequately policy solutions to complex problems (Fischer and Gottweis, 2012).

Deliberative democratic processes of policy development are presented as the solution for addressing a multiplicity of factors within economic activity and environmental degradation (Smith, 2003; Karin, 2010). Such methods have also been likened by theorists to interlocking networks of communications and expertise who defend rigorously the pursuit of developing a shared understanding through justification and listening from the positive of differing ideologies and frameworks (Ercan & Dryzek, 2015). Driving the deliberative democratic processes and networks of communications is the human interest in identifying problems and problem solving, an aspect of decision making which is less understood and researched than expected given its influence on shaping public policy (Stone, 1989).

Organisationally, the development of measures and measurement frameworks is separate to the processes of policy development, statisticians in statistical agencies collecting data, disciplinary experts developing measures and measurement frameworks and policy makers undertaking policy development for politicians or those delegated by them to make policy decisions. Organisational studies of the separation between the development of measures and policy, including Holst (2015), argue that having experts at the table of policy making is undemocratic and gives experts a voice in policy which is more influential than democratic processes, and that best practice in statistics is more likely to be maintained if expertise is confined to generating accurate data rather than focusing on policy development and outcomes (Kartunanan, 2012). This contention provides context to the existence and rationale for the institutional separation between data and

policy, and provides an indication of the institutional resistance that stakeholders of the GP would be likely to encounter if this intermediary process were pursued.

In previous chapters, the GP was noted as consciously bringing together different disciplinary experts from stakeholder institutions. The concept of broader MoPs calls for the abandonment of the institutional barriers that result from the separation of disciplines within organisational structures. This points towards a conclusion that an additional separation between the members of an institutional AoC and the target group for change, further deepened the institutional divides which needed be overcome in order the GP to fulfil its objectives.

The research results probe the nature of the change context and the nature of the GP as a change agent. This probing highlights the structural barriers to adoption created through the institutional separation between experts in different disciplines and between data and policy. This structural barrier to change adoption is further compounded by the GP stakeholders seeking to exert influence a group that they had little contact with. To effectively overcome these barriers to adoption in the pursuit of broader MoP, change would require these institutional barriers to be removed or replaced with new institutional norms.

The literature on deliberative policy development processes for the incorporation of broader MoP with shared decision-making is limited, but can be found in relation to the use of citizens' juries and other forms of democratic representation (Rondinella, Segre and Zola, 2017). These forms of representation provide a model of policy development which engages the expertise from broader measurement disciplines and democratic representation, including the democratic and deliberative processes of policy development, the development of measurement frameworks, methodologies to integrate progress dimensions successfully and the integration of different data types as a method for enabling integrated policy development (Griggs et al., 2014; le Blanc, 2015; Trewin & Hall, 2005). Burford et al. (2013) engage the two together in an examination of the process of integrated measurement frameworks and democratic representation through citizens' juries.

In relation to the SDGs, as the most recent major development in broader measurement frameworks, and the UN SEEA, the same questions are arising as to how to engage with policy makers to move towards greater integration and adoption. Complexity of implementation is one of the reasons cited in the literature for a resistance by policy makers to engaging more readily with broader measurement frameworks. Allen, Matternicht and Wiedmann (2017) provide scenario modelling which identifies some of the complexities which arise in implementing more complex, integrated measurement frameworks.

Understanding the barriers to adoption by policy makers of both more inclusive policy development processes and broader measurement frameworks would further bridge the disciplinary divide between the

fields of measurement and policy development. The conclusion of the research by Allen, Matternicht and Wiedmann (2017) into the SDGs is that there are still gaps in the modelling, with top-down models more developed and effective than bottom-up citizen-based approaches. Whilst the SDGs may be the newly accepted global standard for broader MoP, the SDGs are likely to be subject to the same criticism and caution as previous frameworks. The caution expressed in Allen et al. (2017) is echoed in the results of my research in which economists expressed concerns regarding the unknown impacts of implementing integrated measurement frameworks.

An unresolved question within the discussion of the GP as to who decides upon the priorities of the measurement framework is one which went unanswered during the life of the GP. The research findings in relation to the literature on MoPs indicate that ensuring citizen input is essential for ensuring democratic processes within policy development. The role of experts and national representatives on bodies such as the United Nations, though appearing to be top down, could be argued to be instruments of democratic governance, as the representatives on such international bodies are nominated by elected government officials from each country.

When policy makers question or disagree with the underlying objectives of a given measurement framework, it could be argued that they are acting with subjective, delegated authority on behalf of citizens. Policy makers may critique and choose to not use existing measurement frameworks however the selection of measures for policy development is in effect the development of a measurement framework. This approach, it could be argued, carries with it the same weaknesses of existing frameworks related to underlying assumption or integration of multidisciplinary data as described in 2.2.6 and 5.5 above.

The GP and the GP stakeholder network consistently framed the measurement agenda as comprising economic, social and environmental dimensions of progress, a generalised framework paradigm that has been used for several decades in reference to the measurement agenda. Coding and analysis of interview data indicates that the discussion within the GP was not focused on the detailed body of work on measures and measurement frameworks but rather on the process of building consensus and support for an integrated approach to policy development through more effective measurement tools and greater collaboration between the range of measurement disciplines and policy makers.

In retaining a generalised terminology, reminiscent of the early development of the measurement agenda, and in keeping the focus of the discussion at the meta level, the GP drew criticism for a lack of tangible outcomes. The momentum and consensus which brought a diverse group of stakeholders together and led to new network relationships gave way to a sense of frustration among stakeholders who felt that the complexity of the issue was preventing tangible progress.

The GP and the GP stakeholder network had a sense of urgency about raising awareness about the underlying institutional barriers related to the measurement of societal progress. The GP as a dynamic set of interactions was collectively challenging the ways in which measurement is approached at all stages of the process, not just at the point where policy makers engage with measurement data. The goal of the GP to engage stakeholders in a discussion about ‘is life getting better?’ is a question which invites reflection on the measurement paradigm at the outset of development and suggests that positive outcomes for society are more likely to be achieved if the goal is first defined. Also, the engagement of stakeholders in an interdisciplinary discussion, through GP events and activities, and the creation of new network relationships between the disciplinary experts and the organisation itself, provided an opportunity for greater integration of the dimensions of progress between the measurement disciplines.

By retaining the generalised framework paradigm of three broad dimensions of progress, under which the measurement agenda had first developed, the GP could in some respects be seen as lagging behind other efforts to develop integrated frameworks. Broader measurement frameworks had been developed and were used internationally by stakeholders of the GP, as detailed in Chapter 2, Section 2.2. The work of the UN on the SDGs, which were in development during the final years of the GP, provided the first comprehensive set of progress measures encompassing all aspects of societal progress. The importance of a multidisciplinary set of dimensions that focus on delivering economic, social and environmental outcomes, which has been in use for several decades, can still be seen in overarching speeches and documents generated by international organisations such as the UN.

The simplification which comes with the broad categorisation of economic, social and environmental measures related to societal progress allowed the GP to bring together stakeholders who may never have actively engaged with experts from other disciplines previously. The GP grew in participation levels each year between its commencement in 2004 and the change in leadership in 2009. After five years of building participation, though the GP continued with an outdated broad measurement paradigm, this may have contributed to the engagement of a diverse range of stakeholders, which stimulated new discussions and fostered new relationship networks.

One of the reasons that the debate tends to revert to generalities is the complexity of the task of integrating broader measures for the purpose of balanced policy development. Coding and analysis of the interview data identified a diverse range of terms used by the GP and the GP stakeholder network to describe the measurement agenda. Terms such as wellbeing, quality of life, environmental sustainability, environmental resources, economic utility and economic wellbeing were used without qualification, and often inconsistently, by individual respondents. The lack of epistemic commonality in the discussions between the

diverse range of disciplines represented through the GP is an indication of the progress yet to be made in the development of an integrated measurement paradigm.

The literature on the development of the UN SDGs, which occurred during the final years of the GP, provides an indication of the complexity and range of views within the broader MoP agenda. Burford et al. (2013) challenge the categorisation of economic, social and environmental measures of progress as a generalised framework informing the development of the UN SDGs. A suggested fourth dimension of cultural-aesthetic, religious-spiritual and political-institutional, echoes in part the use of the fourth pillar by the GP and its stakeholders which would, on accession, make use of a fourth dimension of 'governance'. Whilst GP stakeholders were found to have concerns regarding unintended policy outcomes which may come with the implementation of integrated measurement frameworks, Burford et al. (2013) articulate concerns for the implications for policy outcomes in regard to the way in which societal progress is confined within three dimensions.

The international discussion regarding measurement integration is, however, considered to be on an arc towards making progress. Le Blanc (2015) noted an increase in the integration of different dimensions of measurement between the MDGs and the SDGs which followed. The implementation of the MDGs, and the progress made in influencing policy development in many countries (Sachs, 2012), indicates that whilst the discussion around the framework paradigms and technicalities continues, implementation and positive policy outcomes are still possible.

The use of the three-dimensional generalised framework paradigm by the GP could be seen as an indication that, whilst the discussion around the framework paradigm and measurement frameworks continues to be fluid, the measurement agenda is achieving progress in moving towards integrated policy development. Stakeholders of the GP on the one hand carry a sense of urgency about the underlying trends in the data and the need for an integrated approach and on the other, they have a sense of responsibility over the rigour of the methodology required for integrated frameworks and the potential for negative unintended policy outcomes.

The GP planned to chart a new course in the development of an MoP framework by creating a new paradigm for development that would be perceived as transcending particular interests. The term 'progress' was selected by the GP to be politically separate to notions of development that may be associated with any one stakeholder group. Outside of the GP however, the term 'progress' was not readily adopted. Stakeholders of the GP did envisage a multidisciplinary framework that was inclusive of dimensions rather than exclusive of particular dimensions. Each stakeholder of the GP described of their proposed framework in terminology

consistent with their initial academic training. Economists framed the proposed MoP framework using the language of economics and social scientists did so using the language of social science.

The objectives of the GP for a new set of MoPs involved developing an accurate framework that reflected the priorities and needs of citizens, and that promoted transparency and accountability of government. There was also a level of urgency expressed about the need for frameworks to be used as a tool by policy makers for managing change at a pace that was reflective of the pressures and concerns that need to be addressed. This open-ended and subjective expectation around MoP frameworks being used to track and measure change at a pace that was not clearly defined is indicative of the level of ambiguity in the objectives of the GP for MoPs.

When it came to the debate on methodology, participants in the GP expressed similar concerns and questions as those identified in the scholarly literature. Their concerns pertained to assumptions and the selection of measures. They questioned the underlying objectives and potentially untested and unintentional consequences of implementing policy based on a framework methodology without understanding the long-term implications for the direction of society.

8.4 Summary

Chapter 8 has presented a set of intermediate themes that were arrived at through a synthesis of the research results in Chapters 5 through 7. Each of these 19 intermediate themes relates to one of four aspects of the GP, namely vision and objectives, leadership, organisational structure and outcomes. The intermediate themes can be described individually, but are best understood as a set of interrelated dynamic factors. Understanding the GP as a whole organism, comprising these dynamic factors, informs the conclusions of the research presented in Chapter 9 below.

Chapter 9 – Conclusions

9.1 Main Conclusions

The Global Project set out to foster debate on what it is for a society to ‘progress’, and to stimulate interest from policy makers in the adoption of measurement frameworks for policy development. My research developed four key insights regarding the ability of the Global Project to effect change and achieve its stated objectives. Analysis of the GP was undertaken using three theoretical lenses related to the focus, form of organisation and role of the Global Project. These lenses were: firstly, the theoretical lens of ‘measurement frameworks’ for policy makers in the context of the measurement agenda; secondly the ‘network of networks’ as a form of organisation adopted by the GP; and thirdly the ‘agent of change’ typology for the leadership role adopted by the GP. These three theoretical lenses were applied throughout the research in the literature review, data collection, analysis and synthesis, resulting in the identification of the four key findings discussed below.

Firstly, as an agent of change the Global Project was effective at stimulating debate on the progress of societies and the factors important in the development of measurement frameworks. Strong participation and interest internationally and locally in measurement frameworks, as a result of the work of the Global Project, involved attendance at events and activities by stakeholders of the OECD, the allocation of resources, the creation of formalised projects, and the increased focus and attention on measurement frameworks within international committees and other forums.

Secondly, the Global Project used a hybrid organisational structure which included both top-down leadership within the OECD with formalised partnerships with international organisations, and a loosely defined network of networks of interested stakeholders with open, fluid and amorphous membership and participation. The network of networks structure both supported and impeded the effectiveness of the Global Project. The network structure fostered the contribution of support and resources to the work of the Global Project and it attracted the endorsement of international, national and local institutions to the work of the Global Project. This gave the project political influence for change. The GP was able to quickly build momentum by harnessing existing structures and resources, and pre-existing network relationships.

Institution-based networks are found in the literature to be effective organisational mechanisms for combining the resources and credibility found in top-down hierarchical organisations with the open, inclusive and resource-efficient mechanism of voluntary networks. The open membership of the network

made the GP a loosely defined and amorphous entity, and this structure served the objective of building momentum. However, this structure also made the GP open to different interpretations and agendas, with participants free to interpret and articulate the goals of the GP in their own ways, as presented in Chapter 5, Section 5.2. Each participant framed the problem and goals of the GP using jargon consistent with their professional expertise.

The structure of the Global Project as an institution-based network of networks made use of the credibility and gravitas of the OECD as an organisation and utilised existing power structures, both formal and informal, to build participation and endorsement. The capacity of the GP to harness resources and to develop an international network using minimal financial capital shows the agility of the network structure as a mechanism for change agents to harness stakeholder participation.

Fostering open and inclusive discussion through Global Project events and activities took precedence over progressing tangible, measurable change in the development of a new framework or towards the adoption of measurement frameworks by policy makers. Unlike the development of other measurement framework initiatives, the Global Project did not appear to establish any structures or systematic processes for decision-making and approval. The final stages of the project focused on the empowerment of network actors and the sharing of knowledge and information through a global portal. The structure of the OECD was more hierarchical and it employed top-down decision-making and approval, unlike committee-based international organisations such as the United Nations. The attitude of senior management in the OECD to the network of networks within the Global Project remained cautious throughout the stages of the project, and formal acknowledgement of the network structure ceased when the project concluded.

Thirdly, the momentum achieved by the Global Project in stimulating debate and generating interest and participation from stakeholders was effective in influencing the OECD to develop the Your Better Life Index. The index addressed several of the factors identified in the discussions in the Global Project regarding the perceived inadequacies of previous measurement frameworks. In particular it addressed the need for a framework which would be adapted to suit different contexts, both in terms of scale and localised values and priorities, whilst providing for local, national and international reporting to compare results over time and between locations.

Fourthly and finally, the Global Project was not effective in its prime objective of influencing policy makers to adopt measurement frameworks for policy development. Policy makers, as a key stakeholder group, were largely absent from the events and activities of the Global Project, although they became more engaged towards the final stages of the project. The institutional separation between the developers of measurement

frameworks and policy makers as the implementers of such frameworks, was apparent in the work of the Global Project.

Some scholars have attributed the separation between the development of measures and their application by policy makers to be a necessity of good governance, with policy makers acting independently as democratically elected representatives of the public interest. A key finding of the research was that GP participants had an interest in bringing together policy makers and developers of measurement frameworks in a multidisciplinary forum for the development of measurement frameworks for policy makers. Some stakeholders of the GP envisioned a recognised place within institutional structures and dedicated physical meeting spaces that would formally incorporate multidisciplinary collaboration and decision-making as a means of delivering measurement frameworks for policy development.

Motivated by an interest in barriers to the adoption of broader measurement frameworks beyond GDP, my research question addressed the effectiveness of the Global Project in its efforts to foster change towards a broader measurement agenda. A major gap was identified in the literature: Few empirical studies have focusing on the role of change agents in the adoption of multidisciplinary measurement frameworks by policy makers, and no other known research has examined the Global Project. Analysis of the GP's performance as a change agent offers insights into the factors that may inhibit the adoption of broader measurement frameworks, including the United Nations Sustainable Development Goals ratified in 2015. The stakeholder institutions associated with the UN SDGs represent many of the same institutions who actively participated in the GP, including the World Bank, UNESCO and the UN WHO. The UN Global Compact also adopted an institution-based network structure similar to that of the GP as a means of engaging with stakeholder institutions for the UN SDGs.

The measurement agenda has historically achieved limited outcomes in terms of adoption by policy makers. This is primarily attributed to concerns regarding the underlying assumptions and the lack of testing. The GP deliberately set out to foster discussion regarding the philosophical and methodological questions regarding measurement frameworks. Through the network of networks structure, a broad and inclusive multidisciplinary discussion on measurement was facilitated through the GP, particularly during the ramp-up period between 2004 and 2007 and the period of peak interest between 2007 and 2009. In this discussion a broad consensus emerged among stakeholders of the GP, who agreed that a new framework should be based upon the three categories of social, economic and environmental measures. Beneath this broad consensus lay questions and concerns that remained unresolved at the cessation of the GP. Participants in

the GP, coming from different disciplines, also displayed disciplinary biases in the way that measurement frameworks were described, adding to the diversity of views.

Several other institutional factors impeded the progress of the GP. The mandate of the OECD, with its focus on economic cooperation and development, primarily for its membership in developed countries, was less receptive to the focus and purpose of the GP than other institutional actors such as the United Nations. The endorsement of the OECD remained cautious and tentative throughout the GP. Finally, the disciplinary bias of stakeholders was symptomatic of the institutional barriers that inhibited multidisciplinary collaboration. The multiplicity of institutional factors was found to influence outcomes for institution-based networks.

The study of the GP provides a detailed profile of leadership over an extended period in the context of formal and informal power structures within an international network of organisations. Charismatic and visionary leadership is identified as critical to the effectiveness of the Global Project. Leadership that elevated the vision of stakeholders beyond institutional barriers can be seen in the leadership of the GP. The endorsement of senior management at the OECD gave credibility to the change agent to move freely across institutional barriers to listen to and reflect a groundswell of interest in transformative change. The ability of the GP as change agent to put in place systematic processes for transformative change was not evident. The two main outcomes identified through the research as being attributed to the Global Project leadership are the establishment of new network relationships and influencing the OECD to generate the Your Better Life Index measurement framework.

The ideas and interest arising from the GP provided a focus and visible support for greater collaboration at multidisciplinary forums for decision-making. Had the GP focused more on engaging with policy makers and citizens as key stakeholders, and on making available physical and structural spaces, the work of interdisciplinary collaboration between institutional actors including policy makers may have generated more tangible outcomes. Greater consultation with policy makers on what it is that policy makers seek in measurement frameworks for decision-making would also have provided more structure to the discussion within the GP. The institution-based network structure of the GP and the active outreach of the GP as an agent of change failed to create the structures and processes required within the project for facilitating decision-making between stakeholders and for delivering outcomes. Finally, the Global Project did not effectively engage policy makers and citizens in generating interest in and momentum for the adoption of broader measures of progress.

9.2 Implications for Research

In conclusion the following reflections are presented on the methodology used to research into the Global Project. The three lenses of Measures of Progress, Network of Networks and Agent of Change allowed the Global Project to be analysed from different theoretical perspectives, generating empirical findings that were synthesised to answer the focal research question. The lenses could have been applied in more robust empirical ways, for example through gathering more data on the stakeholders involved. Such a process could have employed quantitative network analysis to develop a systematic understanding of the relationship between the stakeholder institutions engaged in the Global Project. The thesis acknowledges that the Global Project used the existing relationship networks as channels of influence. This finding calls for further research to better understand how network structures can be used by formal hierarchical institutions to harness existing networks of influence to generate change. Change that could be understood within the context of measures of progress but also applied to other contexts.

Capturing more primary data through additional semi-structured interviews would also have strengthened and broadened the data set for coding and analysis. As gaining access and permission from suitable interview respondents was found to be most effective when done in person at the World Forum, the time spent conducting interviews at the World Forum could have in part been dedicated to arranging additional interviews following the forum.

Expanding the number of interviews could have also strengthened the diversity of respondents to cover, for example, geographical regions that were underrepresented, institutions that were not represented such as the World Bank and more critical observers of the Global Project. This would have strengthened and broadened the data set for coding and analysis and likely have lead to additional findings.

My role of participant as researcher provided access to documentation that was not otherwise published or made readily available. The adoption of a methodology for document analysis during the design of the research could have yielded a more systematic analysis of the available data through the formal documentation of the Global Project. This would have likely strengthened the triangulation of results with the outcomes of the analysis of interview data.

The rate of adoption of measurement frameworks by policy makers is likely to remain slow until such time as the benefits to policy makers are understood and provided, and the concerns of policy makers are addressed. In the absence of political pressure from citizens for the adoption of measurement frameworks, policy makers may turn to measurement frameworks as a tool for policy development. International norms and diplomatic influence may continue to call for participation in measurement frameworks as a priority for

national governments. The extent to which such participation ranges from tokenistic to becoming an accepted and widely used tool for policy development is likely to be influenced by a number of factors.

Based on the major findings of my research these factors are likely to be: firstly, the extent to which there is active engagement between all stakeholders, particularly policy makers, in the ongoing development and adoption of measurement frameworks. The second factor is whether there is formal recognition by international, national and local institutional stakeholders of the inclusion of multidisciplinary structures such as committees, gatherings and formalised reporting structures, within institutions where such collaboration between stakeholders can occur. Thirdly and finally, the acceptance of measurement frameworks may depend on whether there is active engagement with citizens through a two-way process of education, and whether data is captured from citizens as a form of direct democracy.

The pursuit of greater adoption and integration of measurement frameworks in policy development may be assisted by researching policy makers to better understand their thought processes and by examining the organisational influences that can foster greater participation and engagement with the international organisations that are creating multidisciplinary measurement frameworks. This includes the places where such collaboration may already exist and identification of some of the factors that influence policy makers to adopt and implement measurement frameworks in policy development.

Another step which would promote the acceptance of measurement frameworks in policy development would be a greater understanding of opportunities for generating interest and participation from citizens in advocating to elected officials for the use of measurement frameworks. As stakeholders who have an interest in measurement frameworks are primarily institutional actors, researching the opportunities and limitations to developing a groundswell of interest from citizens in measurement frameworks may assist in understanding the influences on the greater adoption and implementation of such frameworks.

A body of research on the implementation of recent measurement frameworks, including the UN Sustainable Development Goals, is developing. Nilsson, Griggs and Visbeck (2016) present a methodology for mapping goals and targets to policy, and Le Blanc (2015) focuses on the integration of goals and targets and opportunities for integration of policy dimensions in policy development. Neither of these studies focuses on understanding the internal drivers and contextual influences for policy makers in adoption of measurement frameworks. Allen, Metternicht and Wiedmann (2017) discuss progress to date in the implementation of the UN Sustainable Development Goals, with methodological weaknesses identified as a hindrance to adoption.

The number of measures and targets within recent frameworks is expanding, increasing the likelihood that methodological concerns will continue to persist among policy makers. The working conditions of policy makers and the time pressures to generate outcomes may lead to measurement frameworks being avoided,

or being used superficially or selectively. The development of working models for the efficient application of measurement frameworks for a range of policy applications may help to bridge the gap between the developers of measurement frameworks and policy makers. International organisations, such as the United Nations and the OECD, possess the structures needed to allow for the rapid collection and sharing of ideas with national and local institutions.

The original motivation for undertaking my research was to better understand the limitations and opportunities for adoption of and transition to a new set of measures that address economic and social wellbeing and environmental sustainability. Reflecting on the conclusions of my research, I have formed the following views: The key stakeholders for the development and generation of measures and measurement frameworks lack active engagement with policy makers. Citizens, as another key stakeholder group, are also disengaged with measurement frameworks.

This lack of connection between stakeholders is impeding progress in the adoption of broader MoPs. International organisations have developed measurement frameworks, but the use of frameworks in policy development is contentious due to concerns over the underlying assumptions and the long-term implications of implementation on outcomes in society. I am pleased to see that the UN SDG framework incorporates economic, social and environmental measures, and that commitment to the adoption of this framework has been ratified by all member countries of the UN. The accumulation of SDG reports from various countries may provide useful data for developing modelling that can inform policy makers. Tools may need to be practical. They may need to adapt to the ways in which policy makers need to work and respond to their own institutional stakeholders. Further research in the following areas would contribute to progressing the adoption of multidisciplinary measurement frameworks: the creation of policy development models and tools; policy maker engagement with measurement frameworks; and innovative methods of citizen engagement.

Appendix A - Relationship Network Map Resulting from Participation

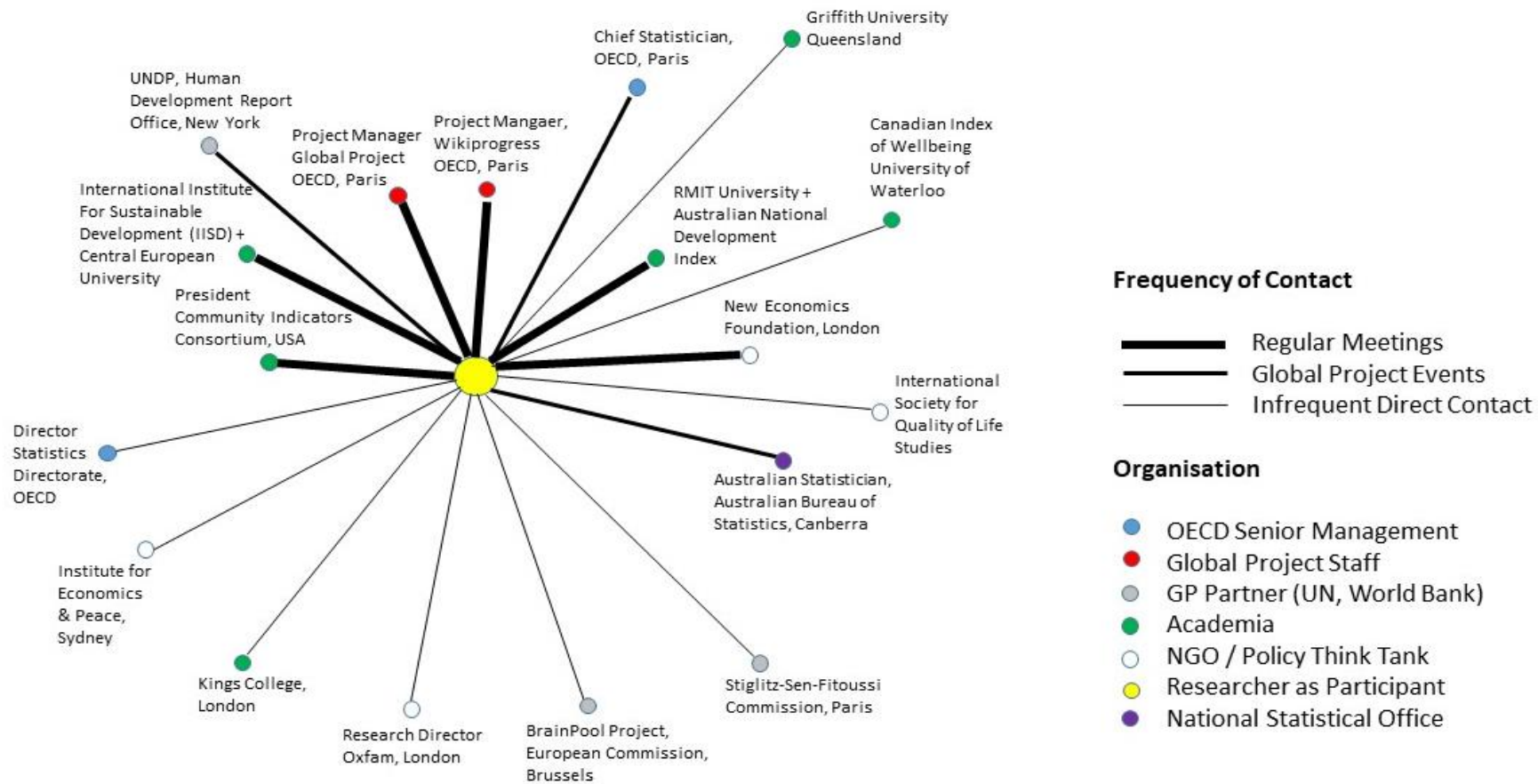


Figure 18 - Relationship network map resulting from participation

Appendix B - Interview Questions

Interview Questions

Current Role and Background

1. What is your current title is, organisation name and responsibilities?
2. What originally sparked your interest in the work that you do, not only in your current position but the ones prior? Was there an event or experience which led you to being interested in your line of work?

Understanding of the Global Project

1. The OECD initiated a project called the Global Project on Measuring the Progress of Societies which was initiated in 2008 and co-chaired by the OECD and UNDP. Are you aware of the existence of this project?
2. Have you been to any previous conferences or other events organised by the Project, such as other World Forums or regional events?
3. Have you seen the Wikiprogress.org website and if so what do you use it for? (seek details)
4. With regard to the Global Project on Measuring the Progress of Societies, what is your understanding about this project in terms of its focus and purpose?
5. In your work are you involved in any activities which are similar in nature to the focus of the Global Project on Measuring the Progress of Societies in terms of a greater emphasis being given to other dimensions of progress beyond GDP?

(transition sentence) Involvement in Networks

1. Are you involved with any activities or groups, either through your work or outside of work, which discuss the topic of how we measure the progress of societies?
2. When thinking about work related to measures of progress, do you have contact with others, either within or outside of your organisation to talk about the work you are doing? If so could you please describe this?
3. In your professional and organisational activities developing or working on measures of progress do you have regular contact with other organisations or individuals? If so, which organisations and on what sorts of issues?
4. Could you describe how regular that contact is and what form it takes?

How effective is the OECD Global Project 'Measuring the Progress of Societies' as an agent of change?

5. You mentioned earlier that you have been involved in x (project(s) named if applicable). Did you use these networks in helping you develop that initiative?
6. Are any of these people and organisations from other countries or international?
7. How important to you in your own work is it to have contact with or be part of networks working on similar issues which are international rather than national in focus?
8. Has your involvement with this network of people helped you to be more effective in achieving similar goals in your profession? If yes, could you provide some examples?
9. Are you in contact with other people who participate in OECD events in your profession? Are they mainly people from the country where you work or elsewhere?
10. Could you describe the number of people that you may have contact with and the nature of the communication?
11. To what extent does any of the communication that you have relate to the Measuring and Fostering the Progress of Societies and the topic of broadening the measures used to define progress?
12. With whom do you communicate regarding this topic? Could you describe the nature of the contact, such as, is it by email, at events, by phone? How often would you say you discuss the topic in one way or another (time per week/month/year)?

(Transition sentence... I've been asking questions around x and now I'm going to ask questions about y. You know a few minutes ago we were talking about networks now I'd like to ask you about the Global Project on Measuring and Fostering the Progress of Societies.

Views on the Global Project

1. What advances do you consider are taking place in relation to the goals of the Global Project?
2. Has there been a shift or evolution, in your view, in the level of prominence given to social, environmental and governance indicators for national governments since 2008? If so how would you describe this shift?
3. Do you think that this topic has increased in relevance in relation to the work that you do or decreased and what do you see as the reason for the change (if any)?
4. Would you say that you are you engaged in conversation more than previously regarding broader measures of progress or less?
5. What would you say has influenced you talking about it more or less?
6. The European Commission initiated a project called 'Beyond GDP'. Are you familiar with this project and if so, what do you see that this work is aiming to achieve? What are your views on this project (if

any)?

7. You mentioned before that you participate / do not participate in OECD events? What are the main reasons that you chose to participate or not participate in these events?
8. Where do you think the Measuring Progress topic is going in terms of its application to the work of the OECD and participating countries?
9. What gaps do you identify are missing in the Measuring Progress movement?
10. What advances do you consider are taking place in relation to the goals of the Global Project?
11. What do you consider to be the main inhibitors of change for achieving the goals of the Global Project?

Appendix C – Sample of Coding on Measures of Progress

Semi-structured interview questions were organised into groups which mirror the three main theoretical concepts of the research: agents of change, measures of progress and networks of networks. The grouping of questions also mirrors the structure of the thesis chapters. Interviews were initially transcribed verbatim into MS Word where a process of informal analysis could occur and descriptive and conceptual memo writing took place. The transcripts were then uploaded into Dedoose where initial line-by-line coding was developed, and key quotes were identified. Provisional coding categories were identified and then organised into groups and subgroups, forming a tiered structure of concepts. For example, when talking about the GP nearly all interviewees made reference to three broad categories in relation in indicators: wellbeing, environmental sustainability and economics. Descriptors of these three categories were also coded when these were referred to by respondents as dimensions. Below is an example of the coding on the three main dimensions of MoP identified and coded in a transcript fragment from respondent IO.A.E.4:

Coding	Transcript Fragment
Wellbeing as Goal	If you define basic wellbeing by the composite of these three dimensions, income, economic efficiency dimension, let's call it efficiency, and then environmental sustainability dimension and so the more social dimension, which is associated with access, accessibility to public goods like health, education, etc., and also social security and also, you know, social goods, for example trust community, cultural, social capital. So you have these three pillars,
Dimensions as Descriptor	
Income	
Economic efficiency	
Environmental Sustainability	
Social dimension	
three pillars as descriptor	

need for simplification	efficiency, environmental and equity. In order to simplify.
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Table 6 - Sample coding for measures of progress No. 1

Activities and events were coded to gather and delineate tangible outcomes related to the GP and MoP. Reflections and views were coded and then noted and grouped together. Interview responses regarding key events, such as the Beyond GDP conference, provided source data for coding, as seen in the example below:

Coding	Transcript Fragment
Reflection – broader agenda	My views on this project is that there is a broader agenda which is the new 20/20 agenda which is an agenda for... a smarter, fairer and more inclusive, more sustainable society. So again they are talking about these three pillars. So the Beyond GDP is basically an instrument dealing with this more integrated model. We are talking about, you know, the European Commission, the OECD, the World Bank, everybody now is talking about a much more integrated model. So the beyond GDP just, the measurement agenda....
Goal – intelligent solutions which are equitable and sustainable.	
Descriptor – three pillars	
Descriptor of activity – instrument	
Descriptor – integrated model	
Stakeholder – European Commission	
Stakeholder - OECD	
Stakeholder – World Bank	

Table 7 – Sample coding for measures of progress No. 2

Practical examples of respondents' current work in relation to MoPs were identified. Further memo writing in free form served to bring together the coding into a synthesis of themes and sub-themes which emerged from the data.

Appendix D – Istanbul Declaration



Measuring the Progress of Societies
World Forum on Statistics, Knowledge and Policy

ISTANBUL DECLARATION

We, the representatives of the European Commission, the Organisation for Economic Cooperation and Development, the Organisation of the Islamic Conference, the United Nations, the United Nations Development Programme and the World Bank, recognise that while our societies have become more complex, they are more closely linked than ever. Yet they retain differences in history, culture, and in economic and social development.

We are encouraged that initiatives to measure societal progress through statistical indicators have been launched in several countries and on all continents. Although these initiatives are based on different methodologies, cultural and intellectual paradigms, and degrees of involvement of key stakeholders, they reveal an emerging consensus on the need to undertake the measurement of societal progress in every country, going beyond conventional economic measures such as GDP per capita. Indeed, the United Nations' system of indicators to measure progress towards the Millennium Development Goals (MDGs) is a step in that direction.

A culture of evidence-based decision making has to be promoted at all levels, to increase the welfare of societies. And in the 'information age,' welfare depends in part on transparent and accountable public policy making. The availability of statistical indicators of economic, social, and environmental outcomes and their dissemination to citizens can contribute to promoting good governance and the improvement of democratic processes. It can strengthen citizens' capacity to influence the goals of the societies they live in through debate and consensus building, and increase the accountability of public policies.

We affirm our commitment to measuring and fostering the progress of societies in all their dimensions and to supporting initiatives at the country level. We urge statistical offices, public and private organisations, and academic experts to work alongside representatives of their communities to produce high-quality, facts-based information that can be used by all of society to form a shared view of societal well-being and its evolution over time.

Official statistics are a key 'public good' that foster the progress of societies. The development of indicators of societal progress offers an opportunity to reinforce the role of national statistical authorities as key providers of relevant, reliable, timely and comparable data and the indicators required for national and international reporting. We encourage governments to invest resources to develop reliable data and indicators according to the 'Fundamental Principles of Official Statistics' adopted by the United Nations in 1994.

To take this work forward we need to:

- encourage communities to consider for themselves what 'progress' means in the 21st century;

- share best practices on the measurement of societal progress and increase the awareness of the need to do so using sound and reliable methodologies;
- stimulate international debate, based on solid statistical data and indicators, on both global issues of societal progress and comparisons of such progress;
- produce a broader, shared, public understanding of changing conditions, while highlighting areas of significant change or inadequate knowledge;
- advocate appropriate investment in building statistical capacity, especially in developing countries, to improve the availability of data and indicators needed to guide development programs and report on progress toward international goals, such as the Millennium Development Goals.

Much work remains to be done, and the commitment of all partners is essential if we are to meet the demand that is emerging from our societies. We recognise that efforts will be commensurate with the capacity of countries at different levels of development. We invite both public and private organisations to contribute to this ambitious effort to foster the world's progress and we welcome initiatives at the local, regional, national and international levels.

We would like to thank the Government of Turkey for hosting this second OECD World Forum on 'Statistics, Knowledge and Policy.' We also wish to thank all those from around the world who have contributed to, or attended, this World Forum, or followed the discussions over the Internet.

Istanbul, 30 June 2007

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