World Health Organization

Toolkit
for developing a
multisectoral action plan for noncommunicable diseases

Module 3.
Establishing a framework for action

World Health Organization

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1. Introduction

Noncommunicable diseases (NCDs) are the leading cause of death globally, killing more people each year than all other causes combined. Contrary to common perceptions, available data show that nearly 80% of NCD-related deaths occur in low- and middle-income countries. Moreover, recent decades have witnessed a steady increase in such deaths, with vulnerable population groups often worst affected, and yet many of the dire human and social consequences could be prevented by implementing cost-effective and feasible interventions.

The *Political declaration of the high-level meeting of the General Assembly on the prevention and control of non-communicable diseases* (2011) *(1)* recognizes the scale of the NCD crisis and the urgent need for action. The *Global action plan for the prevention and control of NCDs 2013–2020 (2)*, recently extended to 2030, provides a vision and a road map to scale up action for the prevention and control of NCDs.

The global epidemic of NCDs is widely acknowledged as a major challenge to development in the 21st century and is a significant threat to achieving the United Nations Sustainable Development Goals. In addition, globally, the main NCDs represent the greatest cause of death in people aged under 70 years, imposing years of disability on those affected and their families. The *Global status report on noncommunicable diseases 2014 (3)* highlights the need to intensify national multisectoral action to meet the global targets that governments have agreed upon and to protect people from cardiovascular diseases, cancers, diabetes and chronic respiratory diseases.

Countries, including some that are low income, are showing that it is feasible to make progress and reduce premature deaths from NCDs. But that progress, particularly in low- and middle-income countries, is insufficient and uneven. The global status report of 2014 reveals a distressing gap in our ability to achieve Sustainable Development Goal target 3.4 of reducing, by one third, premature deaths from NCDs by 2030, and outlines the disparities in progress on preventing NCDs worldwide.

This toolkit is a "how to" guide for developing, implementing and evaluating a multisectoral action plan for prevention and control of NCDs. It is targeted at policy-makers, planners and programme managers, and is intended to help countries, provinces and cities meet the requirements for achieving global and national NCD targets and the Sustainable Development Goals.

The toolkit takes the user through a series of actions related to the development of a multisectoral action plan ("MSAP development actions"), and provides forms and a template framework for users to complete as they undertake these actions.

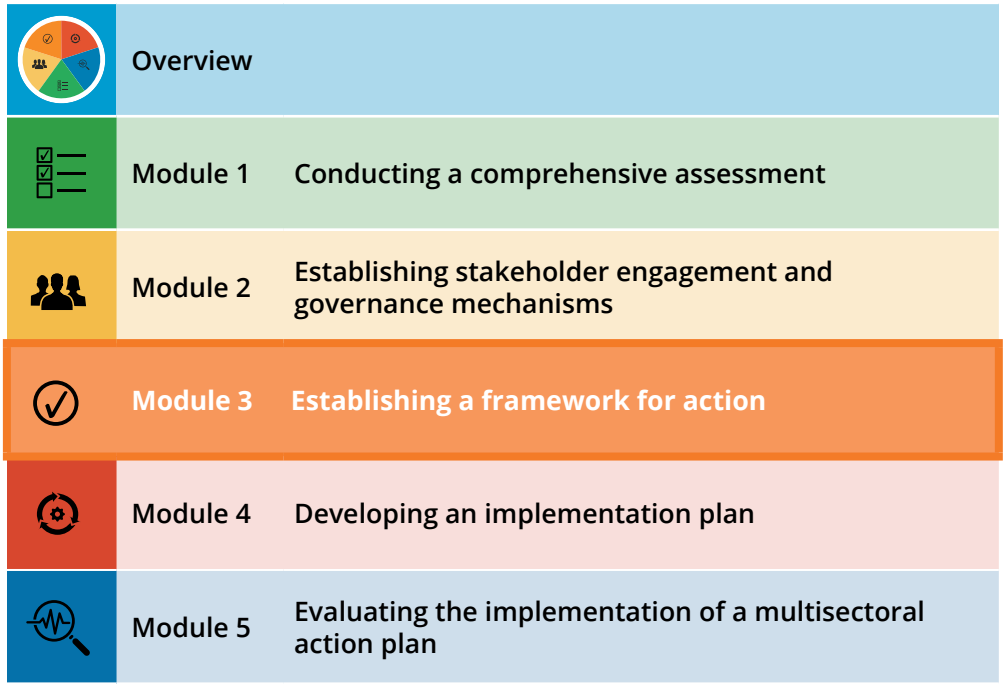
Developing a multisectoral action plan involves establishing health needs and engaging relevant stakeholders before determining the actions to take, identifying and prioritizing interventions, deciding on ways to address

NCDs while establishing support and resources for prevention and control, and evaluating progress in implementing the plan.

Using the toolkit is an inclusive and participatory process that involves engaging relevant stakeholders before determining the actions to take. The toolkit focuses on the main NCDs and wider determinants of health and aims to reduce the premature mortality from NCDs and the negative impacts of these determinants on health and health inequalities.

This work entails an array of competencies, such as situation analysis, advocacy, planning, mobilizing, implementing interventions and evaluating them, and disseminating the results of the evaluation. Users can refer to programme theory and logic modelling to guide the development of their action plan. The structure of the toolkit is set out in Fig. 3.1.

Fig. 3.1 Structure of the toolkit for developing a multisectoral action plan for noncommunicable diseases



This module reframes the strategic NCD agenda by establishing an action framework for NCD prevention and control which brings together all relevant elements, including the vision, mission, and objectives, the national NCD goals and targets, the guiding principles for action, strategic areas and objectives, and the priority actions within the strategic areas.

It is important to note that guiding principles need to be agreed on by all relevant stakeholders for all NCD-related plans, irrespective of changes in goals, strategies or work approaches. This is required to ensure consistency and a joint approach to action. The *Global action plan for prevention and control of noncommunicable diseases 2013–2020 (2)* sets out overarching principles and approaches based on:

— human rights

— equality

- national action, international cooperation and solidarity
- multisectoral action
- life-course approach
- empowerment of people and communities
- evidence-based strategies
- universal health coverage
- management of real, perceived or potential conflicts of interest.

2. The purpose of a framework for action

A framework for action provides a guide for those involved in the development of the multisectoral action plan. It starts with a wide-ranging vision and, through a series of increasingly specific intentions, brings into focus actions with measurable outcomes that can be taken to achieve that vision.

Table 3.1 summarizes the stages involved in establishing a national framework for NCD prevention and control. (The implementation of the plan and the evaluation of the process will be dealt with in modules 4 and 5 respectively.)

Table 3.1 Example of components of a framework for prevention and control of noncommunicable diseases

FRAMEWORK	
Vision	
For people to be free from preventable morbidity and mortality due to NCDs	
Mission	
To enhance multisectoral collaboration to alleviate the burden of avoidable morbidity and mortality due to NCDs so as to promote a healthier population	
Goal	
30% reduction of premature mortality from NCDs by 2030	
National NCD targets to be achieved by 2025 (baseline value of 2010)	
1. 5% reduction in physical inactivity 2. 20% relative reduction in salt/sodium intake 3. 10% relative reduction in tobacco use 4. 10% relative reduction in alcohol use 5. 15% relative reduction in raised blood pressure	6. Halt the rise in diabetes and obesity 7. At least 20% of eligible people receive drug therapy to prevent CVD 8. 70% availability of essential NCD medicines and basic technologies to treat major NCDs
Strategic action areas and objectives	
Strategic action areas 1. Governance for NCDs 2. Reduction of risk factors 3. Management of NCDs 4. NCD surveillance 5. NCD research	*Strategic objectives* 1. Strengthen national NCD governance 2. Reduce risk factors and promote health 3. Improve early detection and effective treatment of NCDs 4. Strengthen national capacity for NCD surveillance 5. Promote high-quality NCD research
IMPLEMENTATION PLAN	
MONITORING AND EVALUATION	

2.1 Establishing a vision and mission

A vision provides an image of the future that sets expectations.

Example of a vision

All citizens live in supportive communities where they are healthy and free from preventable chronic NCDs and disabling conditions

A mission is a statement of purpose within areas of legitimate operation.

Example of a mission

To prevent noncommunicable diseases through policy changes that enable people to make healthier choices

2.2 Setting NCD goals, targets and indicators

A goal is a statement of intent or expected achievement. It refers to outcomes that are desired and achievable. The goal should be realistic and pragmatic, and at the same time reflect the main expected outcomes for NCD prevention and control.

Example of goals

- To improve the health and well-being of all people by reducing the health, social and economic impacts of NCDs
- To reduce the incidence and premature deaths attributable to NCDs
- To reduce health inequalities, including differences that occur by socioeconomic status, gender, ethnicity and location

A target is a more focused intention, typically containing a measurable outcome.

Example of targets

- 30% relative reduction in prevalence of current tobacco use by 2030
- At least 10% relative reduction in harmful use of alcohol by 2030
- 30% relative reduction in mean population intake of salt by 2030
- A 5% increase in consumption of five servings of fruit and vegetables daily by 2030
- A 10% relative reduction in prevalence of insufficient physical activity by 2030

An action plan indicator in NCD prevention and control is a number, proportion, percentage or rate that helps **measure** ("indicate") the extent to which planned activities have been conducted (**process** and **output** indicators) and achievements have been made (**outcome** and **impact** indicators).

The *Noncommunicable diseases global monitoring framework (4)*, adopted by the World Health Assembly in May 2013, includes 25 indicators and nine voluntary global targets for the prevention and control of noncommunicable diseases to be achieved by 2025. The inclusion of the targets and indicators was based on a scientific review of the current situation and trends, and a critical assessment of feasibility. Their selection was guided by several key criteria, namely public health relevance, coherence with existing strategies, an evidence-base of interventions, and feasibility of data collection and achievements of targets. The *Global action plan for the prevention and control of noncommunicable diseases 2013–2020 (2)* provides a roadmap that is currently being extended to 2030, for achieving the targets.

In order to measure success in meeting a target, it is necessary to establish a baseline measurement. If there are no data on which to establish such a baseline, an estimation will need to be made. However, if the indicator forms a key part of the multisectoral action plan, collecting data to establish a firm baseline should be made a priority. For instance, a measurement of salt intake cannot be a priority action if the country does not currently collect data on salt intake.

Table 3.2 provides examples of NCD targets for each of the elements listed in the Global Monitoring Framework, and baselines for those targets.

Table 3.2 Example of setting national NCD targets and establishing baselines for those targets

Global Monitoring Framework element	Baseline	Target 2023	Target 2025
Premature mortality from NCD	25%	15% relative reduction (21.25%)	20% relative reduction (17%)
Alcohol use	15%	5% relative reduction (14.25%)	5% relative reduction (11.4%)
Physical inactivity	32.1%	5% relative reduction (30.5%)	15% relative reduction (28.9%)
Salt/sodium intake	12.8 g/day	20% relative reduction (reduced 2.56 g/day)	10% relative reduction (reduced 1.02g/day from 2011 to 2025 and total reduced 3.58 g/day from 2016 to 2025)
Tobacco use	30%	10% relative reduction (reduced 3%)	20% relative reduction (reduced 5.4 %)
Raised blood pressure	30%	10% relative reduction (3%)	10% relative reduction (2.7%)
Diabetes and obesity	25.5% diabetes 35.0% obesity	Halt the rise in diabetes and obesity	Halt the rise in diabetes and obesity
Drug therapy to prevent CVD	n/a	At least 10%*	At least 15%
Essential medicines and basic technologies to treat major NCDs	60%	70% availability	80% availability

NCD goals, targets and indicators should be developed in collaboration with stakeholders, taking into consideration the national, regional or local context – based on a scientific review of the current situation and trends, and a critical assessment of feasibility. When setting national NCD targets, global and regional NCD targets should be considered alongside current national high-level commitments, recommendations from the situation analysis, national commitments, existing programmes, and the context of the country. A similar process should be followed when setting a provincial or city target.

MSAP DEVELOPMENT ACTION 5: Draw up a framework for action

2.3 Defining strategic action areas and objectives

A comprehensive multisectoral action plan should include a range of strategic areas of action and strategic objectives consistent with global NCD strategies, action plans, and monitoring frameworks.

Strategic action areas

Selecting strategic action areas is key to achieving NCD goals and targets. The following strategic areas and their key components were identified in the *Global strategy for the prevention and control of noncommunicable disease (5)* and the *Global action plan for prevention and control of noncommunicable diseases 2013–2020 (2)*:

— **Governance** for NCD prevention and control, including national NCD leadership, partnership and advocacy for action, in addition to strengthening national capacity for implementation;

— **Reduction of risk factors**, including tobacco use, harmful use of alcohol, unhealthy diet and physical inactivity;

— **Early detection and effective NCD management** through strengthening of primary health care and health systems;

— Promoting high-quality **NCD research**; and

— Enhancing national capacity for NCD **surveillance**.

Strategic objectives

A strategic objective is an action-oriented statement that defines what must be done in order to achieve the strategy. Strategic objectives set the major benchmarks for success and are designed to be measurable, specific and realistic translations of the mission statement that can be used by management to guide decision-making.

Example of strategic objectives

- Strengthen national governance for NCD prevention and control
- Reduce risk factors and promote health
- Improve early detection and effective treatment of people with NCDs or at high risk through a primary care approach
- Strengthen national capacity for surveillance and monitoring
- Promote high-quality research for NCD prevention and control

Strategic objectives of the multisectoral action plan are closely aligned with the strategic action areas, and consist of a number of key components, examples of which are given in Table 3.3.

Table 3.3 Example of strategic areas and objectives, and key components

Strategic area	Strategic objective	Key components of each area
Governance	**To strengthen national governance for NCD prevention and control**	— Advocacy for NCD prevention and control — Coordination and cooperation — National NCD leadership
Reduction of risk factors	**To reduce risk factors and protect health**	— Reduce tobacco use — Reduce alcohol use — Promote a healthy diet — Promote physical activity — Reduce household air pollution — Reduce indoor air pollution — Hepatitis B and HPV vaccinations — Settings including community-based programmes for NCD prevention and control — Mass media campaigns — Technical document guidance — Legislations — Economic measures — Policies — Health service (tobacco cessation) — Capacity building — Others

Management of NCDs	**To improve early detection and effective treatment of NCDs**	— Cardiovascular diseases — Diabetes — Cancer — Chronic respiratory diseases — Palliative care — Strengthen health systems o Improve health workforce knowledge and skills on NCDs o Improve access to safe, affordable and quality essential medicines and technologies for major NCDs o Improve information system for NCD management o Improve health infrastructure — Improve NCD management o Improve early detection of NCDs and their risk factors and provide counselling o Scale up health service coverage for people with NCDs and/or for people at high risk for NCDs o Improve the quality of care and outcome of NCD management o Improve palliative and terminal care for NCDs
Surveillance, monitoring and evaluation	**To strengthen national capacity for surveillance**	— Incorporate NCDs into national health information system — Improve risk factor surveillance, maybe making use of the WHO STEPS approach (see Resources) — Assess national health system response to NCDs — Improve monitoring and evaluation of NCD programmes
NCD research	**To promote high-quality NCD research**	— Develop NCD research activities included in the plan — Strengthen national capacity for NCD research — Improve implementation of the NCD plan through research

MSAP DEVELOPMENT ACTION 6: Identify strategic areas, strategic objectives and key components for your MSAP

Key messages

- Guiding principles need to be agreed on by all relevant stakeholders for all NCD-related plans.
- A framework for action provides a guide for those involved in the development of the multisectoral action plan.
- A vision provides an image of the future.
- A mission is a statement of purpose.
- A goal refers to outcomes that are desired and achievable.
- A target contains a measurable outcome.
- An indicator measures the extent to which planned activities have been conducted and achievement have been made.
- Process and output indicators are measurements of process.
- Outcome and impact indicators are measurements of achievement.
- It is important to establish baseline data so that change can be measurable.
- The NCD Global Monitoring Framework includes 25 indicators and nine voluntary global targets for the prevention and control of noncommunicable diseases.
- Goals, targets and indicators should be developed in collaboration with stakeholders, based on a scientific review of the current situation and trends, and a critical assessment of feasibility.
- A comprehensive multisectoral action plan should include a range of strategic areas and strategic objectives that are consistent with the global NCD strategies, action plans, and monitoring frameworks.
- A strategic objective is an action-oriented statement that defines what must be done in order to achieve the strategy.

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Annex. MSAP DEVELOPMENT ACTIONS

✣ **Download the MSAP template and forms here.**

ACTION 5: Draw up a framework for action

✣ Step 1: Establish a subgroup of stakeholders to collaborate on setting NCD goals, targets and indicators

From the stakeholder group already established while working on Module 2, bring together a subgroup to set NCD goals, targets and indicators.

✣ Step 2: Share information relating to national and international NCD targets and SDG target 3.4 with the group

— See the Resources section.

✣ Step 3: Vision

— Use a collective decision-making process to arrive at a Vision for your framework for action.

— Enter it in the appropriate cell in the MSAP template.

✣ Step 4: Mission

— Use a collective decision-making process to arrive at a Mission for your action framework.

— Enter it in the appropriate cell in the MSAP template.

✣ Step 5: Goal

— Use a collective decision-making process to arrive at a Goal for your action framework.

— Enter it in the appropriate cell in the MSAP template.

✣ Step 7: Baselines and targets

— Download the *Noncommunicable diseases global monitoring framework: indicator definitions and specifications* [https://www.who.int/teams/ncds/surveillance/monitoring-capacity/gmf], and use it as a guide to writing your baselines and targets.

— Research the baseline relevant to your country/province/city for each of the Global Monitoring Framework (GMF) elements listed on Form 3.1 and fill it in.

— Discuss with the group a suitable target for each of the GMF elements, referring to the situation analysis carried out and summarized in ACTION 1, and aligning the NCD targets with SDG target 3.4. (When planning the implementation of your MSAP in Module 4 you will be invited to prioritize some of these targets.) Enter the results of the discussion in Form 3.1.

— After the meeting, copy the agreed information into the MSAP template.

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ACTION 6: Identify strategic action areas and objectives and key components

✣ Step 1: Set strategic objectives

— Work with your group to establish a strategic objective in each of the areas listed in Form 3.2 Setting strategic objectives and key components.

— You may find it helpful to refer to two documents listed in the Resources section of this module: WHO (2008) *2008–2013 Action plan for the global strategy for prevention and control of noncommunicable disease* and WHO (2013) *Global action plan for prevention and control of noncommunicable diseases 2013–2020*.

✣ Step 2: Itemize key components

Work with your group to establish the key components of each strategic objective.

✣ Step 3: Enter the results of the discussions in the MSAP template

This will complete the framework of your multisectoral action plan. In Module 4 you will develop an implementation plan.

CHECKLIST

✣ Use the Checklist available here to make sure you have completed all the necessary steps before moving on to the next module.

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