

Four Challenges that Global Health Networks Face

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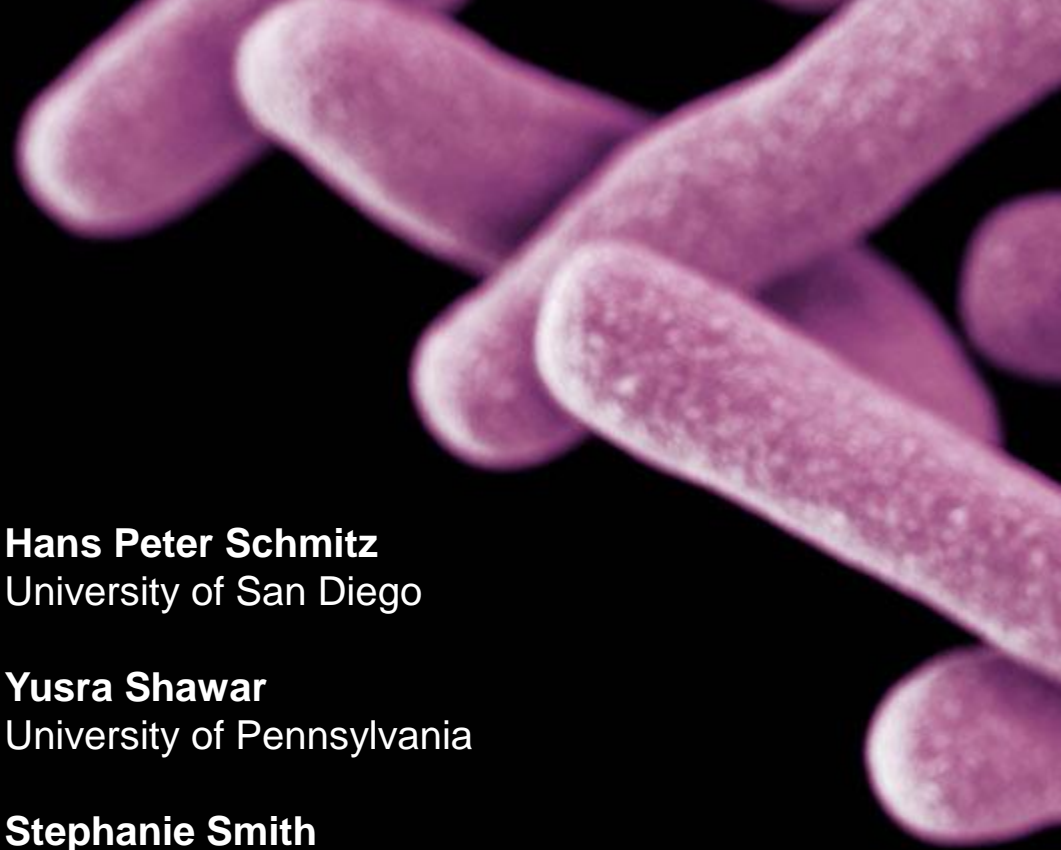
Presentation

- Backdrop
- Design
- Framework
- Four core challenges
- Illustration:
 - Newborn survival and early childhood development
- Implications



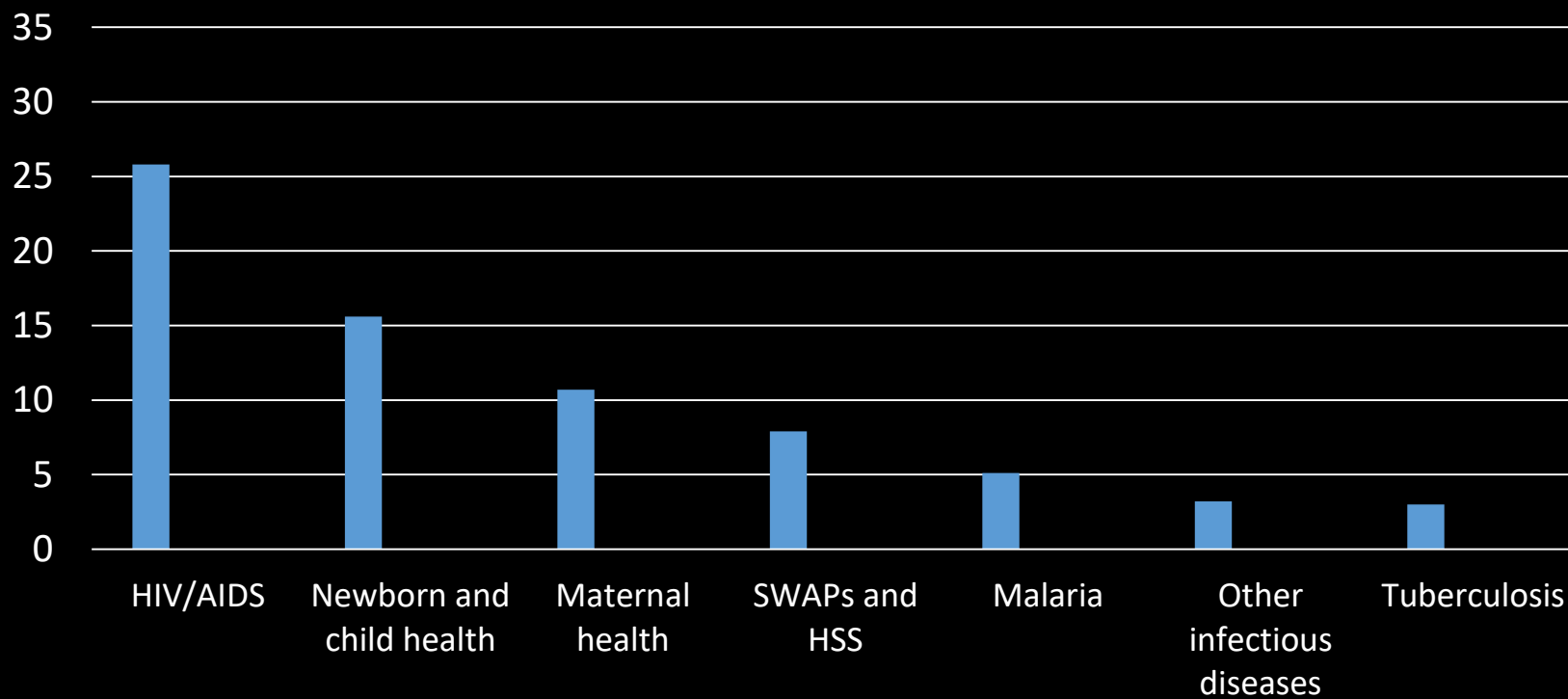
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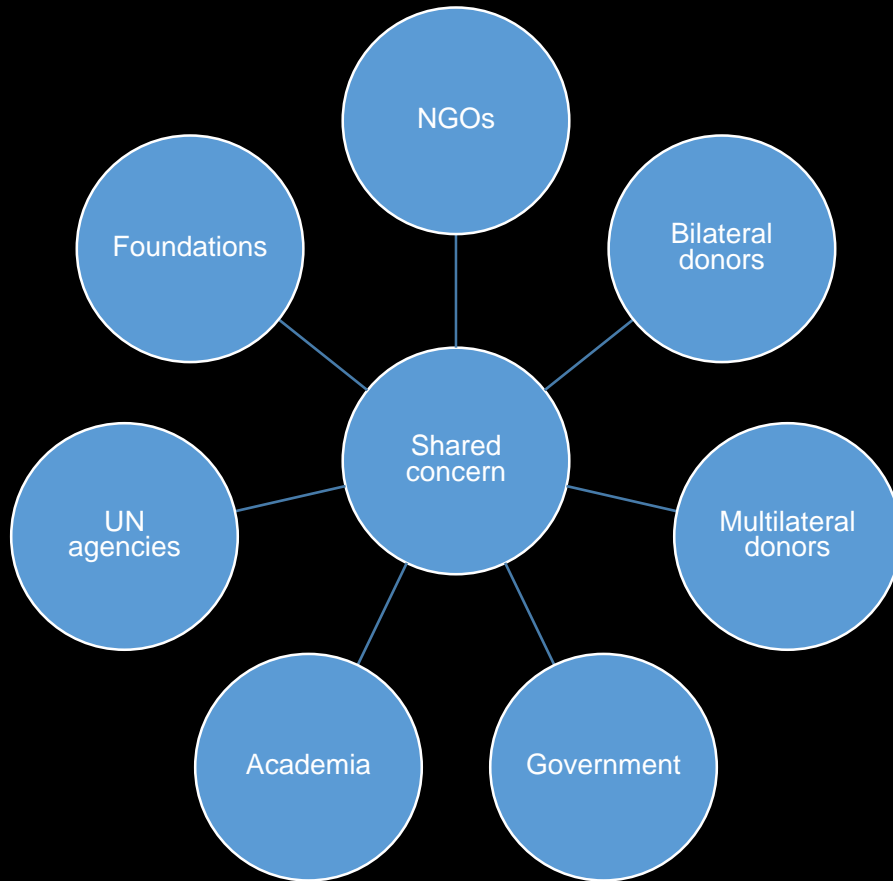
Backdrop: Variance in Policy Attention and Resource Allocation Across Global Health Issues

Percentage of Development Assistance for Health
Cumulative 2000-2013*



*Source: Dieleman et al. 2015. *Lancet*. Development assistance for health: past trends, associations, and the future of international financial flows for health. Published Online. April 13, 2016. <http://dx.doi.org/10.1016>. Data are in 2015 US dollars.

Backdrop: Emergence of Networked Governance in Global Health



- Over past 25 years proliferation of global health networks
 - Now exist for most high-burden conditions
 - Not the case a quarter century ago
 - Shift in way global health is governed.
- Global health networks
 - Webs of individuals and organizations linked by shared concern for a global health issue
 - Link multiple kinds of actors
- Example—formal
 - Stop TB Partnership
- Example—informal
 - Surgical conditions

Backdrop: The Erroneous Presumption of a Rational World

- Presumption that 'evidence is enough' is not supported by the evidence.
- Political strategies needed, too.



Questions

- To what extent is variance in attention connected to effectiveness of global health networks?
 - Alternative explanations include crises, donor priorities, individual activity, severity, intervention availability
- If networks influence attention, what factors shape their ability to do so?



Eight cases

- Alcohol harm
- Early childhood development
- Maternal survival
- Newborn survival
- Pneumonia
- Surgical conditions
- Tobacco control
- Tuberculosis



Methodology

- Qualitative case studies, using process tracing
- Resulting in historical narratives
- Triangulation among data
 - Key informant interviews
 - Document analysis
 - Observation
- Data analysis
 - Construct narrative
 - Secure feedback from involved actors
 - Assess alternative explanations
 - Compare across cases

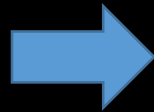
Design: Funnel of Effects

Population
Health

National

Global

Network
Efforts

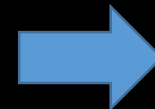
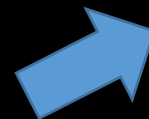


- Awareness
- Resolutions
- Resources

- Policy
- Budgets
- Programs
- Scale-up

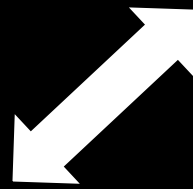
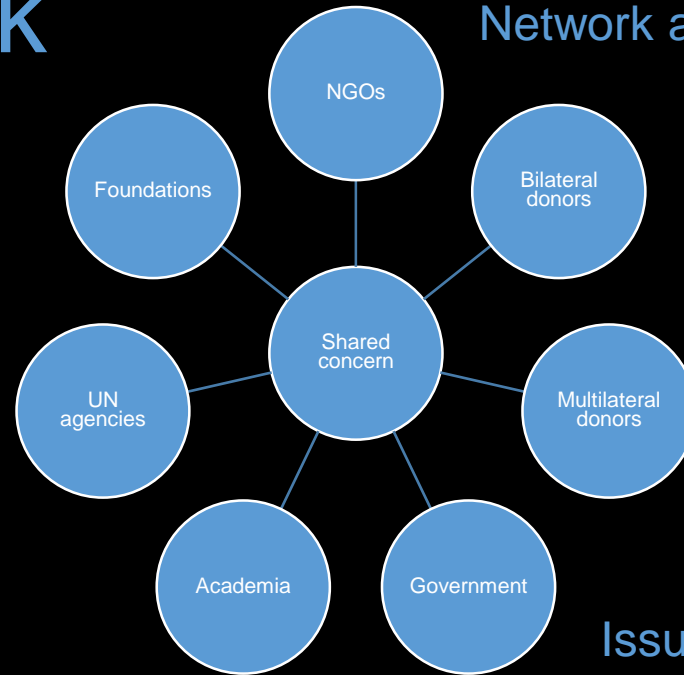
- Mortality
- Morbidity

Other Influences

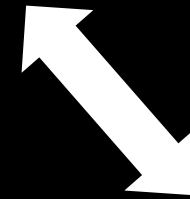


Framework

Network and Actor Features



Policy Environment



Issue Characteristics



Framework

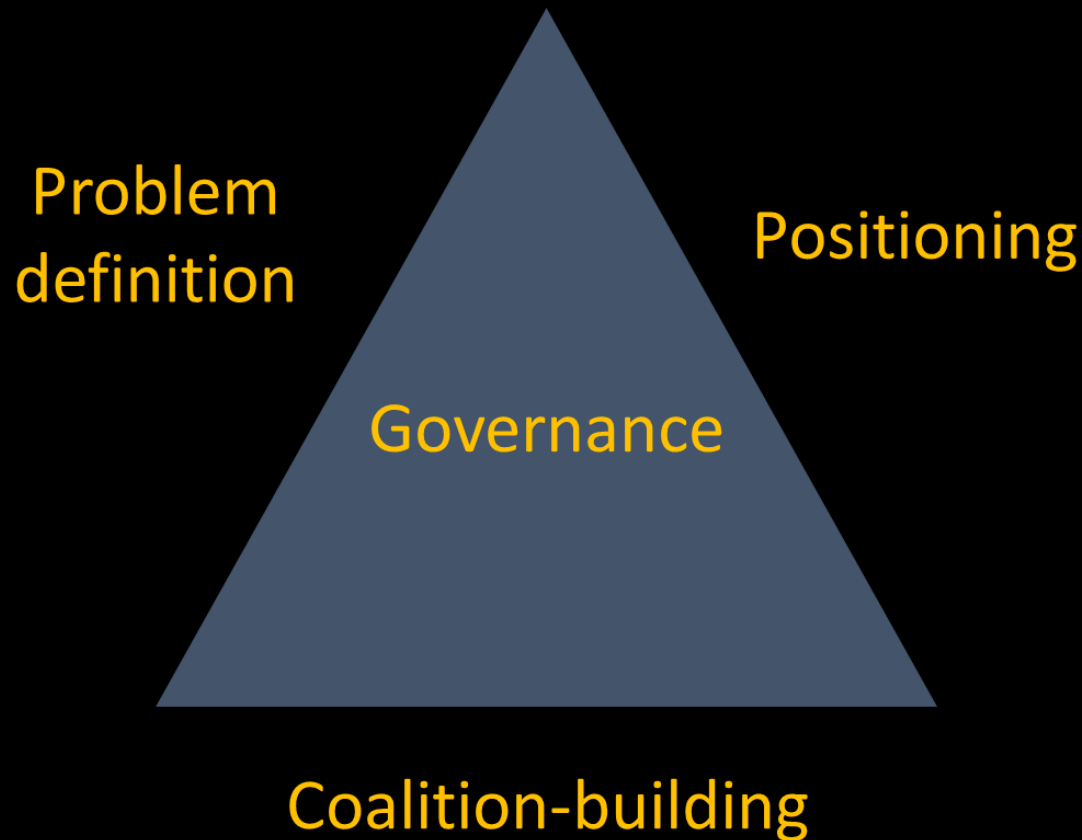
| Category | Factor | Example |
|-----------------------------------|----------------------|-----------------------------------|
| Network and actor features | Leadership | James Grant |
| | Governance | Task Force for Child Survival |
| | Composition | Homogeneity vs. heterogeneity |
| | Framing strategies | HIV/AIDS as existential threat |
| Policy environment | Allies and opponents | Tobacco industry |
| | Funding | For big diseases |
| | Norms | SDGs |
| Issue characteristics | Severity | Road traffic injuries |
| | Tractability | Vaccines |
| | Affected groups | Children vs. injection drug users |

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Core challenges

Variance may be connected in part to network effectiveness in addressing four challenges:



Problem definition

- What this is:
 - Generating internal consensus on the nature of the problem and solutions
- Why this matters:
 - Community coherence, credibility and leverage
- Examples:
 - Tuberculosis
 - Maternal mortality



Problem
definition

Positioning

Governance

Coalition-building

Positioning

- What this is:
 - Portraying the issue in ways that inspire external audiences to act
- Why this matters:
 - Only some resonate widely
 - Different frames resonate with different audiences
- Examples:
 - HIV/AIDS



Problem
definition

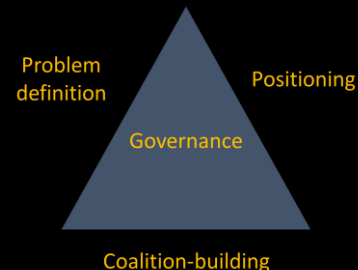
Positioning

Governance

Coalition-building

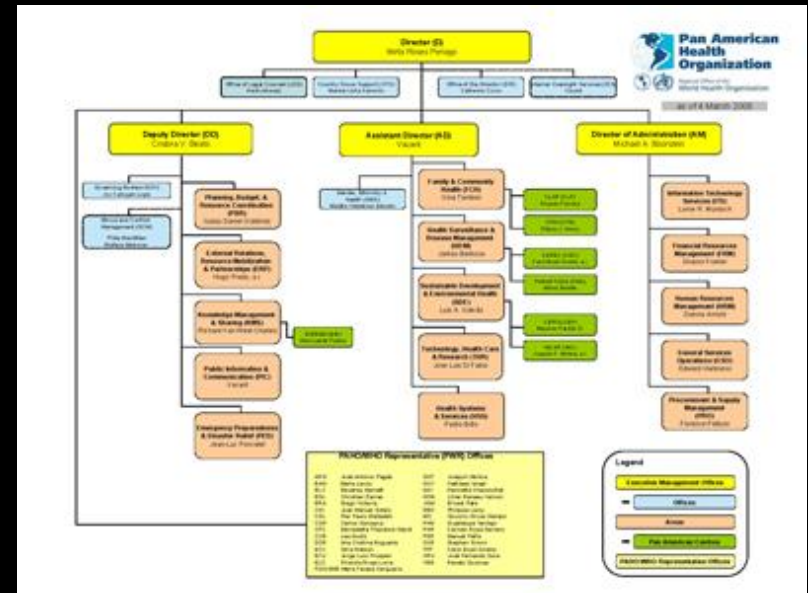
Coalition-building

- What this is:
 - Forging alliances with external actors
- Why this matters:
 - Health sectors typically weak
 - Need broader political support
 - Need civil society pressure
- Example:
 - Tobacco control



Governance

- What this is:
 - Establishing institutions to facilitate collective action
- Why this matters:
 - Enables community to steer effectively toward agreed upon goals
- Example
 - Task Force for Child Survival and Development



Problem definition

Positioning

Governance

Coalition-building

The case of newborn survival*

- About 2.7 million deaths annually
- Priority: from invisibility to relative prominence
 - Origins in 1999 seminar at Hopkins; Bang work introduced
 - Priority:
 - SDG neonatal mortality target
 - Every Newborn Action Plan
 - Funding priority for Gates
 - Although insufficient resources and national priority
- Influence of issue characteristic:
 - Growing percentage of child mortality
- Influence of four challenges:
 - Most addressed well



* J. Shiffman. 2016. "Network Advocacy and the Emergence of Global Attention to Newborn Survival," *Health Policy and Planning* 31 (Suppl 1): i60-i73

The case of early childhood development (ECD)*

- ECD encompasses health, education, nutrition, welfare, protection
- Priority: ongoing difficulties
 - Some high-profile resolutions and global and national initiatives
 - But many problems
 - Only 2% of education budget in Africa for pre-primary
 - Cognitive deficits for 200 million children
- Influence of issue characteristic:
 - Inter-sectoral issue
- Influence of four challenges:
 - Struggling on each



* Y. Shawar and J. Shiffman. 2017. "Generation of Global Political Priority for Early Childhood Development: The Challenges of Framing and Governance," *The Lancet* 389: 119-124

Problem definition

Newborn survival: cohesive

- Clear focus on neonate and mortality reduction
- Intervention disagreements managed without fracturing network

ECD: contested

- Differences on
 - Who is the 'early child'
 - Contours of field
 - Priority interventions
- Concerns over child survival prominence
- "We don't have a unified problem statement...we desperately need to articulate one"



Positioning

Newborn survival: cohesive although not yet adequate

- Focus on:
 - Share of child mortality
 - Centrality to MDGs/SDGs
- Still searching for compelling national positionings

ECD: contested

- Policy-makers confused:
 - Misperception of no immediate payoffs
 - What's the ask?
- “ECD is too nebulous a concept”



Coalition-building

Newborn survival: narrow but broadening

- Tight core of health-oriented professionals
- Expansion beyond health sector historically slow, but growing in SDG era

ECD: unstable

- Limited allies outside involved sectors
- Even internally across sectors, a coalition not yet consolidated



Governance

Newborn survival: historically cohesive

- Informal network of health-oriented professionals exercises effective leadership
- New mechanisms may be needed



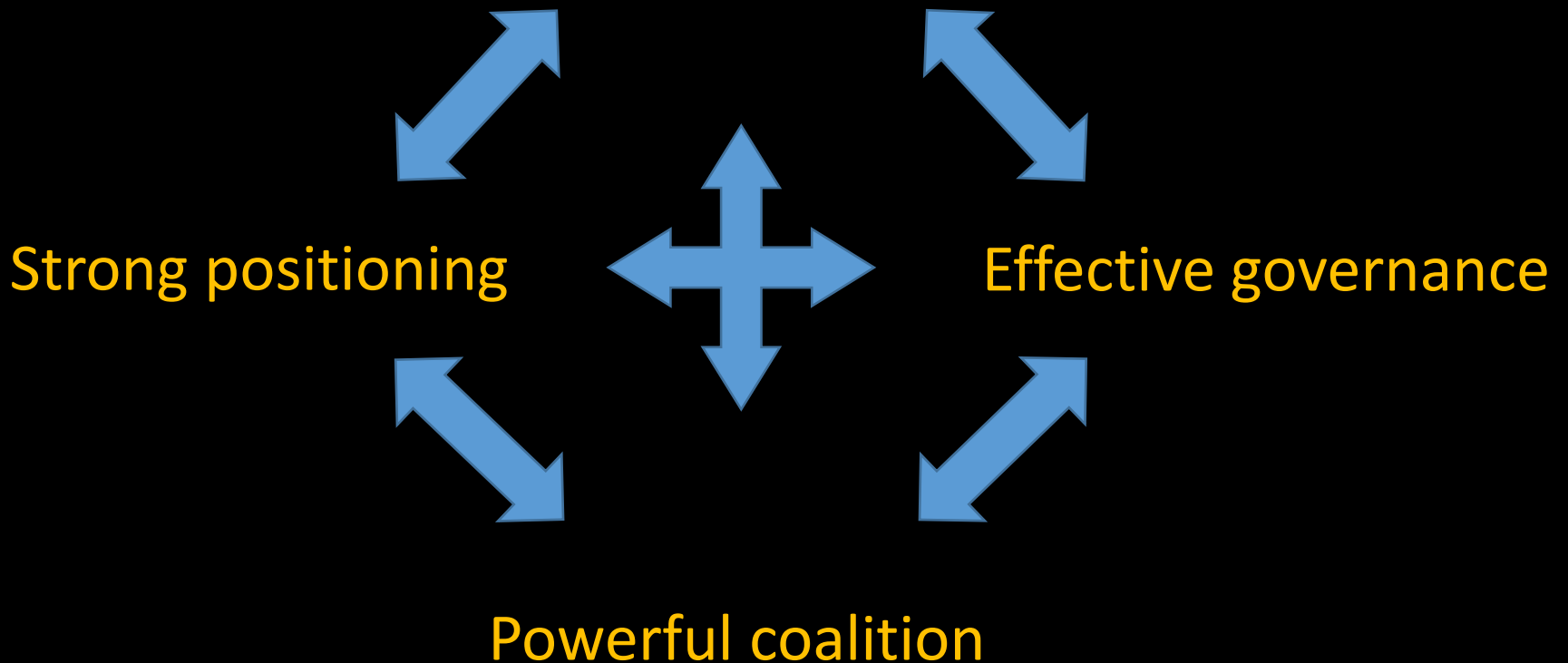
ECD: fragmented

- Inter-sectoral nature of issue makes governance challenging
- Absence of global individual and institutional leadership
- National level fragmentation
- “Competition and silos dominate. People are jockeying for money and trying to get credit for what they are doing”



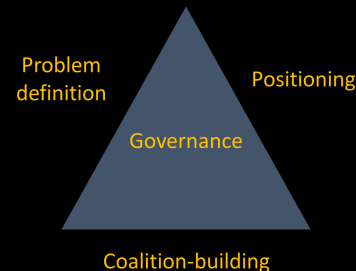
Linkages among challenges

Consensus problem definition



Pitfalls and key considerations

- **Problem definition**
 - Avoiding fractionalization
- **Positioning**
 - Moving beyond public health to consider social justice, economic and threat frames
- **Coalition-building**
 - Avoiding insularity; building allies beyond health; being politically, not just technically-oriented
- **Governance**
 - Balancing centralization and flexibility



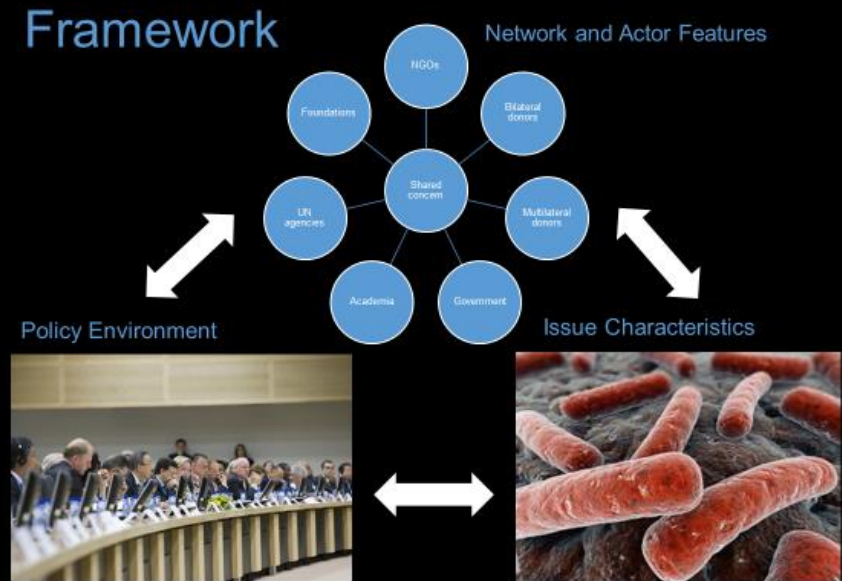
Reasons to Affirm and Question Legitimacy

- Reasons to Affirm
 - Raise attention to neglected issues.
 - Bring expertise to bear.
- Reasons to Question
 - Many dominated by actors from high-income settings; little voice for those most affected.
 - Fragment global health governance.



Future research needs

- Finding more robust ways to assess network effects
- Detecting additional factors shaping network influence
 - Network type
 - Network age
 - Formal governance
- Evaluating alternative explanations
 - Issue characteristics
 - Policy environment



Broad implications of studies

- Challenge to impersonal explanations focused solely on issue characteristics or structural forces
- Human agency likely matters
 - Networks alter social reality, including understanding of the issue
 - Policy attention is historically conditioned but not historically determined
- Optimistic finding for neglected issues

