“The Core Roles of Transparency and Accountability in the Governance of Global Health PPPs”

By Michael R. Reich
Harvard T.H. Chan School of Public Health

Keynote Address
Forum on Public-Private Partnerships for Global Health and Safety
Exploring Partnership Governance in Global Health – A Workshop
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Objectives

• What the NASEM staff asked me to do: “a 15-20 minute presentation on the evolution and trends in the governance of global health PPPs, and reflections on significant issues and current challenges with these governance structures, processes, and practices.”

Today’s Talk:

• First, introduction about me and the topic
• Second, key findings and a proposed model
• Conclude, applications and implications
My earlier work on PPPs (a sample)
What is a PPP for global health?

• This NASEM Forum has a definition:

  “PPPs are formal collaborative arrangements through which public and private parties share risks, responsibilities, and decision-making processes with the goal of collectively addressing a shared objective” within the global health field.

• To include both government and a private sector actor, but also possibly including a broad range of other stakeholders...
Different Types of PPPs

PUBLIC-PRIVATE PARTNERSHIPS for HEALTH

DOMESTIC

GLOBAL

INFORMAL
(handshake)

FORMAL
(written document)

USE EXISTING ENTITIES
(contractual joint venture)

CREATE NEW ENTITY
(special purpose entity)

FOR-PROFIT

NOT-FOR-PROFIT
Governance is a relatively new term.
Definitions of governance

• Simple definition from NASEM: “the art of steering societies and organizations,” from the Institute on Governance in Canada

• This is a nautical metaphor:

  “STEERING”

  “ROWING”
Definitions of governance

• Limitations of this steering metaphor for governance:

  “Steering suggests that governance is a straightforward process, akin to a steersman in a boat. These critics assert that governance is neither simple nor neat—by nature it may be messy, tentative, unpredictable and fluid. Governance is complicated by the fact that it involves multiple actors, not a single helmsman.”

➢ Ambiguity increases when applied to PPPs, especially when they involve multiple partners, with different resources, different values, different cultures, different roles, different languages

➢ What would be a better metaphor? Herding cats?
Literature review of PPP governance conducted by NASEM

519 titles and abstracts

209 not appropriate

268 of some relevance

42 directly relevant

Impressions of the literature:
- Large volume of publications
- Lots of recommendations
- Ambiguity of actions

Could I imagine a simplified framework for PPP governance that might actually be used and useful in practice?
Focus on two key dimensions of governance: Transparency and Accountability

Consider them as orthogonal and separate
## Four combinations of Transparency and Accountability

<table>
<thead>
<tr>
<th></th>
<th>Low accountability</th>
<th>High accountability</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>High transparency</strong></td>
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<td><img src="arrow_up" alt="Transparency" /></td>
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<tr>
<td></td>
<td><img src="arrow_down" alt="Accountability" /></td>
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Two caveats and two assertions

1. Two dimensions represent only two of several aspects of governance for PPPs.

2. Simplified model does not tell us how much transparency or accountability is good or desirable.

BUT the simplified model

• does help improve conceptual clarity about PPP governance
• can help identify concrete options for action to plan, assess, and change PPP governance
Transparency

• Information to whom?
  • To core founding partners, non-founding and non-core partners, stakeholders who are not partners (such as beneficiaries), government agencies (including contracting agencies and regulatory agencies), relevant actors in the public health field, donor agencies, academics, and the general public

• Information on what?
  • On inputs, processes, outputs, and outcomes

• How informed?
  • Public dissemination, by request (FOIA), through meetings, informal means (including whistleblowers)
Why we care about Transparency

• Allows Learning
• Contributes to Democracy
• Contributes to Accountability
• Shapes Organizational Performance
• Contributes to Public Perception of the PPP
Accountability

• Two core elements: “answerability” and “sanctions”

• Edward Rubin’s definition:
  • “[t]he ability of one actor to demand an explanation or justification of another actor for its actions and to punish the second actor on the basis of its performance or of its explanation.”

• Electoral accountability is not sufficient (just look at Washington today)

• Holding a PPP accountable poses complex technical, political and ethical challenges
Accountability

• **Accountable to whom?**
  - Multiple stakeholders: core founding partners, non-founding and non-core partners, stakeholders who are not partners (such as beneficiaries), government agencies (including contracting agencies and regulatory agencies), relevant actors in the public health field, donor agencies, academics, and the general public

• **Accountable for what?**
  - Metrics for inputs, processes, outputs, and outcomes

• **How held accountable?**
  - Board of directors performance assessments, financial decisions by funders and partners, contracts, regulatory reports, public campaigns by civil society, open and closed meetings, media reports, litigation
Why we care about Accountability

• Assures PPP is Achieving its Public Interest Objectives
• Changes and Improves Organizational Performance
• Contributes to Democracy
• Contributes to Public Perception of the PPP
Implications for Analysis & Action

• My goal was to go beyond a literature review and suggest core concepts of PPP governance in a manner that would have practical implications

• Governance Matrix for PPPs
  • *Analytical tool* to assess the characteristics and levels of transparency and accountability for a particular organization
  • *Planning tool* to design transparency and accountability relationships and mechanisms for a new public-private partnership
## Governance Matrix for PPPs: Assessing Transparency & Accountability for a Hypothetical PPP Example

<table>
<thead>
<tr>
<th>Relationship: Party B</th>
<th>Contents</th>
<th>Mechanisms</th>
<th>Level (High/Low)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Information to whom?</strong></td>
<td><strong>Information on what?</strong></td>
<td><strong>How informed?</strong></td>
<td></td>
</tr>
<tr>
<td>Transparency: Party A (PPP)</td>
<td>General public</td>
<td>Limited number of outputs</td>
<td>Annual Report available on PPP Webpage</td>
</tr>
<tr>
<td></td>
<td>Beneficiaries</td>
<td>Information on a few outputs</td>
<td>Written report and public meeting</td>
</tr>
<tr>
<td></td>
<td>Board of Directors</td>
<td>Detailed reports on key inputs, processes, outputs</td>
<td>Board meetings, financial &amp; operating reports</td>
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<td>Beneficiaries</td>
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</tr>
<tr>
<td></td>
<td>Core partners</td>
<td>Detailed metrics on inputs, processes, outputs</td>
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How much Transparency & Accountability?

• Different Levels of T&A: minimal standards, versus bronze, silver and gold levels of PPP governance

• Who decides how much Transparency & Accountability?
  • National regulatory agency, by country, by national law
  • Industry associations
  • International or multilateral agency
  • Private voluntary agency (ISO 9000)
  • PPP association code of “good partnership practices”

• Each PPP decides on its own
Some questions about T&A for PPPs

• What happens when partners disagree about the kinds of T&A that a PPP should meet?*
  • Different stakeholders or partners may demand different kinds of transparency & accountability: how to align the interests?
  • “Upward” accountability to funders and governments (who have power) versus “downward” accountability to beneficiaries (who have little voice)
  • Can produce “multiple accountabilities disorder” in organizations
  • How can hybrid organizations avoid “mission drift” through governance?

• Should different kinds of PPPs be held to different standards of T&A?

Potential applications today

• **Reactions** from panel members
  • from diverse perspectives: Global Fund, Gates Foundation, corporate, international nonprofit, national government, academic

• **Implications** for legal and regulatory aspects of T&A for PPPs
  • Discussion by the next panel

• **Relevance** for considering industry-led access to medicines programs
  • panel later today

• **Use** in designing partnership governance for a non-health PPP
  • exercise at the end of today
Thank you

michael_reich@harvard.edu