

30th PAN AMERICAN SANITARY CONFERENCE

74th SESSION OF THE REGIONAL COMMITTEE OF WHO FOR THE AMERICAS

Washington, D.C., USA, 26-30 September 2022

Provisional Agenda Item 8.2

CSP30/INF/2
15 July 2022
Original: English

REPORT ON STRATEGIC ISSUES BETWEEN PAHO AND WHO

Introduction

1. This report responds to a request from Member States during the 29th Pan American Sanitary Conference in 2017 to review key strategic issues in the relationship between the Pan American Health Organization (PAHO) and World Health Organization (WHO). The recurring report was first presented to the Governing Bodies in 2018 (1). The report to the 59th Directing Council in September 2021 provided updates through June 2021 (2); therefore, the present report covers matters arising since July 2021. The report informs on high-level strategic issues and opportunities of importance to Member States and highlights results of collaboration between PAHO and WHO, with a view to fostering the proactive engagement of Member States from the Region of the Americas in global fora. In view of the feedback received from Member States during the 59th Directing Council in 2021, the present report is structured to focus on leadership and governance issues, as well as accountability and transparency.

Leadership and Governance

2. This section provides strategic insight from ongoing deliberations and decisions of WHO Governing Bodies, along with their implications for the Region of the Americas and PAHO, given the strategic importance and interest of Member States in ongoing discussions at the global level. It covers meetings of WHO Governing Bodies that have taken place since the 59th Directing Council, in particular the Special Session of the World Health Assembly (29 November to 1 December 2021), the 150th Session of the Executive Board (24-29 January 2022), and the 75th World Health Assembly (22-28 May 2022). The section also provides updates on consultations with Member States and on discussions concerning key issues at the global level.

3. The Pan American Sanitary Bureau (PASB) stands ready to support Member States as necessary to encourage their participation and engagement in future discussions and

consultations regarding strategic leadership and governance with far-reaching impact across the Organization, and to promote greater transparency. Key logistical issues include the scheduling of global meetings at times that may not be conducive to the active participation of Member States, especially for those located in the time zones of the Region of the Americas, as well as the timely availability of relevant documents. PASB advocates for a more equitable balance in this regard, both within the strategic and technical networks and at the senior management level.

4. In addition to the key areas outlined in this report, PASB engages and collaborates with WHO on a continuous basis, contributing to strategic, technical, and operational aspects of the implementation of the WHO Thirteenth General Programme of Work (GPW 13). Some of the mechanisms that facilitate this collaboration include the Global Policy Group, networks of the Directors of Programme Management and the Directors of Administration and Finance, and the Regional Emergency Director network. PASB staff also participate in technical networks responsible for the planning, implementation, monitoring, and assessment of results of the GPW 13.¹ The Programme Management Network is another key forum for exchange between PAHO and WHO on strategic planning and budgeting.

5. The Region of the Americas has benefited from opportunities to influence key decisions at the policy level, contribute to governance and strategic frameworks, and advocate for greater support from WHO, including financing. The engagement of PASB staff in these mechanisms has ensured that the Region is able to contribute to key WHO deliverables, such as the revised Programme budget 2022-2023 and Results Report 2020-2021. For example, in February 2022, PAHO and WHO staff participated in a “Regional Day” under the leadership of the Deputy Director General of WHO and the Assistant Director of PAHO, with broad technical participation, to review the priorities of the Region of the Americas for 2022-2023 and identify priority areas for collaboration and countries where WHO support would be needed. This opportunity led to the definition of concrete follow-up actions for the period.

Strengthening WHO Preparedness and Response to Health Emergencies

6. The Member States Working Group on Strengthening WHO Preparedness and Response to Health Emergencies (WGPR), established pursuant to Resolution WHA74.7 (3), presented its final report to the 75th World Health Assembly, which adopted Decision WHA75(9) (4, 5).

7. Member States welcomed the WGPR report and extended the WGPR with a revised mandate and name, “Working Group on IHR amendments” (WGIHR). This group will work exclusively on consideration of proposed International Health Regulations (IHR)

¹ To operate effectively and efficiently across its three levels and to drive progress toward the Triple Billion targets of the GPW 13, WHO has established networks in which PAHO participates, including the Strategic Priority Coordination Group, Output Delivery Teams, and Technical Expert Networks.

amendments in accordance with Decision EB150(3). The proposed amendments are to be submitted by 30 September 2022. With a view to their adoption by consensus at the 77th World Health Assembly in 2024, Decision WHA75(9) requests the Director-General to convene an IHR Review Committee to make technical recommendations on the amendments. It further requests the WGIHR to convene its organizational meeting no later than 15 November 2022 and to coordinate with the process of the Intergovernmental Negotiating Body (INB).

8. In parallel with the WGPR, through the adoption of Decision SSA2(5) (6), WHO Member States decided to establish the INB to draft and negotiate a WHO convention, agreement, or other international instrument on pandemic prevention, preparedness, and response. Member States appointed two co-chairs for the INB (from the Netherlands and South Africa) and four vice-chairs representing the remaining WHO Regions (including Brazil in representation of the Americas). The INB held public hearings and released the report of its first meeting (7). It elaborated a working draft, presented on the basis of progress achieved, of a WHO convention, agreement, or other international instrument on pandemic prevention, preparedness, and response (the “WHO CAIP”) for consideration by the INB at its second meeting, which was scheduled for 18-22 July 2022 (8)

9. The future of governance in preparing for and responding to health emergencies is also intertwined with: the prospective formation of a Standing Committee on Pandemic and Emergency Preparedness and Response (9); the work of the Member States’ Working Group on Sustainable Financing (WGSF);² and discussions and deliberations of the 75th World Health Assembly related to the concept note, published by the WHO Secretariat on 24 March 2022, on Strengthening the Global Architecture for Health Emergency Preparedness, Response and Resilience (10). The ongoing deliberations led by Member States at global level to reshape global health architecture have, by definition, global breadth and implications (11). At the regional level, these deliberations may lead to useful forward actions ensuing from the 75th World Health Assembly and may allow PASB to deliver more effective cooperation to PAHO Member States.

Strategic Planning and Budgeting

10. At the 150th Session of the Executive Board, WHO presented the draft proposal for the extension of the 13th General Programme of Work (GPW 13) from an end date of 2023 to 2025 (12), along with revisions to the WHO Programme budget 2022-2023 (WHO PB 22-23) (13). The GPW 13 extension, requested in Resolution WHA74.3 (14), will harmonize the planning cycle of WHO with that of other United Nations agencies and with the PAHO Strategic Plan 2020-2025 (15). The extension will also further facilitate the programmatic and budgetary alignment between PAHO and WHO, which will be key for implementation, monitoring, assessment, and reporting during the 2024-2025 biennium.

² The web page of the Working Group on Sustainable Financing can be accessed at: <https://apps.who.int/gb/wgsf/>.

11. At the 75th World Health Assembly, WHO adopted the recommendations of the Executive Board to extend the GPW 13 (16), and Member States requested that WHO consult with them regarding implications of the extension for the GPW 13 Results Framework and for 2024-2025 planning. During a consultation held on 30 June 2022, Member States were informed regarding the slow progress toward the Triple Billion targets and the strategic implications of the extension. These include alignment with the five priorities of the Director General and the strategic pillars of the GPW 13, use of a data- and evidence-driven approach to determine “areas of concentration” for 2024-2025, and necessary adjustments to the GPW 13 Results Framework.

12. Regarding the WHO PB 22-23 revisions, the document presented to the 75th World Health Assembly included an additional US\$ 604.4 million³ (14% increase) over the total approved WHO PB 22-23. In terms of the increase by WHO strategic priority, 67% of the increase is concentrated in strategic priority 2 (one billion more people better protected from health emergencies), 15% in strategic priority 1 (one billion more people benefiting from universal health coverage), and 13% in strategic priority 4 (more effective and efficient WHO providing better support to countries). Strategic priority 3 (one billion more people enjoying better health and well-being) has the least significant increase of the four strategic priorities, with 5%. More information is provided in the proposed revision to the Programme budget 2022-2023 (17) and Program Budget of the Pan American Health Organization 2022-2023: Proposed Amendments (18).

13. In the case of PAHO, the revision includes an increase in the WHO allocation (budget space) to the Regional Office for the Americas (AMRO) of \$39.5 million, thereby increasing the allocation to the Region from \$252.6 million to \$292.1 million (a 35% increase compared with the 2020-2021 biennium allocation).

14. The revision of these documents has provided an opportunity to respond to relevant recommendations of various reviews on enhancing emergency preparedness and response, which were not fully included when the WHO PB 22-23 was approved. Member States and PASB have provided input for the improvement of these documents (e.g., prioritization and alignment of indicators). Consultations with Member States between the Executive Board and the World Health Assembly allowed for further opportunities to present additional input and experiences from countries and the Region.

Sustainable Financing

15. Member States received an update on the deliberations of the Working Group on Sustainable Financing at the 59th Directing Council in September 2021 (19). The WGSF was established by the Executive Board in January 2021 (20) to ensure that WHO has the necessary structures and capacities to fulfill its core functions. The objective of this briefing was to obtain feedback from the Directing Council on five questions that were integral to the financing of WHO. While significant progress was made by the WGSF during its fifth

³ Unless otherwise indicated, all monetary figures in this report are expressed in United States dollars.

meeting from 13-15 December 2021, it did not reach consensus on the recommendations to the WHO Executive Board. In January 2022, the Executive Board, after considering the progress report of the WGSF (21) and recommendations of the 35th Programme, Budget and Administration Committee of the Executive Board, agreed to extend the mandate of the WGSF to continue its deliberations until the 75th World Health Assembly.

16. In addition to global consultations, PASB, in collaboration with WHO Secretariat and the Chair (Germany) and Vice-Chair (Mexico) of the WGSF, facilitated regional sessions in August 2021 and April 2022, which allowed Member States to be updated on global discussions and increased the Region's participation and engagement. Thanks to this participation, the proposed recommendations of the WGSF considered the regional perspective of Member States, including their concerns, in the final report presented at the World Health Assembly.

17. The WGSF held its seventh and final meeting from 25-27 April 2022. Member States reached consensus and a report with the final recommendations was presented to the 75th World Health Assembly, through the 36th Programme, Budget and Administration Committee (22). In summary, Member States agreed on the goal of financing 50% of the base segment of the WHO Programme budget through assessed contributions by 2028-2029 or 2030-2031, at the latest. The first increase is scheduled for WHO PB 24-25, with a growth of 20% or \$192 million (from \$957 million) in assessed contributions above the approved 2022-2023 base budget. Member States also agreed that reforms in governance, together with initiatives to further strengthen transparency, efficiency, accountability, and compliance mechanisms within the Organization, must accompany any proposed increase in assessed contributions.

18. In this regard, Member States approved the recommendation of the WGSF during the 75th World Health Assembly and established an agile task force (the "Task Group") to improve WHO budgetary, programmatic, and financing governance. The Task Group started deliberations in July 2022 and will present its final report to the Executive Board in January 2023. Member States from the Region are encouraged to support and participate in the task force, as it is an opportunity to continue engaging with the WHO Secretariat and to share lessons learned and best practices at the global level.

Accountability and Transparency

WHO Programme Budget Implementation

19. The overall funding of the WHO PB 20-21, as of 31 December 2021, was \$7.9 billion (135% of the approved budget).⁴ This is largely explained by the financing received for the emergency operations and appeals segment. Base programs were financed in the amount of \$3.8 billion (101% financing of the approved budget). The WHO PB 20-21 included a \$215.8 million approved budget for AMRO base programs. The amount of funds

⁴ Updated figures from the WHO Programme Budget Portal, available at <http://open.who.int/2020-21/budget-and-financing/gpw-overview>.

AMRO received for the biennium was \$159.9 million (74% of the approved budget). Of this amount, \$105.2 million consisted of WHO flexible funds and \$54.7 million was voluntary contributions. Regarding the WHO PB 22-23, as of June 2022, AMRO has received a level of financing equivalent to 49% (\$132.6 million) of the approved allocation, which is 21% (\$22.8 million) more than what AMRO received in the same period of 2020-2021.

20. Over the last three biennia there has been an increasing trend in financing the AMRO base budget, from 68% in 2016-2017 to 74% in 2020-2021. This is largely due to the ongoing collaboration between PAHO and WHO and the advocacy of PAHO Member States for an equitable distribution of WHO funds across WHO Headquarters and all regions. Nonetheless, AMRO continues to be the least funded among WHO major offices (regions and Headquarters). Ongoing efforts by WHO to mobilize more flexible funds and strengthen internal coordination mechanisms (engaging the regions) are key to improve financing of the approved WHO PB 22-23.

21. The WHO Results Report for the 2020-2021 biennium was presented to the 75th World Health Assembly (23). PAHO actively participated in the end-of-biennium assessment of the WHO PB 20-21, especially in the completion of output scorecards. The scorecards show the contribution of the Region of the Americas toward achieving the outputs in the WHO Programme budget. Achievements, challenges, and lessons learned from the Region were documented in the major office scorecards and contributed to the overall global assessments. Country success stories demonstrating PAHO and WHO impact at country level were also presented.

22. Importantly, this assessment served as another opportunity to share the Region's wealth of experience in results-based management, especially regarding priority-setting and joint planning, monitoring, and assessment with Member States, while also contributing to and learning from the output scorecard methodology. PASB collaborated closely with the WHO Secretariat to ensure that results of the regional implementation of the WHO PB 20-21 were appropriately reflected in the report to the 75th World Health Assembly and is sharing lessons learned from scorecard application with WHO. Further information on PAHO's end-of-biennium assessment is presented in the PAHO Results Report 2020-2021 (24).

Prevention and Responding to Sexual Exploitation, Abuse, and Harassment

23. Following the release in September 2021 of the Final Report of the Independent Commission into the allegations of sexual exploitation and abuse (SEA) during the response to the 10th Ebola outbreak in the Democratic Republic of the Congo,⁵ PASB assisted WHO in preparing its management response letter to the findings and

⁵ The Independent Commission was appointed by the WHO Director-General on 15 October 2020 to establish the facts relating to allegations of sexual exploitation and abuse during the response to the 10th Ebola outbreak in the Democratic Republic of the Congo, identify and support survivors, ensure that any ongoing abuse had stopped, and hold perpetrators to account.

recommendations contained in the report and in reviewing various communications to personnel. PASB is also a member of the WHO Task Team on Prevention and Response to Sexual Exploitation and Abuse and Harassment (PRSEAH) and actively participates in the Task Team's regular meetings.

24. WHO has pledged \$1.1 million in funding to enable PASB to establish two dedicated positions in PAHO Headquarters and in the Venezuela PAHO/WHO Representative (PWR) Office to help prevent and respond to SEA, conduct awareness-raising activities, and carry out training in the Region of the Americas. Additional positions in other PWR Offices to strengthen the response to SEA are currently under discussion.

25. WHO has established a high-level team and invested considerable resources in developing and implementing an action plan, strategies, initiatives, and awareness-raising campaigns to address SEA. PASB continues to collaborate with WHO and to benefit from the expertise that has been assembled to improve its own policies and practices on PRSEAH.

Action by the Pan American Sanitary Conference

26. The Conference is invited to take note of the information presented in this document and provide any comments it deems pertinent.

References

1. Pan American Health Organization. Report on Strategic Issues Between PAHO and WHO [Internet]. 56th Directing Council of PAHO, 70th Session of the Regional Committee of WHO for the Americas; 2018 Sep 23-27; Washington, DC. Washington, DC: PAHO; 2018 (Document CD56/INF/3) [cited 2022 Apr 20]. Available from: https://www3.paho.org/hq/index.php?option=com_docman&task=doc_download&gid=45799&Itemid=270&lang=en.
2. Pan American Health Organization. Report on Strategic Issues Between PAHO and WHO [Internet]. 59th Directing Council of PAHO, 73rd Session of the Regional Committee of WHO for the Americas; 2021 Sep 20-24; virtual session. Washington, DC: PAHO; 2021 (Document CD59/INF/2) [cited 2022 Apr 20]. Available from: <https://www.paho.org/en/documents/cd59inf2-report-strategic-issues-between-paho-and-who>.
3. World Health Organization. Strengthening WHO preparedness for and response to health emergencies [Internet]. 74th World Health Assembly; 2021 May 24-31; virtual session. Geneva: WHO; 2021 (Resolution WHA74.7) [cited 2022 Apr 18]. Available from: https://apps.who.int/gb/ebwha/pdf_files/WHA74/A74_R7-en.pdf.

4. World Health Organization. Strengthening WHO preparedness for and response to health emergencies: Report of the Working Group on Strengthening WHO Preparedness and Response to Health Emergencies [Internet]. 75th World Health Assembly; 2022 May 22-28; Geneva. Geneva: WHO; 2022 (Document A75/17) [cited 2022 Jul 15]. Available from: https://apps.who.int/gb/ebwha/pdf_files/WHA75/A75_17-en.pdf.
5. World Health Organization. Strengthening WHO preparedness for and response to health emergencies [Internet]. 75th World Health Assembly; 2022 May 22-28; virtual. Geneva: WHO; 2022 (Decision WHA75(9)) [cited 2022 Jul 15]. Available from: [https://apps.who.int/gb/ebwha/pdf_files/WHA75/A75\(9\)-en.pdf](https://apps.who.int/gb/ebwha/pdf_files/WHA75/A75(9)-en.pdf).
6. World Health Organization. The World Together: Establishment of an intergovernmental negotiating body to strengthen pandemic prevention, preparedness and response [Internet]. Second Special Session of the World Health Assembly; 2021 Nov 29-Dec 1; virtual. Geneva: WHO; 2021 (Decision SSA2[5]) [cited 2022 January 14]. Available from: [https://apps.who.int/gb/ebwha/pdf_files/WHASSA2/SSA2\(5\)-en.pdf](https://apps.who.int/gb/ebwha/pdf_files/WHASSA2/SSA2(5)-en.pdf).
7. World Health Organization. First meeting of the Intergovernmental Negotiating Body to draft and negotiate a WHO convention, agreement or other international instrument on pandemic prevention, preparedness and response: report of the meeting [Internet]. Geneva: WHO; 2022 (Document A/INB/1/13) [cited 2022 Jul 15]. Available from: https://apps.who.int/gb/inb/pdf_files/inb1/A_INB1_13-en.pdf.
8. World Health Organization. Second meeting of the Intergovernmental Negotiating Body to draft and negotiate a WHO convention, agreement or other international instrument on pandemic prevention, preparedness and response: working draft, presented on the basis of progress achieved, for the consideration of the Intergovernmental Negotiating Body at its second meeting [Internet]. Geneva: WHO; 2022 (Document A/INB/2/3) [cited 2022 Jul 15]. Available from: https://apps.who.int/gb/inb/pdf_files/inb2/A_INB2_3-en.pdf.
9. World Health Organization. Standing Committee on Pandemic and Emergency Preparedness and Response [Internet]. 150th Session of the Executive Board; 2022 Jan 24-29; virtual. Geneva: WHO; 2021 (Decision EB150[6]) [cited 2022 Apr 18]. Available from: [https://apps.who.int/gb/ebwha/pdf_files/EB150/B150\(6\)-en.pdf](https://apps.who.int/gb/ebwha/pdf_files/EB150/B150(6)-en.pdf).
10. World Health Organization. Strengthening the Global Architecture for Health Emergency Preparedness, Response and Resilience, Concept note for consultation process [Internet]. Geneva: WHO; 2022 [cited 2022 Apr 18]. Available from: <https://www.who.int/publications/m/item/strengthening-the-global-architecture-for-health-emergency-preparedness-response-and-resilience>.

11. Pan American Health Organization. Implementation of the International Health Regulations [Internet]. 170th Session of the Executive Committee of PAHO; 2022 June 20-24; hybrid session. Washington, DC: PAHO; 2022 (Document CE170/INF/4) [cited 2022 May 31]. Available from:
https://www.paho.org/sites/default/files/ce170-inf-4-e-ihp_0.pdf.
12. World Health Organization. Programme budget 2022-2023: Extending the Thirteenth General Programme of Work, 2019–2023 to 2025 [Internet]. 150th Session of the Executive Board; 2021 Jan 24-29; virtual. Geneva: WHO; 2021 (Document EB150/29) [cited 2022 May 17]. Available from:
https://apps.who.int/gb/ebwha/pdf_files/EB150/B150_29-en.pdf.
13. World Health Organization. Programme budget 2022-2023: Proposed revision [Internet]. 150th Session of the Executive Board; 2022 Jan 24-29; virtual. Geneva: WHO; 2022 (Document EB150/28) [cited 2022 May 17]. Available from:
https://apps.who.int/gb/ebwha/pdf_files/EB150/B150_28-en.pdf.
14. World Health Organization. Programme budget 2022-2023 [Internet]. 74th World Health Assembly; 2021 May 24-31; virtual. Geneva: WHO; 2021 (Resolution WHA74.3) [cited 2022 May 17]. Available from:
https://apps.who.int/gb/ebwha/pdf_files/WHA74/A74_R3-en.pdf.
15. Pan American Health Organization. Strategic Plan of the Pan American Health Organization 2020-2025 [Internet]. 57th Directing Council of PAHO, 71st Session of the Regional Committee of WHO for the Americas; 2019 Sep 30-Oct 4; Washington, DC. Washington, DC: PAHO; 2019 (Official Document 359) [cited 2022 May 17]. Available from: <https://iris.paho.org/handle/10665.2/51599>.
16. World Health Organization. Programme budget 2022-2023: Extending the Thirteenth General Programme of Work, 2019-2023 to 2025 [Internet]. 75th World Health Assembly; 2022 May 22-28; virtual. Geneva: WHO; 2022 (Document A75/8) [cited 2022 May 17]. Available from:
https://apps.who.int/gb/ebwha/pdf_files/WHA75/A75_8-en.pdf.
17. World Health Organization. Proposed revision to the Programme budget 2022-2023 [Internet]. 75th World Health Assembly; 2022 May 22-28; virtual. Geneva: WHO; 2022 (Document A75/6) [cited 2022 May 17]. Available from:
https://apps.who.int/gb/ebwha/pdf_files/WHA75/A75_6-en.pdf.
18. Pan American Health Organization. Program Budget of the Pan American Health Organization 2022-2023: Proposed Amendments [Internet]. 170th Session of the Executive Committee of PAHO; 2022 Jun 20-24; hybrid session. Washington, DC: PAHO; 2022 (Document CE170/12) [cited 2022 May 31]. Available from:
https://www.paho.org/sites/default/files/ce170-12-e-program-budget_0.pdf.

19. Pan American Health Organization. Draft report of the Working Group on Sustainable Financing established by the Executive Board of the World Health Organization [Internet]. 59th Directing Council of PAHO, 73rd Session of the Regional Committee of WHO for the Americas; 2021 Sep 20-24; virtual. Washington, DC: PAHO; 2021 (Document CD59/INF/3) [cited 2022 January 14]. Available from: <https://www.paho.org/en/documents/cd59inf3-draft-report-working-group-sustainable-financing-established-executive-board>.
20. World Health Organization. Sustainable financing [Internet]. 148th Session of the Executive Board; 2021 Jan 18-26; virtual. Geneva: WHO; 2021 (Decision EB148[12]) [cited 2022 January 14]. Available from: [https://apps.who.int/gb/ebwha/pdf_files/EB148/B148\(12\)-en.pdf](https://apps.who.int/gb/ebwha/pdf_files/EB148/B148(12)-en.pdf).
21. World Health Organization. Sustainable financing: Report of the Working Group [Internet]. 150th Session of the Executive Board; 2022 Jan 24-29; virtual. Geneva: WHO; 2022 (Document EB150/30) [cited 2022 January 14]. Available from: https://apps.who.int/gb/ebwha/pdf_files/EB150/B150_30-en.pdf.
22. World Health Organization. Sustainable financing: report of the Working Group [Internet]. 75th World Health Assembly; 2022 May 22-28; virtual. Geneva: WHO; 2022 (Document A75/9) [cited 2022 May 17]. Available from: https://apps.who.int/gb/ebwha/pdf_files/WHA75/A75_9-en.pdf.
23. World Health Organization. WHO Results Report: Programme budget 2020-2021 [Internet]. 75th World Health Assembly; 2022 May 22-28; virtual. Geneva: WHO; 2022 (Document A75/32) [cited 2022 May 17]. Available from: https://apps.who.int/gb/ebwha/pdf_files/WHA75/A75_32-en.pdf.
24. Pan American Health Organization. Preliminary Report of the End-of-biennium Assessment of the PAHO Program Budget 2020-2021/First Interim Report on the Implementation of the PAHO Strategic Plan 2020-2025 [Internet]. 170th Session of the Executive Committee of PAHO; 2022 Jun 20-24; hybrid session. Washington, DC: PAHO; 2022 (Document CE170/13) [cited 2022 June 3]. Available from: https://www.paho.org/sites/default/files/ce170-13-e-report-end-biennium_0.pdf.

- - -