

# Toolkit

for developing a  
**multisectoral action plan  
for noncommunicable  
diseases**



## Overview



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for developing a

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# 1. Introduction

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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. 1.

**Fig. 1 Structure of the toolkit for developing a multisectoral action plan for noncommunicable diseases**

 <b>Overview</b>	
	<p><b>Module 1</b>    <b>Conducting a comprehensive assessment</b></p> <p>Conducting a comprehensive assessment</p> <ul style="list-style-type: none"> <li>— Sociodemographic and economic information</li> <li>— Magnitude and trends of NCDs and risk factors</li> <li>— Existing strategies, policies, plans and programmes</li> <li>— Compiling a situation analysis</li> </ul>
	<p><b>Module 2</b>    <b>Establishing stakeholder engagement and governance mechanisms</b></p> <p>Establishing stakeholder engagement</p> <ul style="list-style-type: none"> <li>— Identifying stakeholders</li> <li>— Engaging with stakeholders</li> </ul> <p>Establishing a governance mechanism</p>
	<p><b>Module 3</b>    <b>Establishing a framework for action</b></p> <p>The purpose of a framework for action</p> <ul style="list-style-type: none"> <li>— Establishing a vision and mission</li> <li>— Setting NCD goals, targets and indicators</li> <li>— Defining strategic action areas and objectives</li> </ul>
	<p><b>Module 4</b>    <b>Developing an implementation plan</b></p> <p>Developing an implementation matrix</p> <ul style="list-style-type: none"> <li>— Drawing up possible interventions to achieve the strategic objectives</li> <li>— Prioritizing the interventions for implementation</li> <li>— Identifying and prioritizing interventions</li> <li>— Identifying lead and relevant agencies</li> <li>— Establishing a timeframe for implementation</li> <li>— Identifying milestones and outputs</li> <li>— Indicators to measure progress in implementation</li> </ul> <p>Costing the implementation plan</p> <p>Drawing up implementation strategies</p> <p>Validating and disseminating the implementation plan</p> <p>Financing the implementation</p>
	<p><b>Module 5</b>    <b>Evaluating the implementation of a multisectoral action plan</b></p> <p>Stakeholder involvement</p> <p>Evaluation design and methods</p> <ul style="list-style-type: none"> <li>— Identifying the evaluation focus</li> <li>— Developing evaluation questions</li> <li>— Identifying indicators</li> <li>— Setting up the evaluation</li> <li>— Identifying data sources and collection method</li> </ul> <p>Analysing and interpreting data</p> <ul style="list-style-type: none"> <li>— Data management</li> <li>— Analysing data</li> <li>— Arriving at an evaluation</li> <li>— Drafting a report</li> </ul> <p>Communicating findings and utilizing results</p> <ul style="list-style-type: none"> <li>— Disseminating the findings</li> <li>— Utilizing the results of evaluation</li> </ul>

## 2. Applying a programme theory and logic model

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A programme theory can be a very useful way of bringing together existing evidence about a programme and clarifying where there is agreement and disagreement about how the programme is understood to work and where there are gaps in the evidence. It can also be used to provide a conceptual framework for the evaluation of the programme's implementation. The programme theory can be represented as a diagram (a logic model) to guide the development, implementation and evaluation of a programme or action plan.

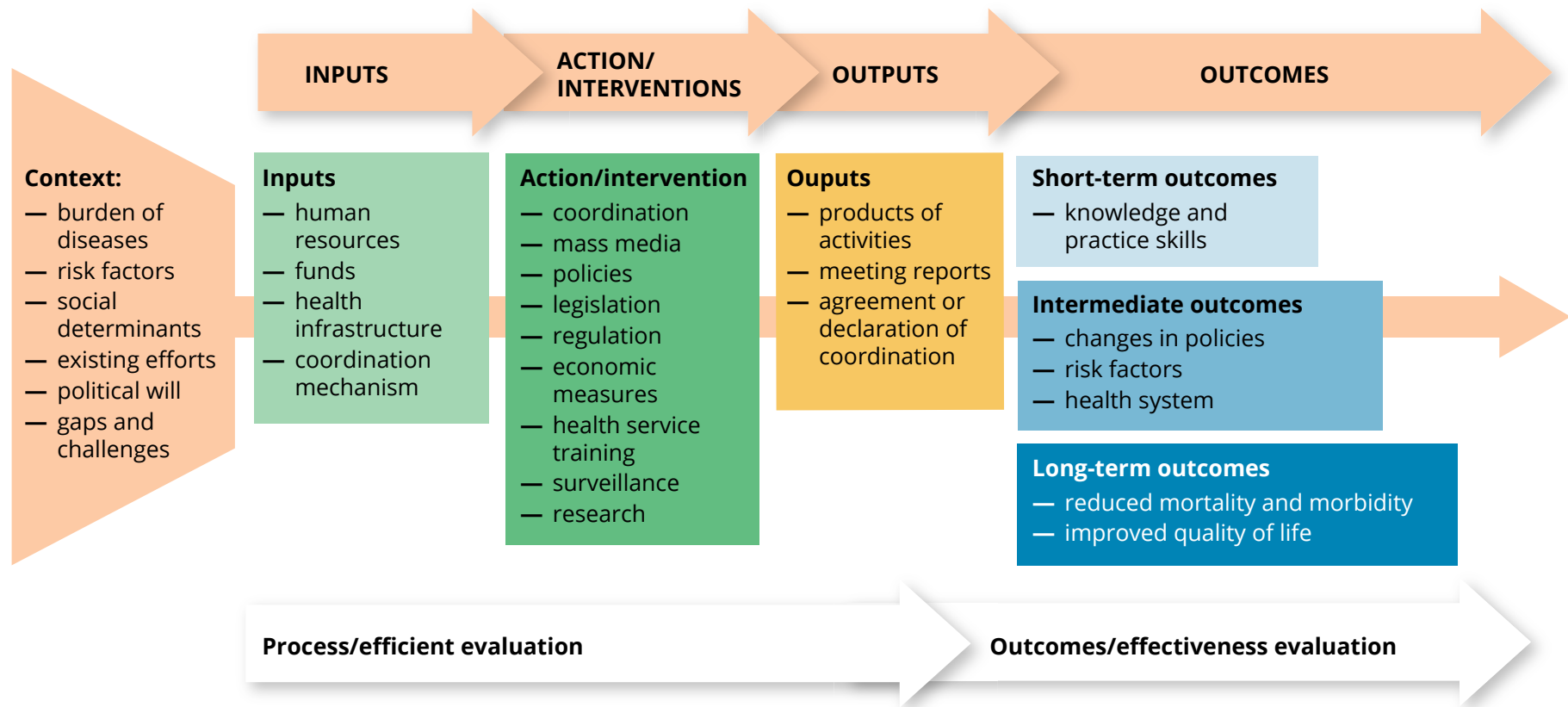
A logic model provides a visual representation of the hierarchy of strategic, intermediate and internal operating outcomes. A logic model was developed for the multisectoral action plan (MSAP) for NCDs as a tool with which public health planners and managers could monitor the efficiency and effectiveness of the plan.

The logic model (Fig. 2) describes logical linkages among NCD resources, activities, outputs, audiences, and short-, intermediate-, and long-term outcomes related to a specific NCD or risk factor – a systematic approach to communicating the path toward a desired result. Furthermore, the model helps to identify partnerships that are critical to enhancing the performance of the plan. Once a multisectoral action plan has been described in terms of the logic model, critical measures of performance can be identified.

A logic model for the multisectoral action plan for NCDs should answer the following questions:

- What is the context of the NCDs and of the goals to address them, which might affect the outcome (e.g. history of efforts to prevent and control NCDs, broad cultural and environmental factors, political situation economic conditions)?
- What resources are invested in the NCD plan or intervention (input), which include financial, personnel and in-kind resources?
- What process will cover the inputs and series of actions/interventions, carried out in order to achieve the desired results?
- What are the direct, tangible results or products of the plan's actions (e.g. number of people trained, or activities conducted)?
- What are the desired results of the plan, categorized as short-term, intermediate, or long-term outcomes?

**Fig. 2 Illustrative logic model for development, implementation and evaluation of a multisectoral action plan**



### 3. Using the toolkit

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The toolkit should be used in accordance with capability and need, taking note of some general guidelines.

- **Adopt when practical** – You can avoid “reinventing the wheel” and save valuable resources by using the template, forms and examples provided to develop, implement and evaluate a multisectoral action plan for NCDs.
- **Adapt as needed** – This toolkit is not intended to be a prescriptive resource. The tools it provides should be modified as needed to best align with the context and needs of the user.
- **Be flexible** – Although this toolkit presents information on how to develop, implement and evaluate a multisectoral action plan in a series of steps, it is important to remember that using the toolkit is not necessarily a linear process.

The toolkit can be used in a number of contexts:

- **For training and technical assistance** – The toolkit has been used in workshops and training programmes, ongoing consultations for development, and implementation and evaluation of multisectoral action plans for NCDs in various countries. The use of the toolkit has been welcomed by workshop participants and other users.
- **To help build capacity for NCD prevention and control** – These resources support capacity-building among large numbers of community members and practitioners engaged in this work.

The toolkit has been created and tested by teams developing and implementing a national multisectoral action plan for NCD prevention and control. It is intended to be a living document that is revised with experience and new developments. It attempts to strike a balance between providing a general overview of the process with clear “how to” guidance at the same time as meeting requirements to define a strategic agenda and implement an operational plan.

#### Main elements of the toolkit

This toolkit guides the user through the steps of creating a multisectoral action plan. These steps include comprehensive assessment, engaging with stakeholders, reframing the NCD agenda, developing an implementation plan, and evaluating the plan. Through the MSAP DEVELOPMENT ACTIONS included in the annexes of the modules, the user will compile their own multisectoral action plan for NCDs as they work through the modules.

#### *Module 1. Conducting a comprehensive assessment*

Before a multisectoral action plan can be developed, some essential groundwork needs to be done to establish a good understanding of the population health needs, the prevailing risks, and the context within which the plan will be applied.

A situation analysis is required in order to gather information about the specifics of the NCD burden in a particular area, as well as the nature and extent of any activities already in place to deal with the problem. This will help countries, regions, provinces or cities looking to create a multisectoral action plan to align with the global commitments on targeting the four major NCDs and their determinants. This module guides the user through the process of compiling information and constructing a situation analysis, which is a critical component of any policy, plan and programme designed to address NCD prevention and control.

### *Module 2. Establishing stakeholder engagement and governance mechanisms*

The involvement of a broad range of stakeholders in the planning process is critical to promoting multisectoral action for NCD prevention and control. This module provides the necessary tools and further resources to guide the user through the process of working with a team to identify stakeholders, assessing their relative importance, and analysing their potential role in the plan. Which stakeholders are engaged, how many there are, and the most successful methods of engagement will depend on the type of policy or programme, as it is well recognized that a national, regional or local response to NCDs cannot come from the health sector alone.

### *Module 3. Establishing a framework for action*

This module outlines a framework for action on NCD prevention and control which brings together the key elements of a multisectoral action plan: the vision, mission, and goal, the NCD targets and baseline measurements, the strategic areas and strategic objectives. The user is encouraged to work through a series of MSAP DEVELOPMENT ACTIONS and to use forms that are available to download to create the framework for their own plan.

### *Module 4. Developing an implementation plan*

This module provides guidance on implementing the multisectoral action plan. Through a series of MSAP DEVELOPMENT ACTIONS, an implementation plan is developed by a team, using multi-voting and scoring techniques to arrive at a series of priority interventions. An implementation matrix is developed, detailing how the priority interventions are to be achieved: activities, responsible leads and the timeframes they are working within, milestones and outputs to be attained, and the indicators with which to measure attainment. A costing sheet is provided for detailing the resources required. The user is also encouraged to develop strategies for implementation.

### *Module 5. Evaluating the implementation of a multisectoral action plan*

This module provides detailed guidance on how to evaluate implementation of the plan, which should be done on a regular basis to discern whether the plan is reaching its goal, achieving its outcomes and if it is doing so in an efficient manner. A well-designed evaluation approach

can serve to motivate stakeholders and enhance national and local advocacy efforts. How this is to be achieved is an important final part of the plan.

### *Template and forms to download*

A Word document containing a template multisectoral action plan for NCDs, plus forms for capturing the results of the MSAP DEVELOPMENT ACTIONS is available to download [here](#).

### *Checklist*

A checklist, available to download [here](#), provides a list of the key components covered in the MSAP DEVELOPMENT ACTIONS, and recommended for inclusion in a multisectoral action plan for NCDs. The user can use this checklist to assess whether their plan includes all the components necessary to ensure that it is sufficiently comprehensive.



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