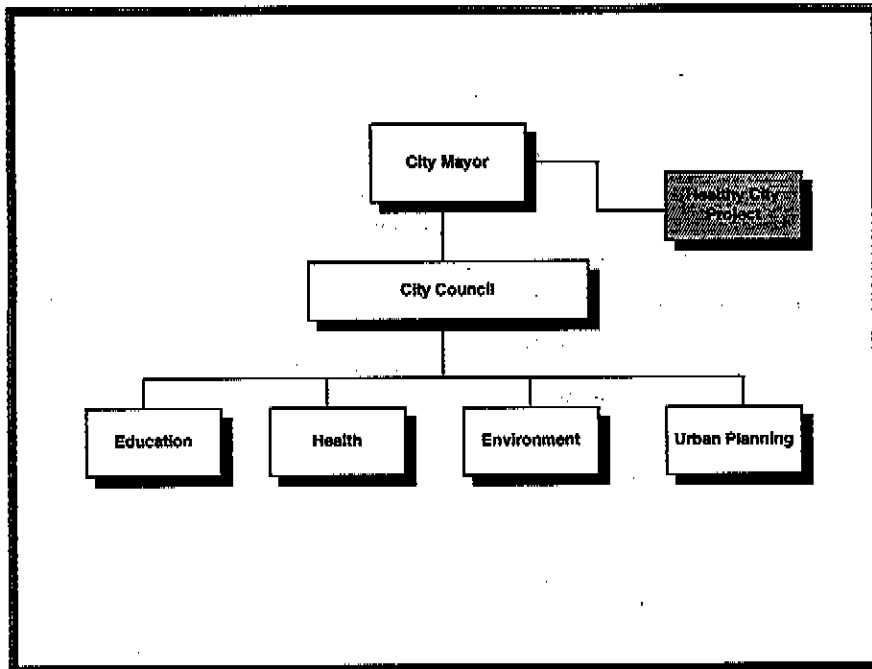


Healthy City Project Organigrams:

Location of Project within City Structure and Links with Other Organizations



December 1994

Healthy Cities Project



World Health Organization
Regional Office for Europe



TARGET 14

SETTINGS FOR HEALTH PROMOTION

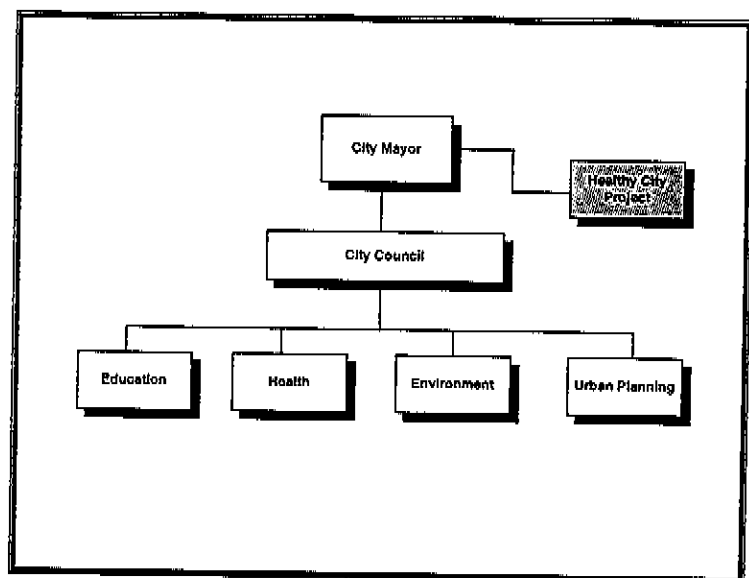
By the year 2000, all settings of social life and activity, such as the city, school, workplace, neighbourhood and home, should provide greater opportunities for promoting health.

Keywords

URBAN HEALTH
HEALTH PROMOTION
HOUSING
ORGANIZATION AND ADMINISTRATION
EUROPE

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the 1990s, the number of people in the UK who are aged 65 and over has increased from 10.5 million to 13.5 million (19.5% of the population).

There is a growing awareness of the need to address the needs of older people, and the Government has set out a strategy for the 21st century in the White Paper on *Ageing Better: Our Future* (Department of Health 1999). This sets out a vision of a society in which older people are able to live well, and to contribute to society.

The White Paper sets out a number of key objectives for the health care system, including: to ensure that older people have access to the services they need; to ensure that older people are able to live well; to ensure that older people are able to contribute to society; and to ensure that older people are able to live independently.

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Organization of Healthy City Projects

An Overview

1. Introduction

The findings of the mid-term review of the first phase of the project (1987-1992) formed a basis for the guidance on setting up a successful Healthy City Project "Twenty Steps for developing a Healthy Cities Project". One of the earlier steps in starting a project is the setting up of a project office which acts as a focal point for the activities of that project and gives visibility for the healthy city ideal. The project achieves change in the city through its leadership, advocacy and catalytic roles. The "Twenty Steps" book identified the functions of this project office. The office acts as a link between the different parts of the project development, supporting committees, projects and partnerships. It acts as the point from which to develop a wide range of contacts in the city. It is the location for supporting the development of intersectoral action for health, policy development, engaging the energies and ideas of the community, and encouraging long term strategic development.

Each city has chosen its own response to the task of setting up a project office and the placing of the project within the city structures has varied from city to city. The expected functions of the office should be reflected in its location within the city structures and in its links with other organizations.

Each city has been asked by the WHO project office to complete two diagrams of their project structure, one of its location in the city structures and the second of the links that project has with other city organizations. The purpose of this is to pursue a debate and an analysis of the most appropriate location of the project office in the city so that it can ideally pursue its functions. The location of the project should be strategic so that it can relate to the community and yet be in real and direct contact with the policy makers of the city.

The project should also be in contact with important institutions and agencies whose activities impact upon health and the types of these links was examined in the second diagram from each city.

Each city completed its own diagrams after requests from the WHO HCPO and using as guidance sample diagrams given to each city. All diagrams were redrawn using computer software at the WHO project office. Some diagrams were summarised or

simplified for ease of reading and understanding. Where the structures in a drawing were not readily understandable, clarifications were requested from the city and a fresh diagram was made. Following this a draft document with the diagrams was presented to all project cities for consultation and final revisions were made following this.

2.0. Locating the Project in City Structures

2.1. Organizational Diagrams of City structures

Diagrams of location of the project within organisational structures of all 33 member cities were sought. Thirty two are presented here (one is not presented due to ongoing structural changes in the city). An analysis of the diagrams show that there are a variety of organisational locations for the project office. The variety of locations is likely to reflect a number of different factors including the perception within the city of the projects function, its financial sources, the existing organisational structures and operational considerations.

Although each city has presented a diagram of a unique situation of its project many have features in common and the location of the projects fall in to a number of broad categories. While the majority of the projects are located within the structures of the city administrative departments, a much smaller number of projects are located outside these structures representing alternative approaches and possibilities within the cities. The following represent the broad categories into which the structures can be classified, but it is recognised that these are imprecise given the range of local and regional administrative structures which exist across Europe.

2.2. Main Categories of Structures.

A. Within the City Administrative Structure.

Within the city structures there are a number of key locations of the project. These are as follows:(See also Tables 1 and 2)

1. Within the city health department
2. Within another department of the city administration.
3. Within the city administration but attached directly to the chief executive or mayor's office or department.

B. Outside City Administrative Structures

When the project is situated outside the city administration, again there are a number of forms that this can take:

4. As an interagency project that is sponsored and supported by a number of different agencies.
5. As a separate organization or charitable foundation accountable to the board or committee, which may or may not receive all of its funds from the city government.
6. As part of a larger profit making organisation which is nevertheless connected to the city administration.

the 1990s, the number of people in the UK who are aged 65 and over has increased from 10.5 million to 13.5 million, and the number of people aged 75 and over has increased from 4.5 million to 6.5 million (Office for National Statistics 2000).

There is a growing awareness of the need to address the needs of older people, and the need to ensure that the health care system is able to meet the needs of older people. The Department of Health (2000) has identified the need to ensure that the health care system is able to meet the needs of older people, and has set out a number of key objectives for the health care system to meet the needs of older people.

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Table 1. Projects Located Within City Administrative Structures

Within Health Department	Within Other Department	With City Chief Executive
Bialystock Bologna Copenhagen Dresden Eindhoven Frankfurt Geneva Gothenburg Liege Lodz Maribor Mechelen Nancy Poznan Rennes Turku Torun Vienna	Gyor Kosice Padua	Glasgow Jerusalem Liverpool Sandnes

Table 2. Projects Located Outside City Administration

Joint Agencies Control	Foundation/HCP Board Control	Other
Camden Dublin Sumperk	Pécs Kaunas Amadora	Horsens

2.3. Within City Administration

The most common location of the project is within the health departments of the city. Some of these departments are also responsible for other dimensions of city life such

as social welfare. This is the case in cities such as Vienna, Torun and Rennes. In Gothenburg there are separate Departments for Public Health and for Health Services. Liège presents an example of where the administrative functions of the city are carried out by the government of Liège province and the project is located within these structures.

For those that are located elsewhere in the city administration there are a variety of departments in which they are located. Gyor is within the human directorate of the city which includes not only health affairs but also education and culture. In Kosice the project is located within the division of the city that is dealing with communal strategy, while in Padua the project is attached to the Social Services section of the Community Services Department.

There are some cities who have placed the project in a separate section of its own which is close to the executive head of the city. This has been the case in cities such as Jerusalem, Sandnes, Glasgow and Liverpool. In these situations the project is not situated within any one division or sector of the city administration but rather as a separate office or sector within the administrative structures.

2.4. Outside City Administrative Structures

There are also those cities which have not located their department directly in the city administration but have a project which is jointly controlled by a number of agencies and councils. Dublin and Camden provide examples of this structure. In these cities the project is jointly funded from a number of city administrative authorities with direct managerial control through the steering committee. These two cities have a location outside administrative structures and within the voluntary sector. Sumperk HCP is a joint project between local (city) and district administrative structures which is located in premises of the health services run by the district.

The pattern of joint funding between authorities is not unique to the three projects in this category. For instance Glasgow and Liège also have this form of funding, but they continue to retain the project within the administrative functions, with the chief executive office in the case of Glasgow and within the Public Health department in the case of Liège.

There are also cases where the projects do not fall easily in to into the above categories. In these cases the project may be funded by the city council, with or without other funding but is directed through a healthy city foundation or steering committees that oversees the project. Kaunas and Pécs are examples of these.

A different form of partnership and structures is demonstrated by the Horsens model which exists within a share holding company with some arms of structure being a profit-making organization with the city municipality holding 50% of the shares.

3.0. The Links with Other Organizations

3.1. Organizational Diagrams of Links

Cities also completed diagrams of the links of their project with other organizations. Some cities have indicated the difference between formal and informal links with different groups. However none of these diagrams are able to indicate the relative strength of these links and relationships. This would not be possible within the limitations of an organigram.

3.2. City Administration and Structures

All projects show links with the city administrative structures through their steering committee and often directly with city departments. Almost all show some links with the departments of the city administration, with some diagrams including indications of the relative strength of these links.

Other city structures that projects link with are the statutory or formal existing committees that have a relationship with health. e.g. in Liverpool with planning committees, or Eindhoven connecting with city departmental committees.

3.3. Districts and Regions

Links are also made outside the city with the district or regional level either through the Regional authority as in Glasgow or with the district health service, as in Sumperk, indicating a recognition of the broader setting and structures in which public health is developed.

3.4. Technical and Projects

For some projects, there is also a need for technical advice from experts and this can be in the form of individual technical experts or from technical committees who can advise on individual issues or on individual project developments. Involvement with individual community projects is a feature of most of the Healthy city projects.

Table 3 The main structures or organizations that have connections with the healthy city projects:

City Administration and Structures	National and Regional level	Technical	Projects	Academic and Education	Other
<ul style="list-style-type: none"> • Mayors and councillors • City departments • Steering committees • Departmental committees • Statutory committees 	<ul style="list-style-type: none"> • Regional health and administrative bodies • State Public Health structures 	<ul style="list-style-type: none"> • Technical Advisers • Technical Committees 	<ul style="list-style-type: none"> • Community based projects • Population based projects • City wide projects 	<ul style="list-style-type: none"> • Universities • Schools • Academic and Technical Institutes 	<ul style="list-style-type: none"> • Sports Associations • Police • Churches • Media • Citizens groups • Voluntary Groups • Business • Race Relations • Ecological Organizations • Pharmacies • Tenants Associations • Special Interest Groups

3.5. Academic

Links with universities and academic institutes is indicated in many of the diagrams. It is not possible to assess from these the extent or strength of the association, but it is obvious that for some projects the world of academe is considered to also be a valuable part of the Healthy City work. The education sector in general has also been brought into the project in a number of cities.

3.6. Other Organizations

There are many other organisations that projects are connected to. These include the voluntary and citizens groups, sports associations, church groups, the police, the media and for one trade unions. It is of note that only three cities mention any links with business or the world of trade (including a link with trade unions). The exact nature of the special interest group is not always stated in the organograms and so it is difficult to comment on the range, extent and depth of the relationships that have been created. Only one city mentions the links with National Network of Healthy Cities and of links with WHO Healthy Cities project office.

3.7. Types of Links

In examining the links a number of types of relationships of the project seem to coexist. Projects are acting through both formal and informal links and relate in a number of ways with their contacts: i) they set up and are closely involved with specific intersectoral project committees; ii) some city projects participate in other pre-existing committee structures dealing with issues of relevance to health such as planning teams in Liverpool or city department committees in Eindhoven; iii) projects are acting also by dealing directly with individual groups and organizations and iv) also by encouraging, developing and sponsoring local community projects.

4.0. Commentary

4.1. Importance of Location

The location of the project reflects many different dimensions of its functions and structure, but its location within the city can be seen as a key factor in its ability to perform effectively. The analysis of diagrams of current projects do not indicate the effectiveness of each type of structure but show the local solution to the placement of their project. It would be interesting to have a greater understanding about why each project has chosen a particular solution and whether each city's choice is the most effective and efficient one.

The location can be described in terms of physical, strategic, organisational, managerial and psychological presence. The project must be visible in the city but also recognised to have been given orthodoxy and approval by the city council. It must be close to the organisational and managerial structures that are considered important in the city and at the same time can be seen to be neutral and not affiliated to any single sector or organization. These conflicting needs pose many difficulties for projects which needs to maintain a strategic approach and mentality to the project and their functions.

Analysis of the location of the project should be a part of continuing evaluation and assessment of the project functioning. The location of the project should not be considered as permanent until it is placed in a position from which it can most effectively fulfil its functions. Analysis of functioning should lead to a consideration of where best to locate the project and also what will be the permanent solutions following the end of the project.

4.2. The functions of the project

The Healthy City projects are in a novel position in being the instruments for change and yet not in direct control over any of the groups and sectors who could be involved in strategic alliances. The project itself does not perform technical public health functions such as sanitation, immunization but rather acts as stimulus for change and encouragement of other sectors to refocus their activities. This absence of direct control or "vertical integration" can be both a strength and a barrier to change.

The approach to the management of a project within this context differs greatly from traditional approaches to project management. In the past project management tended to have an emphasis a mechanistic approach to achieving defined objectives. Progression of the concept of project management has emphasised the need for flexibility using projects as tools to deal with change, uncertainty and competition. The emphasis now is on breaking down rigid barriers and hierarchies and encouragement of collaboration and working across boundaries. There is an emphasis on networking and the encouragement of communication between all levels and sectors.

However there may be barriers to these developments and overcoming the barriers is a major challenge. The process may be assisted by making links with people in each sector who understand and appreciate the benefits of developing alliances with others

in different sectors. These innovators in turn can provide an example of change and development to those who do not appreciate the need for change nor the potential for achieving it. The project should be seen as a process of organizational development for the achievement of health

The organizational diagrams provide pictures of the links that the projects have with a wide range of organizations and structures. They indicate different types of links and activities of the projects i.e. with those committees and structures that it has set up, involvement in pre-existing committees and through direct engagement with individual organisations institutions and sectors. Evaluation of these should include the extent of these links, their strength and effectiveness and whether all appropriate and strategic partners have been included in these. By the conclusion of the second phase of the project all cities should have achieved sufficiently strong intersectoral links and reduction of barriers as to leave a self-sustaining set of new public health structures in place that continue to strive towards the attainment of health for all.

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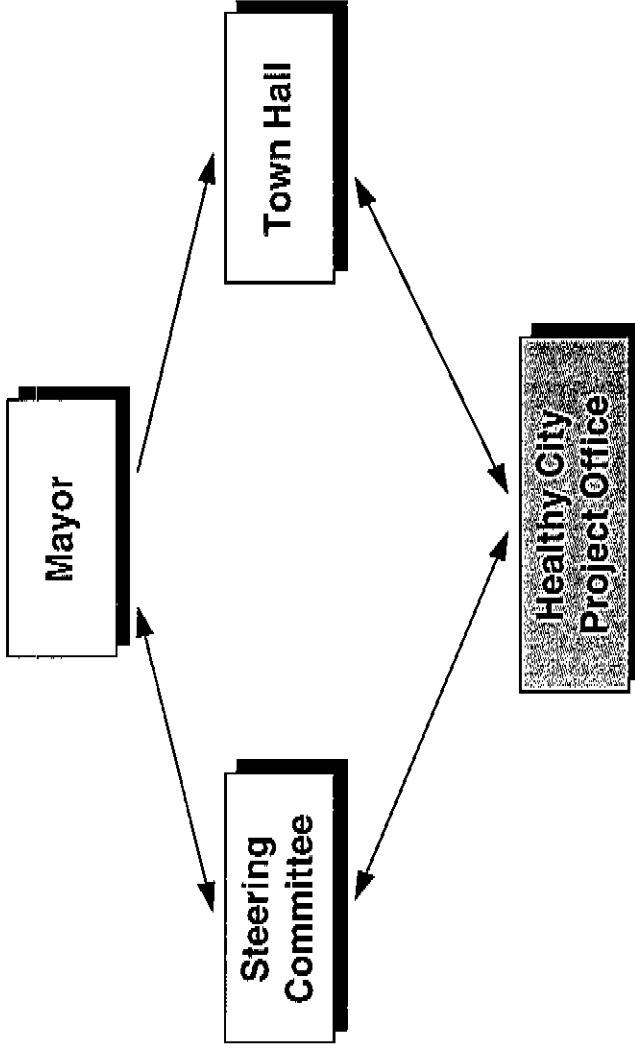
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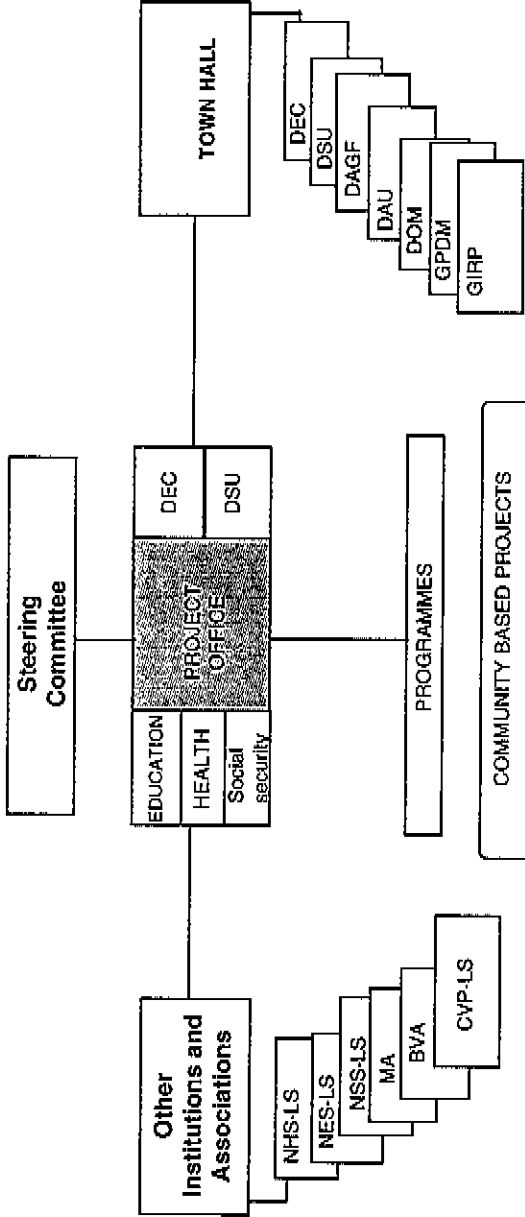
City of Amadora - Healthy City Project

Location of Project within City Structure



City of Amadora - Healthy City Project

Links of Project to Other Organizations

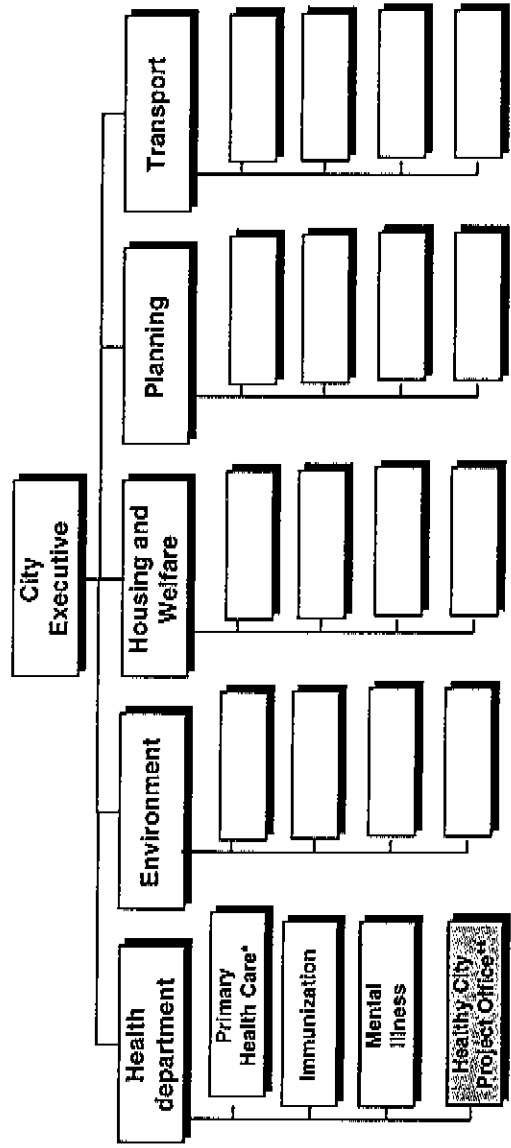


NHS - National Health Services - Local Services
 NES-LS - National Education Services - Local Services
 NSS-LS - National Social Security - Local Services
 MA - Non-profit Welfare Organisation of Amadora for the poor and needy
 BVA - The Volunteer Fire Brigade Association of Amadora
 CVP-LS - Portuguese Red Cross - Local Services

DEC - Culture and Education Department
 DSU - Urban Services Department
 DAGF - Finances and General Administration Department
 DAU - Urban Administration Department
 DOM - Municipal Works Department
 GPDM - Strategic planning bureau
 GIRP - Information and Public Relations bureau

City of Bialystok - Healthy City Project

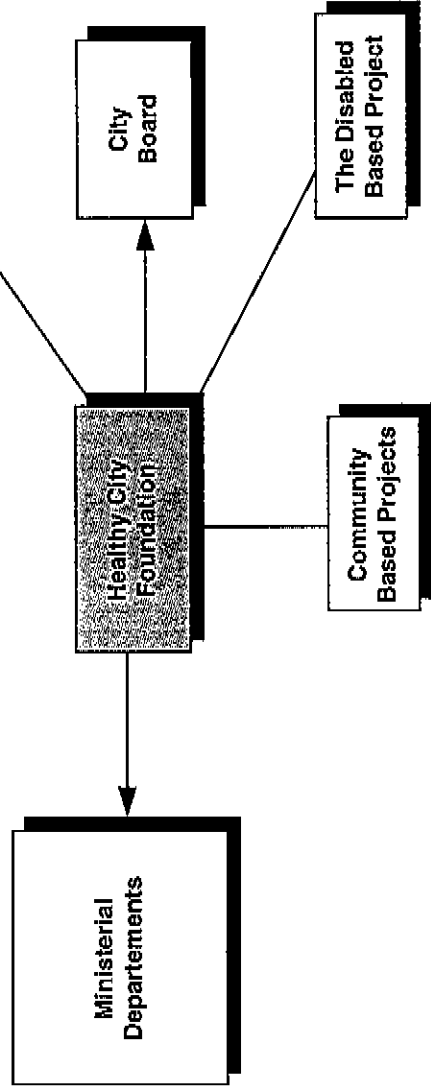
Location of Project within City Structure



*including Mental Illness and Immunization
 ** including Health Promotion

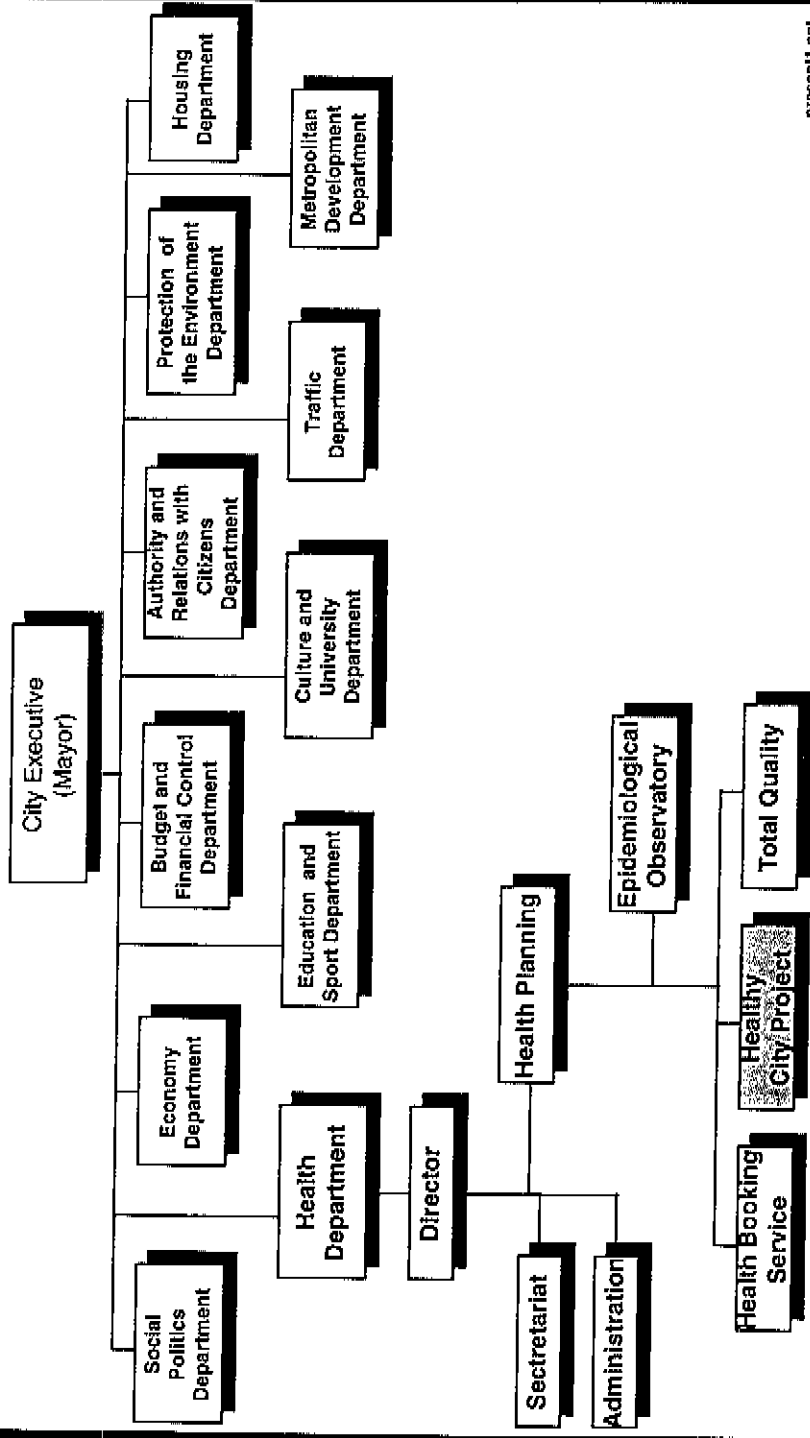
City of Bialystok - Healthy City Project

Links of Project to Other Organizations



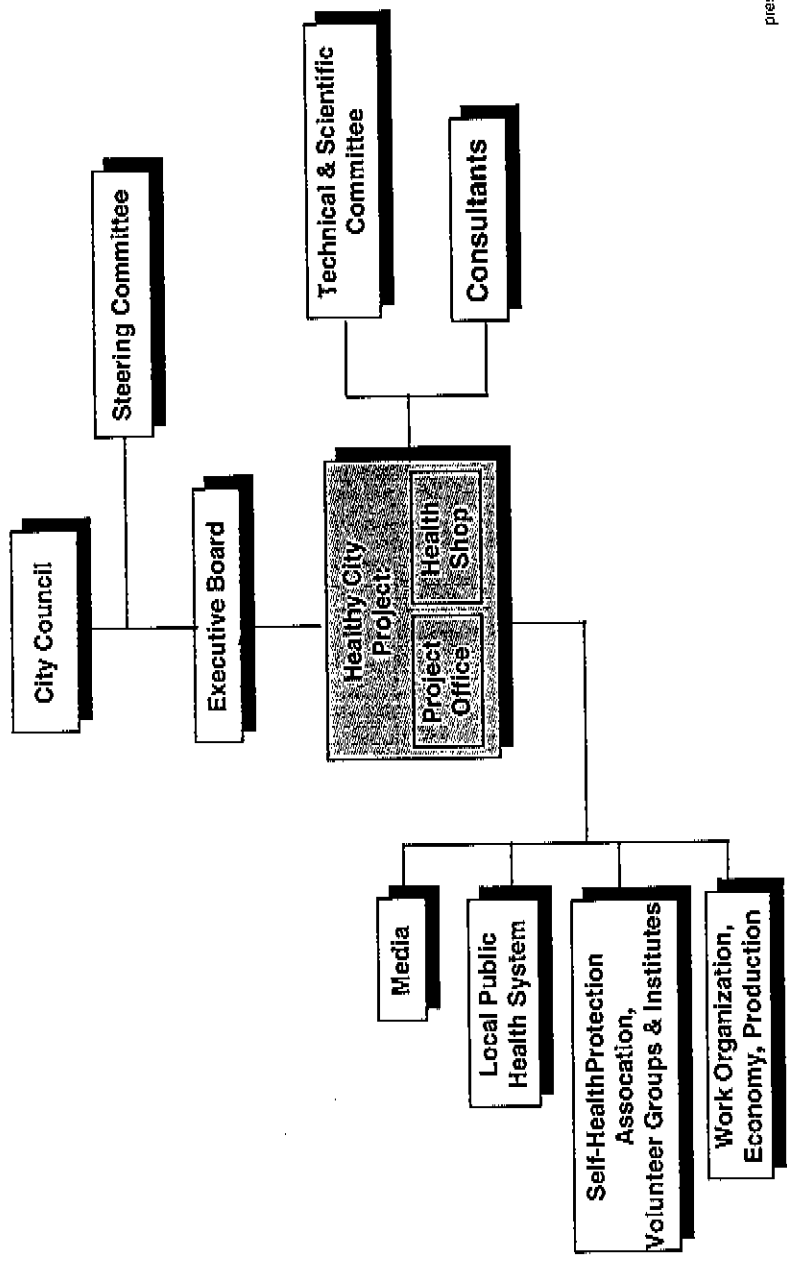
City of Bologna - Healthy City Project

Location of Project within City Structure



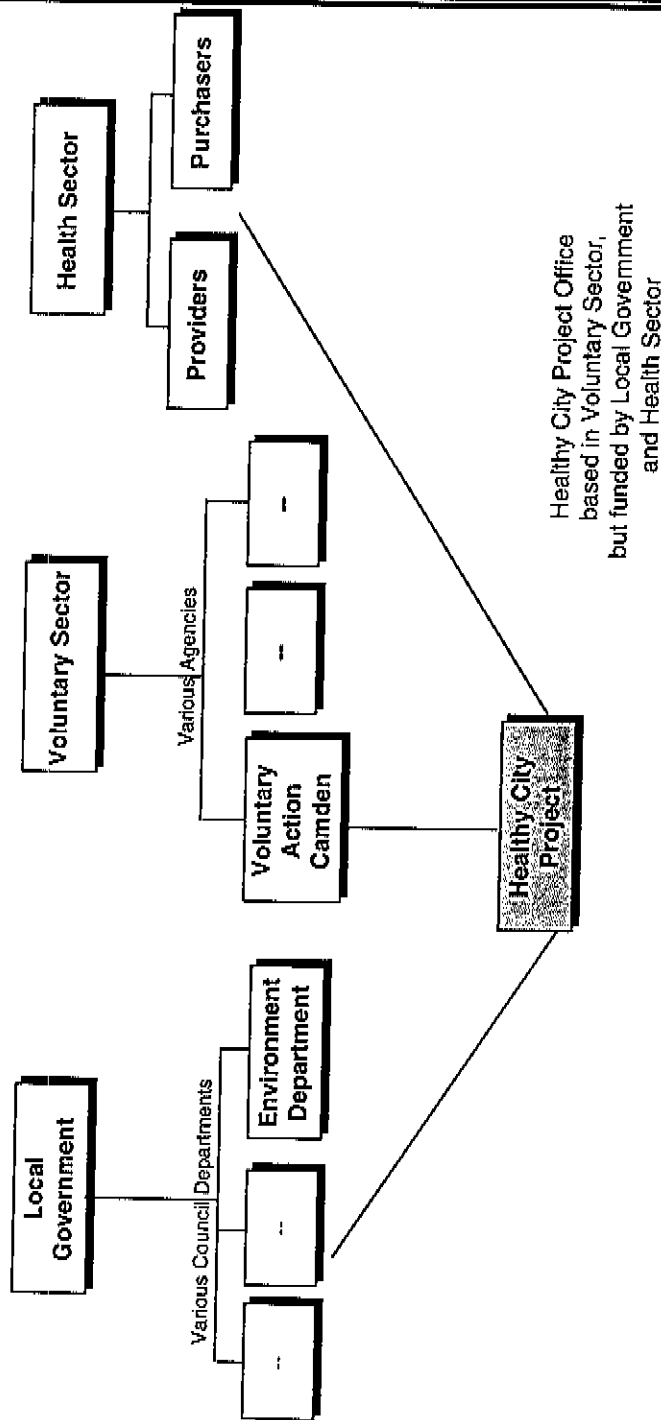
City of Bologna - Healthy City Project

Links of Project to Other Organizations



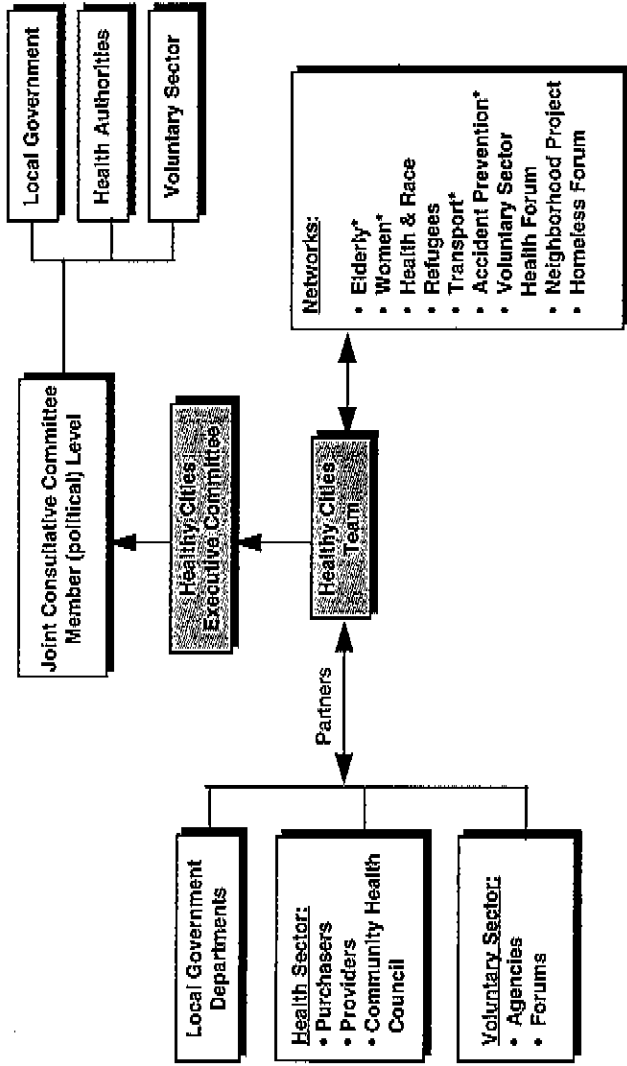
City of Camden - Healthy City Project

Location of Project within City Structure



City of Camden - Healthy City Project

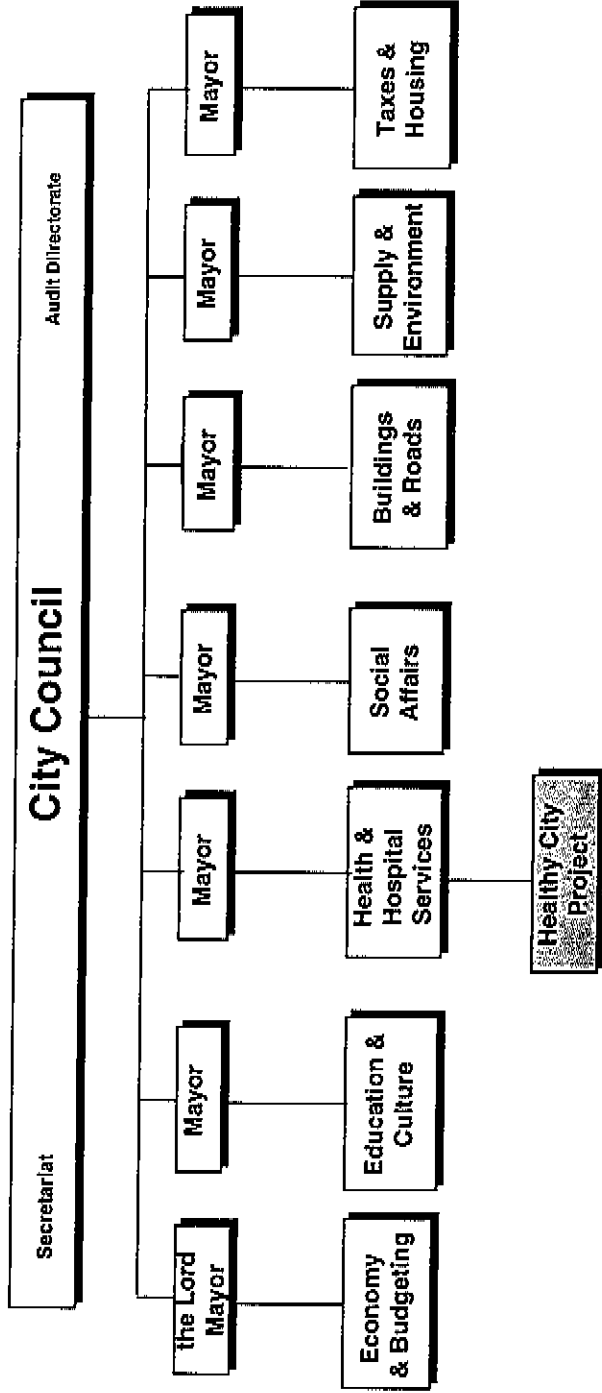
Links of Project to Other Organizations



*Healthy City Lead

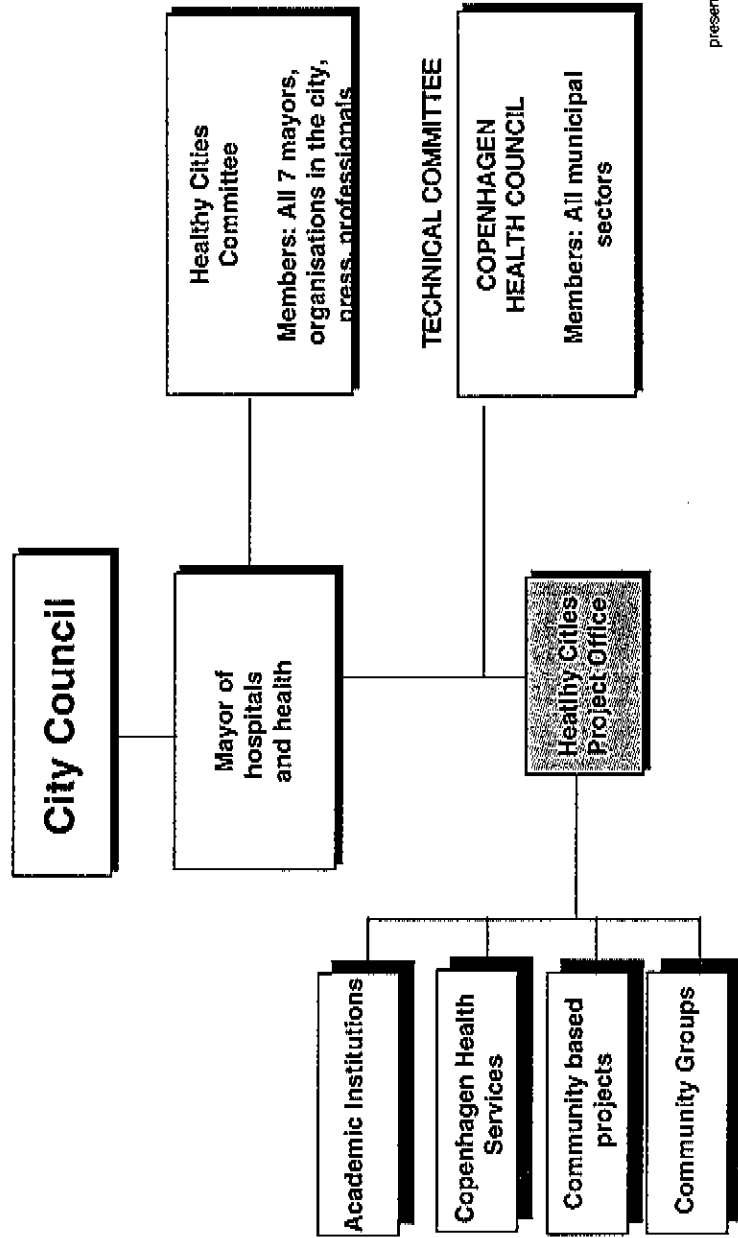
City of Copenhagen- Healthy City Project

Location of Project within City Structures



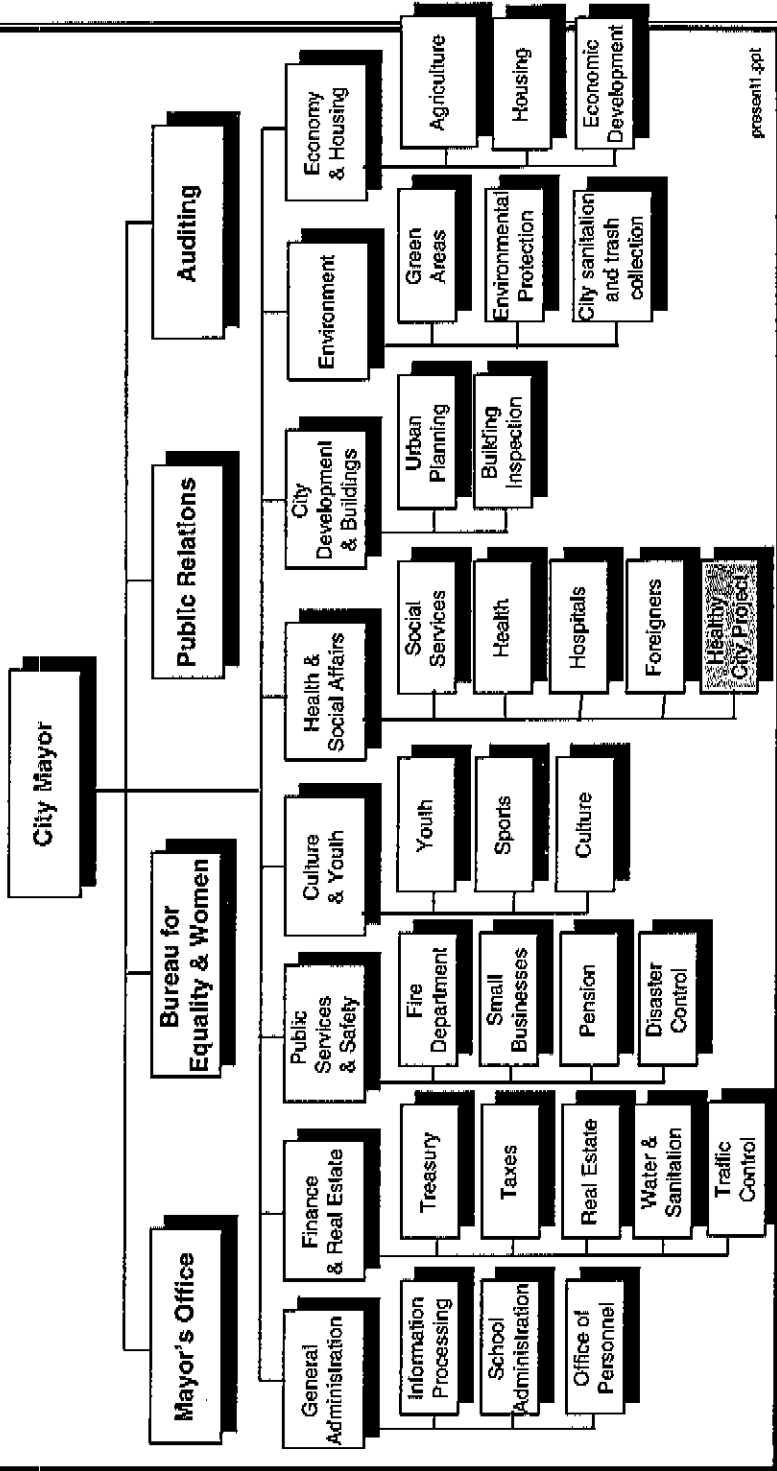
City of Copenhagen- Healthy City Project

Links of Project to Other Organizations



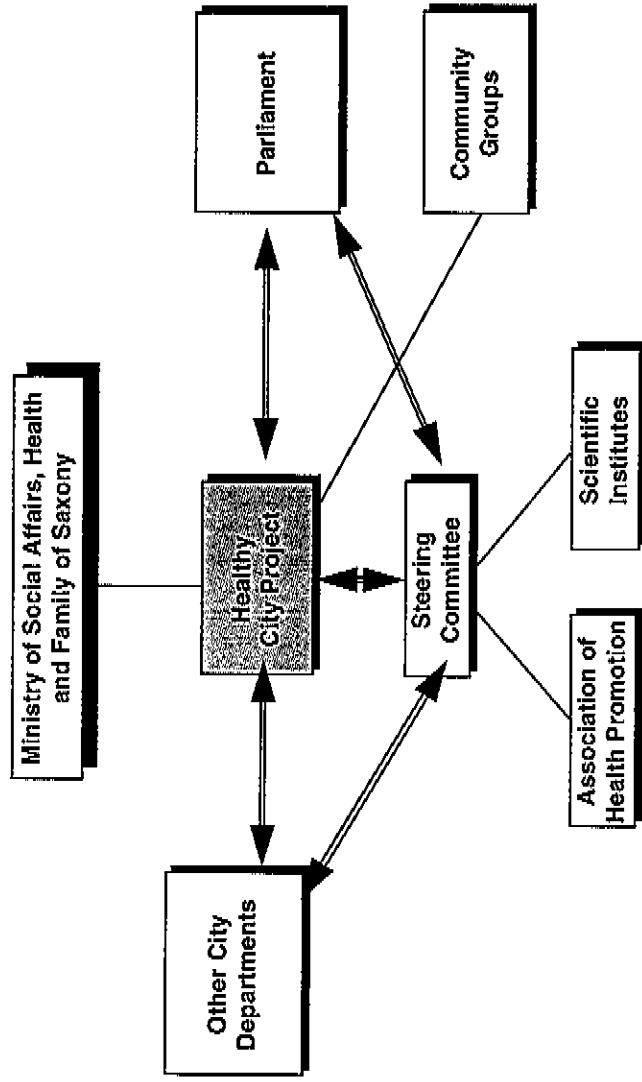
City of Dresden - Healthy City Project

Location of Project within City Structure



City of Dresden - Healthy City Project

Links of Project to Other Organizations

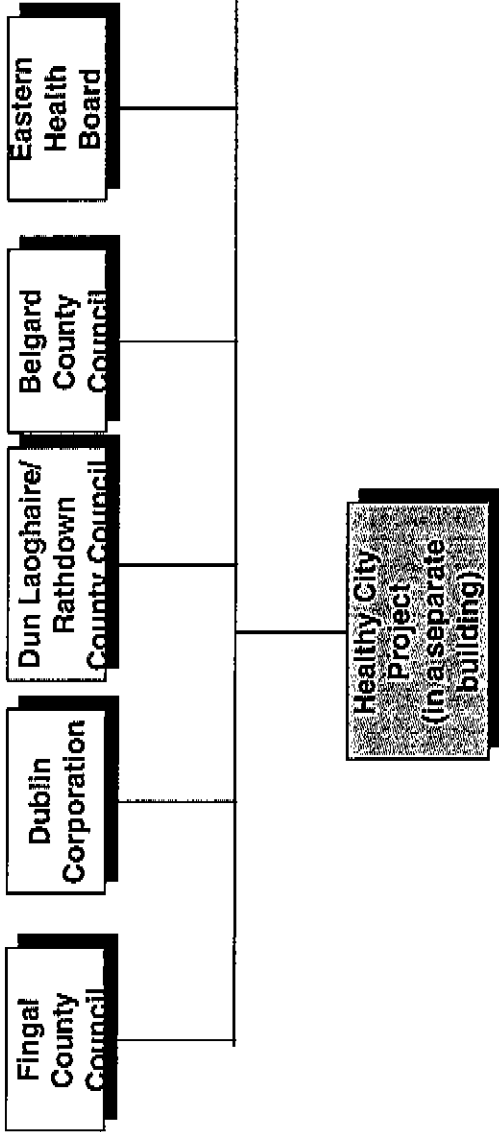


== formal links
— informal links

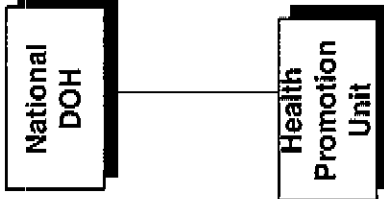
City of Dublin - Healthy City Project

Location of Project within City Structure

City level

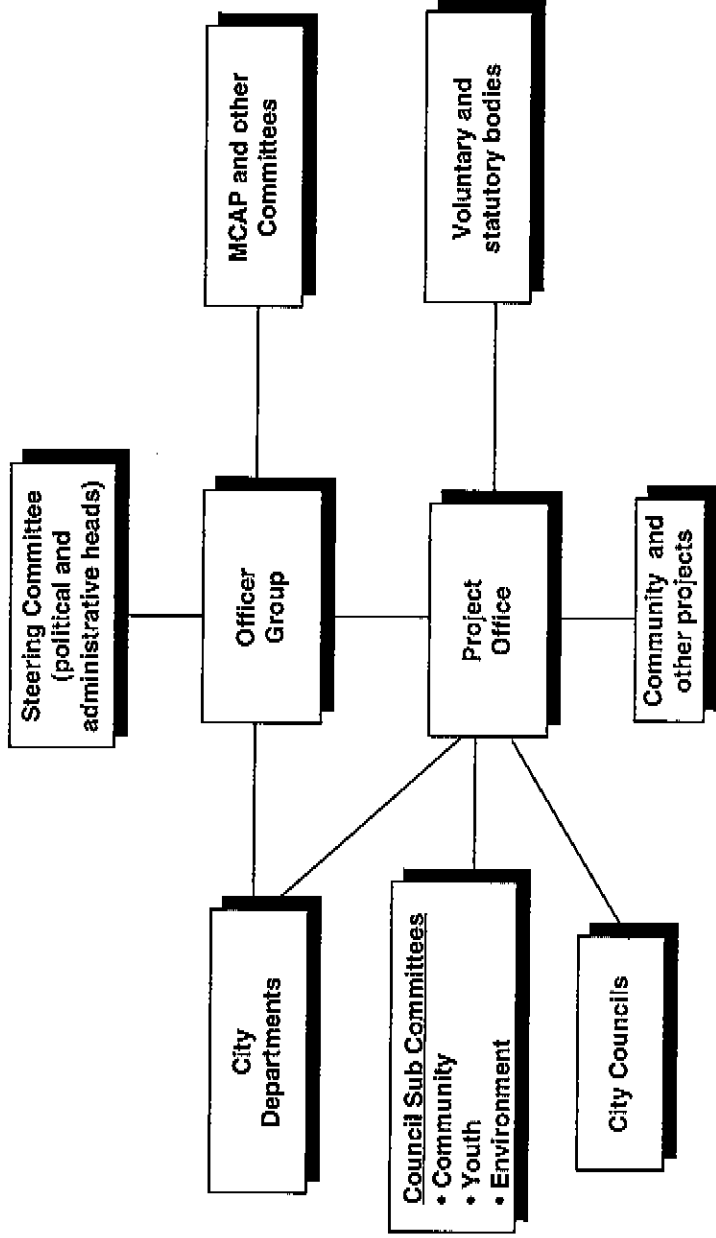


National level



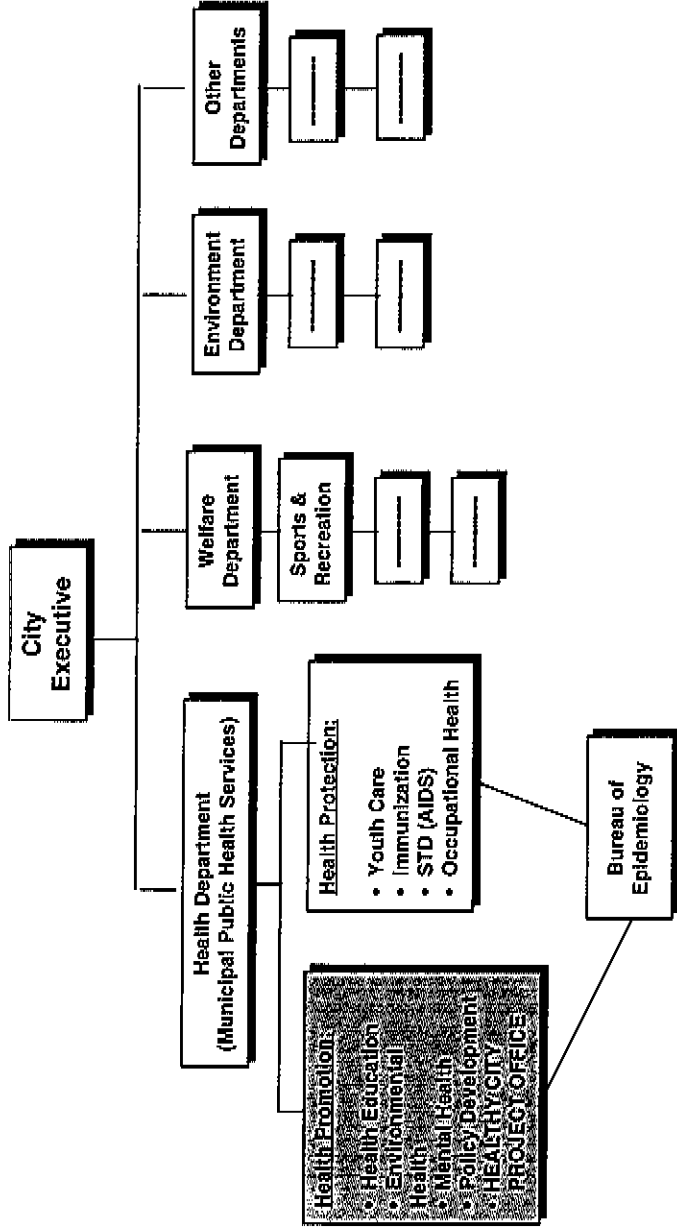
City of Dublin - Healthy City Project

Links of Project to Other Organizations



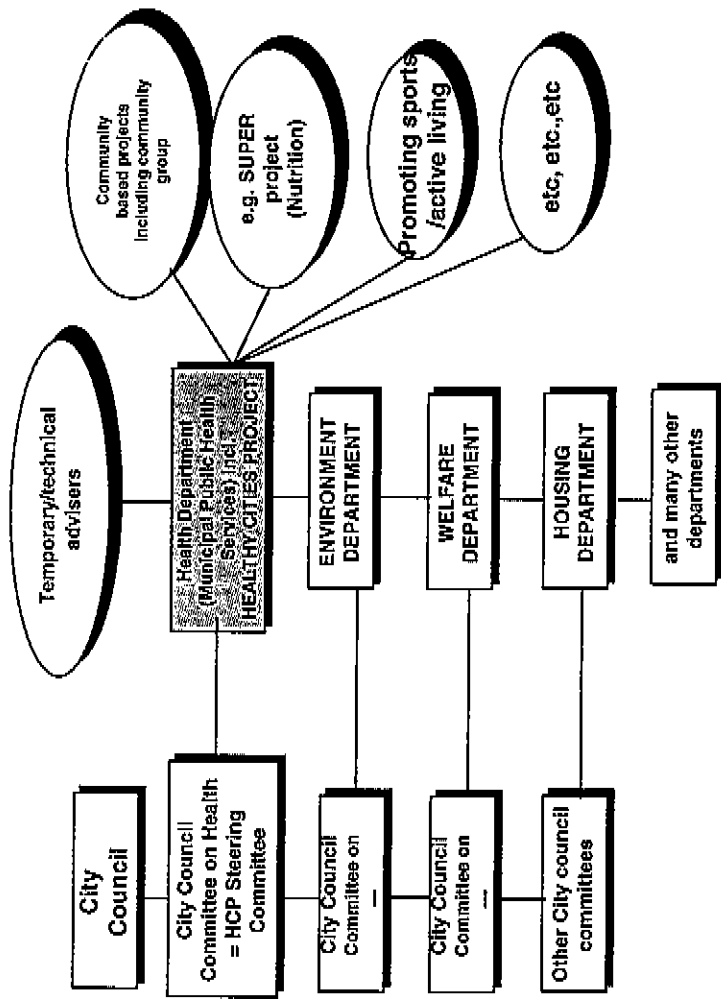
City of Eindhoven - Healthy City Project

Location of Project within City Structures



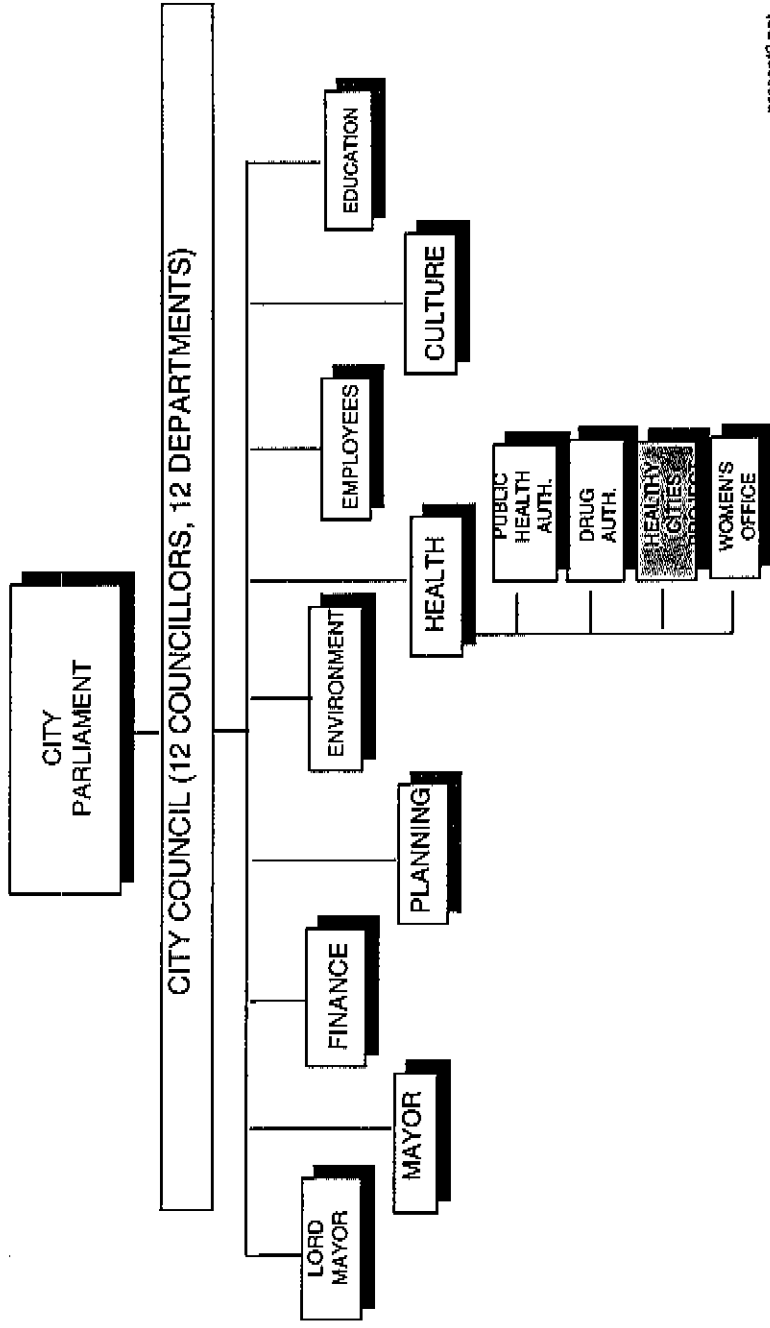
City of Eindhoven - Healthy City Project

Links of Project to Other Organizations



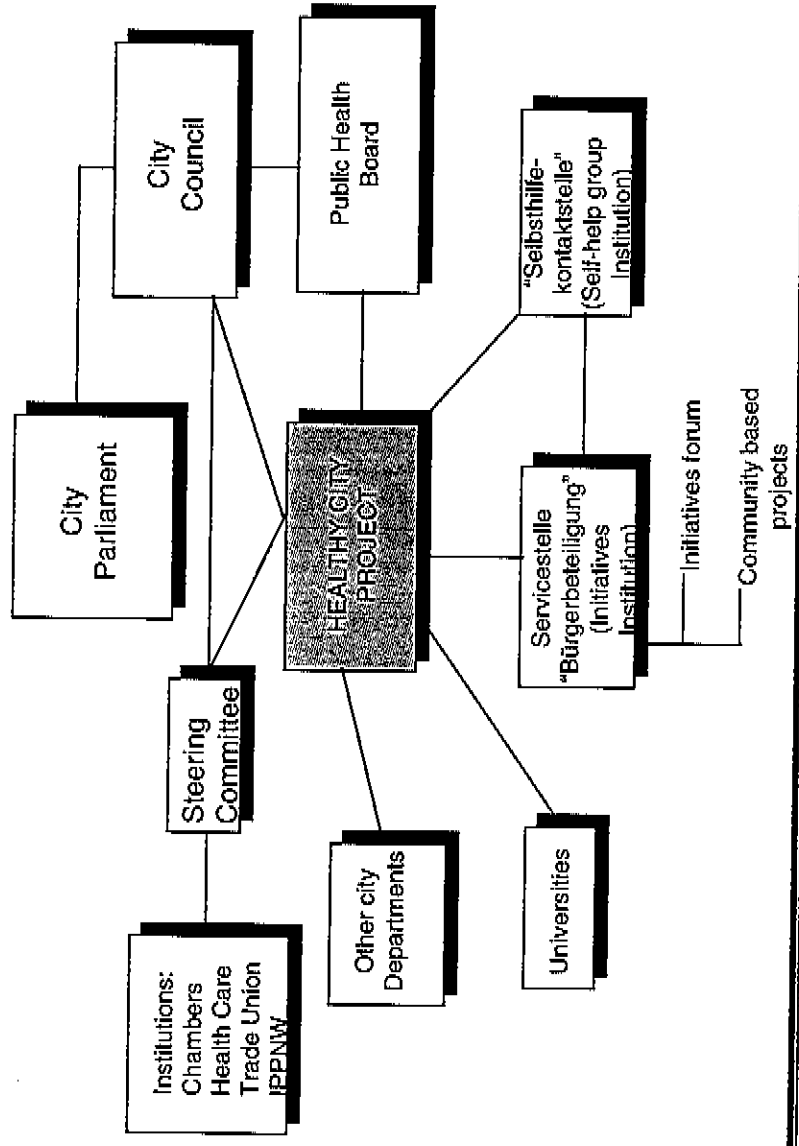
City of Frankfurt - Healthy City Project

Location of Project within City Structure



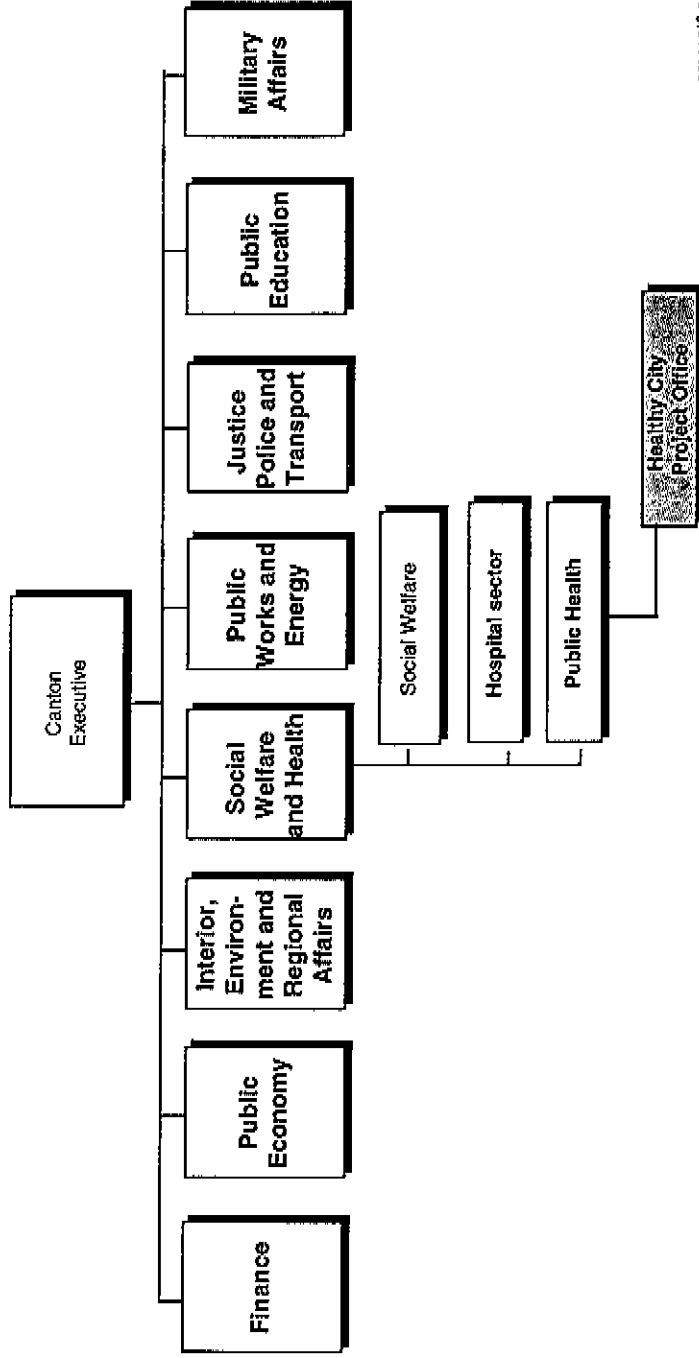
City of Frankfurt - Healthy City Project

Links of Project to Other Organizations



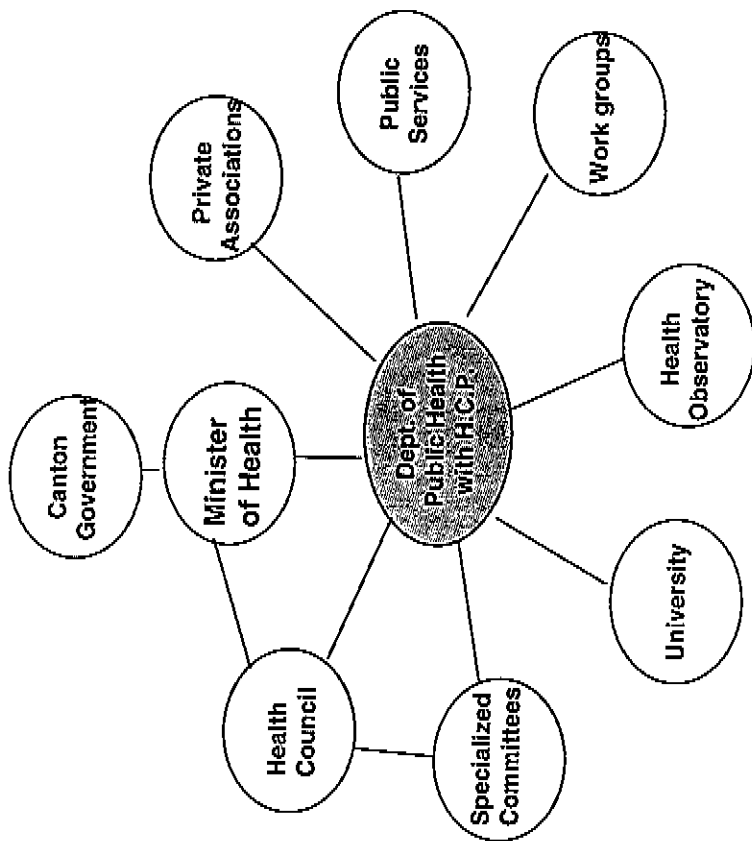
Canton of Geneva - Healthy City Project

Location of Project Office within Canton Structure



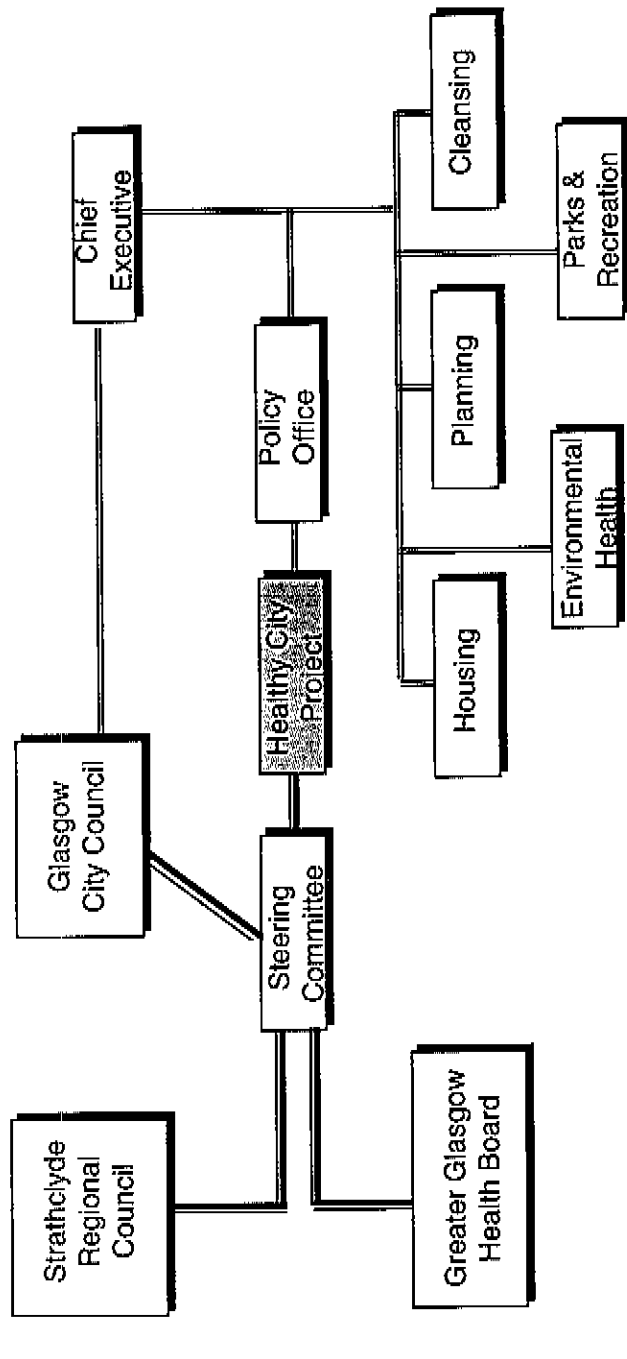
Canton of Geneva - Healthy City Project

Links of Project to Other Organizations



City of Glasgow- Healthy City Project

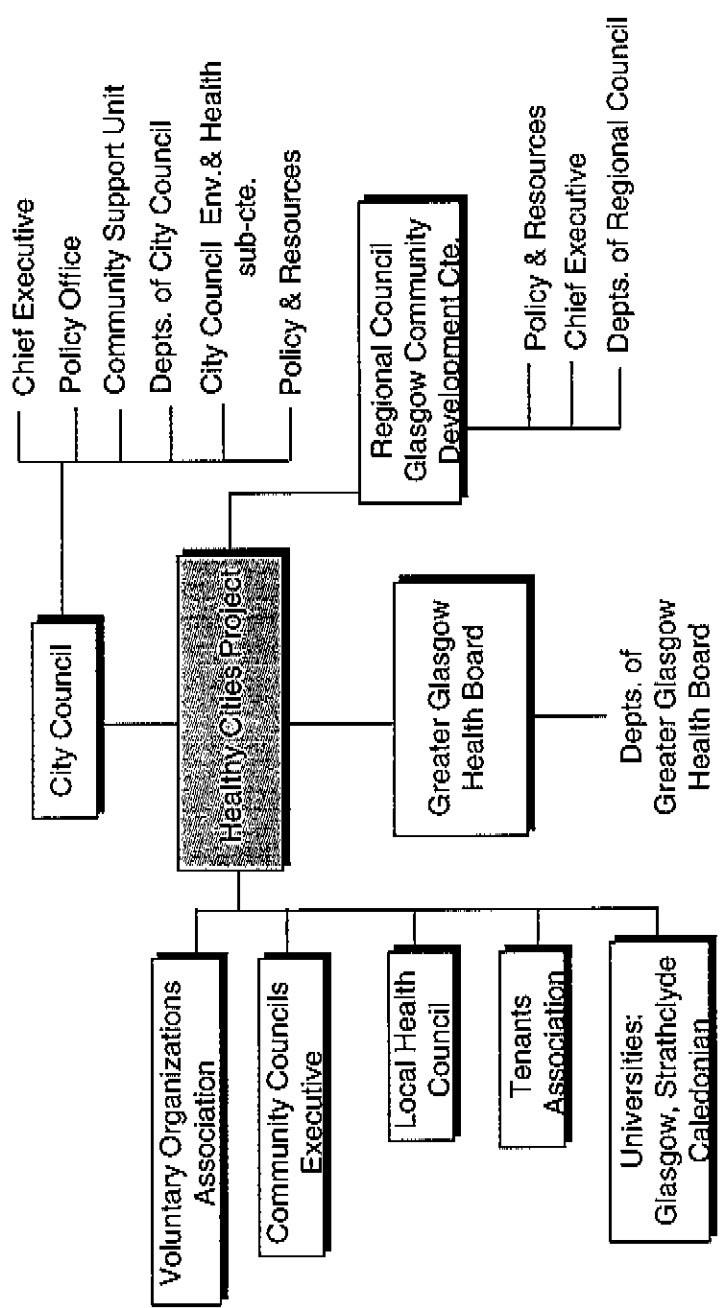
Location of Project within City Structure



— Direct relationship
 — Tripartite funding of project

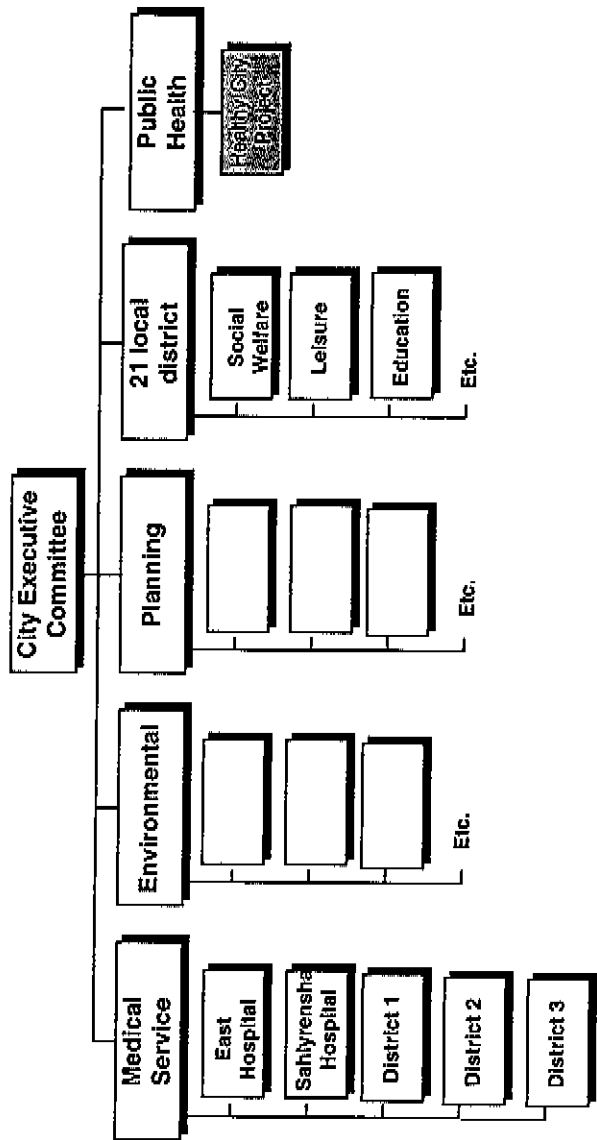
City of Glasgow- Healthy City Project

Links of Project to Other Organizations



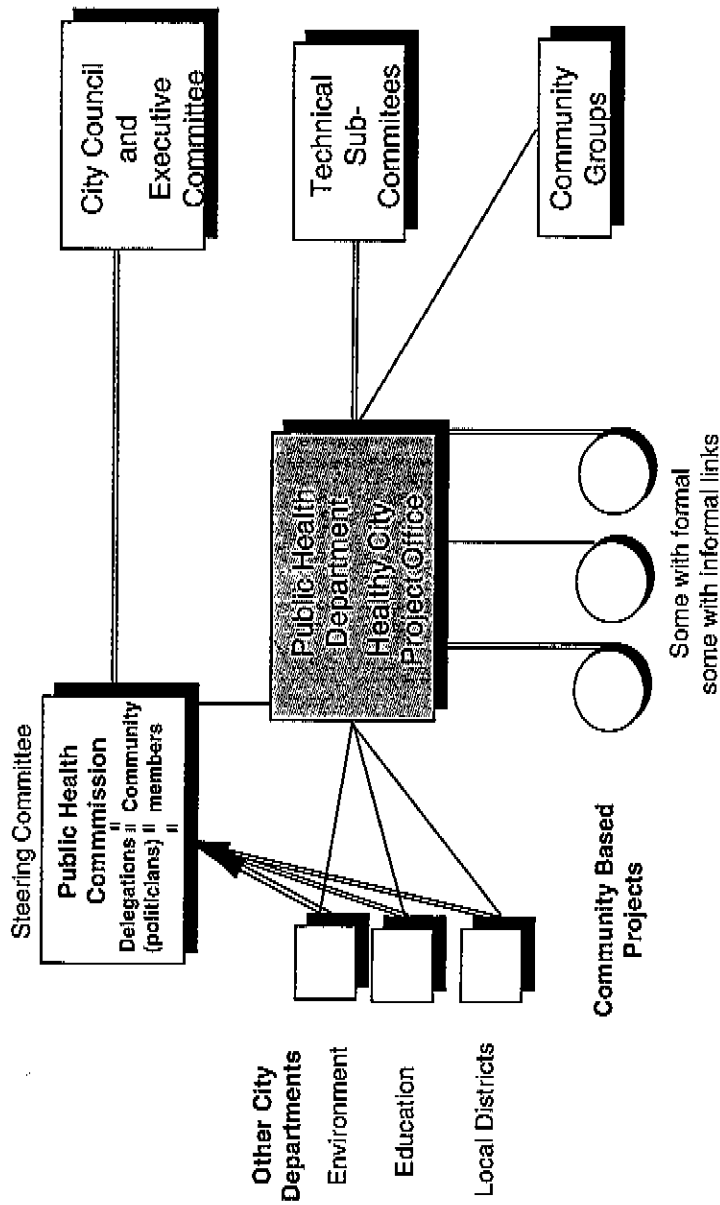
City of Gothenburg - Healthy City Project

Location of Project within City Structure



City of Gothenburg - Healthy City Project

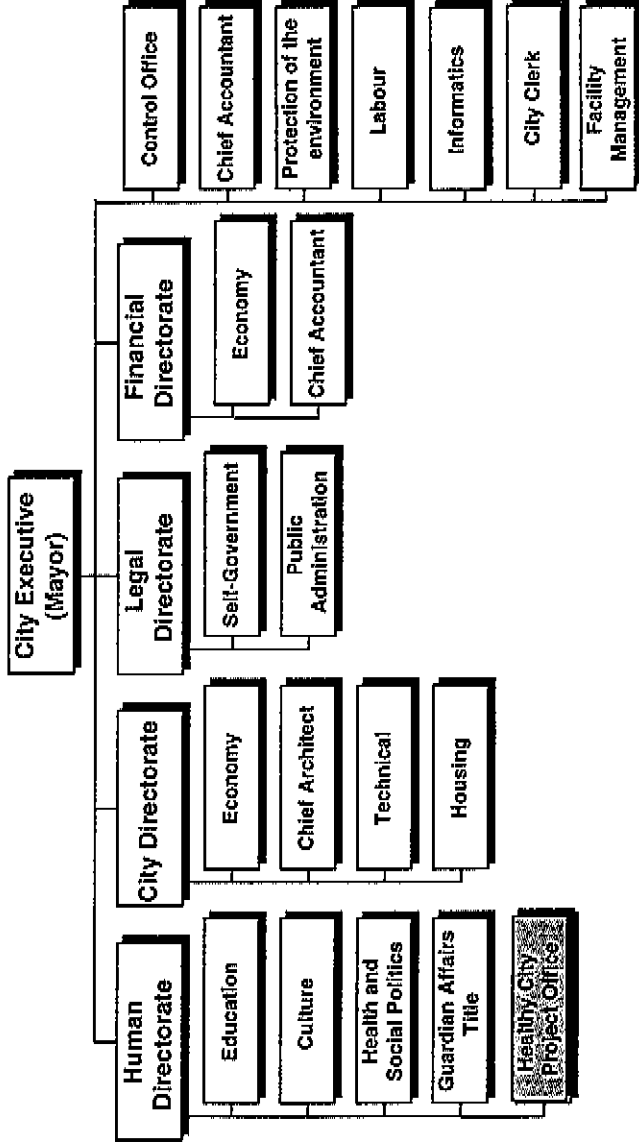
Links of Project to Other Organizations



formal links
informal links

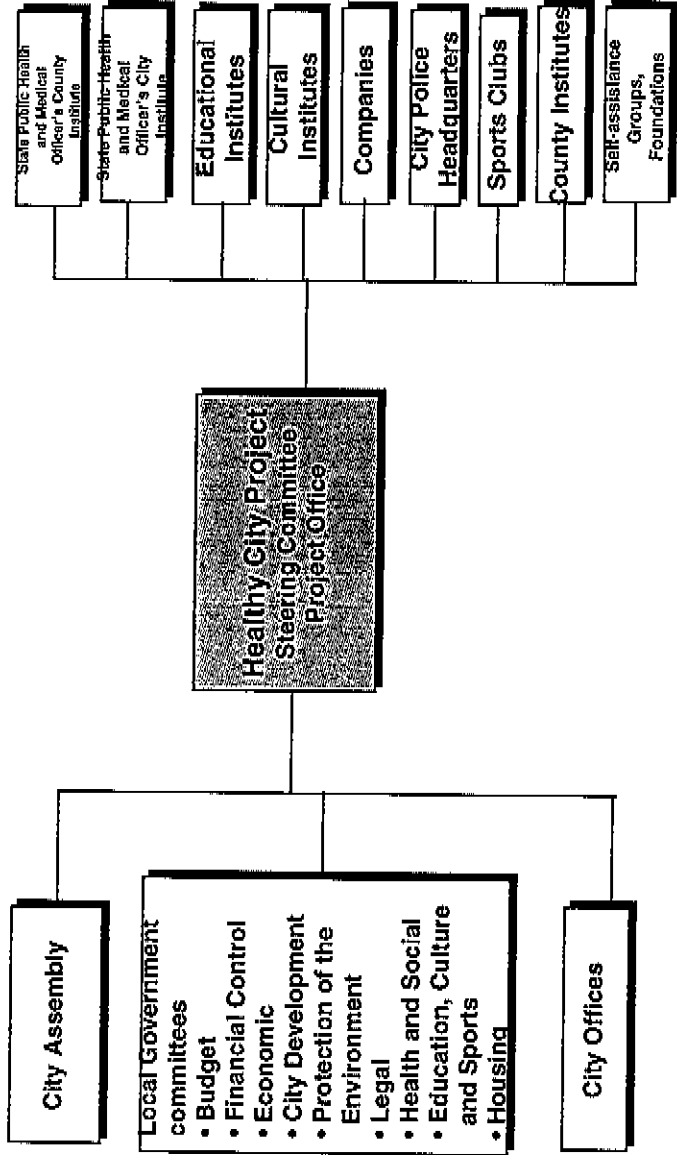
City of Győr - Healthy City Project

Location of Project within City Structure



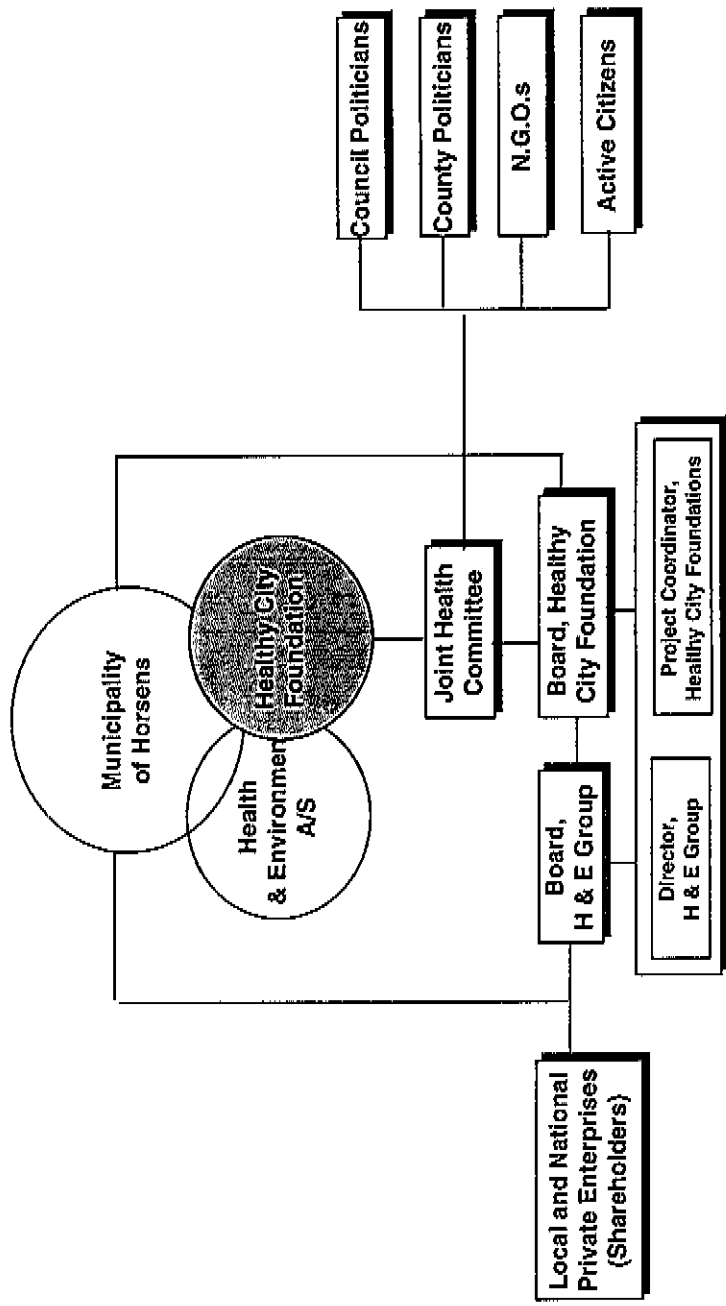
City of Győr - Healthy City Project

Links of Project to Other Organizations



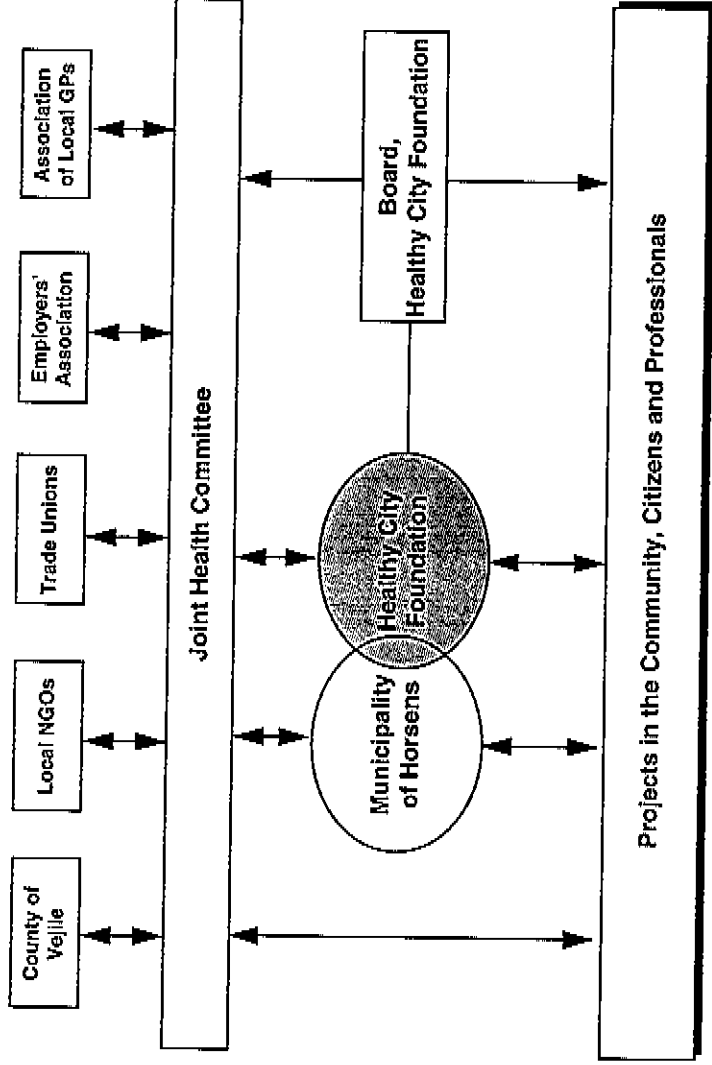
City of Horsens - Healthy City Project

Location of Project within City Structure



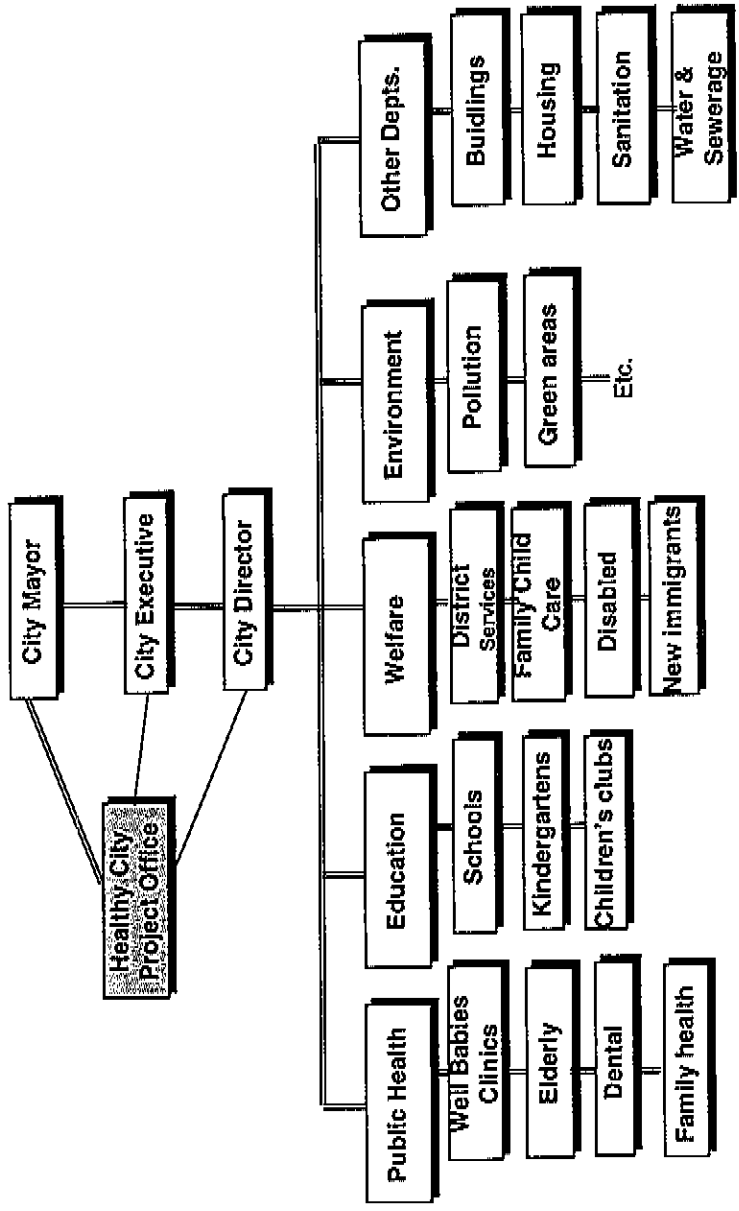
City of Horsens- Healthy City Project

Links of Project to Other Organizations



City of Jerusalem - Healthy City Project

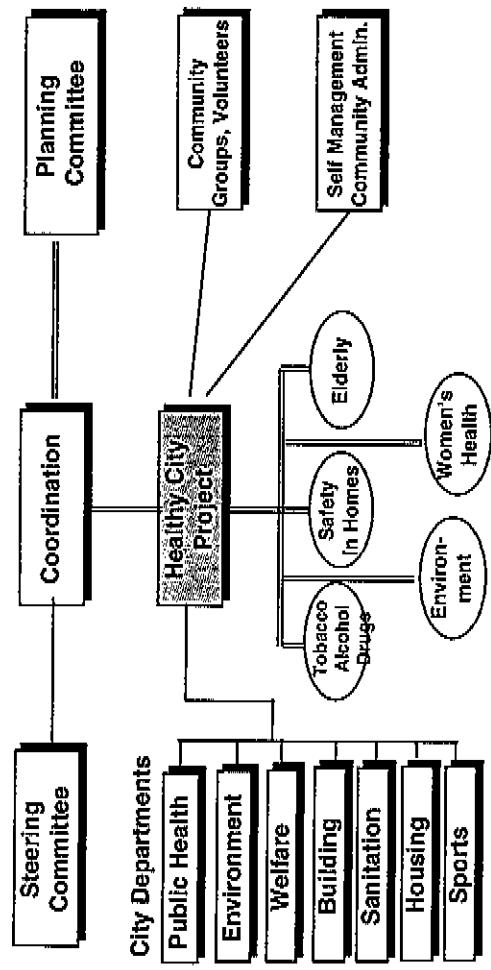
Location of Project within City Structures



— formal links
 - - - - - informal links

City of Jerusalem - Healthy City Project

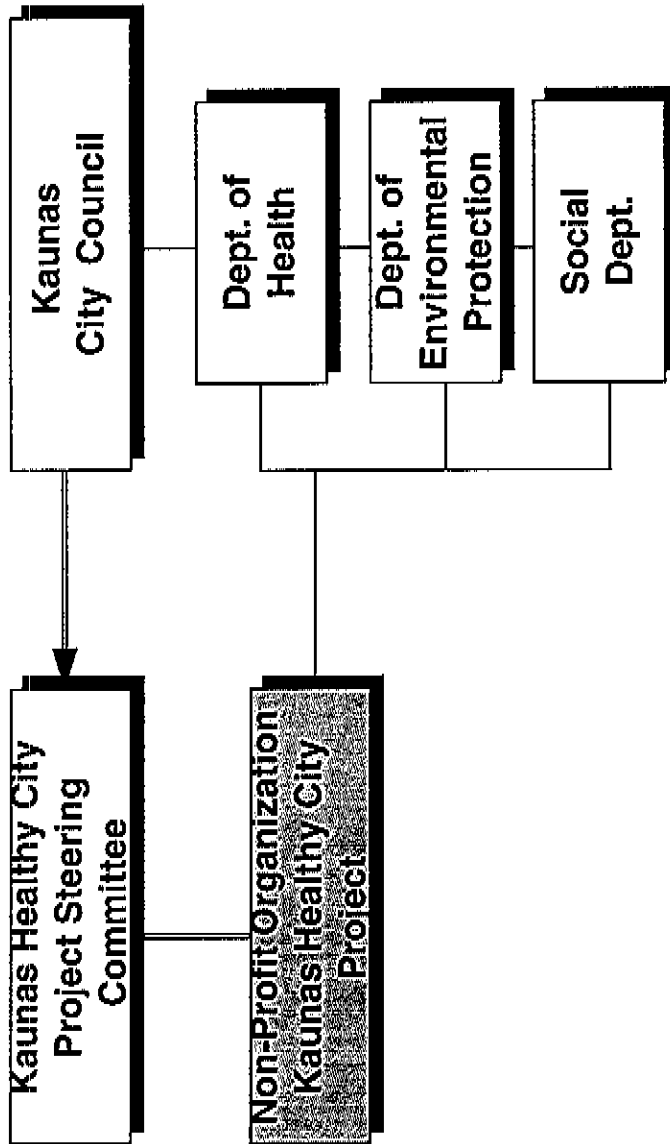
Links of Project to Other Organizations



== formal links
 --- informal links

City of Kaunas - Healthy City Project

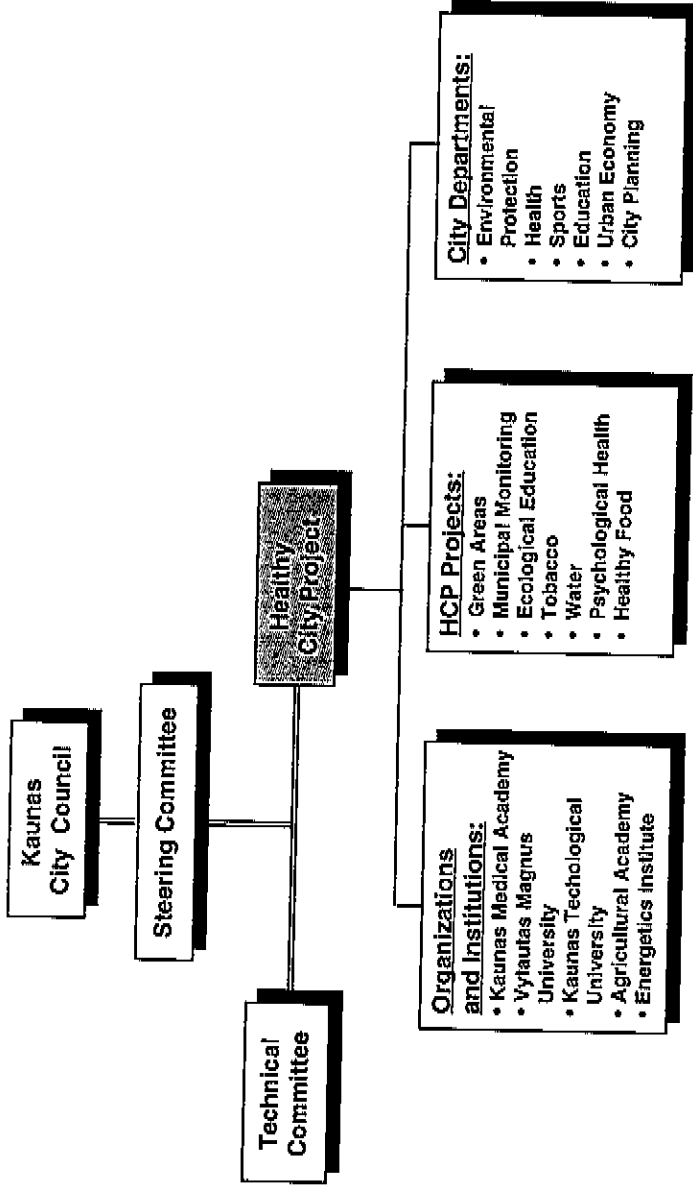
Location of Project within City Structure



== direct link
— indirect link

City of Kaunas - Healthy City Project

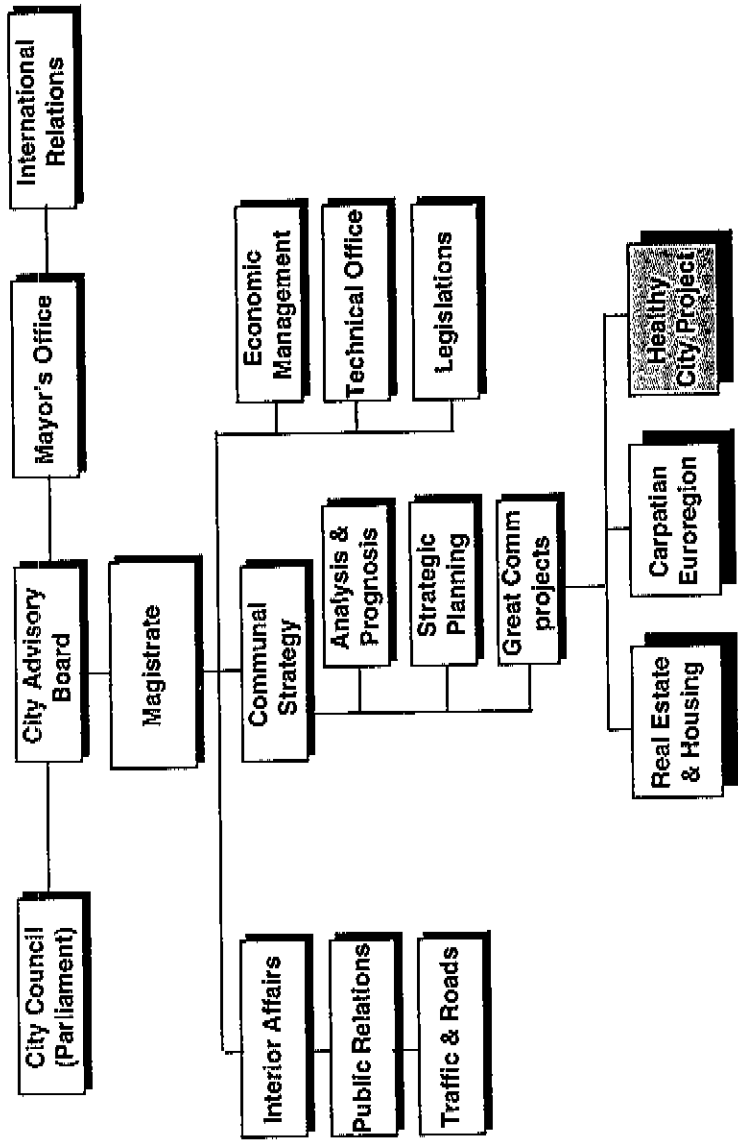
Links to Other Organizations



— formal links
 - - - informal links

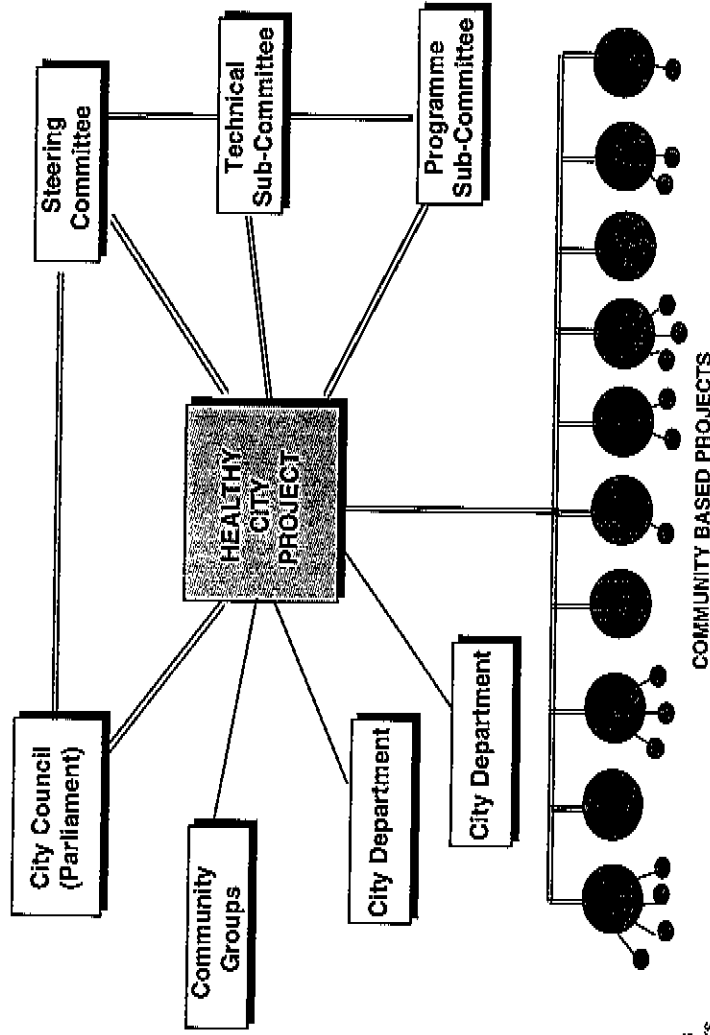
City of Kosice - Healthy City Project

Location of Project within City Structure



City of Kosice - Healthy City Project

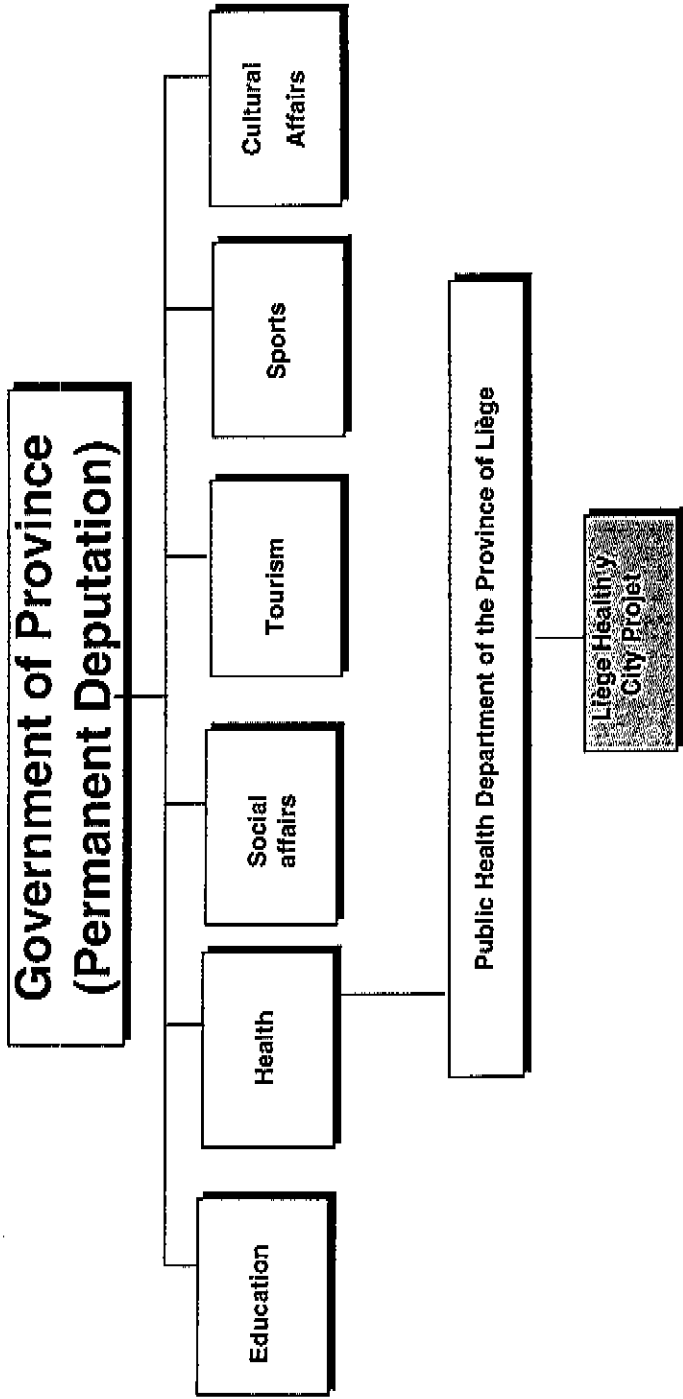
Links of Project to Other Organizations



== formal links
 -.- informal links

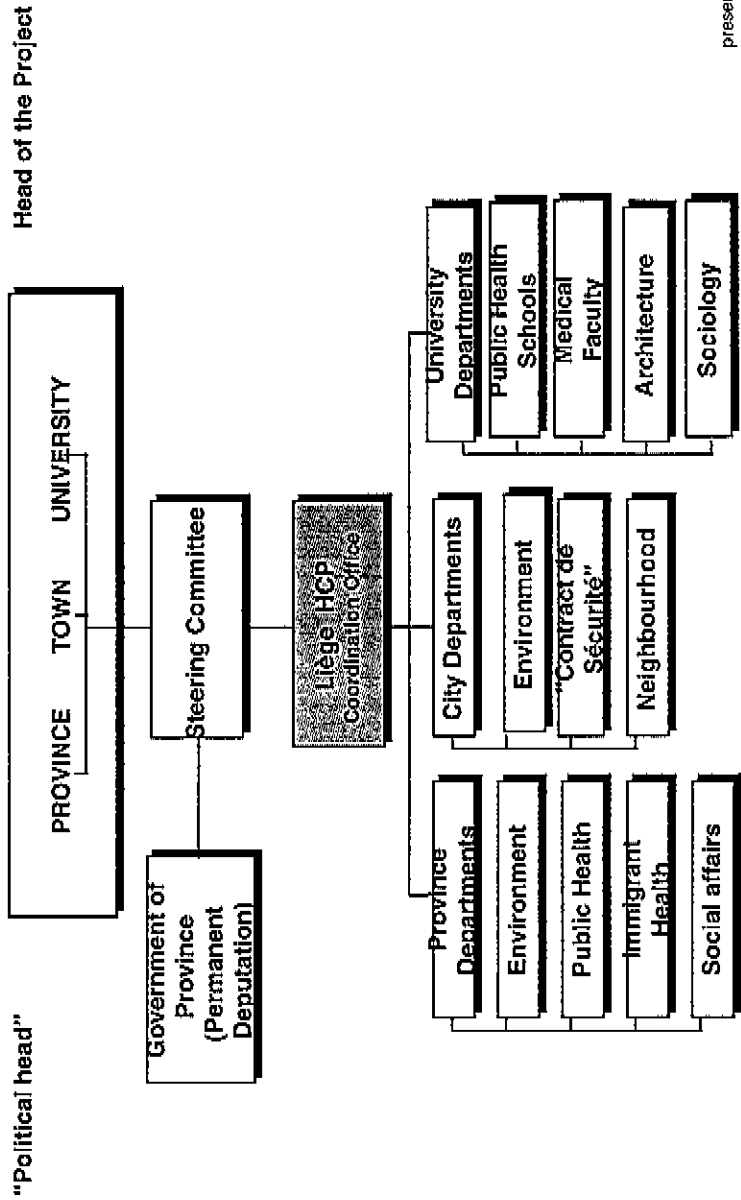
City of Liège - Liège Santé Projet

Location of Project within City Structures



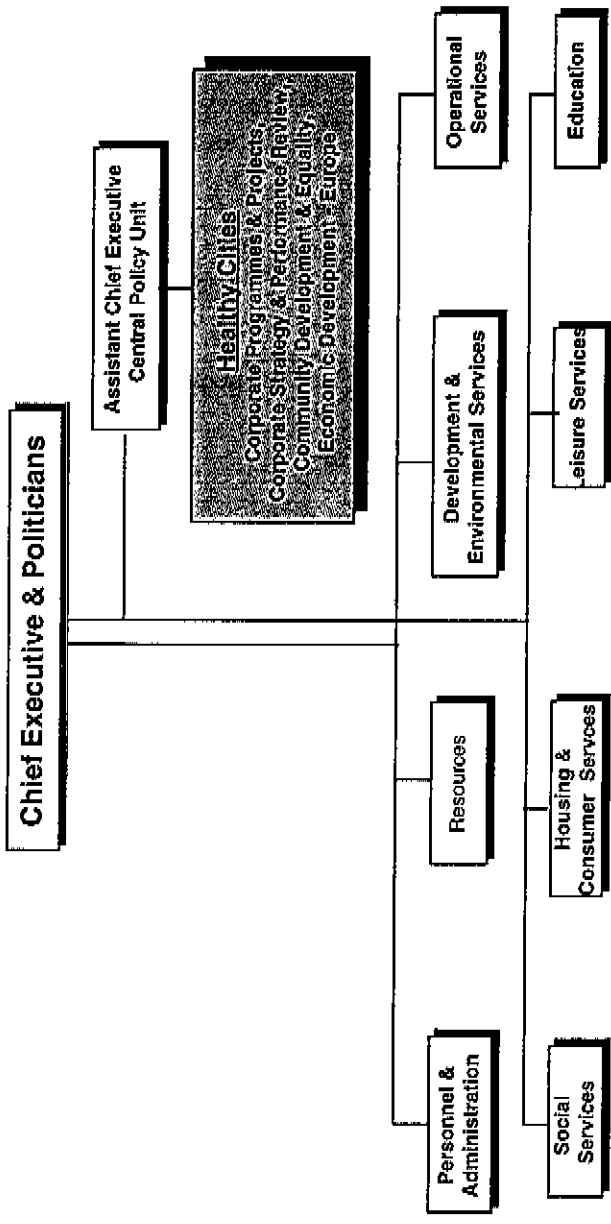
City of Liège - Healthy City Project

Links of Project to Other Organizations



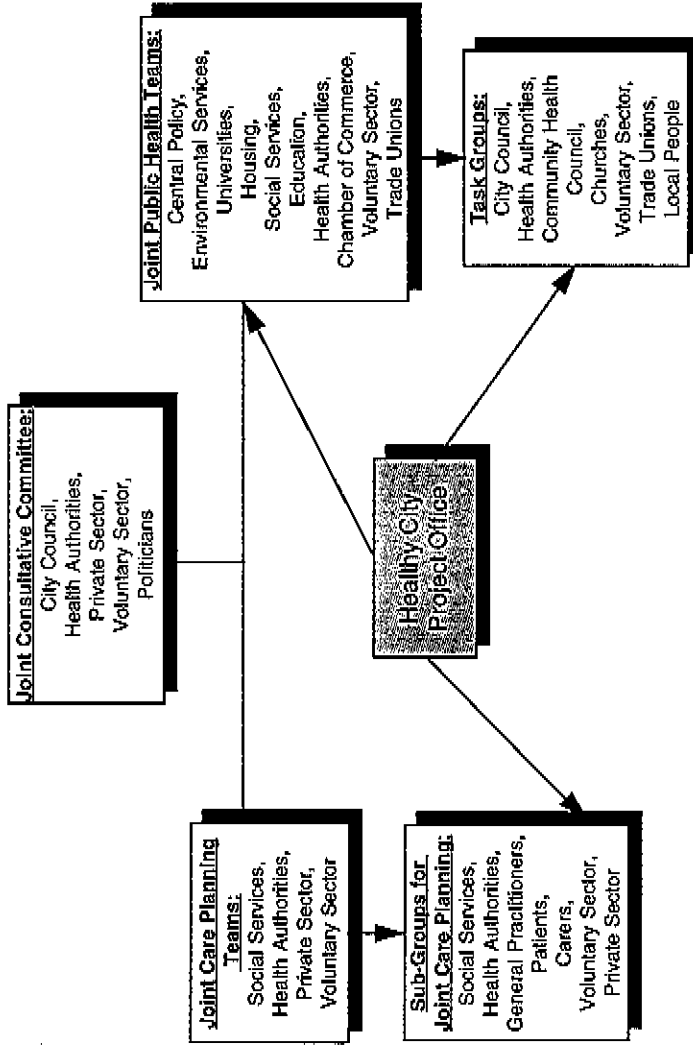
City of Liverpool - Healthy City Project

Location of Project within City Structure



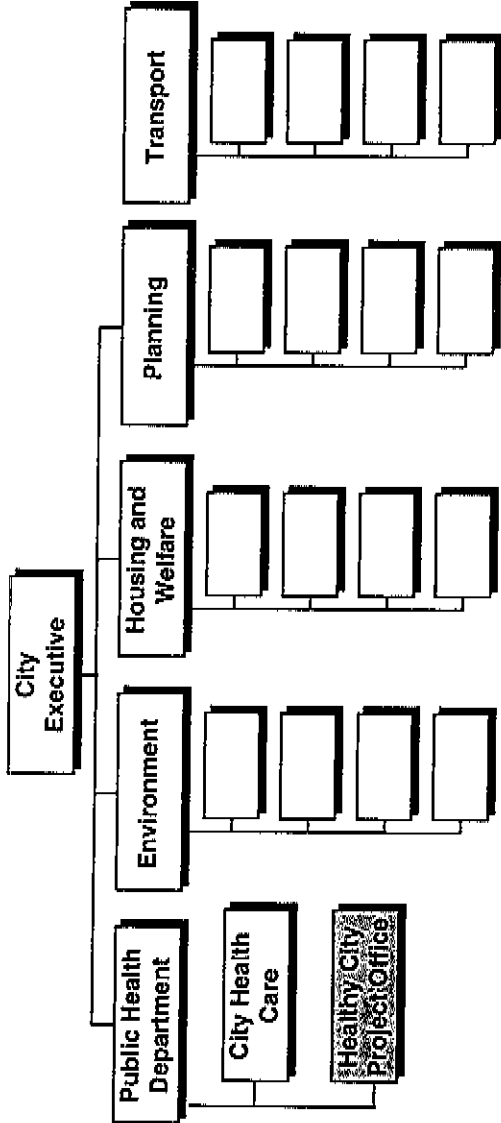
City of Liverpool - Healthy City Project

Links of Project to Other Organizations



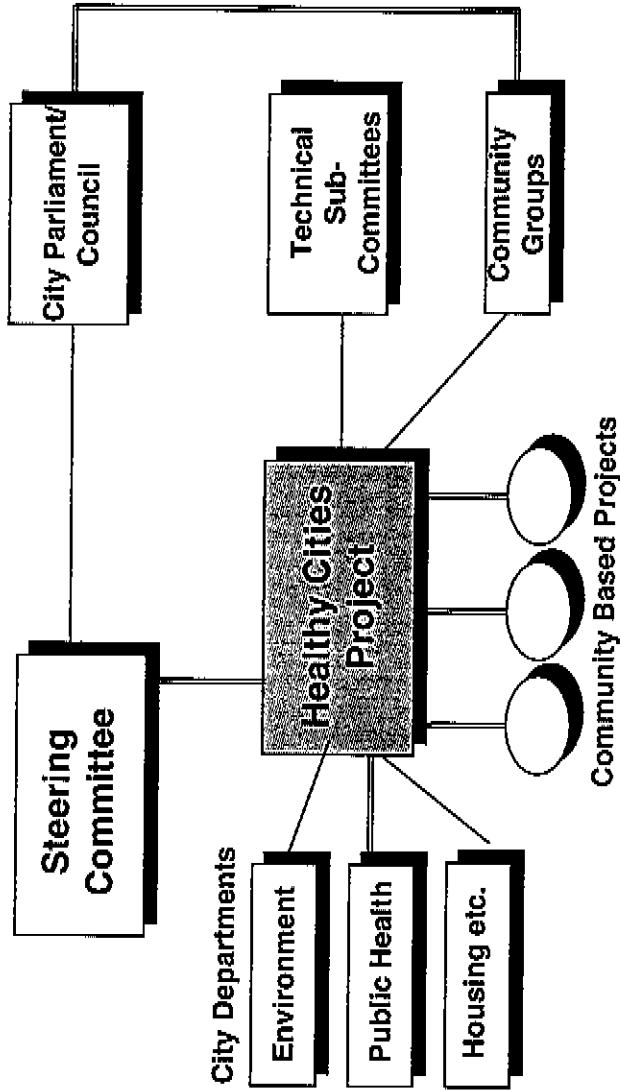
City of Lodz - Healthy City Project

Location of Project within City Structure



City of Lodz - Healthy City Project

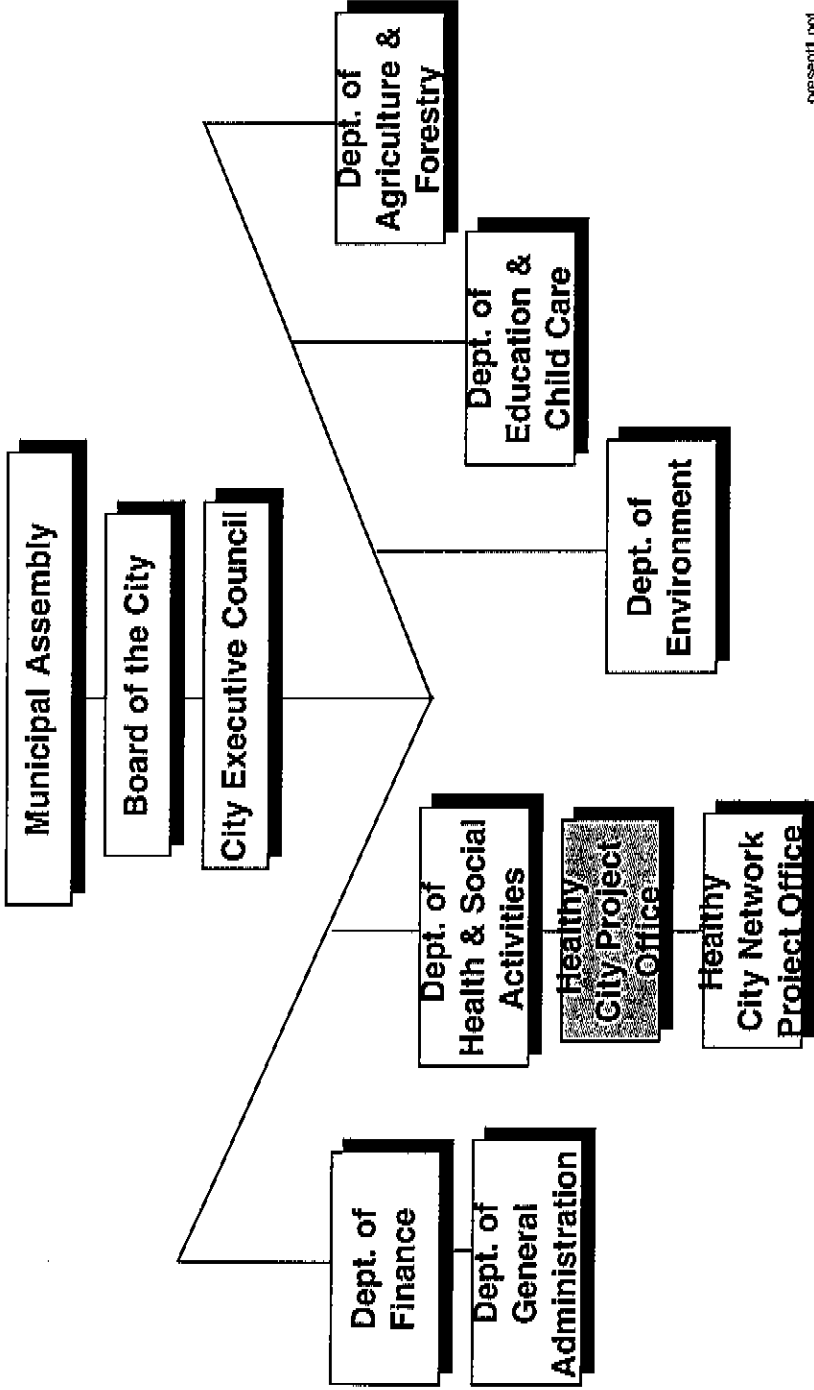
Links of Healthy City Project to Other City Structures



— formal links
- - - informal links

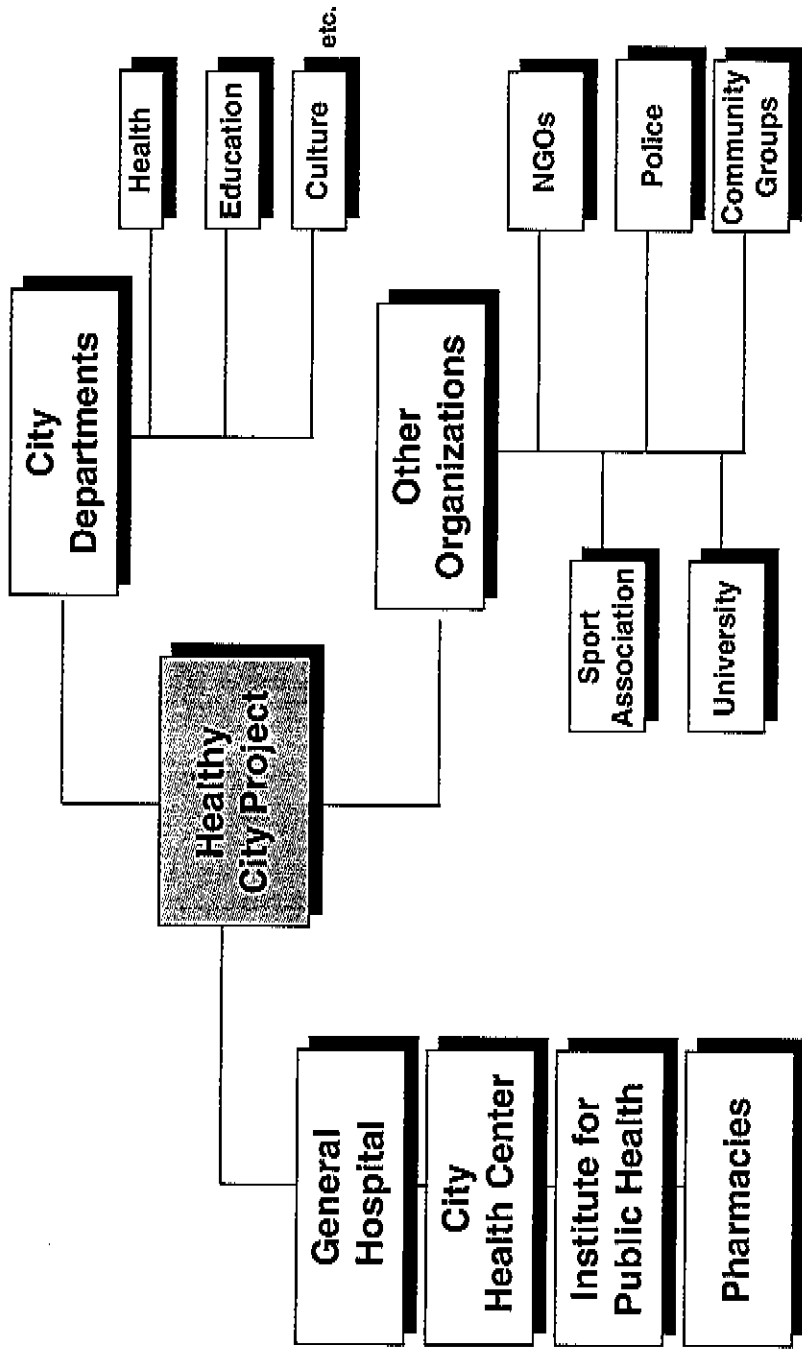
City of Maribor - Healthy City Project

Location of Project within City Structure



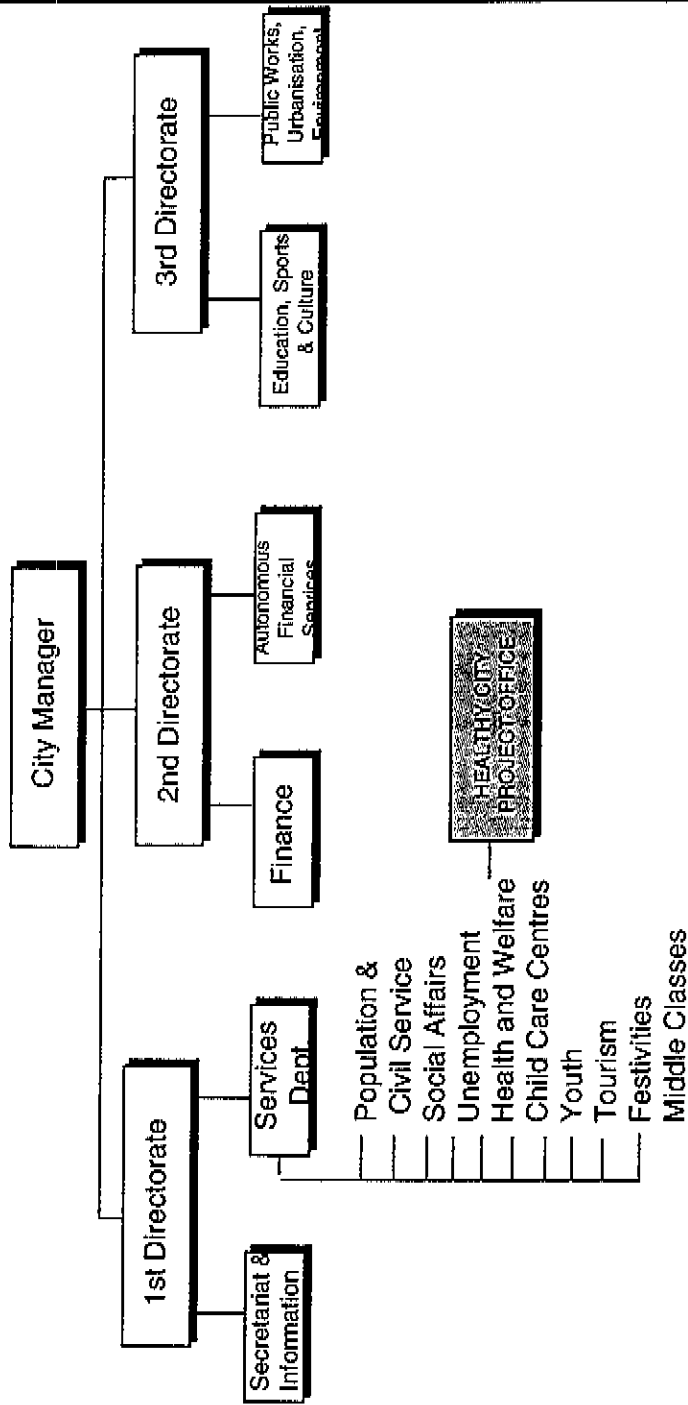
City of Maribor - Healthy City Project

Links to Other Organizations



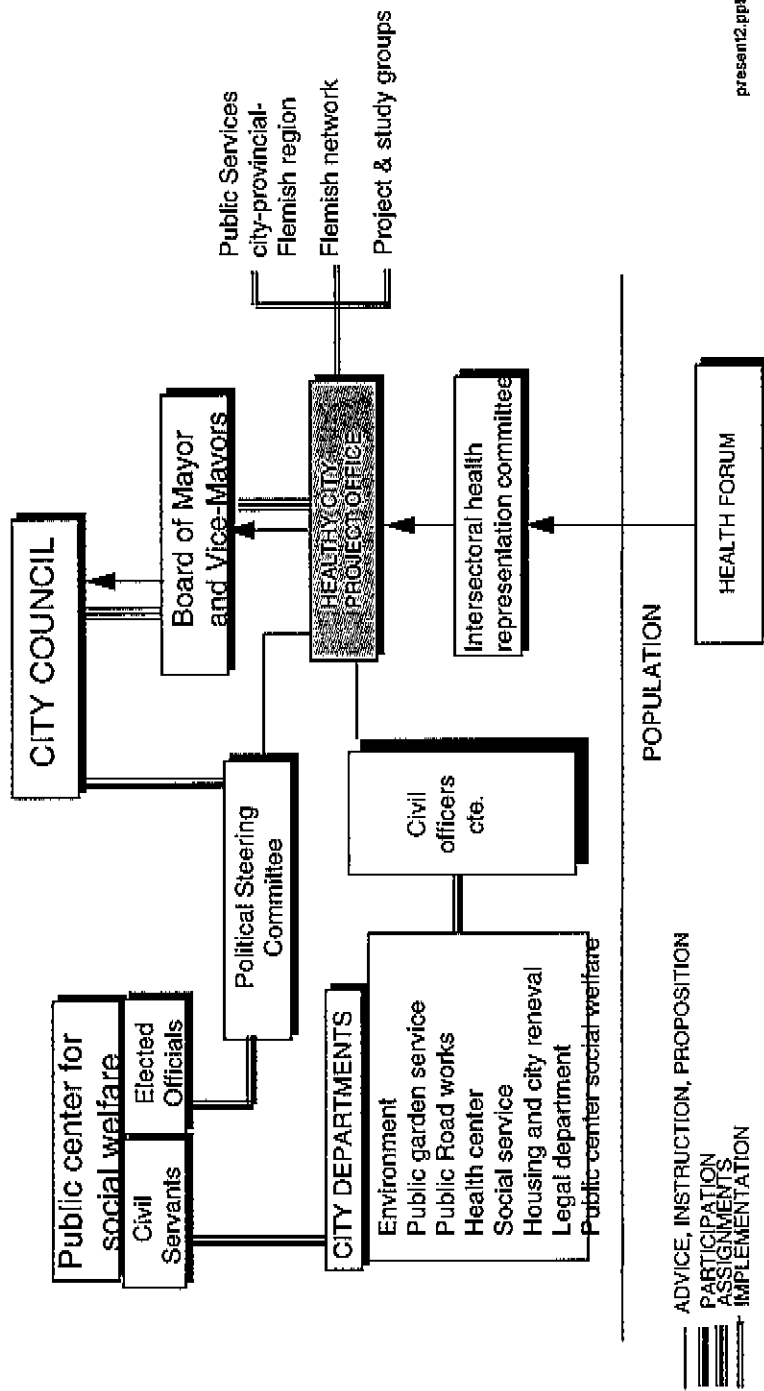
City of Mechelen- Healthy City Project

Location of Project within City Structure



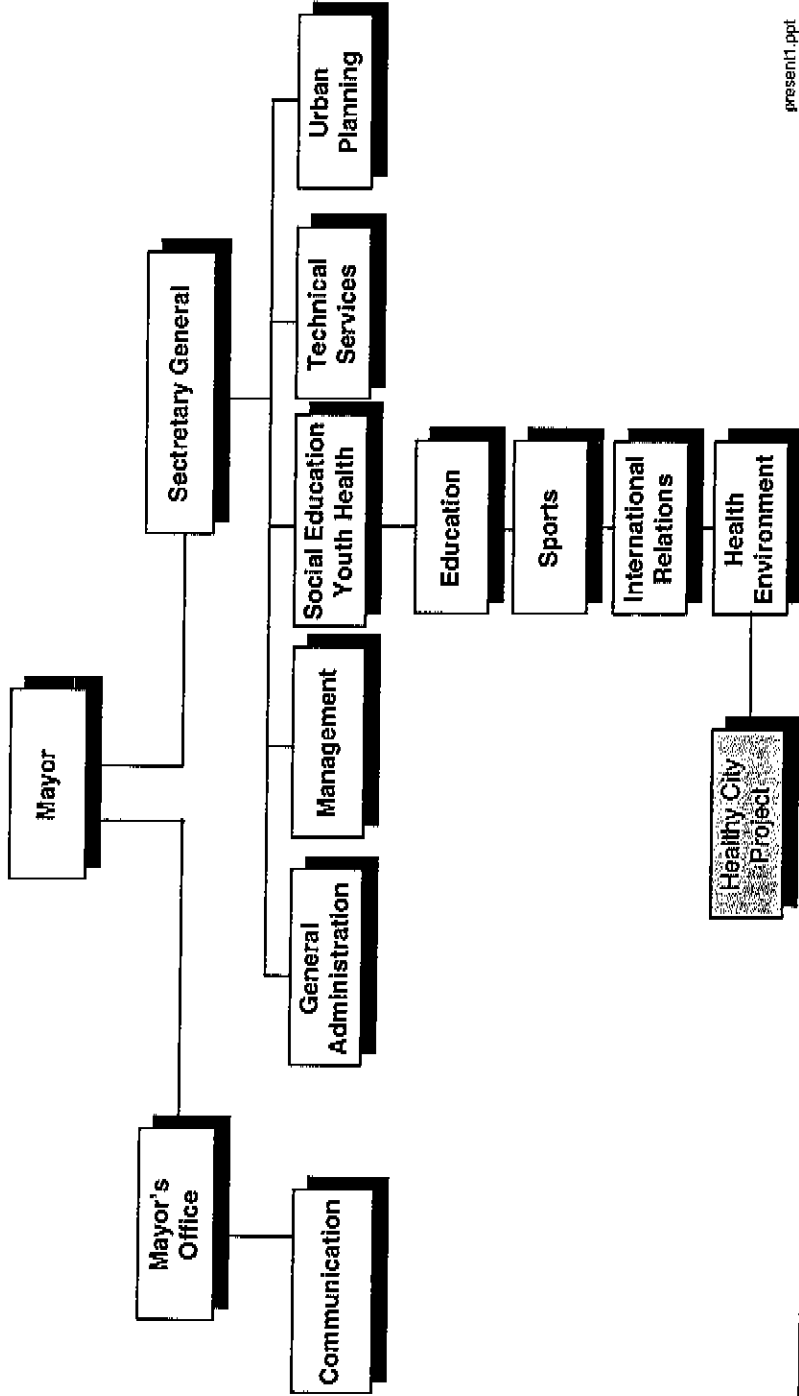
City of Mechelen - Healthy City Project

Links of Project to Other Organizations



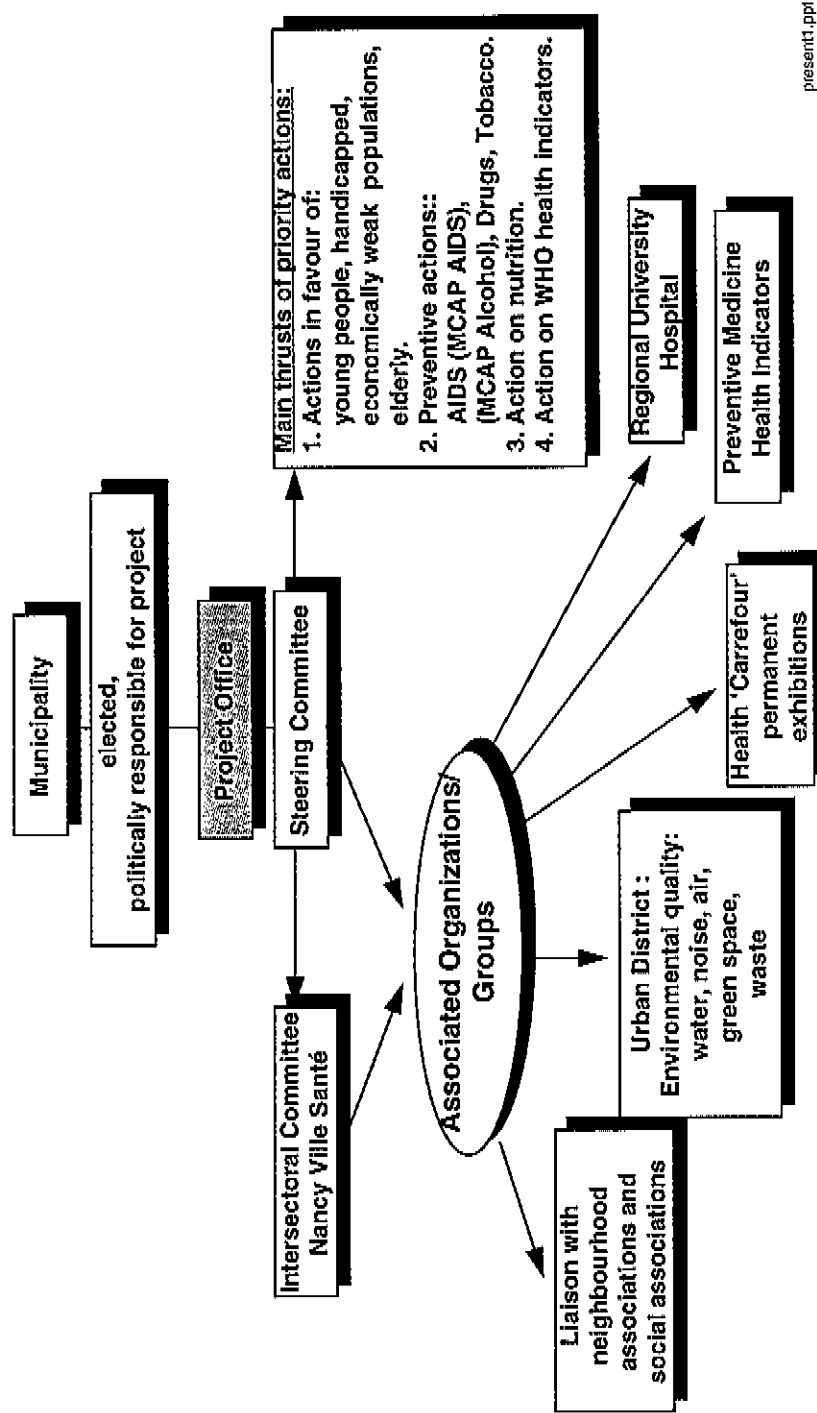
City of Nancy - Healthy City Project

Location of Project within City Structure



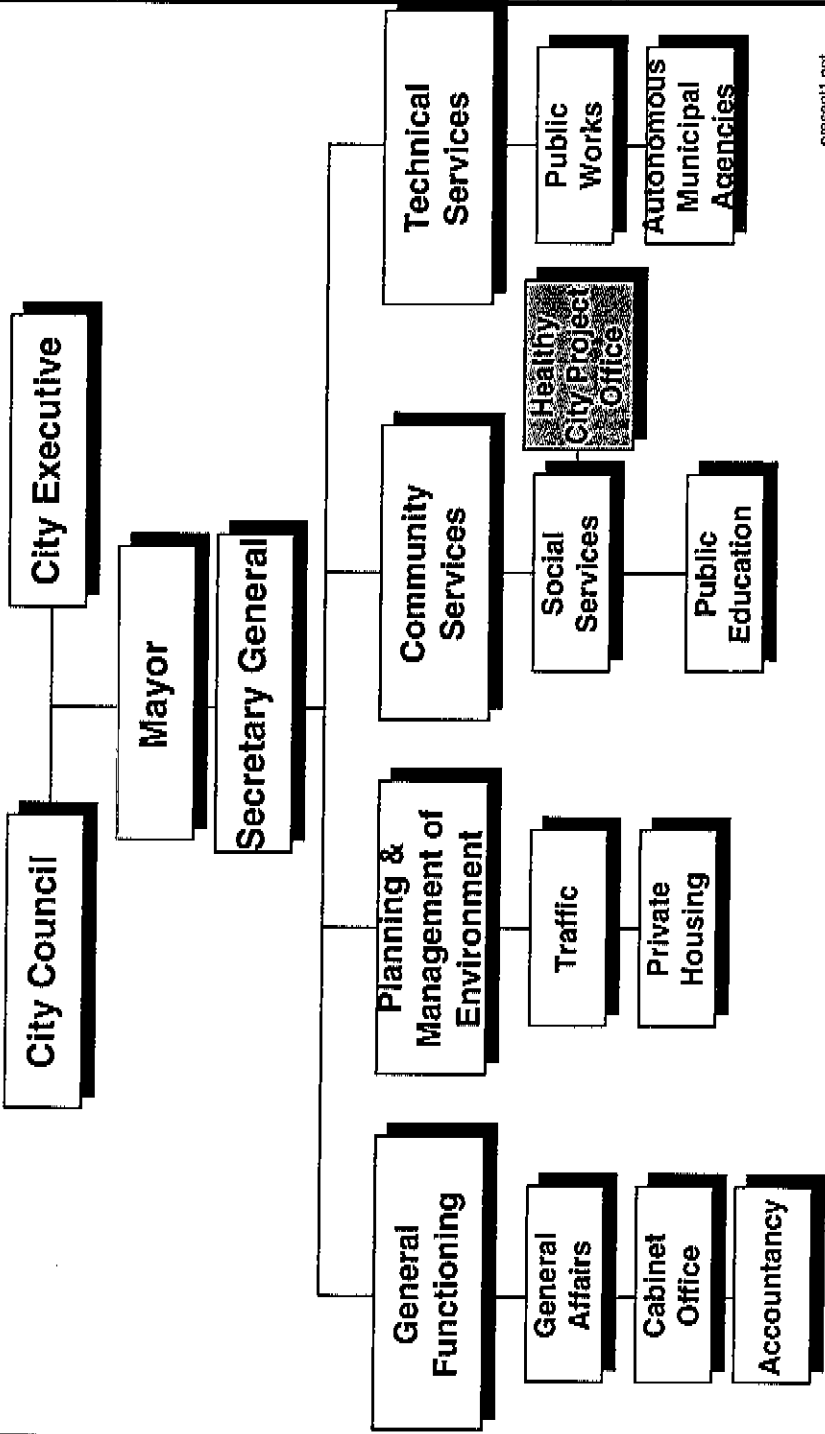
City of Nancy - Healthy City Project

Links of Project to Other Organizations



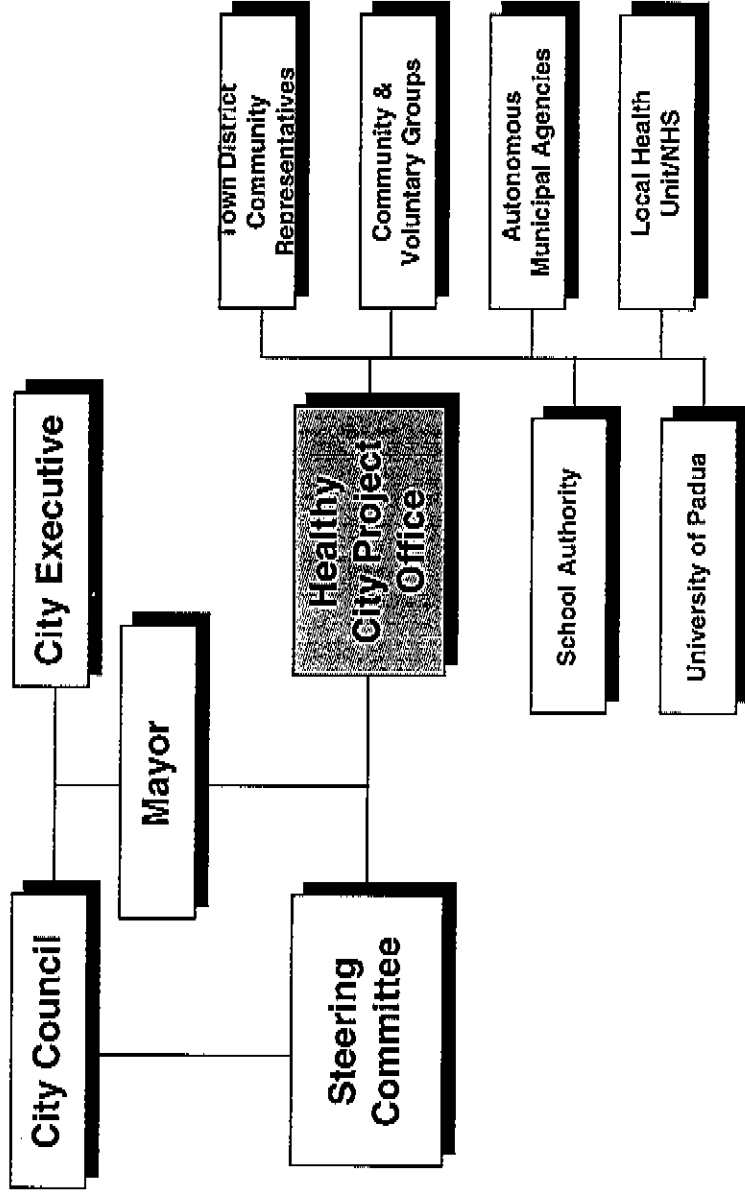
City of Padua - Healthy City Project

Location of Project within City Structure



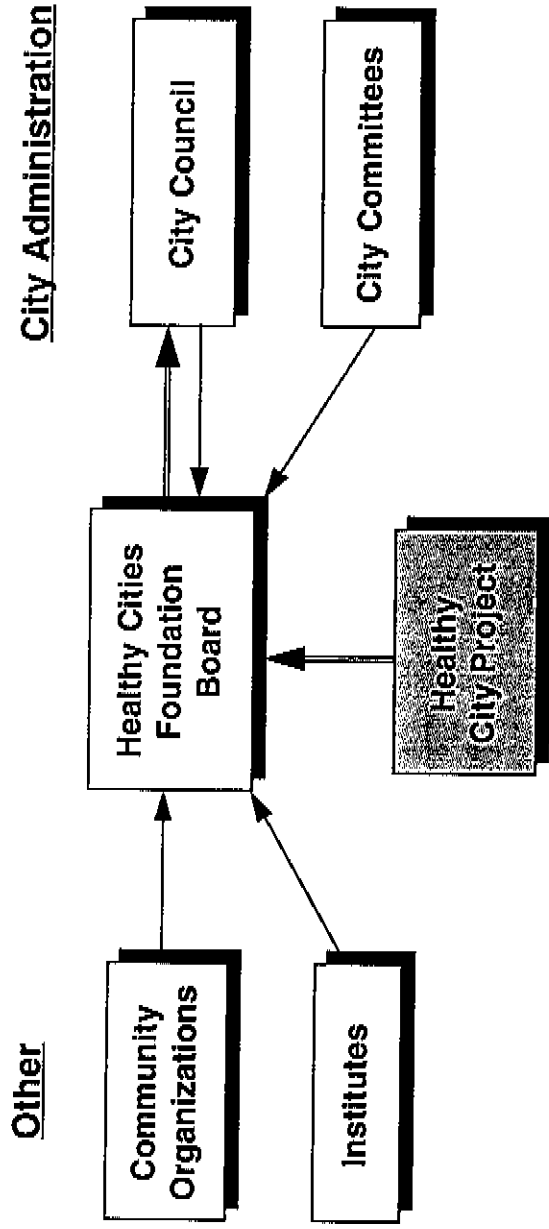
City of Padua - Healthy City Project

Links to Other Organizations



City of Pécs- Healthy City Project

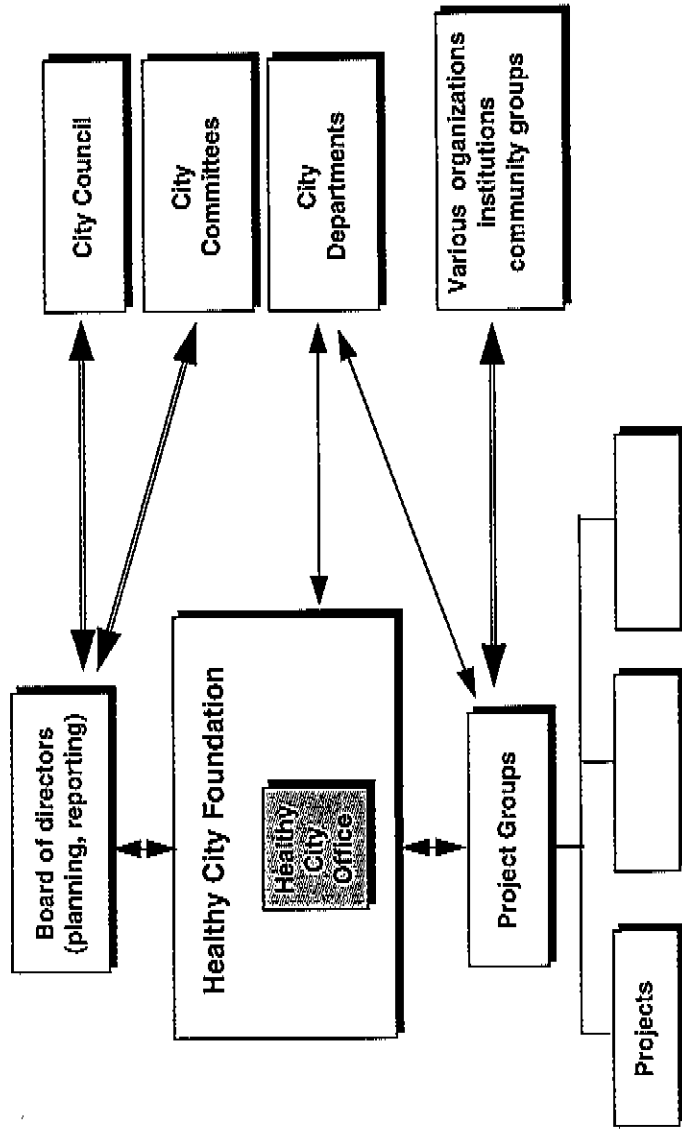
Location of Project within City Structure



Accountability
Membership

City of Pécs - Healthy City Project

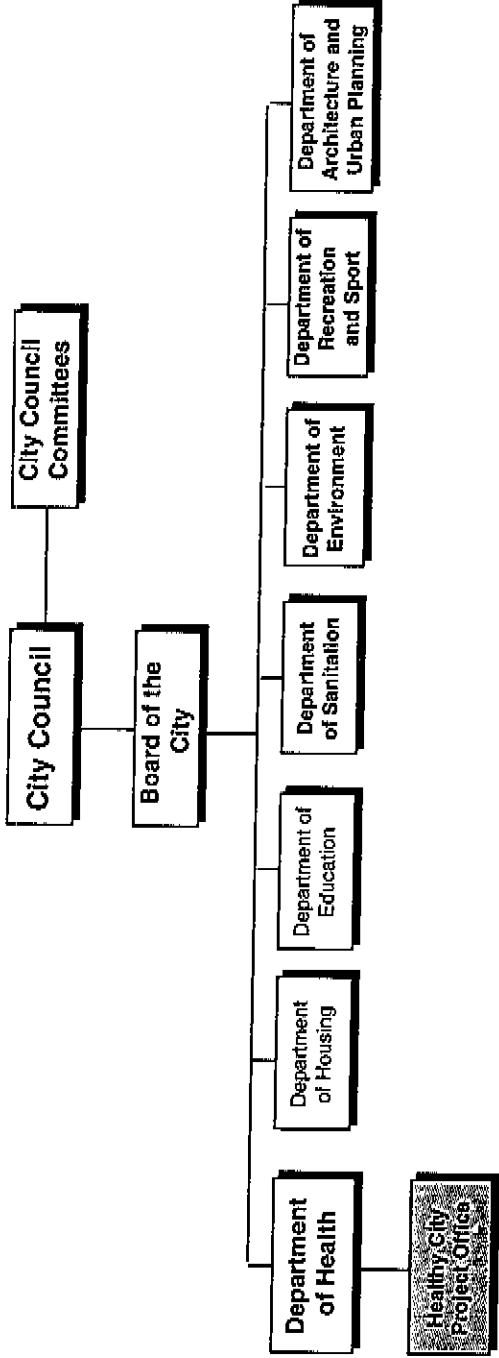
Links of Project to Other Organizations



== formal link/regular representation
--- informal link/temporary representation

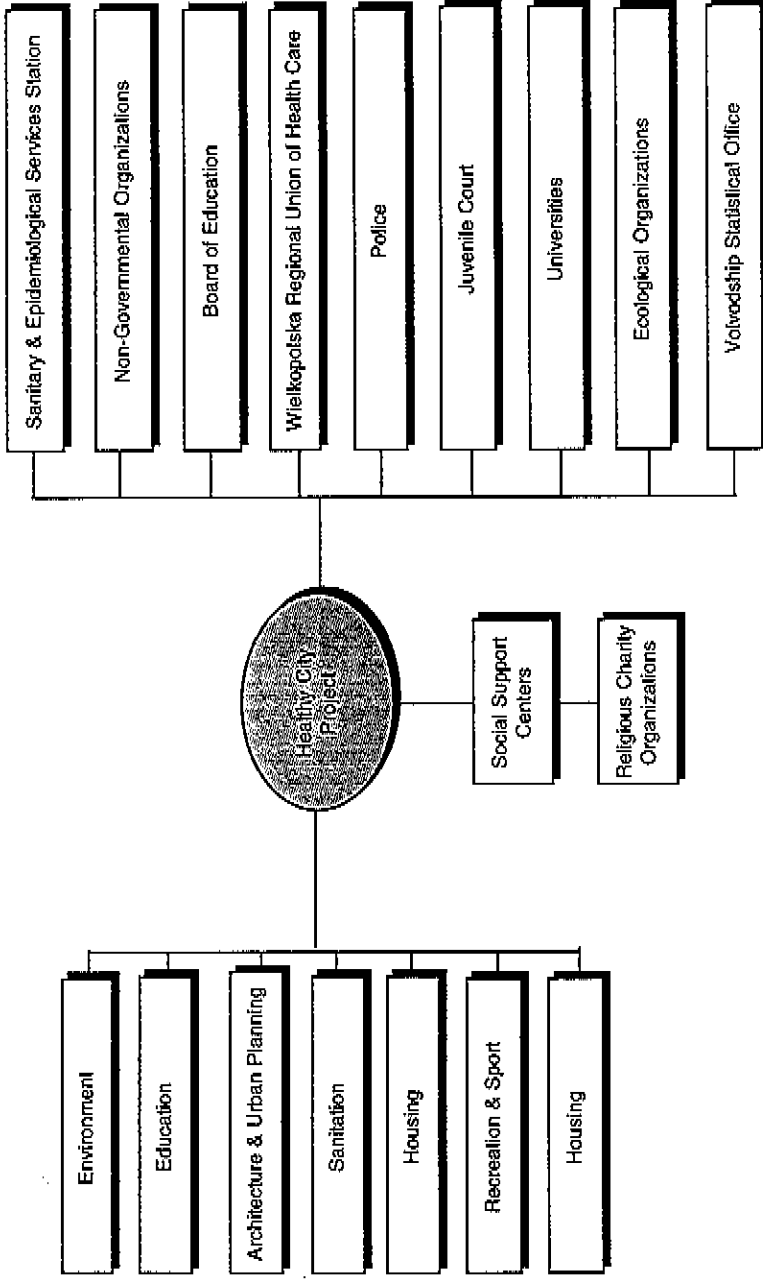
City of Poznan - Healthy City Project

Location of Project within City Structure



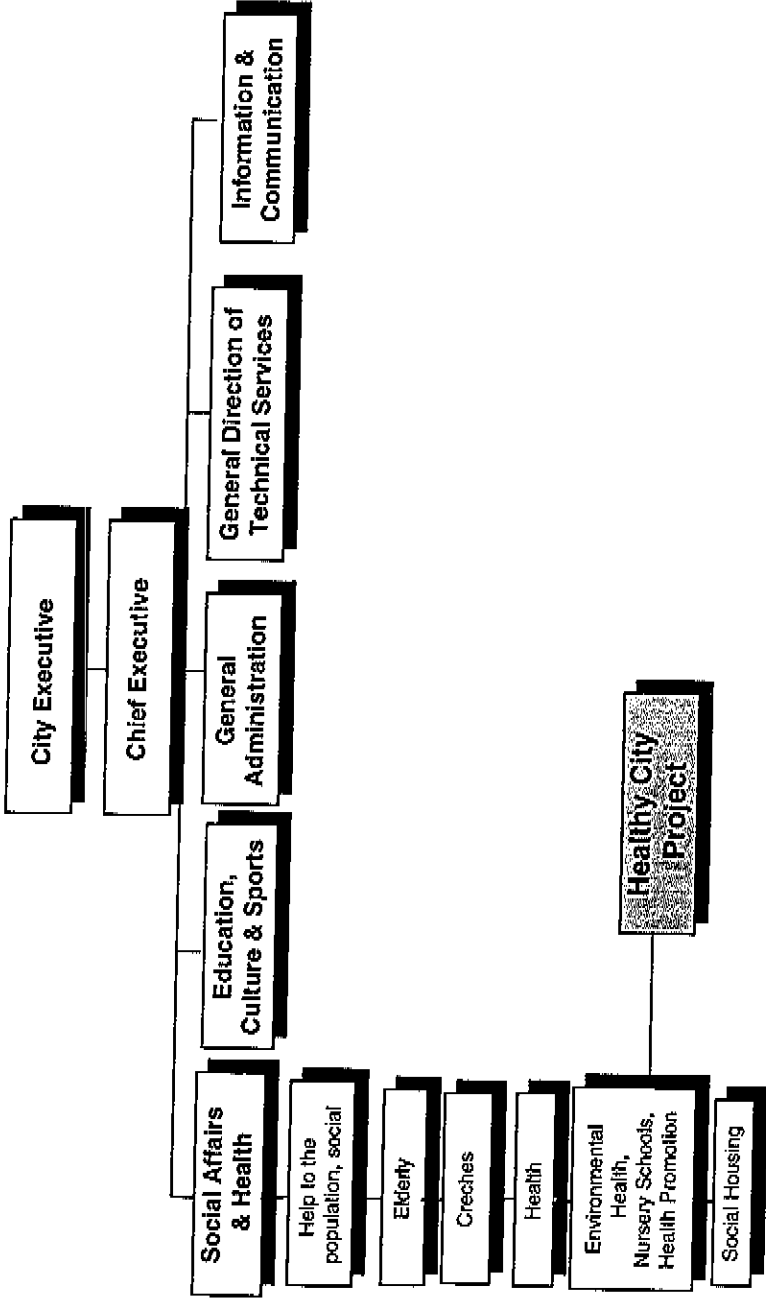
City of Poznan - Healthy City Project

Links of Project to Other Organizations



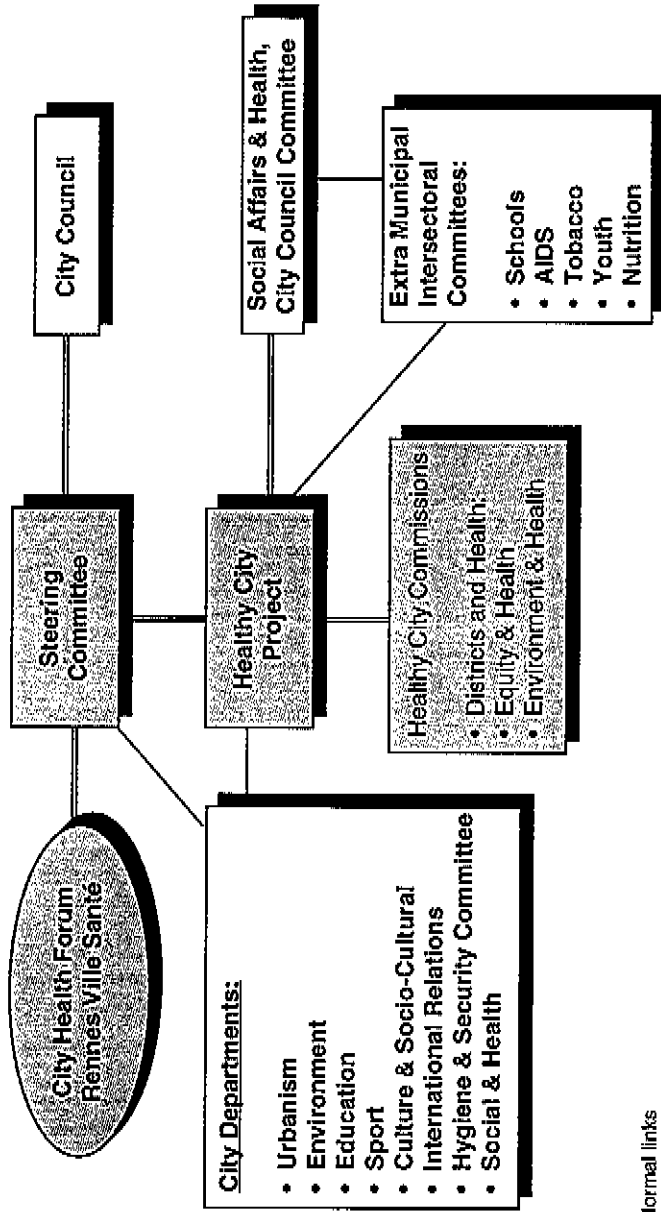
City of Rennes - Healthy City Project

Location of Project within City Structure



City of Rennes - Healthy City Project

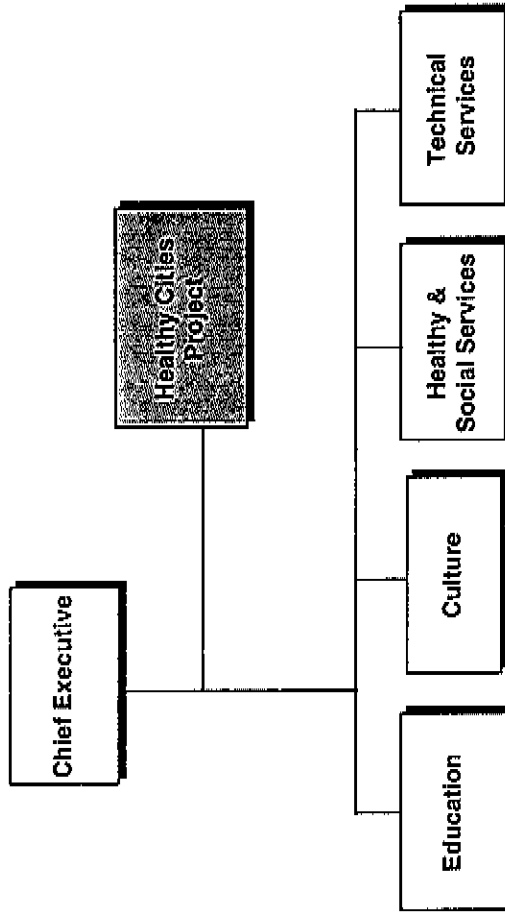
Links of Project to Other Organizations



formal links
 some are intermittent
 Healthy City Project

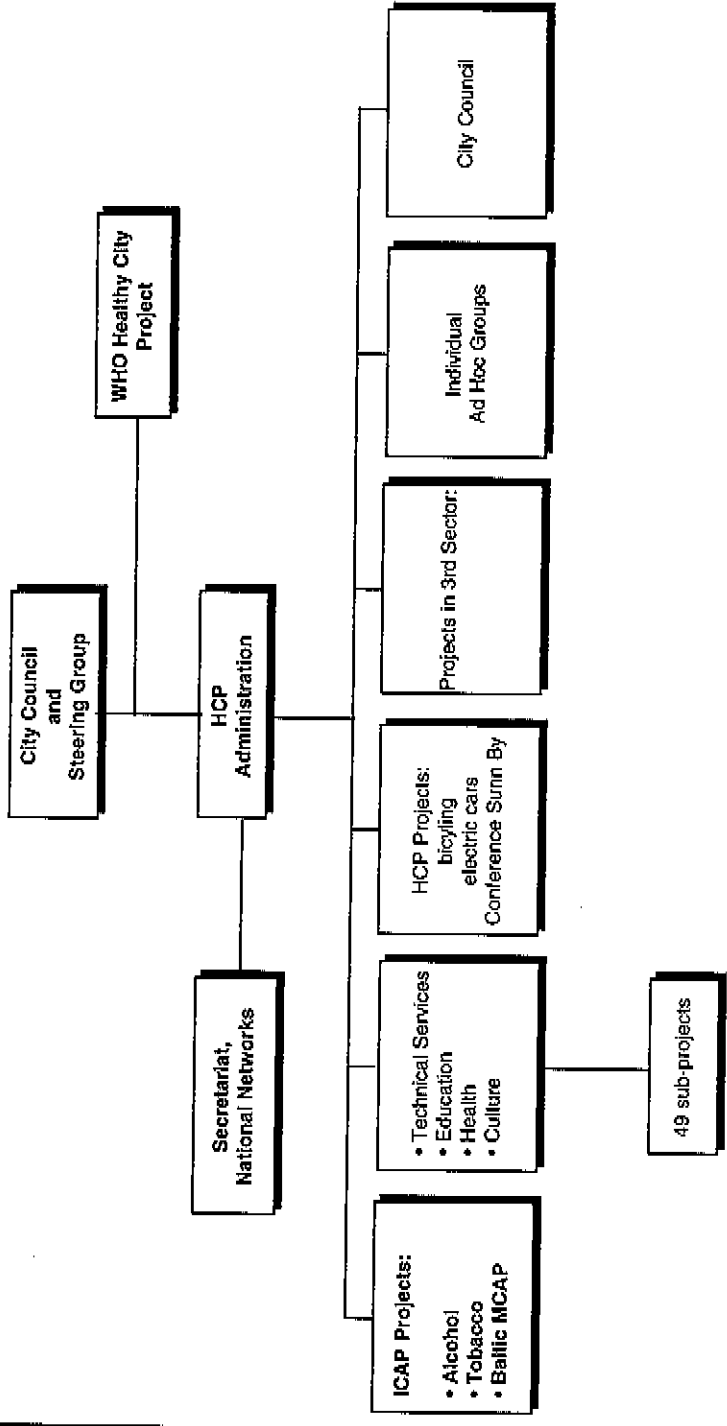
City of Sandnes - Healthy City Project

Location of Project within City Structures



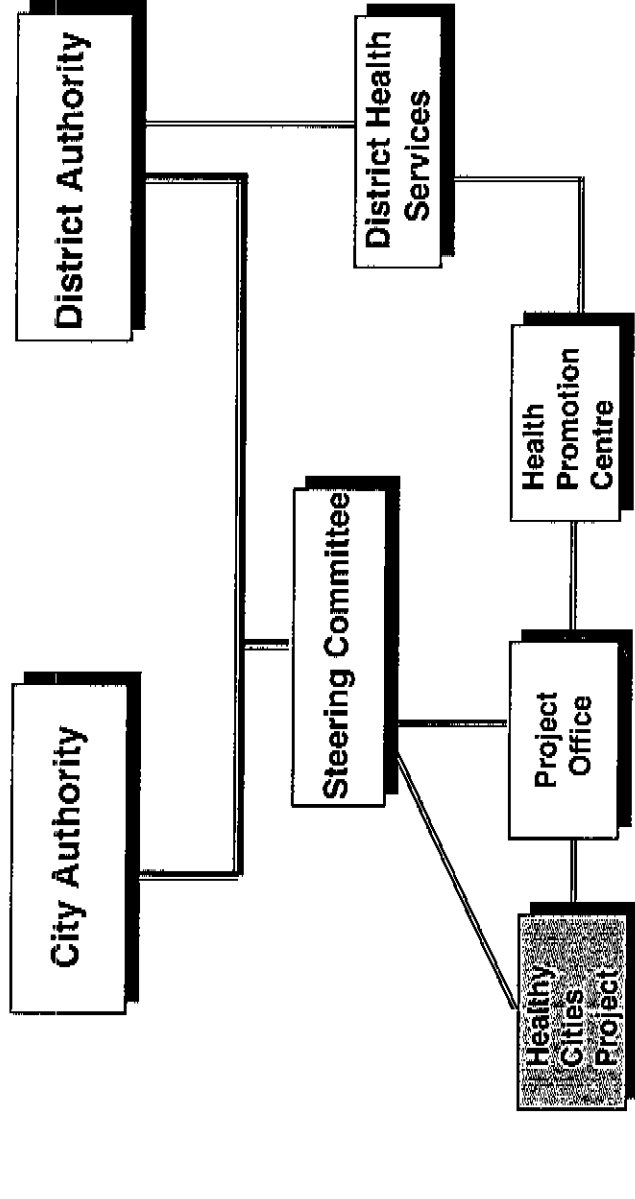
City of Sandnes - Healthy City Project

Links of Project to Other Organizations



City of Sumperk - Healthy City Project

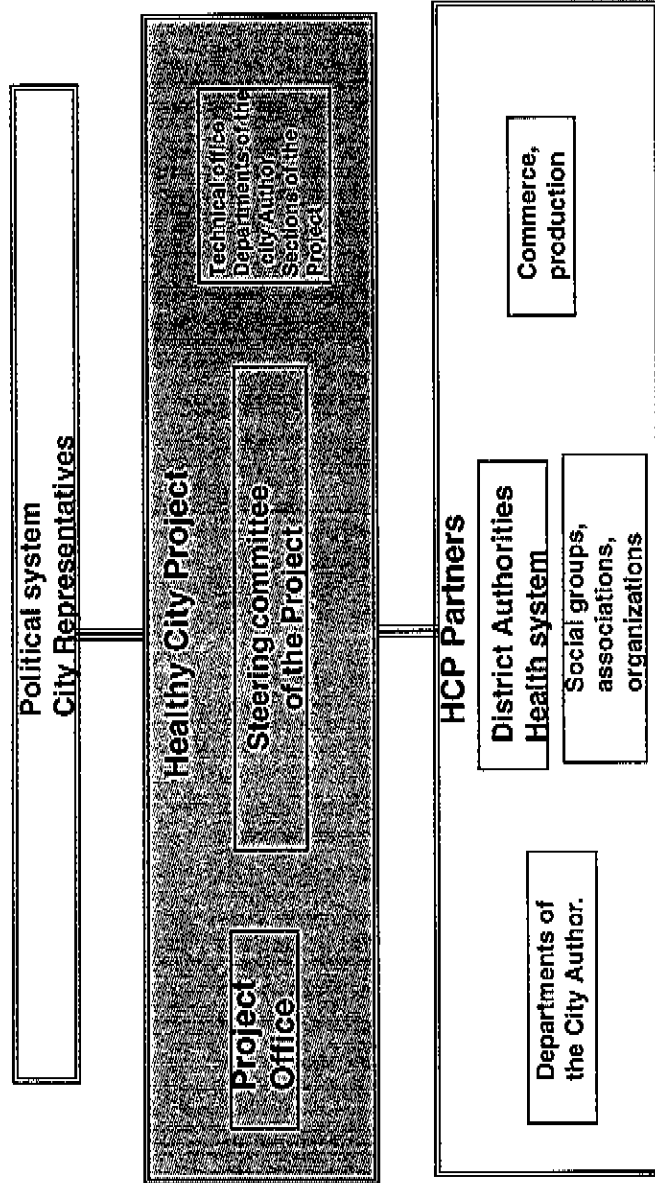
Location of Project within City Structure



— Direct links
= Joint funding

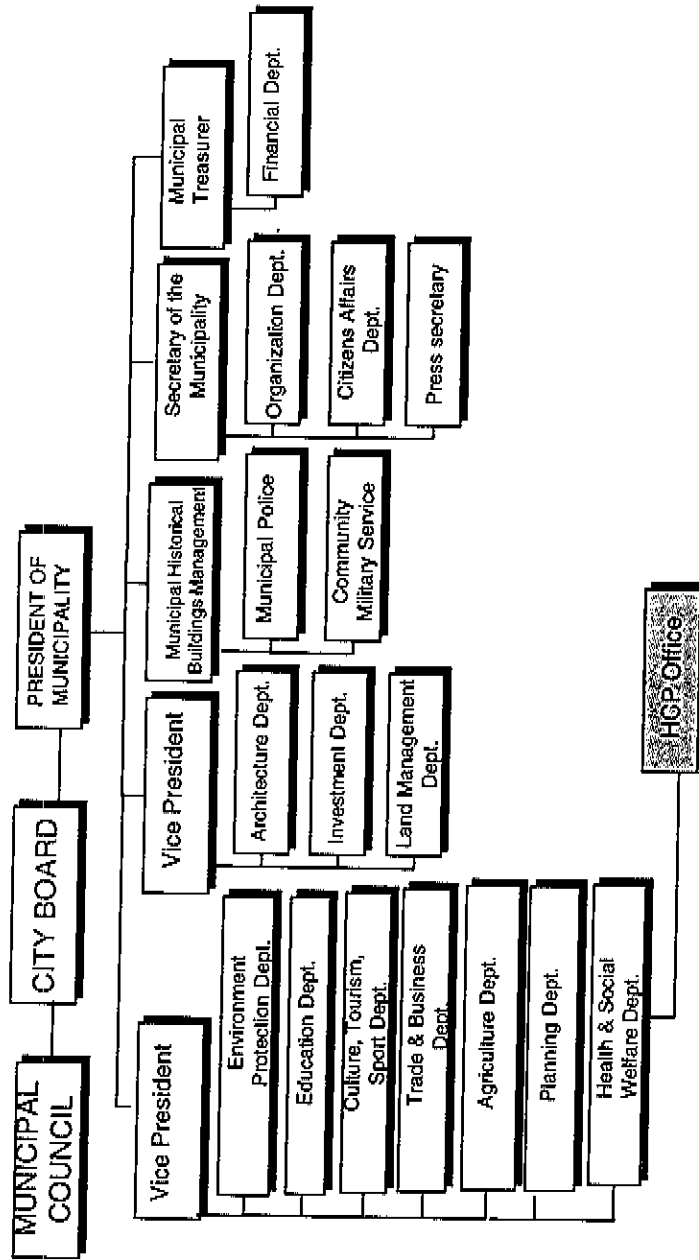
City of Sumperk - Healthy City Project

Links of Project to Other Organizations



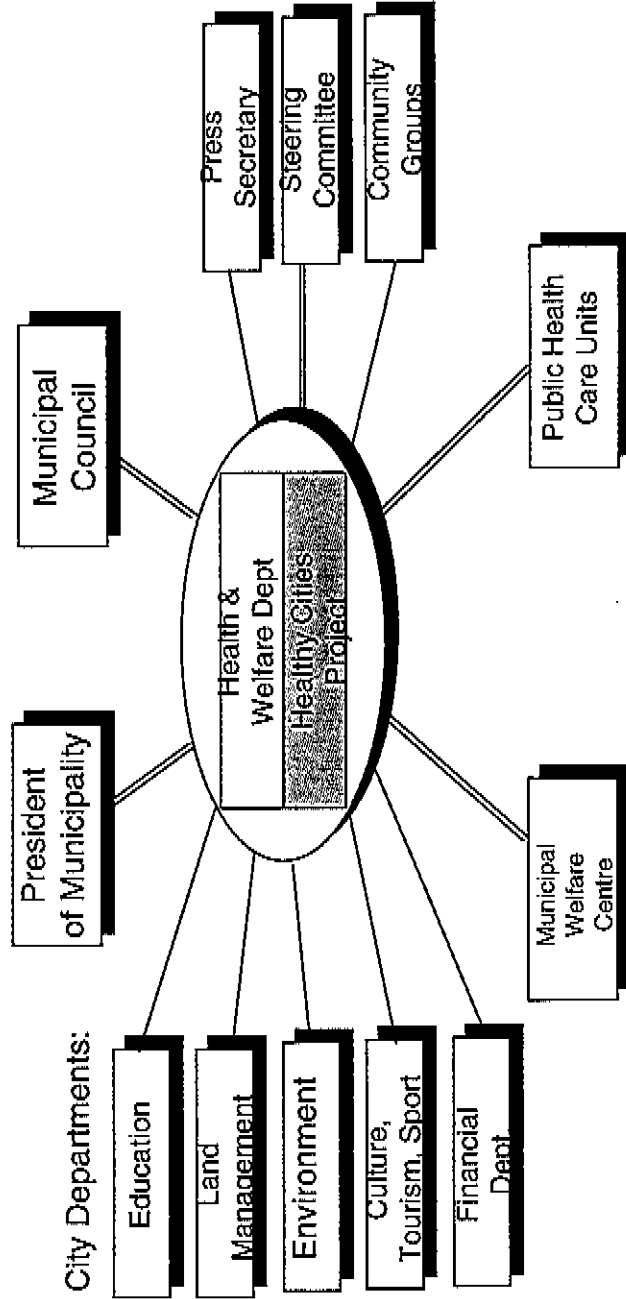
City of Torun - Healthy City Project

Location of Project within City Structure



City of Torun - Healthy City Project

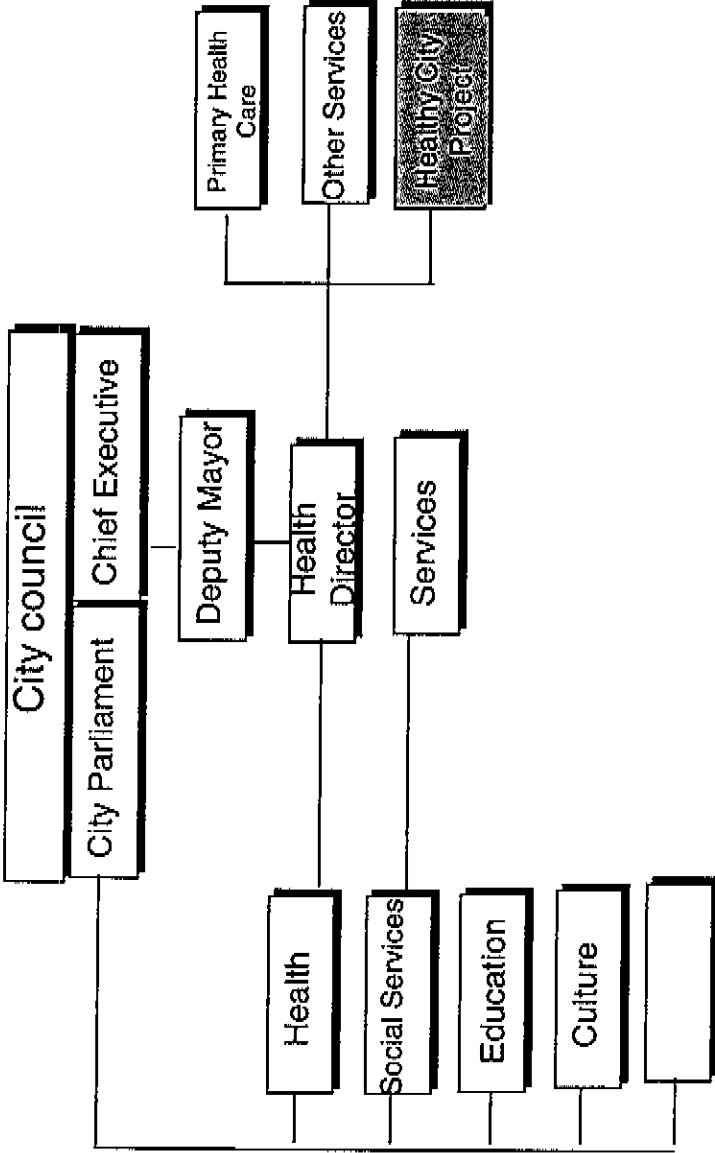
Links of Project to Other Organizations



— formal links
 - - - informal links

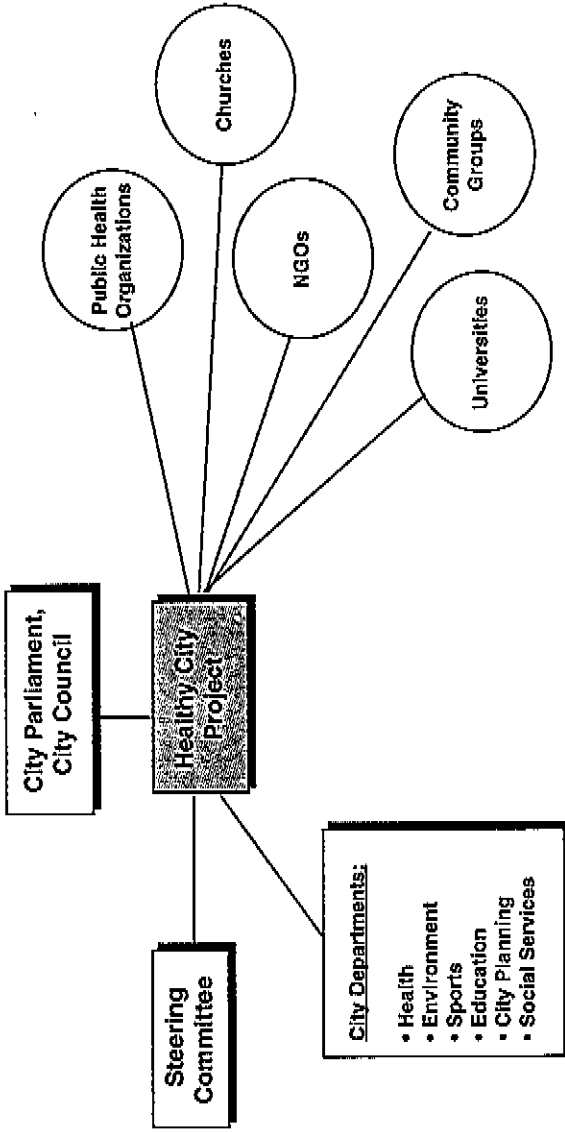
City of Turku- Healthy City Project

Location of Project within City Structure



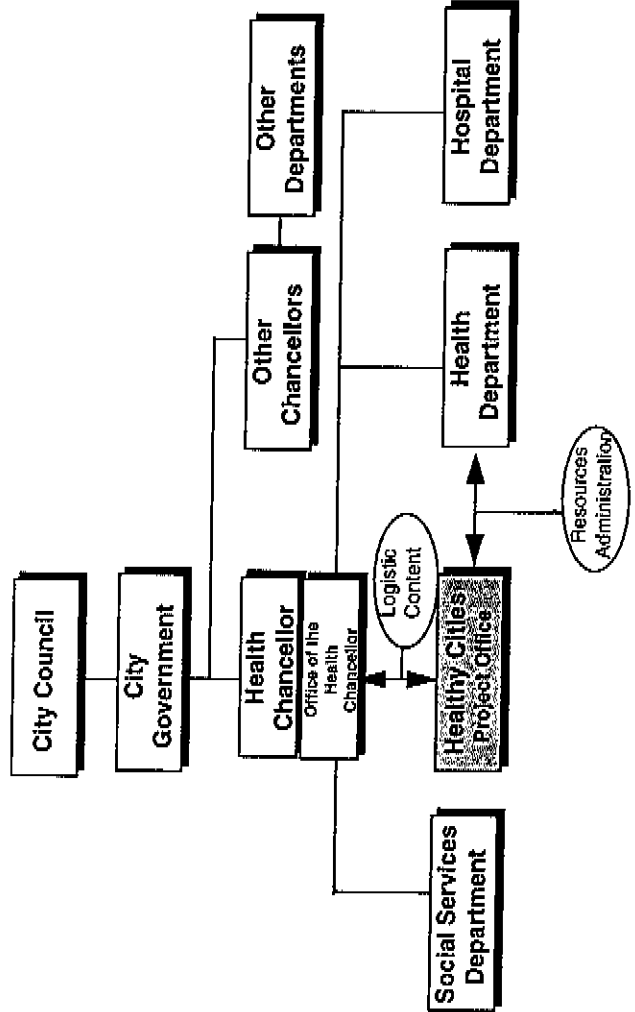
City of Turku- Healthy City Project

Links of Project to Other Organizations



City of Vienna - Healthy City Project

Location of Project within City Structures



City of Vienna - Healthy City Project

Links of Project to Other Organizations

