

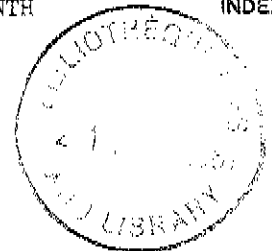


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GUIDELINES FOR MEDIUM-TERM PROGRAMMING FOR THE SEVENTH
 GENERAL PROGRAMME OF WORK FOR THE SPECIFIC PERIOD
 1984-1989 AND PROGRAMME BUDGETING FOR THE
 FINANCIAL PERIOD 1984-1985



GENERAL GUIDELINES FOR PROGRAMMING

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1. INTRODUCTION

1.1 All staff have worked hard to prepare material for the Seventh General Programme of Work for the specific period 1984-1989, designed to reflect and support the national, regional and global policies, strategies and plans of action necessary to support the attainment within countries of "health for all by the year 2000".

1.2 The development of the Seventh General Programme of Work involved an evaluation of the relevance of the current WHO programme to the new strategies for "health for all", the definition of objectives and targets to be attained, and the determination of main approaches to be applied at least over the six-year period 1984-1989.

1.3 What is now necessary is to continue the medium-term programming component of this planning process by identifying more specifically the most relevant activities required over the six-year period, and then through the programme budgeting component to select proposed activities for implementation during the first financial period 1984-1985.

1.4 Until the Seventh General Programme of Work is finally approved by the Thirty-fifth World Health Assembly in May 1982, it will be necessary to rely on material for the Seventh General Programme of Work contained in document DGO/81.2 Rev.1.

1.5 The present document provides general guidance for the elaboration of medium-term programme activities over the next six years 1984-1989, and for the selection of specific programme budget proposals for the first financial period 1984-1985.

2. PLANNING PROGRAMME ACTIVITIES

2.1 Due to time constraints, the commencement of medium-term programming for 1984-1989 and programme budgeting for 1984-1985 will take place concurrently. More formal medium-term programming through organization-wide consultations will take place at a later date in order

to ensure proper programme coordination between the regions and headquarters, and to give direction to the preparation and implementation of programme budgets under the Seventh General Programme of Work. Each time programme budgeting takes place for subsequent financial periods, the medium-term programmes will be updated.

2.2 In order to develop and implement well-coordinated programme activities in accordance with the Seventh General Programme of Work, continued close interaction between interrelated programmes is required at all organizational levels. In view of the practical difficulty of programming all programmes together for 1984-1989, which would be the ideal situation, it will be necessary to group certain programmes for the purposes of medium-term programming in order to reduce the number of people involved to manageable proportions.

2.3 To help arrive at an appropriate selection of activities, it will be useful to evaluate current activities and to apply agreed selection criteria. In evaluating current activities consideration should be given to: (1) whether activities undertaken as part of the medium-term programmes for 1978-1983 have been effective in attaining the targets of the Sixth General Programme of Work; (2) which current activities continue to be highly relevant to the policies, strategies, objectives, targets and approaches foreseen for the Seventh General Programme of Work.

2.4 Such a programme evaluation should help to decide on termination, continuation or modification of activities as necessary. In addition, the main criterion for determining the activities to be undertaken in 1984-1989 should be that they give effect to the approaches outlined in the Seventh General Programme of Work for the specific programme concerned.

2.5 The criteria in the Seventh General Programme of Work for determining the organizational level or levels for implementation of programme activities should then be applied. These criteria¹ are:

(a) Country activities should aim at solving problems of major public health importance in the country concerned, particularly those of underserved populations, and should result from a rational identification by countries of their priority needs through an appropriate managerial process. They should give rise to the establishment and sustained implementation of countrywide health programmes.

(b) Intercountry and regional activities are indicated if: similar needs have been identified by a number of countries in the same region following a rational process of programming; the pursuit of the activity as a cooperative effort of a number of countries in the same region is likely to contribute significantly to attaining the programme objective; countries practising TCDC/ECDC, whether developing countries cooperating among themselves, developed countries doing so, or developed countries cooperating with developing countries, have requested WHO to facilitate or support such cooperation; for reasons of economy the intercountry framework is useful for pooling selected national resources, e.g., for the provision of highly-skilled technical services to countries; the activity encompasses regional planning, management and evaluation or is required for regional coordination; or the activity is an essential regional component of an interregional or global activity.

¹ These criteria, which differ from the ones presented in document DGO/81.2 Rev.1, will be introduced in the December 1981 version of the Seventh General Programme of Work to be submitted to the Executive Board in January 1982.

(c) Interregional and global activities are indicated if: similar requirements have been identified in a number of regions following a rational process of programming; the activity consists of facilitating or supporting technical cooperation among countries in different regions, and its pursuit is likely to contribute significantly to attaining the programme objectives; for reasons of economy the interregional framework is useful for pooling selected resources, e.g., for the provision of highly specialized and scarce advisory services to regions; the activity encompasses global planning, management and evaluation; the activity is required for global health coordination and for central coordination with other international agencies.

2.6 Attention should also be paid to the following resource criteria for programme activities:

(a) The programme activity can be successfully developed and maintained by Member States.

(b) The programme activity is likely to attract external resources, resources from bilateral, multilateral or nongovernmental sources to well-defined national strategies for health for all, particularly in developing countries but also as necessary to WHO in support of such strategies.

2.7 Particular attention has to be given to the programme budgeting and use of WHO's resources at country level in view of the overriding importance of WHO's action in countries. Every Member State has some kind of health plan and many have developed a national policy, strategy or plan of action for "health for all". If these are consistent with the principles of Alma-Ata and the policies and strategies adopted by Members collectively in the regional committees and Health Assembly, they will include the development of a sound health system infrastructure, the identification or generation of the appropriate technology to be delivered by it, and the necessary processes and mechanisms for promoting and supporting health system development and for generating and mobilizing the resources required.

2.8 WHO's resources should be used to facilitate and support such efforts in a flexible manner in order to give rise to sustained countrywide health development rather than to provide assistance to projects and activities that are not related to one another as part of a coherent country health strategy or plan of action. At this stage, for purposes of preparation of the WHO programme budget it is only necessary to agree on the main thrusts of WHO support to national programmes; the details can be worked out at a later stage, closer to and as a part of programme implementation in 1984-1985.

2.9 The Annex contains a list of reference documents for planning and evaluation, including procedural guidelines for programme budgeting at country level.

3. REVIEW OF PROGRAMME PROPOSALS

3.1 When the results of the above planning process are presented to regional and headquarters programme committees, programme managers should provide written responses to the following key questions:

How will the main lines of action of your medium-term programme for 1984-1989 and consequently your programme budget proposals for 1984-1985 contribute to the attainment of the relevant objectives and targets of the Seventh General Programme of Work? Specifically, how do they reflect the corresponding approaches contained in that Programme and in which way, if any, do they differ from activities during the Sixth General Programme of Work?

3.2 Programme reviews will thus concentrate on the relevance of programme activities and programme budget proposals to the Organization's policies, strategies and approaches as reflected in the Seventh General Programme of Work. The programme budget review process should reflect the concept of first programming by objectives and then budgeting by programmes.

3.3 The above approach to programme review will apply equally to activities to be funded by the regular budget and to activities to be funded from extrabudgetary sources. Programme reviews will consider the possibility of mobilizing external resources in support of the objectives and programmes of the Seventh General Programme of Work, to lessen the constraint imposed by WHO's own limited regular budget.

3.4 Programme proposals at country level, developed and reviewed jointly by WHO and the national authorities concerned, will be reviewed at regional level mainly to identify and coordinate support from WHO, TCDC and external sources at regional and global level. Inter-country and interregional proposals will not only be reviewed at regional and global levels respectively, in accordance with the criteria mentioned in paragraphs 2.5-2.6 above, but will also be jointly reviewed, for correlation and coordination purposes, by the Headquarters Programme Committee and the Directors of Programme Management from all regional offices meeting together in April 1982.

3.5 Inter-country proposals will be submitted to regional committees in August-September 1982 after having ascertained the needs of countries by applying the criteria for selection of inter-country activities shown in paragraph 2.5 above. Then the regional committees will review the proposals to see whether the proposals are highly relevant to the regional strategy for "Health for All". Although the inter-country proposals will already have been included in the draft regional programme budget documents for submission to regional committees, it is only after such review by regional committees that the proposals should be discussed with individual countries with a view to obtaining their commitment to participation.

4. PRESENTATION OF PROGRAMMES

4.1 For the first time in WHO, in order to show the links, within the managerial process for WHO's programme development, between medium-term programmes for the Seventh General Programme of Work 1984-1989 and the programme budget proposals for the financial period 1984-1985, these will be summarized and published together in a single text in both the regional and global programme budget documents. This form of presentation will be used at both regional and global levels, and will be reflected in country programme statements.

4.2 At country level, country programme statements will be presented in accordance with the following outline:

COUNTRY
<u>National Health Development Strategy</u>
<u>Main Directions of WHO Support 1984-1989</u>
<u>WHO Support Foreseen for 1984-1985</u>

- Supporting budgetary table for 1984-1985

4.3 The "National Health Development Strategy" will succinctly outline the main features of the national long-term strategy for attainment of "health for all by the year 2000". The "Main Direction of WHO Support 1984-1989" will indicate the main approaches and most relevant activities anticipated for WHO involvement during the six-year period, reflecting in particular the emphasis of the WHO Seventh General Programme of Work on national health system infrastructure development. The "WHO Support Foreseen for 1984-1985" will include specific programme budget proposals for 1984-1985 to the extent these have been jointly developed by WHO and national authorities concerned.

4.4 The supporting budgetary table at country level will show the country programme planning figure for 1984-1985 broken down by "programme" only, in accordance with the "classified list of programmes" in the Seventh General Programme of Work, in order to facilitate aggregation of budgetary estimates by programme throughout the Organization. For further detailed procedural guidelines, see the separate supplement on programme budgeting at country level.¹

4.5 At regional and global levels,² programme statements will be presented in accordance with the following outline:

<u>PROGRAMME</u>
<u>Medium-Term Programme for 1984-1989</u>
<u>Objectives</u>
<u>Targets</u>
<u>Plan of Action</u>
<u>Programme Activities for 1984-1985</u>

- Supporting budgetary table for 1984-1985

4.6 The regional programme statements will clearly indicate how the medium-term programme supports and carries out the relevant parts of the regional strategy for "Health for all by the year 2000". The global statements will represent a consolidation of regional and global programme action. The "Objectives" and "Targets" will be those of the Seventh General Programme of Work. Under the heading "Plan of Action" should be indicated the main lines of action for activities to be undertaken in 1984-1989, consistent with the "Approaches" of the Seventh General Programme of Work, with an indication of sequence.

¹ "Programme Budgeting of LHO's Resources at Country Level", document MTP/PB/81/1 Suppl. 1.

² "Medium-Term Programming and Programme Budgeting Procedures at Headquarters", document MTP/PB/81/2 Suppl.2.

4.7 The section entitled "Programme Activities for 1984-1985" will indicate the most important programme budget proposals for activities to be carried out during the financial period 1984-1985 and will explain the relationship between the programme proposals and the supporting budgetary figures, particularly where budgetary proposals for 1984-1985 differ significantly from 1982-1983. If a programme is financed from both regular budget and extrabudgetary resources, an indication should be given in the narrative programme text of what would be the implications for programme delivery if the anticipated extrabudgetary resources were not forthcoming, and in particular what programme activities would not be carried out under these circumstances.

4.8 In future programme budget documents, the narrative programme texts will reflect the further development, refinement and updating of medium-term programmes and the consequent orientation of the current programme and the programme budget proposals for the next financial period.

5. TIMETABLE

5.1 The following timetable outlines main steps or actions for initial, concurrent development of the Medium-Term Programme for the Seventh General Programme of Work 1984-1989 and the proposed programme budget for the financial period 1984-1985:

ACTION REQUIRED	ACTION TAKEN BY	TARGET DATE
1. Medium-term programming for 1984-1989 initiated concurrently with current programme evaluation.	All programme managers, WHO staff and national officials at all organizational levels	July-October 1981
2. Issuance of tentative regional allocations for 1984-1985.	Director-General	July 1981
3. Review Seventh General Programme of Work 1984-1989.	Regional committees	August-September 1981
4. Medium-term programming continued concurrently with programme budgeting for 1984-1985.	All programme managers, WHO staff and national officials at all organizational levels	October 1981-March 1982
5. Issuance of provisional country planning figures for 1984-1985.	Regional Directors	October 1981
6. Issuance of preliminary planning figures for global programmes for 1984-1985.	Director-General with BUD/HQ	November 1981
7. Finalization of draft Seventh General Programme of Work for 1984-1989.	Sixty-ninth session of the Executive Board	January 1982
8. Review of regional and intercountry programme budget proposals.	Regional programme committees	January-February 1982
9. Submission to HPC of draft intercountry programme budget proposals 1984-1985, for correlation meeting with DPMs in April.	Regional Directors and DPMs	27 February 1982

ACTION REQUIRED	ACTION TAKEN BY	TARGET DATE
10. Submission to HPC of results of global programme evaluations, MTPs and PB proposals for 1984-1985, with budget forms sent direct to BUD/HQ.	Programme managers and directors at HQ via ADG	27 February 1982
11. HPC review of global and interregional programme proposals.	Headquarters Programme Committee	March 1982
12. Meeting to correlate globally inter-regional and intercountry programme proposals for 1984-1985.	HPC and DPMs	April 1982
13. Approval of the Seventh General Programme of Work for 1984-1989.	Thirty-fifth World Health Assembly	May 1982
14. Formal consultation and coordination of medium-term programmes for 1984-1989.	GPC, HPC, DPMs and programme managers at all organizational levels	May 1982 onwards
15. Revision of programmes as necessary in the light of steps 8-10 above.	Programme managers, DPMs, RDs, DG	May-June 1982
16. Submission to HQ of regional material on medium-term programmes for 1984-1989 and proposed programme budgets for 1984-1985, and production of regional documents.	Regional Directors	June-July 1982
17. Submission to HPC Secretariat of draft consolidated global programme statements for 1984-1989 and activities 1984-1985.	Programme managers and directors at HQ via ADG	16 July 1982
18. Review of regional programmes for 1984-1989 and programme budgets for 1984-1985.	Regional committees	August-September 1982
19. Director-General's final approval of the proposed programme budget for 1984-1985.	Director-General	October 1982
20. Discussion of intercountry proposals with individual countries.	RD, RO, WPC	October 1982 onwards
21. Distribution of proposed programme budget for 1984-1985.	Director-General	1 December 1982
22. Review of programme statements and proposed programme budget for 1984-1985.	Seventy-first session of the Executive Board	January 1983
23. Approval of the Appropriation Resolution for the programme budget for 1984-1985.	Thirty-sixth World Health Assembly	May 1983
24. Beginning of the Seventh General Programme of Work for 1984-1989 and the operating financial period 1984-1985.	All concerned	1 January 1984

ANNEX

REFERENCES

1. Global Strategy for Health for All by the Year 2000, "Health for All" Series No. 3, Geneva, World Health Organization, 1981.
2. Report of the International Conference on Primary Health Care, Alma-Ata, USSR, 6-12 September 1978, Declaration and Recommendations, "Health for All" Series, No. 1
3. Draft Material for the Seventh General Programme of Work, document DGO/81.2 Rev.1
4. The Managerial Process for WHO's Programme Development, document MPWPD/81.1
5. Provisional Guidelines for Health Programme Evaluation, HPC/DPE/78.1 (revised version will shortly be available as document MPWPD/81.2)
6. Revision of the Provisional Working Guidelines for WHO's Medium-Term Programming, document PWG/3/15, Annex III (updated version will shortly be available as document MPWPD/81.3)
7. Programme Budgeting of WHO's Resources at Country Level, MTP/PB/81/1 Suppl.1.
8. Medium-Term Programming and Programme Budgeting at Headquarters, MTP/PB/81/1 Suppl.2.

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WORLD HEALTH ORGANIZATION
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GUIDELINES FOR MEDIUM-TERM PROGRAMMING FOR THE
SEVENTH GENERAL PROGRAMME OF WORK FOR THE
SPECIFIC PERIOD 1984-1989 AND PROGRAMME
BUDGETING FOR THE FINANCIAL PERIOD 1984-1985

GENERAL GUIDELINES FOR PROGRAMMING

Please replace subparagraph (a) of paragraph 2.6 on page 3 of document MTP/PB/81/1 by the following:

"(a) The programme activity can be successfully developed and maintained by Member States at a cost they can afford."

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