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## *SETTING UP A HEALTH PROMOTION FOUNDATION*

A practical guide

by

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1994

EUR/HFA targets 13 and 17

## TARGET 13 HEALTHY PUBLIC POLICY

*By the year 2000, all Member States should have developed, and be implementing, intersectoral policies for the promotion of healthy lifestyles, with systems ensuring public participation in policy-making and implementation.*

## TARGET 17 TOBACCO, ALCOHOL AND PSYCHOACTIVE DRUGS

*By the year 2000, the health-damaging consumption of dependence-producing substances such as alcohol, tobacco and psychoactive drugs should have been significantly reduced in all Member States.*

### ABSTRACT

This practical guide explains in detail how to set up a health promotion foundation: its goals, structures, organizational functions, funding guidelines and auditing. The foundation in this example is based on revenue from a dedicated levy on tobacco products. The most important organizational structures are the board and the chief executive officer. The board and its chairperson set the policy for the foundation. The chief executive officer is accountable for the setting of guidelines for funding decisions, for the establishment of strategic directions and for all organizational functions. While funding of practical health promotion programmes is a key function of the foundation, it has many other functions, such as research and development of health promotion, strategic planning, intersectoral programme development, monitoring and evaluation. The foundation's organizational structure can be based on teams and committees that specialize in different settings. The settings or areas of interest discussed are the workplace, sports, arts and research communities, schools and other community settings. The foundation's external communications and marketing can give it high visibility in all media. This can be partly accomplished by the use of paid advertising, especially in the replacement of tobacco advertising for outdoor and print media. Because the foundation is highly visible and uses substantial financial resources for programme development, internal and external audits are crucial. The guide provides valuable information on how to set up a health promotion foundation and on the successes and difficulties involved in running the foundation.

### Keywords

HEALTH PROMOTION - organization/admin  
SMOKING - prevent/control  
TOBACCO  
ADVERTISING  
HEALTH FOR ALL  
AUSTRALIA  
EUROPE

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## Preface

The *Victorian Health Promotion Foundation (VicHealth)* was established in 1987 by the Parliament of the State of Victoria, Australia, under the Tobacco Act. The Act seeks to prevent tobacco-related deaths in Victoria in two ways. First, the Act bans all tobacco advertising and promotion, and second, it established a 5% levy on the wholesale price of tobacco products. This levy generates approximately 30 million Australian dollars annually. This money is used for general health promotion purposes, for the replacement of tobacco advertising and sponsorship in sports and arts, and to promote the *QUIT Smoking campaign*.

Professor Neville Norman<sup>1</sup> concluded in 1993 that, "after five years of operation, the *Victorian Health Promotion Foundation* has been a considerable success. On an extremely conservative estimate the \$121 million investment has returned more than \$200 million in 1990 values and prices from the *QUIT campaign* alone."

The concept of a health promotion foundation, funded by a levy (a special purpose tax) on tobacco products, has created enthusiasm in many countries. A special health tax on alcoholic beverages could also constitute a source of funding. There is a demand for information on various options for organizing and financing health promotion. The health promotion model presented in this document is one of the possible ways to arrange the health promotion infrastructure. The local circumstances in each country and community will dictate precisely how it should be arranged, taking into account the institutional and cultural features.

In some countries health promotion foundations are funded from other sources, such as the State budget or by the public. In others, the money generated by a levy on tobacco is managed by governmental bodies. In all cases, the funding and development of health promotion faces problems and challenges such as these described in this document.

This practical guide, written by Rhonda Galbally, Chief Executive Officer, *VicHealth*, outlines how to set up a health promotion foundation, how to run its daily business, and what kinds of problems one may encounter. The views and solutions expressed in this document are her personal ones, but they have been thoroughly tested in practice. The *Action Plan for a Tobacco-free Europe*<sup>2</sup> suggests that "health promotion foundations using government revenue obtained from tobacco products have proved to be an effective solution to funding nonsmoking and health promotion activities. By carrying out campaigns and through sponsorship (replacing that of tobacco companies) and research for health promotion, such foundations will contribute to the achievement of a healthier and tobacco-free society."

This guide is one of a series of booklets that form a *policy tools information package* produced by the *Health Promotion Unit* of the *WHO Regional Office for Europe*. Other booklets in this series will discuss general funding options for health promotion and how to introduce a levy on tobacco products.

Copenhagen, March 1994

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<sup>1</sup> Norman, N. *A considerable success. An economic evaluation of the Victorian Health Promotion Foundation 1987-1992. Volume 1*. Melbourne, University of Melbourne, 1993. <sup>2</sup> WHO Regional Office for Europe. *A tobacco-free Europe. An action plan*. Copenhagen, WHO Regional Office for Europe, 1993. (EUR/ICP/TOH 199).

## **Setting up a foundation to promote health for all citizens**

You have successfully campaigned for the tobacco legislation for your country. Within that legislation is provision for a dedicated levy to establish a health promotion foundation. The time has now come for you to establish your foundation.

The legislation will have made it clear that the goal of the health promotion foundation is to promote health for all the citizens in your country. The legislation may have set percentages to go to research and replacement of tobacco advertisements, with the rest to allocate for health promotion or it may leave the board of the health promotion foundation to decide on the allocation in conjunction with the Minister for Health. But in either case, the board will be most significant to the success of the foundation in meeting its goal.

### **The board of the foundation**

#### **The make up of the board**

The legislation may have made provision for the board of the health promotion foundation. But establishing the make up of the board is the first important organizational task for the foundation. The board should consist of the following categories of people:

*At least two or three people who have vision and support for health promotion.*

These may include people from traditional medical research or health service sectors, but they need to be the sort of individuals who are able to think laterally, and think health promotion; with experience in public health.

*At least two or three people need to be experienced in organizational change.*

It is important to include board members who have experience and knowledge of the sports, arts, business/work place, and education/schools, local government settings and networks. It is, also, important that the sort of people selected for the board have a commitment to, and an experience in, organizational change within the settings in which they work. It is important that they are prestigious, and high-profiled people, as part of the role will be protection of the foundation, especially against the tobacco industry attacks.

*One or two representatives from the business and industry sector.*

This is valuable and useful for standing up to the tobacco industry, and also important because many of the management financial and organizational skills from industry can be used for the foundation.

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*At least one representative from the Department (Ministry) of Health and the Department (Ministry) of Finance, and/or Treasury.*

This involves at board level those two Departments who will be watching the foundation most closely. Those Departments are then committed to the goals and objectives of the foundation. It also ensures that the foundation's direction is in line with government policy.

*Representatives of all political parties.*

Some foundations have party political representation from all parties on the board. This has been found to be very valuable in that it ensures that the Parliament has a line straightened to the foundation, and ensures the all-party support of the Parliament.

*Senior judicial representation.*

Senior judicial representation is useful for the foundation, perhaps in the form of a supreme court judge. As the foundation has the task of making funding decisions, a symbol of judicial support at board level can be valuable to ensure proper procedure at all times within the foundation - and also to stand up to tobacco industry and political pressure.

## The board sets the policy

However, having a well-structured, representative board is only the first part of establishing a strong board. The second significant job of the foundation in its very early days is to establish a very clear role for that board. The first significant role for the board is to set policy and so be completely accountable for all aspects of the foundation's decision making. This policy is set within the parameters established by the Government of the day within its policy for health promotion.

The degree to which the board will wish to be hands-on in the actual funding decisions will vary from country to country. The tradition of boards in foundations varies right across the world. In some foundations, such as the Ford foundation in the United States, the board does not make any actual funding decisions, rather it receives information about all funding decisions that are made and sets policy for the future, based on its agreement or disagreement with those decisions. Other boards are involved in the minutiae of funding decision making.

Perhaps, a medium position is appropriate where there is a structure within the foundation with professional staff, advised by committees who are in close connection with the community to then make recommendations to the board for approval.

However, it is vital that board meetings are structured so that there is ample time for detailed policy discussions because it is in the setting of the strategic policy directions and plans that the foundation's activities will be effective. One problem that occurs when boards involve themselves with funding details, is that they can lose sight of the broader policy issues which are essential for the long term effectiveness of the foundation.

## The board protects the foundation

A second, very significant role for the board is to protect the foundation especially from the attacks it may receive from the tobacco industry or other outside agencies. As well, the foundation will be undertaking a very sensitive series of balancing roles in the community:

- the foundation will be balancing its funding decisions between research and action;
- the foundation will be balancing its funding decisions between different settings - community, work place, health sector and other settings;
- the foundation will be balancing between funding decisions in sports, arts, and all other settings;
- the foundation will be balancing its whole operation politically if it is to keep all-party policy support.

All of these balances are difficult to maintain, and it is vital for the board to see its role as closely protecting the foundation at all times, especially in these balances.

## The board encourages a developmental role for the foundation

The third role for the board is to encourage the foundation to take a strongly pro-active and developmental position in the community.

The foundation is not a bank. The foundation will not promote health for the citizens of the country if it just acts as a bank for funding projects. This would only be fulfilling about a quarter of its potential. The health promotion foundation should become the power house of health promotion activity in the country in which it is established. It is therefore vital for the board to ensure that the organization spends at least one half of its time on pro-active, developmental activities to stimulate and encourage the development of health promotion in the country.

## New membership for the board

It is important to build in some capacity for turn-over of board members, although in the early years of the foundation, it is preferable to keep some continuity of membership. Therefore, 4-5 year terms are desirable with a turn-over of a third of membership after that period of time.

## **Chairperson of the board**

The role of the chairperson of the board of the foundation is absolutely vital. This person, along with the chief executive officer, will be the figurehead of health promotion and of the health promotion foundation's activities in the country. It is preferable for the chairperson of the foundation to come from the health/medical sector, although if they come from a medical background, they should have a strong commitment to public health and health promotion. This person should be absolutely eminent in their field, and importantly, should have no or very little vested interest in funding decisions of the foundation.

In fact, it is preferable for the potential of conflicts of interest in funding decisions, to be minimized so that no person with a potential vested interest in the foundation's funding decisions is a member of the board or the committees of the foundation, particularly never the chairperson.

## **The chief executive officer**

The chief executive officer (CEO) is also a vital position and should be appointed by the board. The person to undertake this role must be accountable for the following activities:

- the development of policy to the board of the foundation;
- the setting of guidelines for funding decisions;
- the establishment of the strategic directions and accountability for ensuring that those directions are implemented;
- the development of health promotion thinking and action, not only in the foundation, but in the country;
- the establishment and ongoing efficiency of the organizational structure as good management of the organization is a vital part of the role of the chief executive officer and high-level management skills are therefore very significant;
- public communication for the organization;
- positive outcomes from negotiations and networking;
- the successful balancing of interests that is critical within the CEO role.

It is very important that the health promotion foundation has a prestigious and high-profile position within the community. Therefore, the CEO must have the capacity to contribute to high-level forums, seminars, and to undertake very significant media profile. The health promotion foundation builds a large base of support as swiftly as possible not only for the organization, but also for health promotion in general. Therefore, the CEO must be able to undertake and ensure that his or her staff can undertake very significant negotiation and base-building tasks.

## Developing the organizational functions

While it may be assumed that the health promotion foundation's main organizational function is funding, in fact, this does not come first. This is because the goal of the health promotion foundation is to promote health for all the citizens of the country. Therefore, funding is one of a number of ways in which this will be achieved but in order to maximize effectiveness and efficiency funding must come after other organizational functions have been achieved.

The organizational functions of the foundation include (Figure 1):

1. research and development;
2. strategic planning goal;
3. intersectoral project and programme development;
4. funding goal;
5. implementation goal; and
6. monitoring and evaluation goal.

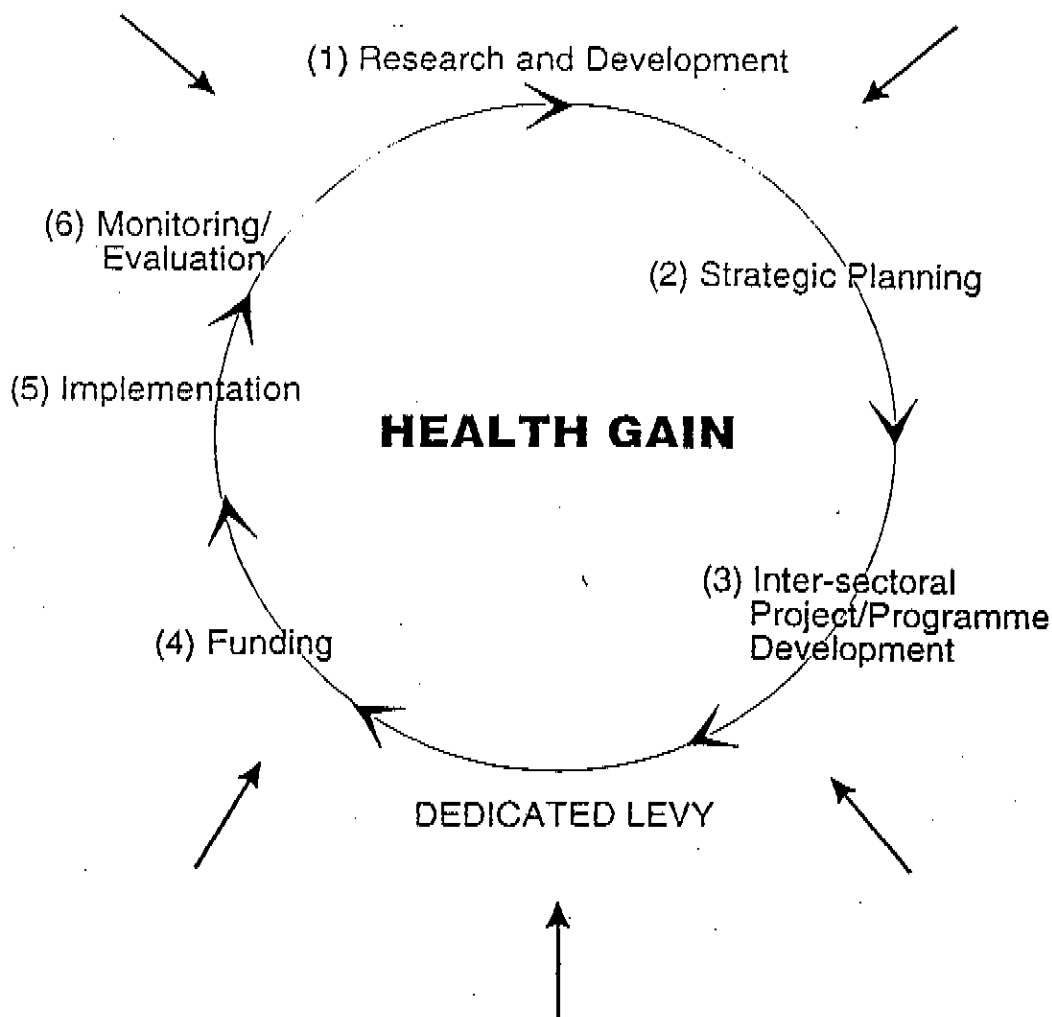


Figure 1. A health promotion foundation's organizational functions.

## 1. Research and development

In order for the health promotion foundation to have a sound conceptual base, there must be high-level research and development capacity established so that the foundation can develop the strategic plan, develop funding policy, and develop evaluation systems. Not only must research and development be undertaken about present day health promotion, but it must also set the scene for future health promotion development. The foundation must be capable of looking ahead and of developing different scenarios for health promotion.

The research and development goal of the foundation cannot be achieved by foundation personnel or board members, it should use researchers, consultants and members of the health promotion community within the country, and internationally. But respect for the research and development function must be a key part of the organizational culture from the very beginning. This goal is quite critical to the ongoing life and success of the foundation and therefore, it is placed as the number one organizational function of the health promotion foundation.

## 2. Strategic planning

The first significant outcome from research and development is to establish a strategic plan for the health promotion foundation as soon as the dedicated levy has been achieved. Having a vision about the steps to be taken and priorities to be established for the promotion of health within a country must be developed within the strategic plan in order to select staff with the capacity to fulfil the plan. So developing the strategic plan is necessary before an organizational structure is developed.

Strategic planning is an ongoing process for the health promotion foundation, and there should be an internal capacity to undertake strategic planning and policy development at all times. Although an actual strategic plan can be developed for 3-5 years, it does need to be a flexible document, and needs to be updated constantly, and remain sensitive to changes in the external environment.

One strategic planning model is outlined in Figure 2. First, establish the health status or significant population groups across the lifestyles, from birth to death. Second, the healthy lifestyles issues for the country are ascertained using epidemiological data. Where no data exists, the foundation's task is to fund the development of baselines. Third, establish the key settings for health promotion. An outline of possible headlines are presented in Table 1.

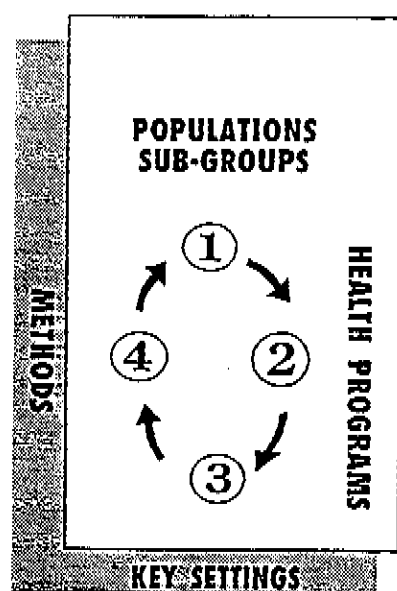


Figure 2. The strategic planning model.

### EPIDEMIOLOGICAL DATA NEEDED FOR THE ANALYSIS

#### *Non-communicable disease prevention*

- exercise
- tobacco
- alcohol
- accident prevention and safety promotion
- muscular skeletal health, including incontinence prevention

#### *Communicable disease prevention*

- sexual health
- safer sex

#### *Mental illness prevention*

- mental health promotion
- psychosis
- clinical depression
- anxiety and stress
- development of healthy environments
- personal development and development of health enhancing environments

#### *Environmental health promotion*

- sustainable development

### 3. Intersectoral programme development

The strategic plan will highlight gaps in current and future health promotion provision. It is therefore vital that a key organizational goal for the health promotion foundation is the development of projects and programmes to fill those gaps. In intersectoral project and programme development the first thing to do is to use the strategic plan to identify where no or little action is being undertaken for population groups at risk.

The next step is to set up working parties to fill those gaps. The goal of the intersectoral working parties is to develop projects and programmes for funding by the health promotion foundation. For best effect, these working parties must be intersectoral. So, for example, a working party within the foundation on an issue like health promotion in the workplace setting, it is important to include not only captains of industry, but also trade unionists, health promoters from local communities, where workplaces exist, and educators.

### 4. Funding goal

The funding function is important, but is only one of a number of important organizational functions for the health promotion foundation. Funding cannot be undertaken effectively and efficiently until strategic planning and development have been implemented. A health promotion foundation is not a bank because a bank alone will not promote health.

However, funding is an important function of the health promotion foundation, as there is the dedicated levy to disburse. Some funding will be in response to projects and programs submitted. A certain percentage of the dedicated levy should be held back for funding projects and programmes that have been developed by process of the foundation itself.

For the funding function to be fully effective, there is a need to develop guidelines for the disbursement of the funds. Workshops should be held with potential grant recipients to inform them of the funding guidelines.

When necessary, project staff of the foundation should be prepared to work with potential grant recipients, especially if they are community-based, and have not had previous experience in gaining funds from formal funding processes. This is a most important point, because to ensure that funding is as effective as possible, it is important to include local communities and self-help groups who are often very significant in sustaining health promotion outcome.

TARGETING FOR MAXIMUM HEALTH GAIN						
	Pre-Birth	Maternal & Infant	Child-hood	Adoles-cent	Middle Age	Older Age
Lower Socio-economic Groups						
Other Disadvantaged Groups						
Disability & Chronic Illness						
Men						
Women						

## 5. Implementation goal

It is important that the health promotion foundation is strongly involved in the implementation of its funding. This does not mean that it undertakes projects on its own behalf. But it must play a very delicate role in ensuring that the dollars that it has allocated, are actually used effectively for the implementation of the project or the programmes as they were designed.

This means that foundation staff should sit on the management committees of projects and programmes, especially when there are sizeable dollars involved. It is important to be part of the processes from the beginning, rather than be dissatisfied with how funds have been spent after the event. But it is also important that involvement by foundation staff in the implementation of projects is undertaken delicately as the grant recipients can be sensitive to the health promotion foundation staff becoming involved in their work.

## 6. Monitoring and evaluation

It is most important that all projects and programmes funded by the foundation are closely monitored and that health outcomes and health gain are ascertained. The methods for evaluating health promotion are still in their infancy, and one very important function of health promotion foundations will be to add significantly to the body of knowledge about health promotion evaluation for maximum health gain.

One of the issues that is being explored in countries with health promotion foundations is to ensure that outcomes that were not part of the initial intention of the project or programme, but are still very positive for health promotion, are included in the evaluation of health gain. For example, a grant for a smoking prevention programme may lead to improved community competency at the local level and organizational change in the community health group. This will then lead to the capacity for the creation of healthy environments for the future. These outcomes along with the success of the smoking prevention programme need to be included in evaluation of health promotion.

It is therefore a key function goal of the health promotion foundation to ensure that evaluation of all grants takes place, and that there are methods developed to aggregate the health promotion outcomes from grants.

### *Evaluation within the framework of the strategic plan*

For instance, before evaluation of improved health status of population groups can be ascertained, baselines need to be developed, then the contribution made by the grant recipients to improving health status can be evaluated. If the knowledge of health status for particular population groups is not available, then the health promotion foundation must ensure that those baselines are developed.

Similarly, evaluation will ascertain the degree to which a key setting has become healthy and supportive. While behaviour change is important, it must be remembered that behaviour will change because of the input of many organizations and processes. Behaviour change is a long-term goal and may not be able to be measured epidemiologically for 10–15 years. It is therefore important that other measures are established to measure the effectiveness of the grants that are made in the short term. One such measure is the degree to which the outcome of a grant develops sustained, healthy environments.

### *Evaluation of the foundation*

Evaluation of the foundation itself is also important. There should be constant assessment of the foundation's effectiveness and efficiency in all of its operations. Evaluation of the foundation should include the perspective of organizational change, knowledge of population group health status, and knowledge of health economics.

Some foundations have commissioned external evaluations of themselves, right from the very beginning. It is recommended that this approach be given serious consideration. A university can be funded to undertake external evaluation of the foundation. This can help the foundation continually improve its operations.

## **Establishing an interdependent organizational structure**

The organizational structure of a health promotion foundation must reflect the organizational functions. If the strategic plan for the health promotion foundation adopts the health status model, then it could be appropriate to establish the organizational structure around key settings, because the key settings become the operational base for health promotion work.

It is important to set up the organizational structure so that the projects and programmes divisions part of the foundation are interdependent with the service divisions of the foundations. In fact, interdependency is the key organizational characteristic in order to achieve the foundation's goal. Key questions are:

- Who is accountable?
- Who is responsible?
- How are people interdependent?

The accountabilities and responsibilities then need to be clearly spelled out for every division in the foundation and in every staff member's job description. The performance appraisal should then be about the fulfillment of the accountabilities, responsibilities and most important, the interdependencies. One model for an organizational structure for the health promotion foundation is to develop teams as presented in Figure 3.

### **1. Community, health, schools setting team**

All projects and programmes for the promotion of health in local communities and cities, the health sector and schools are included in this team. These projects and programmes will include population groups and health issues as outlined in the Strategic Plan.

### **2. Sports and arts settings, including tobacco replacement team**

The projects and programmes to be included in this team includes the tobacco advertisements replacement programme as well as all other projects using sports and arts as key settings for health promotion.

### **3. Workplace settings**

Workplaces provide excellent opportunities to develop an entrepreneurial capacity for the health promotion foundation. Work in this setting can achieve a financial return to the Foundation because industry can be charged for the development of health promotion. Workplace settings will also provide a valuable base of support and action for health promotion.

<b>BOARD</b>			
<b>CEO</b>	<b>FINANCE AND LEGAL</b>	<b>PUBLIC MARKETING/ COMMUNIC.</b>	<b>INTERNAL INFORMATION</b>
<b>COMMUNITY, HEALTH, SCHOOLS SETTING</b>			
<b>RESEARCH SETTING</b>			
<b>SPORTS SETTING</b>			
<b>ARTS SETTING</b>			
<b>WORKPLACE SETTING</b>			

## INTERDEPENDENCY

Figure 3. The interdependency between programme teams and service teams in a health promotion foundation.

### 4. Research setting

It is vital for public health and health promotion research to be given significant impetus by the health promotion foundation. However, it is important that all research funded is action research; that is, action for health promotion should come from research funded by the health promotion foundation.

## 5. Finance and legal team

It is imperative that financial and legal matters are dealt with meticulously. The foundation will be constantly scrutinized, not just by the tobacco industry, who may try to prove that the foundation is inefficient, wasteful and corrupt, but often by politicians and government departments who will be equally scrutinizing. Therefore, an extremely efficient financial team needs to be established. Internal audit capacity should be built into this team, and government standard audits of the highest quality should be implemented. All treasury regulations should be understood and implemented by the foundation.

However, this attention to scrupulous financial management should be undertaken within a fast moving and non-bureaucratic operational mode. So it is important to have high-quality personnel within this team.

A legal capacity is important to link in to the foundation's functions, although it may be best achieved by using an external legal company. The tobacco industry may challenge the foundation legally. It is important, therefore, for the foundation to have instant capacity to gain legal advice as required.

## 6. Internal information systems teams

It is important from the very beginning that sophisticated internal information systems are established, not only to ensure that good grant management capacity is built into the foundation, but also for the very complex information flows that will be necessary at all times. The Robert Wood Johnson Foundation and the Henry Kaiser Foundation in the USA have developed excellent software for grants management for health promotion. The Victorian health promotion foundation and other Australian and New Zealand foundations have adapted this software specifically for the use of health promotion foundations and it is freely available to other foundations.

In order to ensure that the interdependency required of the organizational structure can develop, it is important that internal communications within the foundation are of the highest quality. Therefore, it is recommended that e-mail and other information networks be explored for implementation at the initial stages of the foundation's development.

## 7. External communications and marketing

The position of the health promotion foundation in the external community must be high profile which will be achieved by systematic, and well placed public communications in all media outlets. Therefore, the foundation must have the capacity to undertake high powered public relations, media, and disseminate public communications in the form of newsletters, articles—in other words, a constant flow of public communications of a high quality. Further, the foundation should be running many specific-purpose meetings, conferences, launches and other public occasions. The communications team/division must have the capacity to organize, write, produce, and undertake public relations.

Some health promotion foundations will also use paid advertising, especially in the replacement of tobacco, for outdoor industry and in print and electronic media. Therefore, this

team needs to be able to select and manage an external advertising or public relations company.

## 8. Strategic planning and evaluation team

Some foundations may not designate strategic planning and evaluation as a specific team, rather they might inculcate all parts of the organization with this function. However it is done, it is very important that the accountability for these functions is quite clearly defined inside the organization. Otherwise, the lack of accountability for strategic planning and evaluation will show up by the constant need for crisis attention to this area when the foundation is under scrutiny. This will then place great stress on the organization.

The health promotion foundation will be constantly required to prove its value and produce evaluation and other appropriate documentation. It is important there is a strategic planning and evaluation function built clearly into the organization.

## The management of the foundation

### Staffing characteristics and management

While it is valuable for the foundation to have staff with expertise in public health and health promotion, especially evaluation and/or epidemiology, it is important that managers of the teams have several generic qualities. This means that managers could come from a variety of settings, or populations groups, as well as having health issues knowledge. The generic qualities include:

- a capacity to think laterally;
- a capacity to think substantively and creatively in the area of health promotion;
- a knowledge of organizational change;
- a capacity to network and so build significant coalitions;
- a capacity to undertake public communications of a high standard;
- the finance manager must have outstanding financial and management skills; and
- there needs to be outstanding information technology skills within the foundation.

The main management goal of the foundation is to build the capacity of the organization in order to fulfil the organizational goals. So, the organization must operate effectively as a group. This means that every person working in the organization must understand clearly not only their individual task, but the wider organizational functions and the strategic directions of the health promotion foundation.

This is particularly important, because of the delicate balances that must be achieved in the external environment and because of the possible attacks by the tobacco industry. Therefore, ensuring that the organization pulls together as a group is a most significant management goal.

## The management committee

One way to achieve close collaboration is to establish a management committee. All of the teams/divisions as outlined above, should have a designated manager. These managers then come together to manage the organization through regular meetings. These meetings should be inflexibly regular so that they are rarely, if ever, postponed.

The agenda of the management meeting should be to make decisions about all the operations of the organization, and the policy and structure of the organization. This policy is then referred to the board of the foundation for decision making.

The CEO is the chair of the management committee, but must be a member of the group. In the CEO's absence, the management committee should still operate effectively, and regularly. It is important to set up a management committee from the very beginning of the life of the health promotion foundation because it will then take on a sustaining role for the organization's future.

## Team management

Each team manager will run team meetings. At these meetings team members will be informed of issues from the management committee and issues from individual teams will be brought back to the management committee.

The teams themselves will probably be very small—often only consisting of 2–3 people. This is because the foundation runs at a very cheap administration cost. No more than 10% of the foundation's fund should go into administration costs. It is therefore even more important with such a very small number of staff, that the organization is run as a group, with a strong esprit de corps.

## Funding committees

Once the organizational structure is established, it is time to get down to the developmental and funding role for the foundation. In order to streamline this process which includes a wider network of significant people from a range of settings and population groups in the decision making processes of the foundation, it is expeditious to set up funding committees of external community-based members for each team or division. The role of these committees will be funding and development of policy and strategic direction.

The committees should recommend funding decisions to the board of the foundation. These funding decisions are based on recommendations made to the committees by the professional staff of the organization. However, it is very important that the committees do not get stuck on funding as their only role.

An even more important role than funding is for the committees to address the development of policy and strategic plans for the board to consider. Therefore, people to be on the committees should also have a conceptual strategic and policy capacity.

Do not forget to include members of Government Departments on the funding committees of the health promotion foundation. This will then ensure that the Government Departments have a significant and constant say in allocation of funds and in the strategic development of the foundation. This is in addition to representation of Government Departments at board level of the foundation.

### **Committee membership: external networks**

It is recommended that funding committees include external networks for all of the funding areas. This means the committees would include representatives from the following areas:

- community, health, education, local government;
- sports and arts; and
- research.

It may be appropriate to have separate committees for sports and arts, as they would be quite separate substantive knowledge for these areas). It can also be valuable to have a separate marketing committee and invite members from marketing in corporations, advertising and public relations experts, to contribute their particular skills to that committee. A finance and legal committee should be established but while mainly consisting of board Members, it can be valuable to also include high-level auditors and other financial experts on that committee.

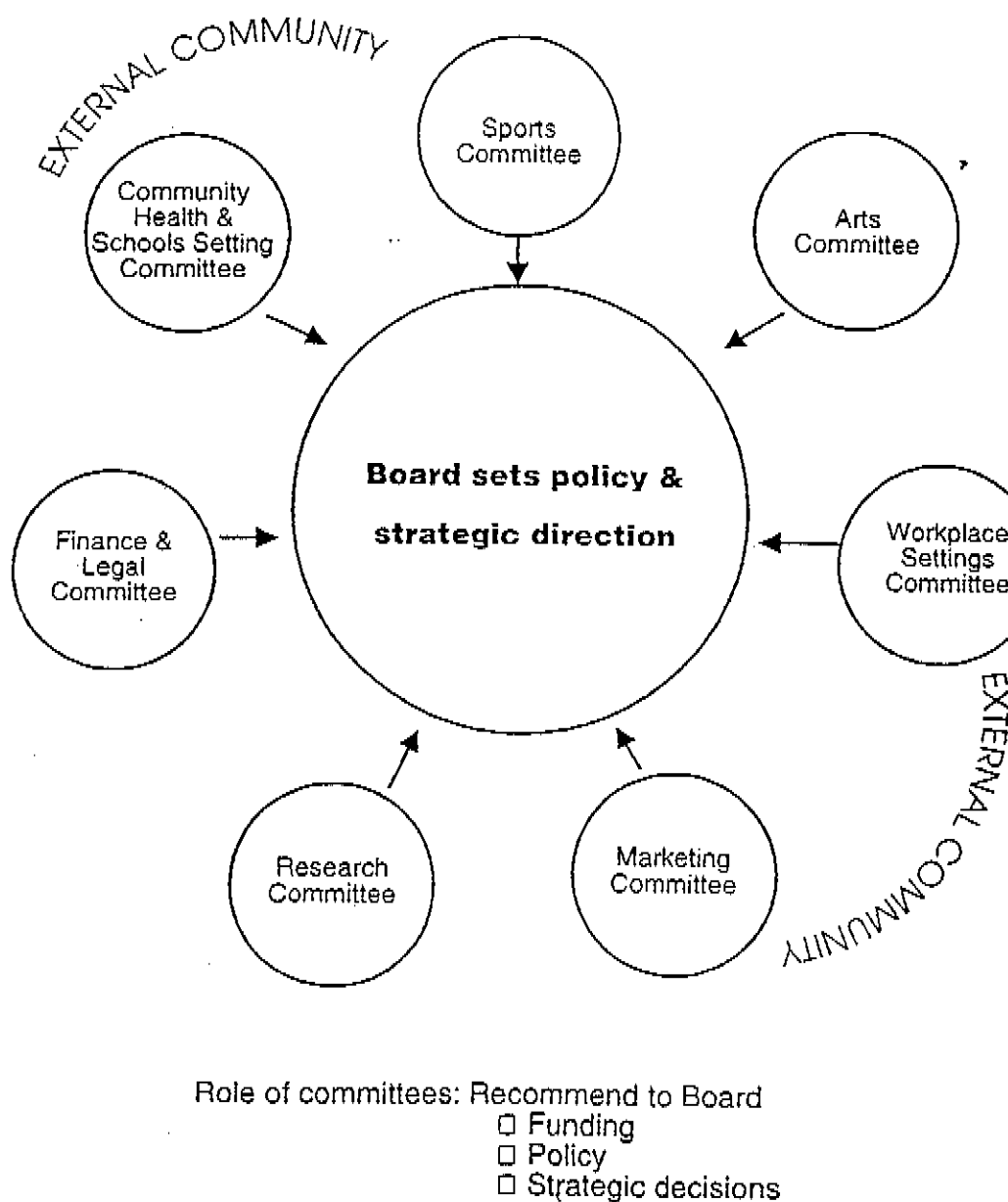
These committees have an ongoing life, although in order to bring in new blood procedurally it is wise to build in some turn-over after 3-4 years, where perhaps a third of the committee go off and a new third come on. As well as external members, with substantive knowledge and skills as committee members, it is also important for board Members to sit on the committees. All board Members should be on at least one or two committees.

### **Frequency of board and committee meetings**

Board meetings should follow committee meetings. It is preferable for a board and committees to meet no more than bi-monthly. More frequent meetings than bi-monthly will mean that the foundation staff will spend most of their time servicing the board and committees, and will have very little time for the significant load of research and development and other organizational functions to be fulfilled. More frequent board and committee meetings would also mean that administration costs would need to increase above 10% in order to service the board and committees.

### **Funding guidelines and assessment**

The board must decide on the percentages that will go to the different programmes. The decisions about percentages for community settings, education settings, health settings, sports or arts settings, and the research programme will differ according to different countries' need.



**Figure 4.** The board and committee structure of a health promotion foundation.

#### *Research funding*

It is very important that there is sufficient funding going into research in order to generate a healthy and vibrant public health and health promotion research interest. This research should be undertaken in a multi-disciplinary fashion. At least 20% of the foundation's funds should go into research.

### *Tobacco replacement: sports and arts funding*

The sports and arts settings could well be limited to no more than 20-30%. The tobacco advertisements replacement funds will come from the amount allocated to this purpose.

The tobacco industry exaggerates the dollars going into sports and arts. Usually you can reduce the amount to one third and you will be closer to an accurate figure. However, at least 20% is necessary in order to not only cover tobacco replacement, but to then use sports and arts as settings for health promotion.

### *Start-up funds for the workplace setting*

Start-up funds only will be necessary for the workplace setting. The workplace setting should fully pay for itself in three years and, in the best of circumstances, ultimately generate funds for the health promotion foundation, although this may take time.

### *Community, health and schools settings*

The remaining 40% of funds apart from 10% for administration should be available for the community, health sector, education sector, to include Healthy Cities programmes, and any other settings that are developed. These dollars would also cover any particular funds for specific population groups such as women's health, the health of people with disabilities and chronic illness and older people. Out of the remaining 40%, some funds will need to be allocated for consulting work for the developmental working parties, and also to pay for evaluation.

## Development of funding guidelines

Funding guidelines will differ for every country and they can be developed in a number of ways. There need to be general guidelines for each funding programme. For instance, community, health and schools programme, will need its own funding guidelines, that will differ significantly from the sports guidelines, the arts guidelines, and the research guidelines.

### *Clear and simple language for access*

All guidelines should be written in clear and simple language, and make it crystal clear what will and will not be funded; for instance, some health promotion foundations will not fund capital equipment. Some health promotion foundations will not fund staffing salaries.

All of these decisions will depend on the amount of money that the foundation has to disburse, and on the ways in which research and development points to the likely and on the ways in which research and development points to the likely most efficient and effective use of health promotion funds for sustainable health gain.

### *Distribute funding guidelines without delay*

Once the funding guidelines have been devised, they have to be distributed as widely as possible throughout all of the settings of populations groups, the public health and health community in order to generate excellent submissions to the foundation.

The detailed information required from the grant applicant should be outlined in the guidelines, although it is recommended that an upper limit be placed on the numbers of pages to be developed, so that they are never longer than 10 written pages. Otherwise, organizations can write whole books in order to achieve funding, and this can be a waste of time for the applicant and the foundation.

#### *Staff to help grant applicants*

It is very important that staff be available to advise potential grant applicants on whether or not they fit within guidelines. This advice needs to be given carefully so that staff do not recommend that organizations do not apply, when that is really a decision for the committees and the board. This is another delicate balancing act for the foundation because the board and committees do not want to be bothered with projects that are completely outside their guidelines.

#### *Funding frequency: responsive*

As funding is a significant organizational goal, it is important for the health promotion foundation to be responsive to the community need for the funds. Therefore, frequent funding opportunities are important for the various communities. This would mean that the committees and board would meet at a minimum five times a year in order to approve funding grants.

## **External and internal audit**

While the issue of internal audit should be addressed by the finance and legal team, it is important for the foundation to be externally audited at the minimum annually, but it could be wise in the first year of operation for it to be audited six-monthly. Accountability is a very fundamental goal for the foundation. The foundation must first be accountable to government. Ensuring that all the foundation's own accountability systems meet government accountability systems can be a very useful step.

The tobacco industry, the Ministry of Finance and Treasury and other Government Departments will be scrutinizing the foundation deeply. Therefore, it is better for the foundation to look ahead and commission its own external audit, including value for money audit, so that it can adjust its own systems, and make any corrections before any difficulties are picked up by an official external audit.

#### *Regular meetings with the minister*

The CEO and the chairperson of the foundation should meet with the Minister and other Government representatives regularly.

#### *The role of the opposition parties*

Also meetings should be held with the opposition party, as the foundation is also accountable to this part of the Parliament.

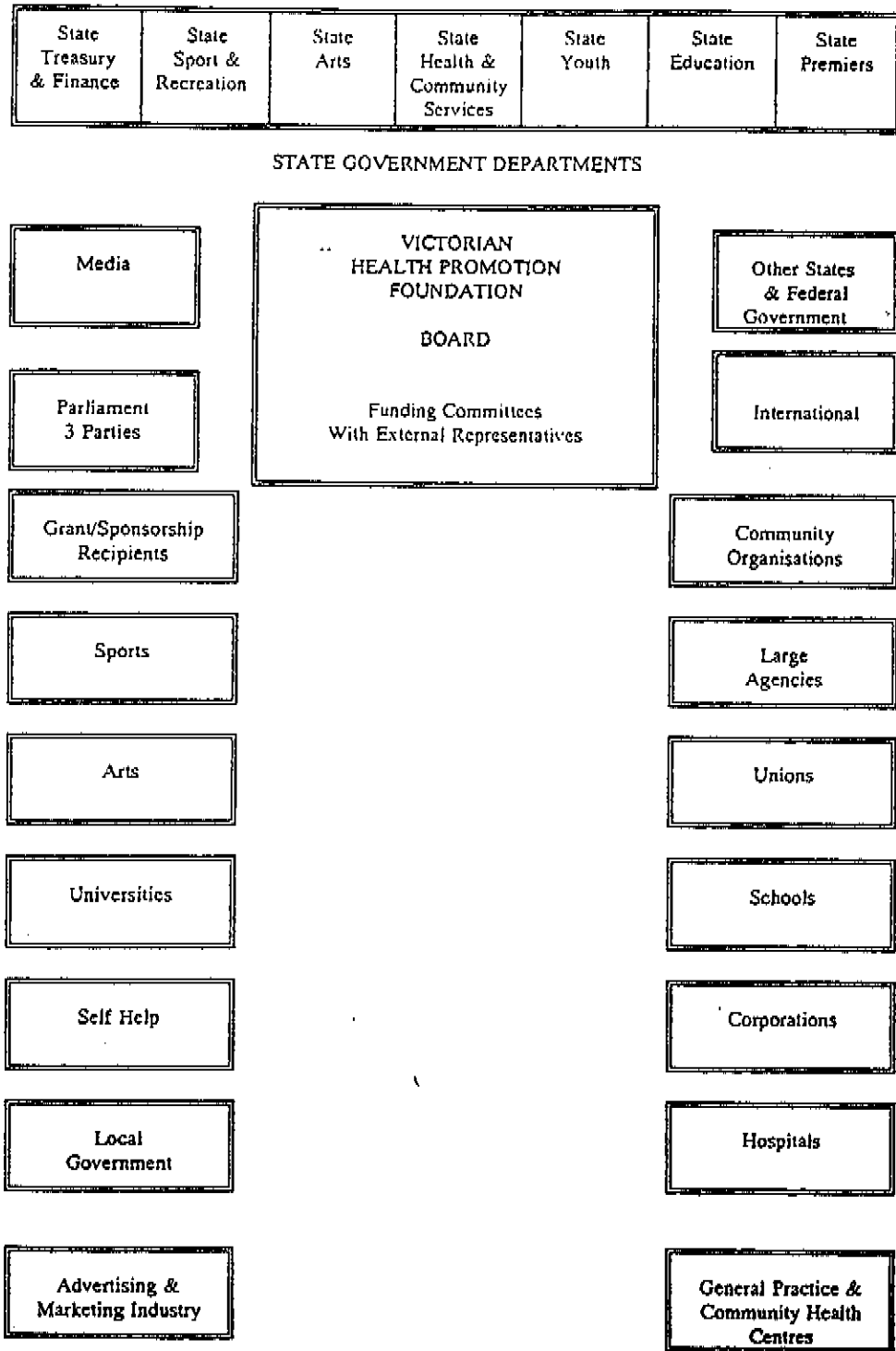


Figure 5. A dedicated levy on tobacco creates a base for tobacco control and health promotion. An example of the Victorian Health Promotion Foundation.

### *Public accountability*

Accountability to the wider community can be achieved through regular public meetings where the foundation presents its directions, and has ongoing dialogue and consultation with wider community. Newsletters, reports, annual report to be tabled in Parliament, financial reports to be published widely, regular newspaper reports - all of these mechanisms should be used to ensure the widest possible accountability.

### *Accountability to mobilize the community*

In achieving wide accountability, the health promotion foundation will then achieve a very fundamental goal; that is, to ensure that the widest possible mobilization of different interests will be built for health promotion within the country. The diagram outlines all of the possibilities for interests to be involved in one country.

## **Education and training**

The final step is to build health promotion competency. It is important for the health promotion foundation to see one of its significant roles as ensuring that health promotion, education and training takes places within the country. This may involve the foundation itself undertaking involvement in health promotion training within many disciplines - medical training, public health training, education, education training, workplace, occupational health and safety training.

As well, the health promotion foundation may undertake its own education and training for different communities within the foundation itself, and making sure that education and training is part of the strategic plan will be an important task of the foundation.

## **An ongoing and productive health promotion foundation**

You will now have a health promotion foundation that runs effectively and efficiently, with a highly skilled motivated staff, who will be working very hard, and will be very productive. Your foundation will have a dynamic and involved board that will be very supportive, protective and creative. All committees of the foundation will include the wider community in substantive analysis for policy development and funding decision making.

But most importantly, your health promotion foundation will really be able to achieve the goal of health promotion for your country because a health promotion culture will have been built by a solid organization that will weather all storms. Good luck for your health promotion foundation. With a tiny administration cost, you will have a profound effect on your country's productivity, health, wellbeing and happiness, not only for its present citizens, but also for the future.

Carlton, Australia, August 1993

Rhonda Galbally  
Chief Executive Officer  
Victorian Health Promotion Foundation

## Key WHO documents

WHO Regional Office for Europe. **It can be done. A smoke-free Europe. Report of the first European conference on tobacco policy, Madrid, 7-11 November 1988.** Copenhagen, WHO Regional Office for Europe, 1990. WHO regional publications, European series no. 30.

WHO Regional Office for Europe. **Health promotion. A resource book.** Copenhagen, WHO Regional Office for Europe, 1990.

WHO Regional Office for Europe. **Health promotion research. Towards a new social epidemiology.** Copenhagen, WHO Regional Office for Europe, 1991. WHO Regional Publications, European Series No. 37.

WHO Regional Office for Europe. **Health promotion and chronic illness. Discovering a new quality of health.** Copenhagen, WHO Regional Office for Europe, 1992. WHO Regional Publications, European Series No 44.

WHO Regional Office for Europe. **A tobacco-free Europe. An action plan.** Copenhagen, WHO Regional Office for Europe, 1993.

WHO Regional Office for Europe. **European alcohol action plan.** Copenhagen, WHO Regional Office for Europe, 1993.

## A guide to health promotion foundations

This practical guide explains in detail how to set up a health promotion foundation: its goals, structures, functions, funding guidelines and auditing. The foundation in this example is based on revenue from a dedicated levy on tobacco products.

The funding of health promotion programmes is a key function of the foundation, along with research and development of health promotion, strategic health planning, intersectoral programme development, monitoring and evaluation. The foundation's organizational structure can be based on teams and committees on different settings, such as the workplace, schools and other community settings, or areas of interest such as sports, the arts and research.

Key organizational structures of a foundation are the board and the chief executive officer. The board and its chairperson set, protect and develop the policy for the foundation. The chief executive officer is responsible for the establishment of strategic directions and for organizational functions, as well as for funding decisions.

The foundation's external communications and marketing can give it high visibility in all media. This can be partly accomplished by paid advertising, especially in the replacement of tobacco advertising for outdoor and print media. Because the foundation is highly visible and uses substantial financial resources for programme development, internal and external audit is crucial.

## A foundation for a tobacco-free future

The *WHO Action Plan for a Tobacco-free Europe* promotes stronger action to overcome the terrible death toll resulting from the use of tobacco products. More than 1.3 million people die every year because they started smoking and could not stop early enough. As one of its 37 measures, the Action Plan urges the setting up of health promotion foundations.

This report contains basic tools which partners in health promotion and tobacco control can use to establish such a key resource for better health in countries. The author's insight, gained from experience with the highly successful model in Australia, will be of value to all those facing the task of setting up a health promotion foundation.