

WHO reform

Managerial reform: evaluation

Report by the Secretariat

1. At its special session in November 2011, the Executive Board requested the Director-General to develop further a draft formal evaluation policy, including a mechanism for oversight of evaluation by the governing bodies informed by insights provided by the Independent Expert Oversight Advisory Committee; and to report on this to the Executive Board at its 130th session in January 2012.¹
2. The Executive Board decided to proceed with an independent evaluation to provide input into the reform process through a two-stage approach, the first stage of which would consist of a review of existing information with a focus on financing challenges for the Organization, staffing issues, and internal governance of WHO by Member States, following up where possible to produce more information in response to questions arising from the Executive Board at its special session. Ideally, stage one of the evaluation should be completed in time for the Sixty-fifth World Health Assembly in May 2012.
3. The Executive Board decided further that the first-stage review would also provide a roadmap for stage two of the evaluation, the goal of that second stage being to inform the Sixty-sixth World Health Assembly.
4. The Executive Board requested the Director-General to identify the appropriate entity for the first stage of the evaluation and to develop further – in consultation with the United Nations Joint Inspection Unit, the External Auditor and the Independent Expert Oversight Advisory Committee – an approach to the two-stage evaluation, in consultation with Member States, and present it to the Executive Board at its 130th session in January 2012 for consideration.
5. In the context of relations with the United Nations Joint Inspection Unit, the Board also requested that the Joint Inspection Unit update its reports on:
 - (a) Decentralization of Organizations within the United Nations System – Part III: the World Health Organization;²
 - (b) Review of management and administration in the World Health Organization.³

¹ See decision EBSS2(3).

² Document JIU/REP/93/2.

³ Document JIU/REP/2001/5.

Draft formal evaluation policy

6. The Secretariat has drafted a proposed formal policy on evaluation in WHO.¹ This policy document has been informed by best practices drawn from similar policies and approaches, WHO's own experiences, and the norms and standards for evaluation set by the United Nations Evaluation Group.

Two-stage independent evaluation

7. The results of the consultations undertaken by the Director-General in order to identify the appropriate entity for the first stage of the evaluation are summarized below for consideration by the Board.

8. In its feedback on the two-stage independent evaluation, the United Nations Joint Inspection Unit stated that in order to avoid duplication and overlap there needed to be a clear distinction between the proposed "update" of the Joint Inspection Unit's reports (see below) and the two-stage independent evaluation, the purpose of the latter being to complete a thematic review focusing on programmatic issues. The Joint Inspection Unit also made specific comments on the terms of reference for the stage-one review suggesting that they should be put into a broader perspective and that the review team be tasked to look at key programmatic and strategic challenges facing the Organization, thus providing a clearer connection between stage one and stage two of the independent evaluation. In relation to the conduct of the stage-one review, the Joint Inspection Unit considered that, as the review was part of the overall independent external evaluation, the team selection should be on a competitive basis, in accordance with the norms and standards for evaluation of the United Nations Evaluation Group.¹

9. The Independent Expert Oversight Advisory Committee, in the report of its meeting held from 7 to 9 November 2011,² observed that the Director-General's reform paper³ provided a thorough and insightful diagnosis of organizational problems and issues that needed to be addressed in the reform process. The Committee also reported that further evaluation by an external independent entity – such as the United Nations Joint Inspection Unit, the External Auditor or external consultants – would require substantial time and in most cases cost (which would be particularly onerous if the task was assigned to consultants). From a practical or technical perspective, the Committee was not convinced that such alternatives offered a necessary or preferable course of action for the Organization's needs.

10. The Committee was of the view that an adequate first-stage evaluation, as required by Member States, could be delivered more efficiently and with sufficient independence by the Office of Internal Oversight Services, drawing on, inter alia, the Director-General's comprehensive reform paper and existing external evaluation reports from various sources such as the Multilateral Organisation Performance Assessment Network.

11. The External Auditor has advised that he is willing and has the credentials to undertake the first stage of the evaluation on account of his experience, not only at the national level, but also at the international level. The External Auditor has also confirmed that he will be able to meet the assignment time schedules.

¹ See document EB130/5 Add.8.

² See document EBPBAC15/4, paragraphs 10 and 11.

³ Document EBSS/2/2.

12. Following these consultations, the Director-General reports that there was no consensus among those consulted as to the appropriate entity to conduct the first stage of the evaluation and therefore seeks the Board's guidance in order to conclude on the most appropriate arrangements for the first stage of the evaluation.

13. For the purpose of guiding the entity in the execution of the first stage of the evaluation the Secretariat has developed proposed terms of reference for consideration by the Board (see Annex). The proposed terms of reference would entail an estimated cost of US\$ 150 000.

Update of the United Nations Joint Inspection Unit reports

14. Following consultations with the United Nations Joint Inspection Unit, the Director-General reports that the Executive Secretary of the Unit has kindly agreed to include, *ad referendum*, the two updates requested by the Executive Board in the planning process for 2012. The arrangements on the approach, timelines and funding for these updates have been considered in discussions between the Secretariat and the Joint Inspection Unit.

15. The Director-General will update the Board on the outcome of these deliberations.

ACTION BY THE EXECUTIVE BOARD

16. The Board is invited to review the matters raised in this report and provide its comments and guidance, as appropriate.

ANNEX

PROPOSED TERMS OF REFERENCE FOR STAGE ONE OF THE INDEPENDENT EXTERNAL EVALUATION OF WHO

1. The Executive Board, in decision EBSS2(3) set out an approach to a two-stage independent evaluation.

The Board:

Decided to proceed with an independent evaluation to provide input into the reform process through a two-stage approach, the first stage of which will consist of a review of existing information with a focus on financing challenges for the Organization, staffing issues, and internal governance of WHO by Member States, following up where possible to produce more information in response to questions arising from the Executive Board at its special session. Ideally, stage one should be completed in time for the Sixty-fifth World Health Assembly;

Decided further that the first stage review will also provide a roadmap for stage two of the evaluation, the goal of that second stage being to inform the Sixty-sixth World Health Assembly, through the Executive Board at its 132nd session, as an input into the general programme of work. Stage two of the evaluation will build on the results of stage one and further consultations with Member States,¹ focusing in particular on the coherence between, and functioning of, the Organization's three levels. As one input into reform, this evaluation will proceed in parallel to other aspects of the reform;

Requested the Director-General to identify the appropriate entity for the first stage of the evaluation and to develop further, in consultation with the United Nations Joint Inspection Unit, the External Auditor and the Independent Expert Oversight Advisory Committee, an approach to the two-stage evaluation, in consultation with Member States,¹ and present it to the Executive Board at its 130th session in January 2012 for consideration.

2. This Annex provides further details concerning stage one of the proposed approach to two-stage independent evaluation.

PURPOSE

3. The stage one review aims to answer two main questions.
 - (a) Does the existing information collated and analysed by the Secretariat provide sufficient detail to assess whether WHO's managerial reform process identifies current financing challenges, staffing issues, and the adequacy of the internal governance of WHO by Member States? Specifically:

¹ Including, where applicable, regional economic integration organizations.

- (i) To what extent is the WHO Secretariat reform process tackling the relevant issues in line with the expectations of the Member States?
 - (ii) Does the existing information provide sufficient detail for assessing whether WHO's managerial reforms will enable WHO to function more effectively and efficiently?
 - (iii) To what extent does the available information consider alternatives, potential best practices, and lessons learnt in other Organizations in order to meet the expectations of Member States concerning the strengthening of priority areas within the WHO Secretariat?
 - (iv) Does additional information need to be collated in order to identify the challenges facing WHO? If so, what type of information and in which areas?
- (b) What scope should stage two of the external evaluation have in order to inform the Secretariat's work in response to Member States' expectations concerning the coherence between, and functioning of, the Organization's three levels?

SCOPE

4. The proposed stage-one review will focus on developing an understanding of the current challenges facing the Organization that have been identified as the high priorities for Member States, namely, financing challenges for the Organization, staffing issues and internal governance. The work in stage one will be limited to reviewing and assessing current information (that is, information already available through existing reporting processes and internal documents prepared during the development of the proposals for WHO reform).
5. Stage one of the independent review will also propose a roadmap for the stage-two evaluation.

AVAILABLE INFORMATION

6. The information available relevant to the terms of reference for the stage one of independent review includes the sources listed below.
- (a) Existing management information prepared by the Secretariat for the purposes of its routine operational management and performance assessment (e.g. financial reports and human resources annual reports).
 - (b) Specific analysis and documentation collated and analysed as part of the activities of the internal WHO reform working groups. These include the following:
 - (i) outputs prepared with external consultants, including the financial modelling and vulnerability assessment validation; and work on the financial and managerial reform outputs for consideration by the WHO Reform Task Force:
 - phase I overview: summary of methodology and assumptions;

- vulnerability assessment validation (concerning vulnerability assessments completed by individual clusters);
 - income expenditure analysis;
- (ii) working documents and discussion papers of the WHO Reform Task Force:
- report on the first meeting, 28–30 June 2011;
 - output papers, developed between June and September 2011, forming the basis of the discussion paper on WHO managerial reforms (dated 2 September 2011) and input into document EBSS/2/2;
- (iii) internal governance:
- Rules of Procedure of the governing bodies¹ and regional committees;
 - initial concept paper developed as requested by the Executive Board at its 129th session;²
 - revised governance paper, for internal use, shared with the Global Policy Group, and reflected in document EBSS/2/2;
- (iv) documentation for the Executive Board's special session on WHO reform:
- EBSS/2/2 – WHO reforms for a healthy future;
 - EBSS/2/DIV/2 – Decisions;
 - EBSS/2/2011/REC/1 – containing the official records of the session;³
- (v) reports arising from existing relevant reviews and evaluations, including the status of related action plans:
- WHO implementation status on the recommendations contained in the JIU report JIU/REP/2001/5;
 - WHO implementation status on the relevant recommendations evaluation conducted by the Multilateral Organisation Performance Assessment Network in 2010;
 - WHO implementation status on the relevant recommendations in the multilateral aid review of the Department for International Development (United Kingdom of Great Britain and Northern Ireland) carried out in 2010.

¹ *Basic documents*, 47th ed., Geneva, World Health Organization, 2009.

² See decision EB129(8).

³ In press.

HIGH-LEVEL WORKPLAN AND EFFORT

7. The anticipated major steps to be considered for work on the stage-one independent review include:

- (a) agreeing final terms of reference and method of work;
- (b) collecting, reviewing and analysing available information;
- (c) reviewing and understanding the WHO reform proposals and their implications for the Organization;
- (d) using the information knowledge gained, identifying and assessing the high-level challenges in the areas of finance, staffing issues and internal governance;
- (e) meeting with WHO reform project team members to validate hypotheses and provisional findings;
- (f) identifying potential additional “baseline” information requirements (eventually to be included in the scope of stage two);
- (g) developing the overall roadmap of the areas to be covered by the stage-two evaluation (including proposing the scope of the evaluation and key questions, outline workplan and associated costs);
- (h) preparing the stage-one review report for submission to the Executive Board at its 131st session in May 2102.

8. In view of the limited time frame available for stage one it is anticipated that a time-bound approach for the planning of the information collection and report writing would need to be adopted. Hence, it is likely that the required external resources would involve a team of between two and four experienced staff, for a two-month period, with an expected start date no later than mid-February 2012. The cost of such a team is anticipated to be in the order of US\$ 150 000.

9. The outputs from stage one will comprise a report providing a review of financing, staffing and internal governance challenges facing WHO; and a proposed roadmap for stage two of the independent evaluation, including proposals for the scope, approach, study questions, workplan and associated costs.

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