



# **WORLD HEALTH ORGANIZATION**

**FIFTY-SEVENTH WORLD HEALTH ASSEMBLY**  
**Provisional agenda item 16.2**

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## **Programme budget 2002-2003**

### **Performance assessment report: summary of initial findings**

#### **Note by the Secretariat**

1. The assessment of 2002-2003 programme budget performance is part of a biennial monitoring and evaluation cycle and focuses on the delivery of the programme budget. It assesses the contribution of each WHO office to expected results, and overall achievement of the expected results by the whole Organization. A full report will be submitted to the Executive Board at its 115th session.<sup>1</sup> The present document summarizes some of the findings.

2. WHO first introduced results-based management in the Programme budget for the financial period 2000-2001. Since then, application of results-based management has been furthered throughout WHO with each subsequent programme-budget cycle. These efforts have met with considerable success and are seen as a positive step in building a focus on results, improving the targeting of resources and achieving greater accountability. At the same time, various challenges remain to be addressed if results-based management practices are to be applied consistently across organizational levels and areas of work.

#### **GREATER DIALOGUE AND COLLABORATION BETWEEN ORGANIZATIONAL LEVELS**

3. Changes in preparation of the proposed programme budget, requiring a more collaborative approach, have facilitated dialogue among the levels of the Organization. With greater input from the country offices, regional offices have worked with headquarters in drafting the proposed programme budget. Country input was based on national health strategies and priorities and the priorities for WHO action as identified in WHO Country Cooperation Strategies or equivalent strategic planning processes. The regional offices consolidated individual country inputs, identifying commonalities to be included in the proposed programme budget. This iterative process has allowed for better communication and coordination between the various levels, while respecting the differences among regions and countries within agreed Organization-wide objectives and strategies.

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<sup>1</sup> An initial draft, in English, is available on request.

## **FOCUS ON ACCOUNTABILITY AND IMPROVED MANAGEMENT**

4. WHO's governing bodies, including the regional committees, and WHO partners and donors have commended the Organization's move to establish results-based budgeting within a broader framework of results-based management. For the first time, through performance monitoring, evaluation and reporting on expected results, the governing bodies are able to "visualize" results to which the Organization is committed. As a result of adopting results-based management, WHO is seen as being a more transparent and accountable organization. Furthermore, senior staff are increasingly gearing management to results, drawing on, and applying, lessons learnt during implementation.

## **ENSURING THAT ORGANIZATION-WIDE EXPECTED RESULTS INFORM THE DEVELOPMENT OF OFFICE-SPECIFIC EXPECTED RESULTS AND WORKPLANS**

5. Implicit in the collaborative planning process is a shared responsibility for achieving the Organization-wide expected results and the assumption that the different levels and offices will undertake the activities necessary to ensure their achievement. This assumption has not held across all areas of work. Although the expected results are adopted by the governing bodies for the Organization as a whole, regional and country offices may give priority to locally defined needs, while at global level Organization-wide commitments may be considered synonymous with achievements at headquarters. This perspective may have an impact on joint planning among organizational levels in support of Organization-wide expected results, and on resource allocation, programme implementation, and reporting.

## **DEVELOPING MEANINGFUL ORGANIZATION-WIDE EXPECTED RESULTS**

6. WHO's results-based management is reflected in the programme budget, which sets out what the Organization collectively intends to accomplish over the biennium. The nature of the Organization and geographical scope of its programmes require Organization-wide expected results that are sufficiently broad to accommodate the unique needs of Member States while providing a level of specificity that clearly expresses desired results and facilitates accountability. This balance is not easy to achieve. Expected results may be formulated in an abstract way that makes measurement of their achievement difficult and does not provide sufficient guidance for drawing up workplans.

## **ENSURING CONSISTENCY BETWEEN STRATEGIC AND OPERATIONAL PLANNING**

7. The programme budget provides a strategic framework, and sets out common objectives, for WHO's work. However, the timeframe for preparation of the proposed programme budget at headquarters may mean that regional and country offices draw up their operational plans before, or at the same time as, the proposed programme budget is finalized. This conjuncture may affect the consistency and linkage between strategic and operational planning and necessitate adjustments in the planning cycles.

8. The challenge of ensuring consistency between strategic and operational planning is further illustrated during resource allocation. The Organization-wide expected results and the integrated

budget for areas of work are vertical in nature, cutting across the three levels of the Organization, whereas budget allocations are horizontal: that is, they are allotted by organizational level. It is therefore important to ensure that actual allocations are commensurate with the resources required to achieve the contribution of regional and country offices to the collectively agreed upon Organization-wide expected results.

## **TACKLING CONSTRAINTS DERIVING FROM ORGANIZATIONAL CULTURE**

9. Results-based management as implemented in WHO implies a greater degree of interdependence across organizational levels and among offices; an element of uniformity of processes; greater responsibility; and a greater acceptance and compliance with Organization-wide business rules than previously had been the case. Similarly, there is a demand for greater accountability, and a need to demonstrate results and to strengthen the focus within and across programmes. Further, programmes are expected to adopt a “planning, performance monitoring, evaluation, and reporting culture” that does not favour ad hoc programming and ad hoc mobilization of resources. The challenge of overcoming resistance to change is real and remains a significant factor in the introduction and effective application of results-based management.

## **LESSONS LEARNT IN IMPLEMENTING THE PROGRAMME BUDGET 2002-2003**

10. An examination of the performance analysis by area of work highlights certain commonalities across the 35 areas and are applicable to the Organization as a whole.

### **Cause-and-effect logic underpinning the programme budget**

11. WHO objectives, Organization-wide expected results and indicators are sometimes drafted with insufficient attention to their logical connection, by persons other than those charged with their implementation. As a result, workplans do not necessarily support the achievement of the Organization-wide expected results and WHO objectives. Greater attention should be given to these linkages when preparing the proposed programme budget.

### **Improved use of indicators**

12. Similarly, indicators are sometimes poorly chosen and drafted or require data that are incomplete or unavailable, which affects reporting on the achievement of Organization-wide expected results. In general, measurable targets and baseline data for the indicators were absent. Indicators, targets and baseline data have therefore been refined in order to measure more accurately the achievement of the Organization-wide expected results in the Programme budget 2004-2005.

13. In order to avoid similar problems when preparing the proposed programme budget 2006-2007, a practical, detailed guide for drafting expected results, indicators, targets, and baseline data has been prepared and disseminated throughout the Organization, and training courses and seminars have been held for regional and headquarters staff. Indicators are being reviewed as part of the process to prepare the proposed programme budget so as to ensure their technical quality and practicality.

**Closer coordination between organizational levels**

14. WHO's results-based management, with its single programme budget, requires close coordination among the three levels of the Organization. This coordination has been identified as a crucial factor for success in many of the areas of work. Coordination is being strengthened through a greater emphasis on joint planning, performance monitoring, and evaluation. Preparation of the proposed programme budget 2006-2007 will maximize input from countries through greater reliance on the Country Cooperation Strategy. The joint planning process will identify what is required from countries, regions, and headquarters in order to achieve the Organization's expected results, and will ensure that collectively agreed upon contributions of each office are reflected in their workplans.

**Programme budget as a basis for mobilization, prioritization and allocation of funds**

15. In order to function as a single instrument for the whole Organization the programme budget should integrate different sources of funding. The breakdown for the regular budget and for extrabudgetary resources needs to be the basis for mobilization, prioritization and allocation of funds across areas of work and by organizational level.

16. In conformity with WHO's Financial Rules and appropriation resolution WHA56.32, the allocation of the regular budget and of extrabudgetary resources across areas of work will be adjusted and resources shifted as necessary throughout the biennium 2004-2005 in order to ensure that the total amount planned by area of work is made available.

**Monitoring and reporting for more effective programme management**

17. Results-based management also requires clearly defined roles and a robust monitoring and reporting system. Specific responsibilities for the development and implementation of results-based management instruments will be defined for each level of the Organization. The framework for performance monitoring quality assurance, evaluation and reporting will be revised in order to provide programme managers with the tools necessary for more effective management.

**Capacity building to support results-based management**

18. In order to implement effectively results-based management, staff skills need to be improved. Beyond the need for general orientation to results-based management for staff at all levels, including senior management, extensive training is needed in the logical framework approach, with particular reference to the formulation of results, indicators and targets. To supplement the training that is being offered at country, regional and global levels, tools are being developed for quality control of operational and strategic planning.

**ACTION BY THE HEALTH ASSEMBLY**

19. The Health Assembly is invited to note the above report.

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