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EU-Luxemburg-WHO Universal Health Coverage Partnership:  
Supporting policy dialogue on national health policies, strategies and  
plans and universal coverage

Year 2 Report

Jan. 2013 -- Dec. 2013

[Version August 2014]

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LE GOUVERNEMENT  
DU GRAND-DUCHÉ DE LUXEMBOURG



Country: Timor-Leste

EU-LUX-WHO Universal Health Coverage Partnership

Date: 3/03/2014

Prepared by: WHO CO Timor Leste

Reporting Period: 2013

**Main activities as planned in the Road Map.**

A road map agreed upon by all partners for the 3 year programme running from 2013 and 2015 outlines four priority areas for policy dialogue:

1. National Policy formulation and implementation; community participation, inter-sectorial coordination and harmonization/alignment of international cooperation for health
  - a. Strengthen National Health Sector Coordination to ensure role clarity and coordination among development partners and relevant government counterparts
  - b. Support finalization and implementation of Code of Conduct for effective coordination between development partners and MoH.
  - c. Strengthen capacity of MoH to engage in inter-sectorial collaboration for health with focus on Malnutrition and Maternal Mortality
  - d. Support development of consolidated Health Sector Annual Operational Planning, Costing and Budgeting
  - e. Strengthen MoH capacity in development of M&E Plans, including support to conduct Joint Annual Health Sector Reviews
  - f. Support MoH to develop the HMIS Strategic Plan and strengthen capacity of HMIS department for data management and analysis
  - g. Support MoH to develop rules and regulation of Private Sector and Public-Private Partnerships
  
2. Health Systems Financing for Universal Coverage
  - a. Support health financing situation analysis and strategy development
  - b. Capacity strengthening in Health Systems Financing
  - c. Support establishment of National Health Accounts
  
3. Supply and use of medication
  - a. Support MoH in establishing Drug Regulatory Authority; Drug and Therapeutic Committees; Promoting monitoring and rational use of drugs
  
4. Human Resources for Health (HRH)
  - a. Support Development of HRH profile and Medium term health workforce development plan which is in line with an integrated service delivery approach
  - b. Support MoH in formulation of code of medical ethics and establishing health profession councils
  - c. Support capacity building of faculty of Institute of Health Sciences (INS) for curriculum development and in-service training for both clinical services and leadership and

management skills

#### Main activities achieved and progress made:

*Please estimate approximate percentage of achievement for each roadmap activity.*

*Please note which activities were undertaken with the technical support of WCO (potentially in collaboration with existing initiatives of UN agencies, NGOs etc)*

*Please describe expected outcomes, targets and specify partners*

*What are some concrete and visible outputs of policy dialogue? (ex: annual review report, key policy changes that may be under way as a result of the processes described; has there been or will there be any likely improvement in service delivery outputs?)*

*What are some concrete and visible outputs of other activities (linked to policy dialogue)?*

All activities for year 2013 were undertaken as planned. These involved collaboration with development partners including UN agencies, bilateral agencies and several ministries.

Under the overall guidance of the WHO Representative, the Health Policy Advisor at the WHO Country Office Timor-Leste provided and coordinated technical support to the Ministry of Health to implement activities agreed in the road map. This was done in close collaboration with colleagues from WHO Country Office Timor-Leste, WHO Regional Office for South-East Asia, New Delhi, India and WHO Headquarters in Geneva.

#### 1. **National Policy formulation and implementation; community participation, inter-sectoral coordination and harmonization / alignment for international cooperation for health**

##### **National Health Sector Coordination**

National Health Sector Coordination was strengthened to ensure role clarity and coordination among development partners and relevant government counterparts. WHO Country Office Timor-Leste co-chairs the development partner's forum meetings with the Australian Embassy in order to coordinate partner support to Ministry of Health. During 2013, eight development partner meetings were held. WHO also supported Ministry of Health to conduct the National Health Sector Coordination Committee Meeting. One such meeting was held in 2013 with further meetings planned for 2014.

##### **Manual of Procedures for Partnership and Governance**

Technical support was provided by WHO to develop a Manual of Procedures for Partnership Governance. The manual presents definitions, concepts, procedures, instruments and documents required for establishing and developing partnerships. It also defines the nature of partnerships the Ministry of Health can establish. This is a guide for existing and potential partners of Ministry of Health. This document was also translated into Portuguese, one of the national languages.

### **Partnerships Framework Agreement (Code of Conduct)**

Technical support was provided by WHO to develop the “Partnership Framework Agreement.” The key objectives of the agreement are to:

- a) Pursue the common vision for health sector development as set out in the National Health Sector Strategic Plan (2011-2030);
- b) Decide on priorities and best allocation of resources to achieve the defined priorities;
- c) Improve the efficiency and accountability of resource use;
- d) Rationalize and harmonize the allocation of all assistance and investments in the sector; and
- e) Be actively led by the Ministry of Health in a transparent and effective manner.

### **Inter-sectoral collaboration for health with focus on Malnutrition and Maternal Mortality**

In partnership with UNICEF and UNFPA, WHO facilitated multi-stakeholder consultations for development of a comprehensive Reproductive, Maternal, Newborn, Child and Adolescent Health Strategy 2014-2018.

WHO supported translation of Food-based Dietary Guidelines into Tetum, the national language for effective discussions amongst multi-sectoral stakeholders.

### **National Strategy Development**

In order to better align Ministry of Health disease prevention strategies to the National Health Sector Strategic Plan, WHO provided technical support for development of the following strategies and plans.

1. National Strategy for the Prevention and Control of Non-communicable Diseases (NCDs), Injuries, Disabilities and Care of the Elderly & NCD National Action Plan 2014-2018
2. Reproductive Maternal Newborn Child and Adolescent Health (RMNCAH) Strategy 2014-2018
3. National Strategy and Action Plan for School Health (2014-2018)

### **Planning and Budgeting Guidelines**

WHO is providing technical support to the Ministry of Health to develop planning and budgeting guidelines. These planning guidelines will reflect the overall NHSSP objective to ensure a central Ministry of Health role as a policy maker and regulator of the health system, with the district taking on the implementation role of planning, supervising, coordination and monitoring and evaluation of service provision in response to national priorities and community needs.

These planning and budgeting guidelines are built on existing policies and procedures, in particular, financial management procedures and monitoring and evaluation guidelines of the Ministry of Health. The manual covers the following areas:

- i) Overview of Planning and Budgeting System
- ii) National Health Sector Planning
- iii) Hospital Health Planning
- iv) District Health Planning
- v) Community Health Centre and Suco Health Planning

The manual will be finalized in 2014.

### **Development of Annual Health Sector Plans**

WHO, in collaboration with other partners, supported the Directorate of Policy, Planning and Co-operation to develop the 2014 annual plan of the Ministry of Health. A workshop on use of Excel spreadsheets for planning was organized for the staff of the Directorate of Policy, Planning and Co-operation.

### **Capacity Building for Integrated Micro-planning and Community Mobilization**

A two-day orientation workshop on micro-planning and community mobilization tools was held in November 2013 with WHO support. The meeting was held in order to orient staff from the Ministry of Health, District Health Services and Community Health Centres on micro-planning and community mobilization tools. At the workshop, USAID supported projects- “Imunizasaun Proteje Labarik” (IPL) and HADIAK; NGOs; UNICEF and WHO; and several departments of Ministry of Health shared experiences on micro-planning and community mobilization approaches.

### **Monitoring and Evaluation Workshops**

WHO provided additional technical support in development and finalization of the Monitoring and Evaluation Framework. This activity of Ministry of Health has been primarily supported by the National Health Sector Strategic Plan – Support Project (World Bank, Australia, European Union).

WHO collaborated with the National Health Sector Strategic Plan – Support Project to conduct three Monitoring and Evaluation workshops. These were organized by the Directorate of Planning, Policy & Cooperation, Ministry of Health, Timor-Leste between June and August 2013 at the Institute of National Health Sciences. The first five day workshop was inaugurated by the Minister for Health, H.E. Dr. Sergio G.C. Lobo, SpB on June 24th 2013.

The objectives of the workshops were to:

- i) Understand & apply principles of Monitoring & Evaluation (M&E) in order to facilitate increased efficiency and effectiveness.
- ii) Contribute to the progress of health status by using the appropriate M&E tools
- iii) Develop the M&E framework for their respective departments/programs in assistance from Department of Planning Monitoring & Evaluation (DPME).

Participants from various departments across the Ministry of Health were in attendance including:

Nutrition, Health promotion, Communicable diseases, Non- communicable diseases, Pharmacy, HMIS, Department of Monitoring & Evaluation, Ethics & Research, Hospital services, and Dental, District Health Managers, Health Management Information System Officers and Department of Planning Policy and Cooperation.

## 2. Health System Financing for Universal Health Coverage

### Health Financing Situation Analysis

WHO conducted a health financing situation analysis in Timor-Leste. The aspects covered by the situation analysis included: systems and sources of revenue; trends in expenditures on Health; analysis of the coverage of the population; health policy and strategy responses. In summary, despite significant efforts directed at rebuilding the health sector since independence, the country is confronted by major health challenges.

These include persisting high maternal mortality ratio, high incidence of communicable and vector borne diseases, and limited system capacity to reach a significant proportion of the population residing in rural and remote areas. Stagnant immunization rates, high malnutrition rates, and high maternal mortality point to the need for sustained national and international investment in primary health care, community health and district management capacity development, to ensure there is health system capacity to provide universal health coverage.

Additional efforts will be required in the coming years to strengthen district planning and health management systems, and explore more innovative service delivery models to reach currently unreached populations. Research is required for understanding demand side barriers, in order to overcome barriers to health services access.

### National Health Accounts

WHO provided support for development of a road map for institutionalizing National Health Accounts in Timor-Leste. As part of this initiative, the Ministry of Health organized the first multi-stakeholder workshop on National Health Accounts (NHA) from October 17th–18th 2013, with technical support from WHO.

The objectives of the workshop were to foster understanding of the key concepts related to National Health Accounts including:

- i) the strengths and limitations of National Health Accounts;
- ii) National Health Accounts matrices;
- iii) the relevance of National Health Accounts;
- iv) implementation issues for National Health Accounts in Timor-Leste and
- v) to identify the way forward.

Representatives from the Ministry of Health, Ministry of Finance, development partners (WHO, USAID) private sector and insurance companies took part in the workshop.

Following the National Health Accounts Workshop, government and development partner representatives were informed about the outcomes of the workshop and the proposed NHA roadmap. The meeting was held in order to identify ways for development partners to collaborate further with Ministry of Health on the planning of National Health Accounts. Representatives from Ministry of Health, AusAID UNICEF, USAID, UNFPA, World Bank and Marie Stopes International were present.

In addition, one staff each from the Department of Finance and Procurement, Ministry of Health and the Directorate of National Statistics, Ministry of Finance were sent for a three week training on National Health Accounts to the Public Health Foundation of India. The first National Health Accounts report is under preparation and will be finalized in 2014.

### **3. Supply and use of medication**

#### **Assessment of the regulatory system for pharmaceutical products in Timor-Leste**

WHO provided support for this assessment. The two key components were: an assessment of the national medicines regulatory system; and the drafting of an institutional development plan for the Department of Pharmacy, Ministry of Health. The assessment included:

- (a) Required amendments of current legislation;
- (b) Developing a quality management system (QMS) for the Drug Regulatory Authority;
- (c) Developing Standard Operating Procedures (SOPs) for function of the Drug Regulatory Authority;
- (d) Develop Human Resources: staff requirements and training plan and training curriculum
- (e) Recommendations related to infrastructure of the Drug Regulatory Authority;
- (f) Required equipment for Drug Regulatory Authority; and
- (g) Recommendations for the way forward.

The assessment identified the need to strengthen all aspects of the regulatory system and highlighted the need to address the issue of a lack of human resources.

The findings of this assessment were presented by the National Director of Pharmacy to the Council of Directors of the Ministry of Health in October 2013.

### **4. Human Resources for Health (HRH)**

WHO provided support for two officials from Department of Ethics and Quality Control to attend the 5th Technical Meeting and 2nd Meeting of Executive Committee of the Medical Councils Network of the WHO South-East Asia Region, Bangkok, Thailand, August 12-14th 2013.

Please explain any changes in circumstances or programme implementation challenges encountered affecting the original plan:

Please provide information on activities eliminated, changed, added or postponed. Please list them and provide the reasons for each of them (obstacles encountered, remedial measures taken,...).

All activities were implemented as per the Road Map.

Additional support provided by the Health Policy Advisor to the Ministry of Health that is not part of the Road Map included:

1. Day-to-day technical support to Honorable Minister of Health and Directorate of Policy, Planning and Cooperation.
  - a. Developed the following briefs for Hon Minister of Health:
  - b. Public Health
  - c. Public vs Private Health Care Providers
  - d. ASEAN and Implications on Health Sector of Timor-Leste
2. Provide technical support to the Ministry of Health during parliamentary and budgetary sessions.
3. Technical briefings to the senior officials of the Ministry of Health attending the meetings of the governing bodies of WHO (Programme, Budget and Administration Committee of the Executive Board; Executive Board; World Health Assembly and Regional Committee for South-East Asia).
4. Technical briefings and presentations to the Ministry of Health officials, attending regional meetings such as on planning, finance, NCDs, Aging, Injuries and Road Safety etc.
5. Provided technical briefing on health issues to specialist Parliamentary Committee F (Comissão F: Saúde, Educação, Cultura, Veteranos e Igualdade de Género) in collaboration with UNDP.
6. Support to the Ministry of Health to revise the GAVI Health Systems Strengthening Proposal to line with the revised start date of funding.
7. Support to Ministry of Health to draft the proposal for the "National Survey for Non-Communicable Disease Risk Factors and Injuries Using WHO STEPS approach in Timor-Leste in 2014."
8. Support to Ministry of Health to submit proposal to Asian Development Bank on "Pilot Project to Improve Civil Registration and Vital Statistics (CRVS) system in Bobonaro District of Timor-Leste using Technological Innovations.

**Proposed modifications to Programme Road Map resulting from changes above:**

If the changes above have implications for future work, please attach the new roadmap to this report and confirm that the changes have been discussed with the MoH and EU delegation.

Not applicable

**Lessons learned:**

Please describe the principal lessons learned during the first year of implementation of the Policy Dialogue Programme:

1. **The development of the Road Map should be a consultative process:** The Road Map for



the three year Programme under the EU-WHO Universal Health Coverage Partnership was developed in consultation with senior Ministry of Health officials from several MoH departments and other key stakeholders.

2. **Regular Updates should be Provided for Coordination:** Update of activities was regularly presented in various forums. MoH officials were regularly updated at the Council of Directors meeting, a weekly MoH meeting to improve inter-departmental coordination. Development partners were updated in Health Development Partners meetings and National Health Sector Coordination meetings. Regular feedback was provided to the local EU office. This resulted in improved coordination and collaboration.
3. **Coordination within WHO:** It was ensured that there was coordination between WHO Country Office, Regional Office and the Head Quarters for provision of coordinated support.

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#### Road Map and timeline for 2014:

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*Please list here the work plan activities as well as the time frame for those activities for the calendar year 2014*

#### **I. National Policy formulation and implementation; community participation, inter-sectoral coordination and harmonization / alignment for international cooperation for health**

Strengthened National Health Sector Coordination to ensure role clarity and coordination among development partners and relevant government counterparts

Manual of Procedures for Partnership and Governance

Technical support was provided by WHO to develop a Manual of Procedures for Partnership Governance.

Partnerships Framework Agreement (Code of Conduct)

Technical support was provided by WHO to develop the "Partnership Framework Agreement."

Promoted inter-sectoral collaboration for health with focus on Malnutrition and Maternal Mortality

National Strategy Development: WHO provided technical support for development of the following strategies and plans: 1. National Strategy for the Prevention and Control of Non-communicable Diseases (NCDs), Injuries, Disabilities and Care of the Elderly & NCD National Action Plan 2014-2018; 2. Reproductive Maternal Newborn Child and Adolescent Health (RMNCAH) Strategy 2014-2018; 3. National Strategy and Action Plan for School Health (2014-2018)

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**Development of Annual Health Sector Plans:** WHO, in collaboration with other partners, supported

the Directorate of Policy, Planning and Co-operation to develop the 2014 annual plan of the Ministry of Health

**Capacity Building for Integrated Micro-planning and Community Mobilization:** A two-day orientation workshop on micro-planning and community mobilization tools was held in November 2013 with WHO support

**Monitoring and Evaluation Workshops:** WHO provided additional technical support in development and finalization of the Monitoring and Evaluation Framework. This activity of Ministry of Health has been primarily supported by the National Health Sector Strategic Plan – Support Project (World Bank, Australia, European Union).

## **II. Health System Financing for Universal Health Coverage**

### **Health Financing Situation Analysis**

**National Health Accounts :** WHO provided support for development of a road map for institutionalizing National Health Accounts in Timor-Leste

## **III. Supply and use of medication**

Assessment of the regulatory system for pharmaceutical products in Timor-Leste

WHO provided support for this assessment. The two key components were: an assessment of the national medicines regulatory system; and the drafting of an institutional development plan for the Department of Pharmacy, Ministry of Health

## **IV. Human Resources for Health (HRH)**

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## **Visibility and communication**

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*Please give a short overview of visibility and communication events that took place and attach evidence (scanned newspapers, pictures, brochure,...). Please describe how communication of programme results to the public has been ensured*

To raise visibility of EU-WHO Policy Dialogue Programme for NHSPS and UHC the WHO website on EU-WHO Policy Dialogue is regularly updated. Social publicity tools such as media and press releases are also used.

The development partner forums also serve as platforms for raising publicity of the EU-WHO Policy Dialogue Programme.

A Brochure on EU-WHO Universal Health Coverage Partnership in Timor Leste 2013-2015 has been developed and widely disseminated at all levels: MoH, WHO, Development Partners, EU (attached file and pictures)

**Preliminary impact assessment:**

*Please explain to which extent country level activities have already contributed towards achieving the overall programme objectives. Please demonstrate how WHO strengthened its role as facilitator/ convener of policy dialogue and contributed, through its sector expertise, to improved UHC (in its three dimensions) at country level. Where possible, please use short stories /field voices box / quotes (MoH, district level officials, health workers etc) / press releases to illustrate the impact and added value of the programme and WHO action in the policy dialogue process.*

The visibility of the EU-WHO Policy Dialogue Programme at the highest level is reflected in the discussions led by the Hon Minister of Health, H.E. Dr. Sergio G.C. Lobo, SpB, during the “Sixty-sixth Session of the Regional Committee” held from 11th – 13th September 2013, at the WHO South-East Asia Regional Office in New Delhi. The WHO South-East Regional Committee is composed of representatives of the Member States and Associate Members in the Region. Subject to the general authority of the Director-General of the Organization, the Regional Office is the administrative organ of the Regional Committee. In addition, it carries out the decisions of the Health Assembly and of the Executive Board within the Region. At this meeting officials from the Ministry of Health made interventions on various topics on the agenda, while referring to the support being provided through the EU-WHO Universal Health Coverage Partnership.

During the discussion of agenda item 4, Technical discussions on Universal Health Coverage (UHC) Hon. Minister of Health stated “Timor-Leste is now focusing. During the discussion of agenda item 4, Technical discussions on Universal Health Coverage (UHC) Hon. Minister of Health stated “Timor-Leste is now focusing on health systems strengthening to ensure universal access to promotive, preventive, curative and rehabilitative health services. This requires development and implementation of robust national health policies, strategies and plans. Ministry of Health through the support of ‘EU-WHO Universal Health Coverage Partnership’ will ensure that international and national stakeholders are increasingly aligned around National Health Sector Strategic Plan and adhere to other aid effectiveness principles. It will also focus on improvement of technical and institutional capacities for policy, planning and health financing.”

Towards strengthening UHC following initiatives were undertaken:

- 1. National Policy formulation and implementation; community participation, inter-sectoral coordination and harmonization / alignment for international cooperation for health**

**Strengthened National Health Sector Coordination to ensure role clarity and coordination among development partners and relevant government counterparts**

## **Manual of Procedures for Partnership and Governance**

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