**INTRODUCTION**

1. WHA Resolution WHA64.2 requested the Director-General "in consultation with Member States to develop an approach to independent evaluation, and to present a first report on the independent evaluation of the work of WHO to the Sixty-fifth World Health Assembly in May 2012". Subsequently, the 129th Executive Board requested that, by the end of June 2011, three concept papers be prepared which will be further revised on an ongoing basis throughout the consultative process.

2. In line with the Executive Board Decision, a first draft of a concept note setting out the proposed scope, terms of reference and process for the Independent Evaluation was circulated to Member States in June.

3. In consultations with Geneva-based missions and web-based submissions, Member States questioned the approach being taken to independent evaluation of WHO, expressed their views on the proposed scope and focus of the thematic evaluation, and voiced concern at the proposed timeline. They proposed that different options for approaches to independent evaluation of WHO should be considered, and that the independent thematic evaluation under consideration should not establish a precedent for future independent evaluations. They suggested options for agencies to carry out the proposed evaluation, for example, the United Nations Joint Inspection Unit (JIU). They emphasized that the selection of the Evaluation Consortium should be Member-State driven, and that the evaluation team members should be free from conflict of interest, highly competent, and reflecting geographical and professional diversity. Several Member States proposed an accelerated timeline for the thematic evaluation, to enable it to inform the proposals for WHO reform. It was also proposed that the JIU could be invited to conduct follow up studies to the 2001 review of management and administration of WHO, and the 1993 review of decentralization in WHO. The Director-General was requested to develop draft Terms of Reference for the proposed evaluation for further consideration by Member States.

4. This paper does not attempt to address the questions raised by Member States concerning different approaches to independent evaluation of the work of WHO, as these are addressed in the discussion document on 'WHO Managerial Reforms'. This paper aims to provide more detailed terms of reference for a thematic evaluation of one aspect of the work of WHO, to be commissioned by the Executive Board as per the resolution of the World Health Assembly and the decision of the Executive Board. This thematic approach does not preclude Member States in commissioning a comprehensive independent evaluation of the work of WHO in the future.

**PROPOSED TERMS OF REFERENCE FOR THEMATIC INDEPENDENT EVALUATION OF WHO**

**Purpose**

5. The evaluation aims to answer two main questions:
(a) What do countries expect from the WHO Secretariat in terms of technical support for health systems strengthening?

(b) How can the Secretariat deliver this support more effectively and efficiently at the national, regional and global levels?

Scope

6. The proposed evaluation will focus on health systems strengthening, as this is a high priority for Member States (at all levels of economic development), a fundamental requirement for improving health outcomes and the MDGs, and a major and increasingly important area of work for WHO at each level of the Organization.

7. The evaluation will focus on the WHO Secretariat’s capacity to support countries (at all levels of economic development) in strengthening their health systems, including national health policies, strategies & plans; universal coverage and health systems financing; health work force; access to essential medicines & technologies; and health information systems.

8. The evaluation of the work of the WHO Secretariat in health systems strengthening will encompass the three levels of WHO, and the six core functions of the Organization as described in the 11th General Programme of Work1 (see annex).

Oversight

9. The Executive Board will provide oversight for the Independent Evaluation, reviewing the Terms of Reference and Work Plan, selecting an Evaluation Consortium, and receiving regular reports on the activities, observations and recommendations of the Evaluation Consortium. The Executive Board may choose to appoint a sub group of the Board as an Evaluation Oversight Committee to carry out these functions.

10. The Director-General will provide a secretariat for the Independent Evaluation.

Selection of Evaluation Consortium

11. The evaluation will be carried out by an independent Evaluation Consortium, selected though an objective and transparent process. The Evaluation Consortium will comprise a multi-disciplinary team from a consortium of institutions with proven capacity and experience in carrying out evaluations of the work of international organizations in the field of public health, and with the technical and managerial experience and skills that reflect the purpose and scope of the evaluation. Members of the Evaluation Consortium will be expected to exercise their professional judgement, and will be free from conflict of interest.

12. The Evaluation Consortium will be selected following a public 'Request for Proposals' for an Evaluation Consortium and Work Plan. To reflect the scope and diversity of the work of WHO, priority will be given to proposals submitted by consortia of institutions from developing and developed countries.

13. The criteria for selection of the Evaluation Consortium will be (1) demonstrated capacity and experience of the consortium of institutions submitting the Proposal in evaluation of international organizations in public health; (2) evidence of understanding of the purpose and

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expected outcome of the evaluation as reflected in the Proposal and Work Plan; (3) experience, competence and diversity of proposed members of the Evaluation Consortium; and (4) cost.

14. The Director-General will present the proposed Evaluation Consortium and Work Plan to the Evaluation Oversight Committee for approval, together with Declarations of Interest of the proposed members.

Methodology

15. The evaluation methodology will comprise the following elements:

(a) A review of relevant WHO literature relating to health systems strengthening, produced by HQ, Regional Offices and Country Offices. This includes relevant resolutions of governing bodies, norms and standards, guidelines, global and regional strategies, country cooperation strategies, plans, reports, data and health information in the different aspects of health systems outlined above.

(b) An electronic survey of Ministries of Health, Collaborating Centres, and partners to ascertain their views and perceptions concerning WHO activities in health systems strengthening. This will be supplemented by interviews with relevant staff of Ministries of Health in countries and partners at the country and global level.

(c) Interviews with WHO staff of HQ, Regional and Country Offices, including WHO health systems observatories.

16. The Evaluation Consortium will make visits to WHO HQ, the six Regional Offices and several WHO Country Offices, selected in agreement with the Evaluation Oversight Committee. The Evaluation Consortium is expected to divide into teams of experts for visits to regions and countries. The countries selected for a visit will reflect the diversity of WHO, regional representation, differing levels of burden of disease, economic status and health systems development, and including some countries in humanitarian and emergency settings.

17. The Evaluation Consortium will present interim findings of the evaluation at a workshop to be organized in the margins of the World Health Assembly in May 2012.

18. The Consortium will conclude their work following the World Health Assembly, and submit their report to the Evaluation Oversight Committee by end June 2012.

Time Line

19. The Executive Board is invited to review and endorse these Terms of Reference.

20. Following endorsement by the Executive Board of the Terms of Reference for the Evaluation, the Director-General will issue a public Request for Proposals. Proposals must include proposed membership of the Evaluation Consortium with CVs of all members, a draft work plan, draft data collection, survey and interview tools, and a budget. These proposals will be assessed by an Evaluation Oversight Committee constituted by the Special Session Executive Board (1-3 November 2011) based on the above criteria, and the Evaluation Consortium selected. The Executive Board will be informed of the outcome of the selection process, and the proposed work plan.
21. An initial meeting of the Evaluation Consortium will be held at WHO HQ in December 2011 with the Evaluation Oversight Committee to discuss and finalise the work plan, and the Evaluation Consortium will commence its work in January 2012.

22. The Director-General will report on the work of the Evaluation Consortium and independent evaluation of WHO at the 65th WHA in May 2012. The final report of the Evaluation Consortium will be submitted to the Evaluation Oversight Committee by end June 2012, for discussion in Regional Committees.
Proposed Evaluation Questions

The following study questions are proposed. These are linked to each of the six core functions of WHO, and answered as they relate to WHO work in health systems strengthening. These questions will be answered through the literature review, country visits, survey of Members States and partners, and interviews with WHO staff. Based on these answers, the Evaluation Consortium will make recommendations on steps to strengthen the support and performance of the WHO Secretariat.

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<th>WHO Functions</th>
<th>Study questions to be addressed at the global, regional, sub regional and national level</th>
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| Providing leadership on matters critical to health and engaging in partnerships where joint action is needed. | • What is the role and mandate for WHO’s work in health systems strengthening?  
• Does WHO exercise effective leadership in health systems and how could this be improved?  
• Which partnerships with other agencies have been most effective in supporting health systems strengthening and how can these collaborations be enhanced to strengthen coherence and alignment? |
| Shaping the research agenda and stimulating the generation, translation and dissemination of valuable knowledge | • How is WHO influencing the research agenda around health systems?  
• What are the current mechanisms for addressing health systems research needs, and in what ways could these be improved?  
• How could WHO improve its effectiveness in disseminating knowledge and innovation concerning health systems strengthening? |
| Setting norms and standards, and promoting and monitoring their implementation | • To what extent is the development of norms, standards and global public goods for health systems driven by country demand, and how could this be improved?  
• What are the current mechanisms for development of global norms and standards related to different aspects of health systems?  
• Are there any ways in which these development processes could be made more efficient, transparent and objective?  
• How effectively does WHO monitor and report on the implementation of norms and standards for health systems and how could this be improved? |
| Articulating ethical and evidence-based policy options | • How effectively does WHO help countries translate health systems norms and standards into national policy?  
• What could be done to strengthen the alignment of the different levels of the Organization to more effectively support this process? |
| Providing technical support, catalysing change, and building sustainable institutional capacity | • What is the current capacity of the Secretariat to support countries for health systems strengthening, and is this adequate?  
• Is WHO structured appropriately to provide support to Member States in different aspects of health systems strengthening?  
• How can different WHO programmes align their work to more effectively contribute to health systems strengthening?  
• How could WHO change the way it delivers technical support to more effectively build sustainable institutional capacity in countries for health systems? |
| Monitoring the health situation and assessing health trends | • How can WHO better support countries in strengthening their health information systems?  
• How effectively does WHO integrate information and assessments from countries into future planning? |