Terms of Reference for the P4H network

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1   Preamble

At least half the world's population still lacks access to essential health services. Furthermore, some 800 million people spend more than 10 per cent of their household budget on health care, and almost 100 million people are pushed into extreme poverty each year because of out-of-pocket health expenses.[1]

The launch of the P4H Social Health Protection Network in 2007 as well as other landmark events like the publication of the *World Health Report 2010 – Health Systems Financing: the Path to Universal Health Coverage* (UHC) and *ILO's World Social Protection Report 2017/19* contributed to raise the profile of health financing, social health protection and UHC at global level.

The adoption of the Sustainable Development Goals (SDGs) in September 2015 made UHC a universal target (3.8.) globally. The SDG framework also strongly promotes cross-sectoral action in addressing the deep interconnections and cross cutting elements across the new goals and targets, including 3.8.[2]

Fully aligned with these principles, P4H promotes collaboration on health financing and social health protection at the intersection of the health, finance and social sectors as an integral part of the definition of UHC. Its members commit to working in reciprocal partnership, learning and benefitting from P4H, whilst simultaneously making substantial contributions to the network.

Many countries that have engaged in health financing, social health protection and UHC reforms find themselves struggling with several issues. How to move away from out-of-pocket spending? How to create fair and sustainable financing structures for health and social protection systems? How to maintain and increase funds for health and how to use existing funds more efficiently and equitably? However, the work is often uncoordinated, limited in scope or it comes with pre-conceived approaches and ideas.

P4H provides a platform to address these issues through its strategic and broad-based approach to UHC including health and poverty issues, social dialogue and sustainable development.

The P4H approach is consistent with the World Health Assembly resolutions WHA58.33 (2005) on Sustainable health financing, universal coverage and social health insurance, WHA64.9 (2011) on Sustainable health financing structures and universal coverage, and the United Nations General Assembly Resolution A/67/L.36 (2012) on Global health and foreign policy, and promotes collaboration with countries in implementing these resolutions. The P4H approach is also consistent with the Conclusions of the International Labor Conference in 2001 that confirmed ILO's mandate in social security and the Recommendation 202 (2012) concerning National Floors of Social Protection. It is further in line with the Social Protection Floor Initiative jointly led by ILO and WHO.

2   P4H value proposition, principles, mission statement and results

The path towards UHC is complex and necessitates a mix of technical and political solutions. It requires extensive capacity and efforts in terms of political engagement and negotiation, awareness raising, technical expertise, systems thinking, stakeholder involvement, fiscal space, change management, and coordination of inputs and processes. In this context, the principal avenue of P4H to overcome the healthcare access deficits and the risk associated with catastrophic health expenditures is the creation and extension of sustainable systems of social health protection, in line with the shared UHC and SDG goals and based on values such as those

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[1] Tracking Universal Health Coverage: 2017 Global Monitoring Report. World Health Organization and International Bank for Reconstruction and Development/The World Bank; 2017.

[2] UNGA Resolutions 70/1, Section 5 and Section 1.

of universality, "leaving no one behind", equity and solidarity.

2.1 Value proposition

P4H enhances its members' contributions to UHC, gives them leverage and creates synergies by:

- Connecting stakeholders across health, finance, social and other relevant sectors and with all other levels

- Incentivizing and facilitating collaboration and joint programming

- Developing products and services to support capacity building for national coordination and inclusive dialogue on UHC financing and social health protection

- Practically linking accountability, ownership and evidence based and result oriented approach.

2.2 Principles guiding P4H work

The principles guiding P4H work include:

- All P4H members adhere to the SDG commitment of "leaving no one behind" and preventing impoverishment due to ill health. We acknowledge that without following this principle, effective UHC cannot materialize

- All P4H members recognize that the process of transition towards UHC is fully owned, led and managed by countries and their national/regional institutions, which must develop their own context-specific approach to UHC, based on suitable, sustainable financing mechanisms

- All P4H members are committed to information sharing and transparency among themselves, as well as to the promotion of accountability towards the citizens in the countries and regions where P4H is active

- All P4H members acknowledge the high level of flexibility needed for the establishment of P4H networks at the national level that have to develop their own decision-making bodies and processes.

2.3 Role, vision, goal, and mission of the P4H network

The **role** of the P4H network is to act as an honest broker among all involved stakeholders to build coherent frameworks for country, regional and global action.

The **vision** of P4H is to accelerate progress towards UHC.

The **goal** of P4H is to support the development of sustainable and equitable health financing systems towards UHC.

The **mission** of P4H is to promote, develop and strengthen exchange and collaboration for health financing and social health protection towards UHC.

2.4 Expected results

P4H strives to achieve the following specific results through the joint action of its members:

- A high-level multi-sector interest in or commitment to financing for UHC is created and fostered, most importantly, through domestic funding, which contributes to accelerate progress toward UHC

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- Functional local P4H networks and mechanisms are established and operationalized, allowing P4H to assess country/regional needs and gaps, exchange all relevant information, and work in a harmonized way

- A coherent framework supporting UHC, through demand-based quality joint technical assistance, knowledge generation, exchange and translation, including the development of global goods for UHC, is created, ensuring alignment among partners at country level

- Collaboration with other UHC-related networks is developed and complementarities are leveraged

- New ways of working in the area of health financing are explored, and innovative health financing solutions are promoted.

3   Membership

P4H is a global network open to all prospective members interested in collaborating on UHC. P4H has a single modality of membership, which is open to countries, multilateral agencies, civil society organizations (CSOs), private foundations, regional bodies and global initiatives provided they match the criteria under 3.1. Membership does not constitute a commitment of funding to the network. Members are legal entities, i.e., each organization or entity is a member, and not single departments or units.

3.1   Criteria to become a member of P4H

In order to become a member of P4H, candidates need to:

- Contribute (either financially or in-kind) and add value to the P4H network (e.g., by contributing to UHC-related global public goods, proposing and developing new methodologies and tools, supporting technical assistance missions, hosting events)

- Demonstrate engagement in UHC-related health financing reforms at country, regional or global level (e.g., by allocating share of national budget to UHC or mobilizing technical and financial resources to support UHC)

- Endorse P4H values and principles, its value proposition, and mission statement (as per Section 2)

- Be approved by the P4H Steering Group.

3.2   Procedures for new membership

P4H membership applications are sent to the Coordination Desk through an official letter, either from or endorsed by an authorized representative of the prospective member. The P4H Coordination Desk: (i) informs all the Steering Group members of the application for membership by a prospective member; (ii) initiates a dialogue to clarify the applicant's motivation and expectations for joining P4H; and (iii) forwards all the information related to the application for decision by the Steering Group. The application is discussed at a Steering Group Meeting and a decision is taken by consensus.

The Coordination Desk informs the applicants to develop a presentation for the Steering Group review, which demonstrates how the applicant meets the membership criteria and the mutual benefits for the new member and the P4H network.

Any member may terminate its involvement in P4H by providing written notice to the other

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members through the Coordination Desk. The Coordination Desk then informs the Steering Group to remove the respective member from the members' list as of the date of the notification.

3.3   Eligibility for membership

P4H provides a common frame for multi-stakeholder collaborative effort on health financing and social health protection. By involving a variety of stakeholders, P4H facilitates multi-sector work towards UHC. Based upon their missions and value propositions, P4H members contribute and benefit in diverse ways. Examples of membership categories with distinctive contribution capacities include:

- Governments or state actors
- International and regional organizations
- Development banks and global health funds
- Private not-for-profit actors
- Private for-profit-actors.

4   Decision making body and processes

4.1   Steering Group

4.1.1   Role and responsibilities

The Steering Group is the overarching decision-making body of the network. It is responsible for strategic guidance and orientation; policy oversight and ensuring coherence and complementarities between P4H and other initiatives and partners.

The Steering Group may make changes to these P4H network terms of reference (ToRs) as needed. The Steering Group may delegate some actions to other entities within the P4H network, such as ad hoc working groups established for a specific purpose by the Steering Group. The Steering Group oversees all such entities, including the Coordination Desk/Team and Technical Exchange Group.

4.1.2   Composition

Until P4H has reached 15 members, each member will have one seat in the Steering Group. Once the membership exceeds 15, representation to the Steering Group will be by constituencies.[5]

Member seats in the Steering Group will be capped at 15 seats allocated among the key constituencies:

- Governments or state actors: 8 seats, including 4 reserved for development partner representation and 4 reserved for regional representation (one seat each for Africa, Asia, Europe and Central Asia, and Latin America and the Caribbean)
- Multilateral agencies: 3 seats
- Global health funds and partnerships: 2 seats
- Regional development banks: 2 seats.

Each of the 15 members/constituency representatives with a seat on the P4H Steering Group holds decision-making functions and has one vote. In addition, 3 observer seats are available for the constituency representatives of the academic institutions, private sector including

philanthropy, and civil society (one each).[3]

The Steering Group is guided by the P4H mission. Each member strives to act in line with both its own organization and its respective constituencies' priorities. Representation is for a renewable two-year term that starts at the first Steering Group meeting in a given calendar year, and ends at the opening of the first Steering Group meeting in the second consecutive calendar year.

Each constituency will develop its own process to designate one representative and one alternate for each of its seats to the Steering Group and determine the members of its delegation. Overall, delegation should be composed of not more than two members, at least one of them being either the constituency representative or the alternate. The selection process should be consistent with P4H's shared values and comparable across constituencies. The representative(s) and alternate(s) of each constituency must make every effort to participate in all the Steering Group meetings to help ensure the fair representation and continuity of P4H activities.

4.1.3   Procedures for decision-making by the Steering Group

The Steering Group operates on the basis of consensus. In case no consensus can be reached and a vote is required, it will be by simple majority, except for a decision on membership as specified in chapter 3.2 and ad-hoc short-term collaboration as specified in chapter 6.1.

A simple majority vote is achieved if more than half of the Steering Group members present have expressed their support. If the majority is lost, then the decision is rejected.

An in person quorum of 60% or more (9/15 or above) Steering Group members is required for a Steering Group meeting to proceed.

Steering Group members may nominate an alternate to represent their entity/constituency at a meeting of the P4H Steering Group. Such alternates are entitled to participate in the decision-making process. The Steering Group Chair (or co-Chairs) and the Coordination Desk should be notified of the names of the alternates in writing via email prior to the commencement of the respective P4H Steering Group meeting.

Decision-making of country and regional level P4H networks follows locally agreed procedures that may not contradict the global level procedures.

Members may not support or promote a decision of the Steering Group if it is contrary to their respective rules, regulations and administrative procedures.

4.1.4   Organization of the Steering Group activities

The Steering Group meets in person at least once a year in the P4H Steering Group Annual Meeting. Annual Meetings may be held virtually under exceptional circumstances. Ad-hoc meetings for important urgent decisions can be requested by members at least 3 weeks in advance, and can be virtual.

The Chair (or co-Chairs) of the Steering Group is (are) selected at the P4H Steering Group Annual Meeting to serve for a one-year term and may be reappointed to a successive one-year term, but after serving two consecutive one-year terms shall be ineligible to be reappointed until at least a

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[3] As of the 2021 Annual Meetings of the P4H Steering Group, the 15 seats on the P4H Steering Group are allocated as follows: (1) Development Partner (France), (2) (Development Partner) Germany, (3) (Development Partner) Switzerland, (4) (Development Partner) USAID, (5) Regional Representative Africa (Morocco), (6) Regional Representative Asia (Thailand), (7) Regional Representative Europe and Central Asia (Kazakhstan), (8) Regional Representative Latin America and the Caribbean (TBD), (9) ILO, (10) World Bank, (11) WHO, (12) GFF, (13) Global Fund, (14) and (15) Regional Development Banks (African Development Bank, Asian Development Bank, and the Council of Europe Development Bank).

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one-year term has intervened. A year's term starts and ends at the respective P4H Steering Group Annual Meetings.

In line with the P4H governance model, the Chair (or co-Chairs) of the P4H Steering Group, supported by the Coordination Desk, shall provide overall direction and facilitate discussions for concertation and decisions with the P4H Steering Group members in between the P4H Steering Group Annual Meetings, provide the direction for the organization of the P4H Steering Group Annual Meeting, and prepare the agenda for the P4H Steering Group Annual Meeting together with the Coordination Desk.

The Coordination Desk supports the activities of the Steering Group, implements the work program that the Steering Group approves, and prepares its meetings and the minutes of the meetings. It ensures that any decision points and related background papers are available at least three weeks ahead of the regular SG meetings, and at least one week ahead of ad-hoc meetings.

Use of the P4H platform's restricted area is the core means of exchange for preparation and follow-up of all meetings and their documentation; however, all the items requiring the attention or decision of the Steering Group members are also communicated to them by email to their official email addresses. The Coordination Desk ensures access, data protection and privacy for all members in accordance with members' information policies and maintains the P4H platform.

4.2   Technical Exchange Group

4.2.1   *Role and responsibilities*

The Technical Exchange Group (TEG) supports the Steering Group by acting as an interface between implementation and decision-making levels. It engages P4H members' technical level staff to provide technical inputs in order to initiate, coordinate and evaluate P4H activities. Responsibilities include:

- Preparing inputs and recommendations for the Steering Group meetings including review of the P4H annual work plan prepared by the Coordination Desk before presentation to the Steering Group
- Facilitating monitoring and evaluation of P4H activities
- Other tasks as requested by the P4H Steering Group.

4.2.2   *Composition*

The TEG is composed of the P4H Coordination Desk, P4H Country and Regional Focal Points as well as technical and/or policy level staff from P4H members.

4.2.3   *Organization of Technical Exchange Group activities*

The TEG meets once a year, preferably directly after the CoordinationTeam meetings and at least one month before and in preparation of the Steering Group meeting.

The Chair (or co-Chairs) of the TEG is (are) selected at the P4H Steering Group Annual Meeting. Supported by the Coordination Team, the Chair (or co-Chairs) of the TEG serve for a one-year term and may be reappointed to a successive one-year term, but after serving two consecutive one-year terms shall be ineligible to be reappointed until at least a one-year term has intervened. A year's term starts and ends at the respective P4H Steering Group Annual Meetings.

Participation in the TEG is open to: (i) representatives (focal points) of the P4H members who are nominated by the respective P4H member and who have the decision-making ability in shaping

the TEG agenda and work products to be presented to the Steering Group; (ii) technical experts from the P4H network members who may be invited by the P4H members or the P4H Coordination Desk with an agreement from the respective P4H member to provide technical inputs on specific work streams to the TEG; and (iii) other technical experts who may join or be invited to join the TEG and/or participate in ad hoc technical topic exchanges. The TEG membership is for a period of year's term that starts and ends at the respective P4H Steering Group Annual Meetings. The P4H Coordination Desk organizes and manages the TEG meeting and ad hoc technical topic exchanges, under the guidance of the P4H Steering Group.   The P4H Coordination Desk maintains the TEG membership lists, agendas, and work products and includes them in the P4H Steering Group communications and documentation for the P4H Steering Group Annual Meetings.

In line with the P4H Governance model, the TEG will provide technical inputs for the P4H Coordination Team to develop the annual work plan based on the strategic directions that the P4H Steering Group approved. The TEG Chair (or co-Chairs) will ensure the linkages between the strategic directions and the work plan, to be reviewed by and subject to endorsement by the P4H Steering Group. The TEG Chair (or co-Chairs) will also assist in the review of the work plan fulfillment in preparation for the P4H Steering Group Annual Meetings.

5   Implementing bodies and processes

5.1   Coordination Desk

5.1.1   Role and responsibilities

The P4H Coordination Desk performs a supporting function for the P4H Steering Group by:

- Processing requests to P4H for the attention of the P4H Steering Group

- Organizing Steering Group, TEG and Technical Working Groupsmeetings (see Section 5.4)

- Leading the organization of P4H events at international conferences with the Steering Group's approval of the respective event or high visibility delivery as discussed in the previous Steering Group Meeting or upon consultation with the Steering Group

- Providing support for professional communication in all P4H activities.

The P4H Coordination Desk's principal responsibilities are:

- Developing the annual P4H work plan, including proposed prioritization by the criteria of impact, alignment of P4H members, and costs, for approval by the Steering Group

- Proposing new activities in collaboration with the P4H members and providing support for the activities endorsed by the Steering Group

- Monitoring and evaluating work plan implementation, and informing the Steering Group about matters of importance

- Preparing the annual progress report on P4H activities in general and on P4H annual work plan implementation

- Facilitating thematic collaboration including with other networks/global collaboratives guided by the Steering Group

- Facilitating the expansion of the network as previously described in this document

- Promoting the P4H capabilities and services and ensuring the joint response to demand for support from countries

- Preparing inputs for design and strategic development of P4H.

5.1.2   *Composition*

The Coordination Desk is composed of coordinators based in the UN specialized agencies within the P4H network. Their appointment is subject to the policies and procedures of the hiring multilateral organization and advice from the Steering Group.

Supporting expert staff provided by the P4H members enhance and complete the Coordination Desk in its range of functions, including assistance for communication, knowledge management, and organization.

All the Coordination Desk staff are financed by the P4H network members.

The performance of the Coordination Desk members is evaluated annually against a set of agreed upon annual objectives by their respective line managers in the hosting organizations.

5.2   **Focal Points for countries and regions**

5.2.1   *Role and responsibilities*

P4H Focal Points strengthen capabilities and support processes in the areas of health financing for UHC and social health protection in a selected country or region. Their responsibilities include:

- Establishing, fostering and maintaining coordination, collaboration and learning in the area of health financing for UHC

- Developing the local P4H network ToRs (analogous to the P4H ToR and reviewed by the Coordination Desk)

- Helping to organize joint work by locally active members

- Providing a local information hub and circulating information among all relevant stakeholders

- Supporting joint events and activities (e.g., expert missions).

5.2.2   *Appointment of P4H Focal Points in countries and regions*

P4H Focal Points are appointed:

- Upon official request by a country or regional governmental organization

- After securing the budget by one or more members and clarifying where the Focal Point will be positioned (e.g., Ministry or P4H member office)

- With the explicit consent of all locally active P4H members.

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5.3   Coordination Team

5.3.1   Role and responsibilities

The P4H Coordination Team ensures cross-level and cross-sectoral communication as a fundamental mode of operation for the network.

It initiates and facilitates P4H product development, application and services. These include:

- Coordination of regional and global P4H activities
- Implementation of targeted activities with other UHC-related networks
- Development of P4H country collaboration models
- Digital networking through the P4H web portal
- Capacity development through the P4H Leadership for UHC Programme (L4UHC)
- P4H knowledge management
- Health financing strategy monitoring, evaluation and learning
- Development of new products and services.

5.3.2   Composition

The P4H Coordination Team is composed of the P4H Coordination Desk as well as P4H Focal Points in countries and regions.

5.3.3   Modus operandi

Working arrangements for the Coordination Desk and Team include:

- The Coordination Desk respects existing communication channels and communicates with countries through the Focal Points of the P4H network
- Annual face-to-face seminars
- Regular virtual meetings
- Joint M&E of the P4H annual work plan
- The Coordination Desk organizes an annual self-assessment of the Coordination Team against a set of agreed upon annual objectives and based on the P4H annual work plan.

5.4   Ad hoc working groups

Ad hoc working groups are created for specific tasks, and thus, specific time frames, by the Steering Group as needed. Their specific scope, tasks, composition, and working modalities are consequently set out in distinct ToRs.

Ad hoc working groups are open to all members. A P4H member can have representation in no more than two working groups simultaneously.

6 Planning, budgeting and financing of P4H activities

6.1 P4H activities

A P4H activity is defined as a targeted collaboration consistent with P4H's value proposition and in line with the P4H annual work plan, by two or more members under the label of P4H.

All P4H activities should be organized so that they have a clear objective and expected results, a designated responsible coordinator, a start and an end date, and a system for documentation and reporting, monitoring and evaluation.

There are three modes of P4H activity with distinct approval procedures:

- Routine collaboration based on the P4H annual work plan and confirmed budget (simple majority vote)

- Longer-term collaboration projects (simple majority vote)

- Ad hoc, short-term collaboration (non-objection, no decision by the Steering Group required).

As stated in 4.1.3., P4H will attempt to reach consensus before applying simple majority voting.

All members are encouraged to propose and organize P4H activities. Collaboration with non-members is encouraged in line with the P4H value proposition, principles, mission and objectives.

At country level, all P4H activities are aligned with, and integrated into the national health financing and social health protection strategies and operational plans and must answer to an official request from the government.

P4H activities are led either by P4H members or by the P4H Coordination Team with corresponding responsibilities for planning, budgeting, and reporting.

6.2 Planning

Routine and longer-term collaboration activities are part of the P4H annual work plan. Each activity therein will be described by: its expected results; its relation to country plans/strategies where applicable; financial and human resource requirements; time frame; partners involved; degree of priority based on impact, alignment of P4H members, and costs (see also 5.1.1).

The Steering Group endorses the P4H annual work plan.

6.3 Financing of P4H activities

P4H members voluntarily contribute in-kind and/or financial resources for all network activities. For the purposes of annual planning of core activities as implemented by the Coordination Team, a reliable matching commitment of resources that is subject to any member's rules and procedures for the approval of funding will be pledged by members during the preparation of the plan and agreed upon at the annual Steering Group Meeting.

Financing for P4H activities is agreed upon case by case by the involved members and administered through their existing structures. They will ensure visibility and transparency of activities and the resources used for the network members. The P4H Coordination Desk will monitor and report on the activities, including the overall flow of resources.

6.4   Financing of P4H Coordination Team activities

6.4.1   Financing of staff

Each P4H Coordination Team member is contracted and/or hosted by a P4H member organization based on its own policies and procedures and should be subject to periodic performance reviews.

6.4.2   Financing of the workplan

The Coordination Team will prepare the budget for the P4H annual workplan that is matched with the in-kind and financial resources committed by members.

The Steering Group assesses the P4H annual workplan and amends it as required in terms of priorities and efficiency.

The Coordination Desk ensures that all use of resources complies with the agreed P4H annual workplan and contributing members' requirements for the use of in-kind and financial resources.

6.5   Monitoring, evaluation and reporting

P4H members ensure monitoring and evaluation in accordance with their respective policies and procedures and timely reporting, as an integral part of their joint activities for the network.

The Coordination Desk produces the P4H global annual report, based on P4H members' reporting. It adds a specific analysis to show the added value of the network.

7   External collaboration, networking and task sharing

P4H can reach its objectives only if it makes optimum use of collaboration. Such collaboration, in order to yield results and add value, needs to be targeted and systematic. On the global level, priority collaboration partners are to be found among UHC-related networks.

P4H engages in joint activities with other UHC-related networks, whenever and wherever synergies can be generated. P4H will base all collaboration on mutual trust, focus on joint impact and ensure maximum efficiency. This may include mutual sharing of draft workplans (including priorities, objectives as well as member efforts at network and country level) with UHC2030 and other UHC-related networks to create synergies.

Each P4H workplan may include jointly funded and conducted activities with other UHC-related networks with a particular focus on the country level.

8   Branding

P4H strives to position itself as a unique player within the global health and development landscape. To this end, P4H leverages and enhances its brand, applies coherent and targeted communication, as well as its unique business model across diverse operating environments.

The P4H brand captures the P4H value proposition (as elaborated in 2.1). It simultaneously reflects and respects the diverse mandates of its members to generate added value. P4H leverages and enhances its brand by using a unique set of tools and approaches to enable diverse partners to work together.

The P4H communication strategy sets out guidelines and mechanisms to enact the brand across diverse operating environments.

The P4H business model defines how the network delivers its operations to develop and provide

global goods for UHC.

The development of more deliberate branding, communication and business strategies is subject to further work led by the Technical Exchange Group subject to review and endorsement by the Steering Group.

Member institutions must provide prior approval for P4H's intended use of their logos and content.