A meeting was held on January 26, 1984, to establish a PHN Staff Training Steering Committee and discuss its responsibilities and program of work. In attendance were Stephen Denning, Cynthia Gilley, Karen Hall (for Jeremy Warford), Ishrat Husain, Bernard Masters, Anthony Measham, John North, and Emmerich Schebeck. Alan Berg and K. Kanagaratnam were invited but were unable to attend.

Establishment of Steering Committee
2. After some discussion of the Committee having a cross section of expertise in health economics, public health, and population, and of length of service with the Bank, the following staff members were designated:

  - PRU: Karen Hall, (David de Ferranti, alternate)
  - Div. I: Huw Jones and/or Nydia Maraviglia, (Howard Barnum, alternate)
  - Div. II: David Radel, (Andre Prost, alternate)
  - Div. III: Jean Pillet, (William McGreevey, alternate)

These staff members, together with the sectoral advisors, a representative from the Staff Training Division, and Ishrat Husain to serve as chairperson, will compose the PHN Staff Training Steering Committee.

Objective and Responsibilities of the Steering Committee
3. It was agreed that the objective of the Steering Committee is to establish a three to five year training policy for the Department and guide the implementation of that policy. The Committee is to focus on training needs for all PHN staff. The Committee will first focus on the training needs of professional and assistant level staff; training needs for support staff will be explored by the end of this year.

4. It was agreed that the Committee will have the following responsibilities:
   (a) Establishing a training policy for the Department;
   (b) Setting priorities for training activities;
   (c) Proposing 3 - 5 year training programs:
(d) Determining course objectives and target groups;

(e) Collaborating on the preparation of annual training calendars;

(f) Nominating members to and participating in working groups to organize specific courses:

(g) Reviewing the content of proposed training programs to ensure that identified needs will be met;

(h) Evaluating the results of training activities; and

(i) Recommending to the Department Director follow-up to training activities, modifications to training programs, and external training opportunities likely to enhance the quality of training for staff members.

5. It was agreed that the Committee could coordinate the selection of topics for presentation by staff members in specialized departmental meetings.

Needs Assessment

6. It was agreed that the training objectives of the Department should be linked to the needs assessment. The format of the assessment should complement the staff profile of the Performance Planning and Review system. Bernard Masters suggested three options for undertaking the needs assessment:

(a) The PHN Department undertakes the needs assessment;

(b) The Personnel Management Department provides assistance and technical expertise to undertake the assessment; or

(c) An external consultant is commissioned to undertake the assessment.

7. Donald P. Warwick of the Harvard Institute for International Development has carried out other such assessments for the Bank. The Personnel Management Department has a file of four or five other individuals who have done needs assessments. Cynthia Gilley agreed to explore the availability of consultants and the resources of the PHN and PMD Departments to finance the assessment.

Initial Program of Work

8. The Committee's initial program of work would be to provide for a training needs assessment, to determine priority training programs, and to conduct one or two training courses in FY85.
Preparations for Next Meeting

9. Cynthia Gilley agreed to circulate summaries of other departmental needs assessments, to research the Bank courses that PHN staff have attended, and to gather information on outside courses that may be of interest. The next meeting of the Steering Committee will be scheduled at the end of February 1984.

Distribution
J. North, PHN; K. Kanagaratnam, PHN; A. Berg, PHN; A. Measham, PHN; J. Warford, PHN/PRU; K. Hall, PHN/PRU; E. Schebeck, PHND1; I. Husain, PHND2; S. Denning, PHND3; B. Masters, PMDTD

CG
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**REMARKS:**

SUMMARY TO PHN SEMINAR

**FROM:**

John Nellis

**ROOM NO.:**

**EXTENSION:**

76848
6.1.84

Presentation to PHN Management Seminar - J. R. Nellis

Summary Session

1. Two prefatory comments:

- I am doubly an outsider, in that I am from outside the Bank, and I am not at all an expert in population/health/nutrition matters. My personal, field experience has been in the related but distinctly different fields of agricultural and rural development, and local government organization and reform.

- Secondly, what I have to offer you is not a paper prepared in advance of the seminar; these are but reflections and observations derived from the readings and discussions of the seminar, formulated in the last three days.

2. Let me begin with a few comments on the concept of management. Despite Mr. De Geyndt's heroic effort to provide us with a unified terminology, I fear that you have been given far too many, and frequently conflicting statements on and partial definitions of management. You have been told that it is an art, a science, a profession, that it is "reflection in action," (in the words of the keynote speaker, Professor Donald Schon) that it is of all-embracing importance, that it is of limited or no relevance, that it is indefinable yet somehow we all recognize it when it is done well, that management is indistinguishable from general planning, and that management is only salient when discussing implementation. I doubt that this is a complete listing of all the ways the term has been used in the past three-and-a-half days. And it is therefore not surprising that such a plethora of statements has led to considerable confusion.
3. I wish that I could eliminate this confusion. But I cannot; I can only say that it is unavoidable. There are large portions of the field of management that are experiential, qualitative, "soft," and somewhat anecdotal and proverbial. I must confirm your suspicion that there is nothing in management theory approximating the rigor and elegance of cost/price theory and the body of reasoning found in micro-economics. The fact is that the study of management does not now and probably never will yield universally applicable laws. This is simply the fact. But I hope to persuade you that the study of management does, nonetheless, yield more than anecdotes and proverbs. I believe that it offers much more than that. I would like therefore to try to convince you of the utility of what management reasoning has to offer.

4. Thus, and more specifically, I have two objectives. First—to review briefly what some recent writings have had to say about the design and organization of programs and projects aimed at developmental behavior change—or the diffusion of innovations—in LDCs. Second—to contrast the principles and guidelines offered in this literature to several of the key themes which have surfaced in the course of the workshop.

5. The literature¹ says that the main cause of all-too-numerous management and implementation difficulties is that beneficiary populations have generally been forced into inappropriate, preassigned "locations in

¹ This is a simple way of referring to a growing body of writings, not all of which is in agreement. I particularly recommend Robert Chambers, Managing Rural Development (1974), Robert Chambers, Rural Development: Putting the Last First (1983), Bruce Johnston and William Clark, Redesigning Rural Development (1982), especially Chapters 4—"Consumption Oriented Programs: Nutrition, Health and Family Planning"—and 5—"Organization Programs: Institutional Structures and Managerial Procedures."
national planners' social blueprints.\textsuperscript{2} The assertion is that this blueprint approach is fundamentally incorrect. It is invariably done from afar, by officials who consistently substitute what they find desirable for what is actually possible. What should be done is to stand existing procedures on their heads, and start with a triad of more reasonable ideas. These are:

a. offer a simple, limited, specific package of benefits or services, which
b. is desired by a specific and definable recipient group, and
c. which a specific resource-holding segment of the larger society is willing and able to allocate.

6. The literature takes a fair amount of time and reasoning to reach this point. The sections describing the faulty nature of the blueprint approach are richly detailed; as Robert Chambers has noted, academic observers are much better at pointing out the flaws of a program than they are at offering clear and constructive alternatives.

7. Still, by adopting this view, we are led logically to consider some very practical questions. For example, how many benefitting people or families can be reached by each individual field worker at the lowest level of the organization, the point where the worker deals directly with the beneficiary population? The literature has something concrete to say about this.

- in agricultural extension, most effective results occur when between 300 and 500 families are served by a single agent. (Note

\textsuperscript{2} Johnston and Clark, p. 205. The following literature review depends heavily on this excellent book.
that these agents work through a smaller, filtering group of leaders or model farmers, usually about 50 in number.)

- in population/health/nutrition programs, the figures on agent/population ratios are much less firm. One source suggests 200 families per agent as optimal.

These statements give rise to some simple corollaries:
- the more complex the benefit package, the fewer the number of families that can be served by one agent.
- the more involvement that is required of local supporting organizations, the fewer the number of families that can be served by one agent.

For example, the literature states that in irrigation work, which frequently requires complex water-sharing arrangements, a maximum number of families served by one agent is 80.

8. A second practical question of scale is, how many low level agents can be supervised by one superior? It would seem that the world over, from industrialized to developing countries, from region to region, from work area to work area, the number varies only between four and twelve, with six and eight being the most common choices.

9. Admittedly, these are worthwhile but hardly powerful insights. However, the literature, examining empirical materials derived from examination of a large number of cases in Asia and Africa (the literature is weak on Latin America), goes beyond questions of scale and span of control. For example, it states that programs and projects which succeed tend to have authority structures which are mixtures of hierarchy and bargaining. That is, successful operations appear to be those in which broad guidelines coming down from above are subject to considerable "filling in," or even
major modification, after discussion, bargaining and compromise at the
district level. In this view, national ministries and organizations
still put forward programs they want to see adopted and that they are
willing to support. District level organizations and officials,
sometimes in consultation with the local population, sometimes not,
counter with ideas and proposals for benefit packages which are feasible
and desirable from the perspective of villagers and local level staff.
The resulting format does not make for neat organization charts. The
system obviously contains a good potential for conflict. It needs
constant supervision from senior officials and involved donor agency
personnel. And yet it appears to work, as the example of the agri-
cultural extension service in Kenya indicates.

10. On the subject of structure, then, the literature says—start by concentrating
existing resources on small, simple programs. Expand these only as
experience, success and relaxed constraints warrant.

- The literature says: a single worker or agent is generally capable
of undertaking many tasks (can be multi-purpose), but the scale of
intervention for these tasks has to be similar. That is, one agent
cannot integrate agricultural extension work, with a scale of 300-500
families, with primary health care work, which has a supposed scale
of 200 families.

- The literature says: successful programs explicitly answer four
critical management questions:

  a. What are the priority objectives? (Every procedure aimed at
     enhancing rationality in public affairs starts by stating the
     necessity of specifying objectives. The field could profit
     from a thorough analysis of why this is so rarely achieved.)
b. How are these objectives to be reconciled with available resources?

c. Who, precisely, is to perform each task required for meeting the objectives?

d. When is each task to be initiated and completed? (And how do you know when a task has been completed?) Programs and projects assessed as successful usually show that these four queries have been faced and answered.

11. There is much more in the literature, including the first thoughts on an obviously critical issue. How can one create organizations that combine a detailed specification of tasks, and close supervision based on an elaborate reporting, information and control system, with a capacity for flexibility, a willingness to tolerate even major modifications, when changed circumstance and new knowledge so demand? So far, one has statements on why this combination is highly desirable, and very little in the way of either examples of where it exists, or what exact steps to follow to bring it about.

12. To repeat, there is much more in the literature—on managing people, on coping with local elites, on the pluses and minuses of popular participation, on every aspect of the project cycle, and on managing political commitment. With regard to the last point, there is at least one study which attempts to show LDC managers (middle level on up) how to create networks of contacts and support to provide agencies and programs with either the security of isolation or the benefits of high level attention.\(^3\) I must stress yet again that the information

contained in the literature is not universally applicable, it is not unambiguous, it is of the sort that qualifiers or countering cases or exceptions can be thought of in only a few moments. This is why I feel the best term to use in discussing the findings is neither principles nor hypotheses—both of which lend an air of spurious specificity to what is, in reality, enhanced common sense. The term to use is guidelines; paths from which one can (and probably will) stray, but which, nonetheless, generally point out the shortest and most reliable route to one's objective. It may strike some of you who took the trouble to look into these materials that the guidelines they generate are either excessively common sensical to the point of being banal, or that even when they are non-obvious they are quite limited in applicability—usually because of the limited transferability between cultures of the more detailed generalizations. I suggest to you that despite these problems the literature and the guidelines are worthy of reflection. They are not across the board solutions, but they point the way toward solutions. They enrich one's capacity to solve problems.

13. This leads to the second objective, i.e., relating these notions to themes emerging from the workshop. My first observation is that we have a surfeit of negative knowledge. In low level social and rural development programs the frustrations are many and the unqualified successes dismayingly few. Most of you doubtless have personal and painful memories of failed projects and missed opportunities. We all know too much, and too much of what we know is failure. The problem is, how to prevent legitimate scepticism from lapsing into unwarranted
cynicism? It is not that I detect outright cynicism in this group; it is rather that, with regard to management issues, I detect the possibility it will arise.

14. Secondly, I perceive a severe tension between the participatory theory which is used when discussing management concerns in the abstract, and the highly structured, rigidly controlled forms of organization that seem to win your approval in practice. Professor Schon and the literature tell us to be experimental, non-rigid, non-blueprint, participatory, to work from the bottom up, to adopt a learning approach; in short, to be slow, small and cautious, and to place our faith in the populace. Yet, on the micro-operational level, what is it that works, and which gains our enthusiasm? It is programs such as the nutrition project in Tamil Nadu, where goals, procedures and information systems are laid out in intricate detail, when all time is accounted for, and where there is a minute specification of activities and supervision. The literature shows signs of schizophrenia on this matter, so it is not surprising that we do as well.

15. My next point is that in order to take management seriously one must realize its limitations. I suggest to you there is a quite limited arena in which management issues are important in development programs and projects. When material incentives to managers and workers are extremely low (and perhaps when they are extremely high as well) organizational matters lose most of their capacity to affect the outcome of an activity. The same is the case with political commitment: where it is totally absent, good organization cannot
make up for it; where it is present in abundance it will override poor organization. The task, I suggest, is to identify, and specify, in each situation (projects?), the framework or boundaries within which attention to management issues can have a significant effect.

16. Small is beautiful, said Professor Schumacher. Maybe small is beautiful, said the Economist magazine, but it is still small. The point: how do we build upon small, simple and demonstrably competent operations in such a way that expansion will not be accompanied by loss of effectiveness (as has so often happened)? The answer given in most of the literature is to treat programs and projects as experiments, to adopt a much longer time frame before results are expected, to accept and expect major changes in program structure, operation and even purpose during the life of the activity. I must point out that this is very difficult advice for government and assistance agencies to follow. How do you reconcile the increasingly specific and detailed mechanisms used by governments and donors to manage internally their funding flows, and to measure the pragmatic impact of those flows, with advice that says in effect do not specify results in advance, nor even specify the time period in which results are expected? This appears to officialdom, both domestic and foreign, to be a case of allowing actions which are already objectionably vague to become more so.

17. If I read this audience correctly, there is a lack of satisfaction with woolly and imprecise advice. As a group of experienced professionals it would be surprising if at least some of you were not saying—if management is in the main experiential, I might as well trust my own experience which is as good as that of anyone else. There is a
sense in which we are all management experts. Thus, many in the audience, I think, found it more congenial and rewarding to discuss financial management and budgeting—which yield data—than to discuss management in general—which yields nothing but ideas. My point here was to convince you that many of these ideas have a good grounding in empirical fact. They are limited; they don't travel well across frontiers, they are very hard to quantify, but they are of value.

18. My final point is a recommendation. I believe that a minor and incremental but potentially beneficial shift in your procedures might be to add, experimentally, a management/institutional calculation to your appraisal procedures. The goal would be to create some very simple mechanism that would give you a rough idea of what sort of management problems were likely to arise in the course of the action. I stress simple; you do not want to create a management/implementation Frankenstein such as USAID's logical framework process, the complexity of which defeats the purpose it was designed to achieve. Follow the guidelines of the literature; make it simple, try it out, if it works give it further tryouts, if—in a reasonable length of time—nothing of consequence results, reject it. What would this procedure look like? On the basis of a few minutes reflection at lunch today, I came up with the following three questions which might be asked (and perhaps already are):

a. Who are the key management actors in the operation?
   (Keep the number small; between 5 and 10?)

b. What are the past managerial performance records of these key actors?
c. What is the likelihood of these key people remaining in their posts over the length of the action?

Let us discuss these and see if they would be of any use at all.

Thank you.
Please circulate quickly and return to Virginia.
Date: January 10, 1984

To: Mr. Jeremy Warford, Chief, PHN/PRU

From: Cynthia Gilley, Consultant, PHN

Extension: 61558

Subject: January 1984 PHN Staff Seminar: Evaluation Questionnaires

1. Approximately 60% of the staff members who attended the Seminar on Management in Population, Health and Nutrition Sectors during January 3 - 6, 1984, completed evaluation questionnaires.

2. Would you please mention during your next division staff meeting that anyone who did not complete an evaluation but would like to contribute to the overall assessment of the seminar may pick up an evaluation questionnaire from my office (N-425). Thank you for your assistance.

CG
SEMINAR ON MANAGEMENT
IN POPULATION, HEALTH AND NUTRITION SECTORS

January 3 - 6, 1984
Capital Hilton Hotel

PROGRAMME

Tuesday, January 3

9:30 a.m. - 10:45 a.m. Opening Session
(South American Room)
- Welcome by Messrs. John North and Stephen Denning
- Keynote Address by Professor Donald Schon: "Management as Reflection in Action"

10:45 a.m. - 11:00 a.m. Break
(South American Room)

11:00 a.m. - 12:00 noon Towards a Common Vocabulary for Discussing Management in PHN Projects
(South American Room)
- Introduced by Mr. Willy De Geyndt

12:00 noon - 1:00 p.m. Managing PHN Services at the Periphery
(South American Room)
- Introduction by Mr. Richard Heaver
- Individual Preparation of Tamil Nadu Case

1:00 p.m. - 2:30 p.m. Lunch
(Gallery)
- Address by Mr. A. W. Clausen

2:30 p.m. - 3:30 p.m. Managing PHN Services at the Periphery
(South American Room: Groups 1-4
Caucus I: Groups 5-6
Caucus II: Group 7)
- Small Group Discussion of Tamil Nadu Case

2:30 p.m. - 3:30 p.m. Managing PHN Services at the Periphery
(South American Room)
- Break

3:30 p.m. - 5:00 p.m. Managing PHN Services at the Periphery
(South American Room)
- Plenary Session on Tamil Nadu Case
  Moderated by Professor Edward Felton

Evening
- Individual Preparation of Indonesia and Philippines Cases
Wednesday, January 4

9:30 a.m. - 10:30 a.m.  Managing PHN Services at the Periphery
(South American Room: Groups 1-4
Caucus I: Groups 5-6
Caucus II: Group 7)
- Small Group Discussion of Indonesia and Philippines Cases

10:30 a.m. - 10:45 a.m. Break
(South American Room)

10:45 a.m. - 12:30 p.m. Managing PHN Services at the Periphery
(South American Room)
- Plenary Session on Indonesia and Philippines Cases Moderated by Professor Edward Felton
- Wrap-up

12:30 p.m. - 1:30 p.m. Lunch
(Gallery)

1:30 p.m. - 3:30 p.m. Vertical and Horizontal Approaches to Population and Health Programs
(South American Room)
- Background on Vertical and Horizontal Approaches and Historical Evolution Presented by Dr. Kanagaratnam

3:30 p.m. - 3:45 p.m. Break
(South American Room)

3:45 p.m. - 5:00 p.m. Vertical and Horizontal Approaches to Population and Health Programs
(South American Room)
- Conceptual Framework and Organizational/Management Principles of Program and Service Structures Presented by Professor Sagar Jain
Thursday, January 5

9:30 a.m. - 10:45 a.m.  
Vertical and Horizontal Approaches to Population and Health Programs  
(South American Room: Groups 1-5  
Caucus I: Groups 6-7  
- Discussion of Country Cases: Indonesia, Tunisia and Pakistan  
Moderated by Dr. Kanagaratnam

10:45 a.m. - 11:00 a.m.  
Break  
(South American Room)

11:00 a.m. - 12:30 p.m.  
Financing and Financial Management  
(South American Room)  
- Introduction and Overview by Mr. David de Ferranti  
- User Charges  
  Discussants: Messrs. Michael Mills and Anthony Measham

12:30 p.m. - 1:30 p.m.  
Lunch  
(Gallery)

1:30 p.m. - 3:15 p.m.  
Financing and Financial Management  
(South American Room)  
- Upgrading Financial Information, Planning, and Control Systems  
  Discussants: Messrs. Willy De Geyndt and Howard Barnum

3:00 p.m. - 3:15 p.m.  
Break  
(South American Room)

3:15 p.m. - 5:00 p.m.  
Financing and Financial Management  
(South American Room)  
- The Public/Private Mix  
  General Discussion  
  Discussants: Messrs. David de Ferranti and Graham Clarkson
Friday, January 6

9:30 a.m. - 10:45 a.m.
(South American Room: Groups 1-4
Caucus I: Groups 5-6
Caucus II: Group 7)
World Bank Mission Approaches to
Management Issues:
Case Study - Bangladesh
- Study Group Discussion: Bangladesh Case
  Moderated by Professor James Austin

10:45 a.m. - 11:00 a.m.
(South American Room)
Break

11:00 a.m. - 12:30 p.m.
(South American Room)
World Bank Mission Approaches to
Management Issues:
A Case Study - Bangladesh
- Plenary Discussion: Bangladesh Case
  Moderated by Professor James Austin

12:30 p.m. - 1:30 p.m.
(Gallery)
Lunch

1:30 p.m. - 2:30 p.m.
(South American Room)
World Bank Mission Approaches to
Management Issues:
A Case Study - Bangladesh
- Bank Staff Resource Panel: Reflections on
  the Bangladesh Experience and Perspectives
  on the Future
  Moderated by Professor James Austin

2:30 p.m. - 2:45 p.m.
(South American Room)
Break

2:45 p.m. - 5:00 p.m.
(South American Room)
Summarizing Sessions
- Presented by: Messrs. John Nellis,
  Willy DeGeyndt and
  Stephen Denning
OFFICE MEMORANDUM

Date: December 12, 1983

To: Mr. Roy Southworth, Administrative Assistant to the President

From: Stephen M. Denning, Chief, PHN

Extension: 61561

Subject: Background Material for Address of Mr. A. W. Clausen at January 1984 PHN Staff Seminar

1. This is background material for Mr. A. W. Clausens's address to the Population, Health and Nutrition Department Staff Seminar on January 3, 1984.

Background on the Population, Health and Nutrition Department

2. The Population, Health and Nutrition Department was created on October 1, 1979. At its creation, the Department unified the Population Projects Department with staff from the Nutrition Division of the Agriculture and Rural Development Department and from the health activities of the Office of Environmental and Health Affairs. The Population, Health and Nutrition Department is responsible for lending operations and country sector work in the three sectors in collaboration with the Regional Offices, and has advisory and staff capacity to develop policies and project methodology.

3. The Department is divided into three regional divisions and a research unit, and is comprised of sixty-four professional and assistant level staff members. Mr. John D. North is the Department Director. Dr. K. Kanagaratnam serves as Senior Advisor and Mr. Alan Berg serves as Senior Nutrition Advisor. Mr. Emmerich M. Schebeck is Chief of Division I (South Asia and East Africa); Mrs. Ishrat Z. Husain is Chief of Division II (East Asia and Pacific and West Africa); Mr. Stephen M. Denning is Chief of Division III (Latin America and Caribbean and Europe, Middle East and North Africa); and Mr. Jeremy Warford is Chief of the Policy and Research Unit (biographies are found in Annex 1).

Background on the PHN Staff Seminar

4. The PHN Department will conduct its fourth staff seminar, for all professional and assistant level staff members, during January 3 - 6, 1984, at the Capital Hilton Hotel. The principal objective of the Seminar on Management in Population, Health and Nutrition Sectors is to increase understanding of management issues in PHN sectors.

5. The PHN Department has contracted the services of five distinguished consultants (see Annex 2) to assist staff members in the development of background papers and to lead discussions on the five topic modules of the seminar: (1) Towards a Common Vocabulary for Discussing Management of PHN Services; (2) Managing PHN Services at the Periphery; (3) Vertical and Horizontal Approaches to Population and Health Programs; (4) Financing and Financial Management; and (5) World Bank Mission Approaches to Management Issues: A Case Study - Bangladesh.
Discussion Issues in Seminar Modules

The following issues will be discussed during the seminar:

(a) Towards a Common Vocabulary for Discussing Management of PHN Services

- Better understanding of management problems is a prerequisite to problem-solving and decision-making.
- The importance and relevance of good management has been recognized in most sectors for decades.
- Management issues are an important constraint in achieving social sector development objectives.
- By reducing and removing management constraints, the PHN Department can improve performance in undertaking project cycle tasks.

(b) Managing PHN Services at the Periphery

- In the last ten years, project design has moved from hospitals to clinics, and then to outreach services.
- More time needs to be devoted to specifying the structure, incentives, and procedures of outreach management in the same detail as is now devoted to specifying the hardware components of projects.

(c) Vertical and Horizontal Approaches to Population and Health Programs

- A major issue in the administration of population planning and the provision of health care is how they are organized structurally and how they operate within such structures.
- In the population area, the extent and nature of the integration of family planning and population activities with development activities is of special importance.
- In the area of health care, issues focus on the types of programs that are better operated as vertical programs within a centralized line of command and those programs that lend themselves to an integrated delivery structure.
(d) Financing and Financial Management

- Materials will be presented to enhance participants' familiarity with issues that must be addressed in assessing and formulating policies for financing health services, and the approaches and methods currently available for examining and resolving these issues.

- Country-specific examples will be discussed to share experiences and exchange ideas on alternative financing mechanisms and strategies for PHN projects.

(e) World Bank Mission Approaches to Management Issues: A Case Study - Bangladesh

- An in-depth case study on the Bangladesh project will be presented to provide seminar participants with detailed material at key stages in the project cycle designed to generate identification of management problems and issues, facilitate discussion of the range of options available, and illustrate the diversity of options taken.

Mr. Clausen's Presentation

7. Lunch will be served at 1:00 p.m. on Tuesday, January 3, 1984, in the Gallery Room, located on the second floor of the Capital Hilton Hotel at 16th and K Streets, N.W. Mr. Clausen's address would begin shortly after 1:15 p.m. He will be introduced by Mr. John North, Director of the PHN Department. We would expect the presentation to be quite informal and to last ten to fifteen minutes. We would hope that a few minutes could be devoted to answering questions after the presentation.

8. The Department would be interested in hearing Mr. Clausen's views on any of the subjects related to the issues under discussion at the seminar, possibly including what light does Mr. Clausen's long experience as a manager throw:

- on the nature of the managerial problem;
- on the differences of the problem between the developed countries and the developing countries;
- on how to get improvements in management;
- on the risks inherent in the different approaches towards managerial change;
- on the special problems that the Bank faces as an "outsider" vis-a-vis Governments trying to get managerial change; and
- what role does Mr. Clausen see the population, health and nutrition sectors playing in the future of the Bank.
9. Many thanks for your assistance.

Annexes

cc: J. North, PHN; J. Warford, PHN; E. Schebeck, PHN; I. Husain, PHN; S. Husain, OPSVP; H. van der Tak, OPSVP

SD:CG:cg
Biosketches of the Director, Advisors, and Division Chiefs of the Population, Health and Nutrition Department

John D. North

John D. North, a British national, is the Director of the Population, Health and Nutrition Department. He joined the Bank in 1966 as an Engineer in the Transportation Division of the Projects Department. He was promoted to Chief of Highways Division III in the Transportation Projects Department in 1969. In January 1974, Mr. North was promoted to Assistant Director, Eastern Africa Projects Department, and in August of that year was appointed Assistant Director of the Personnel Department. In 1976, he moved to Nairobi as Director of the Bank's Regional Mission in Eastern Africa. Upon his return to Headquarters in 1980, Mr. North served as Assistant Director of the PHN Department until he assumed his present position in June 1983.

Prior to joining the Bank, he was a civil engineer with the Government of Nigeria from 1951 to 1965; his final appointment was Chief Civil Engineer, Ministry of Works, Northern Nigeria.

Mr. North holds Masters degrees from Cambridge and Birmingham Universities in the United Kingdom.

Kandiah Kanagaratnam

Kandiah Kanagaratnam, a Singapore citizen, joined the Bank in 1969 as Director of the Population Projects Department. In October 1979, with the creation of the Population, Health and Nutrition Department, he became Senior Advisor in the Department.

Before joining the Bank, Dr. Kanagaratnam was Deputy Director of Medical Services and Head of the Public Health Service of Singapore from 1959 - 1970; he served concurrently from 1966 - 1970 as the first Executive Chairman of the Singapore Family Planning and Population Board.

Dr. Kanagaratnam received his medical degree at the University of Malaya. He did graduate work in public health (DPH) at the University of Malaya, and in medical administration at the University of London. His professional interests have covered public health, in particular health organization and management, and population and family planning. He has published several papers and has served on several regional and international committees concerning both of these fields.
Alan Berg

Alan Berg, a United States citizen, is Senior Nutrition Advisor in the Population, Health and Nutrition Department.

Before joining the Bank in 1973, he was a Senior Fellow at the Brookings Institution and Visiting Professor in the Department of Nutrition at the Massachusetts Institute of Technology. From 1966 - 1970, he served in India as Head of the Agency for International Development's Food and Nutrition Division and Coordinator of Foreign Famine Relief. Previously he had been on the White House staff with the Food for Peace Program and later became Deputy Director of the program when it was transferred to the State Department.

His writings include The Nutrition Factor (Brookings), Nutrition, National Development, and Planning (Massachusetts Institute of Technology Press), and articles in the New York Times Magazine, Foreign Affairs, the Harvard Business Review, and a variety of professional journals.

Emmerich M. Schebeck

Emmerich M. Schebeck, an Austrian citizen, became Chief of Division I of the Population, Health and Nutrition Department in 1983. He joined the Bank in 1966 as a Young Professional assigned to Agriculture Projects, Indonesia Programs, Economics Department. He later worked as an Economist in the Domestic Resource Mobilization Division of the Economics Department; Senior Economist for Ghana, Liberia and Sierra Leone Programs Division in the West Africa Region; and Senior Economist and subsequently Chief of the Nutrition Division of the Agriculture and Rural Development Department.

Before joining the Bank, he served as Member of the Council of Economic Advisors to the President and Chancellor of the Federal Government of Austria; Member of the Foreign Service of the Federal Government of Austria; and as a CARE Volunteer in Egypt.

Mr. Schebeck holds a MS degree in agricultural engineering from the University of Vienna. He received a MS degree in economics and has undertaken PhD course work in economics at the University of Minnesota.
Ishrat Z. Husain

Ishrat Z. Husain, an Indian national, joined the Population Projects Department of the Bank in 1970 where she worked as Project Officer for Bangladesh, Malaysia, and Trinidad and Tobago. In 1980 she was appointed Chief of Division II of the Population, Health and Nutrition Department which is responsible for East Asia and the Pacific, and West Africa.

Before joining the Bank, Ms. Husain was the Deputy Director of the Demographic Research Center in the Economics Department of Lucknow University in India.

Ms. Husain holds a PhD degree in economics from Lucknow University in India, and received postdoctoral training in demography from Princeton University. She has published articles and books related to population and development.

Stephen Denning


Before joining the Bank he worked as a lawyer in Sydney. In the Bank, he has worked as a Loan Officer for a number of West African countries, including Guinea, Ivory Coast, Liberia, Senegal, and Sierra Leone. In 1974 he became Program Coordinator of the Western Africa Region, and in 1976, Chief of the Country Programs Division responsible for Mali, Niger, Upper Volta, and the Onchocerciasis Control Program.

Mr. Denning is a lawyer by training, having received degrees from Sydney and Oxford Universities.

Jeremy J. Warford

Jeremy Warford, who is British, is Chief of the Policy and Research Unit of the Population, Health and Nutrition Department.

Before joining the Bank, he taught at the University of Manchester in England, and worked at the Brookings Institution in Washington. In 1970, he became Economic Advisor in the Bank's Energy, Water and Telecommunications Department. In 1979, he joined the Asian Development Bank in Manila as Deputy Director of the Infrastructure Department. He returned to the Bank in October 1980, when he assumed his present position.

Mr. Warford holds a PhD degree in economics from the University of Manchester. His professional interests include applied welfare economics, project evaluation, and financing of public enterprises.
Consultants for the
Seminar on Management in Population, Health and Nutrition Sectors

James E. Austin holds a joint appointment at Harvard University as Professor of Business Administration in the Graduate School of Business Administration and as Senior Lecturer in Nutrition Policy and Management in the School of Public Health.

Edward L. Felton is Professor of Management at the Babcock Graduate School of Management at the Wake Forest University.

Sagar C. Jain is Professor and Chairman of the Department of Health Policy and Administration, School of Public Health, University of North Carolina at Chapel Hill.

David F. Pyle has written several case studies in collaboration with Professor Austin from Harvard University. He is a graduate of the International Nutrition Planning Program at the Massachusetts Institute of Technology.

Donald A. Schon is Ford Professor of Urban Affairs and Education in the Department of Urban Studies and Planning at the Massachusetts Institute of Technology.

1. The Working Group for the January 1984 PHN Staff Seminar met on November 30, 1983, to discuss preparations for the seminar. Those attending were James Austin, Robert Clymirre, Stephen Denning, David de Ferranti, Willy DeGeyndt, Cynthia Gilley, James Greene, Richard Heaver, Teresa J. Ho, Arturo Israel, and Linda Muller. Dr. Kanagaratnam, John Malone, K.V. Ranganathan, Margaret Valdivia, and Aubrey Williams were invited but were unable to attend.

Keynote Address
2. James Austin and Willy DeGeyndt are to meet with Donald Schon, of the Department of Urban Studies and Planning at the Massachusetts Institute of Technology, on December 5, 1983, to discuss what follows Schon's keynote address and to provide orientation on PHN sectors. They were to ask him to avoid (1) examples from other sectors, and (2) examples from other agencies in PHN sectors.

Conceptual Framework
3. Willy DeGeyndt presented a revised version of the conceptual framework for the seminar. Considerable discussion focused on how the framework should be presented. The Group suggested that the framework be introduced as a working document during an hour session on the first morning of the seminar and then presented in modified form in the final session of the seminar. Mr. DeGeyndt plans to use overhead transparencies to present the managerial functions of the framework.

Managing PHN Services at the Periphery
4. The Group decided that the module on Managing PHN Services at the Periphery should be presented during the first and second days of the seminar. Participants would be oriented on small group discussion and would be allotted time to read case studies on Indonesia, Philippines, and Tamil Nadu (India) during an hour session of the first afternoon of the seminar.

Vertical and Horizontal Approaches to Population and Health Programs
5. It was decided to present the module on Vertical and Horizontal Approaches to Population and Health Programs during the second and third days of the seminar. It was suggested that Professor Jain come to the Bank to meet with members of the Working Group after he has submitted drafts of the background papers for the module.

Financing and Financial Management
6. David de Ferranti discussed the Financing and Financial Management module to be discussed during the third day of the seminar. He
explained that the module would focus more on procedure than policy. Overhead materials are to be presented during the twenty minute introduction. Speakers are to use examples from extant documents. Two background papers have been written and are to be distributed to the participants in advance. A health official from the Cameroon may make a ten to fifteen minute presentation on hospital financial management depending upon his fluency of English.

**Case Study on the Bangladesh Project**

7. James Austin will orient the participants on the Case Study on the Bangladesh Project which is to be distributed at the end of the third day of the seminar and discussed on the fourth and final day. The first case study session will analyze the Bangladesh project, from a managerial perspective, using small groups. The second session will be plenary and will focus on how the Bank approached the project. The final session of the case study will constitute a resource panel of staff members David Pearce and James Greene who will entertain questions from the participants.

**Summarizing Sessions**

8. Sam Paul, of the Indian Institute of Management in Ahmedabad, and Willy DeGeyndt will summarize the discussions of the seminar and will refer to the managerial functions introduced on the first day.

9. It was decided that no group consensus need be achieved during the summarizing sessions, but that follow-up plans to the seminar could be discussed.

**Evaluation of the Seminar**

10. It was agreed that the main objective of the seminar would be to increase understanding of management issues in PHN sectors. It was suggested that the title of the seminar exclude organization to read "Seminar on Management in Population, Health and Nutrition Sectors". A course evaluation questionnaire from the Training Division of the Personnel Management Department was discussed. It was decided that evaluation questions should be module specific and should incorporate references to new knowledge and sharing of experiences. Cynthia Gilley agreed to work with Robert Clymire in restructuring the evaluation questionnaire for the seminar.

**Small Group Sessions**

11. It was agreed that the small group sessions would be heterogeneous (consisting of participants with dissimilar backgrounds in specialization and experience) and should remain constant throughout the seminar. Small groups would be allowed to choose discussion leaders.

**Timetable for Preparation of Papers**

12. Mr. Denning requested papers (except those of Richard Heaver's module) to be reviewed and revised by December 14, 1983, so that they may be distributed to participants by December 16, 1983.
Distribution

J. Austin, CON; R. Clymire, PMD; S. Denning, PHN; D. de Ferranti, PHN; W. DeGeyndt, PHN; J. Greene, PHN; R. Heaver, PHN; T. J. Ho, PHN; A. Israel, PPD; Dr. Kanagaratnam, PHN; J. Malone, OED; L. Muller, ASPAB; K. V. Ranganathan, EDI; M. Valdivia, PHN; A. Williams, PHN

E. Felton, CON; S. Jain, CON; D. Pyle, CON; D. Schon, CON

J. North, PHN; A. Berg, PHN; J. Warford, PHN; E. Schebeck, PHN; I. Husain, PHN

B. Masters, PMD
OFFICE MEMORANDUM

DATE	October 21, 1983

TO	Ms. Joanne Leslie, EDIHE

FROM	Angela Ransom, EDIHE

EXTENSION	75714

SUBJECT	Minutes of the Second Meeting on the Curriculum for the January 1984 Seminar on Primary Health Care for Francophone Countries

The second meeting to discuss the curriculum/program and various aspects of the preparation work for the Primary Health Care seminar for Francophone countries being jointly organized by the Economic Development Institute of the World Bank (EDI) and the World Health Organization (WHO) was held on Wednesday, October 19, 1983. Present at the meeting were Dr. Michel Jancloes, Ms. Susan Foster and Mr. Aubrey Williams of PHND and Ms. Joanne Leslie and Ms. Angela Ransom of EDI.

Selection of Seminar Co-Director

The first item discussed was the selection of the seminar co-director. Dr. Toure, a Senegalese WHO Health Official had been proposed by Dr. Hellberg of WHO as a possible candidate. Meeting members commented on his background and experience and his general suitability for the position. All present were favorably disposed to his candidacy but agreed that it was WHO's final perogative as the co-sponsoring institution to suggest a seminar co-director.

Selection of Participants

The discussion then moved on to the progress of the selection of participants for the seminar. Suggestions focussed on actions needed to extend the participant list to include both Western African countries where projects are in the pipeline and Central and East Africa (e.g. Central African Republic, Congo, Burundi, Rwanda, Comoros) and the Orient (e.g. Vietnam, Laos, Kampuchea). Dr. Jancloes agreed to speak to Mr. Fullop, a WHO contact, regarding the Orient's participation. Mr. Williams named Jean-Pierre Le Bouder, the former Prime Minister of the Central African Republic and the current Bank Loan Officer for Senegal, as a contact person regarding the Central African Republic's participation. In addition, Ms Leslie mentioned a possible candidate from the Central African Republic with direct ties to the Minister of Health suggested to her by Madam Darlan during the recent World Bank/IMF Annual Meeting.

A question was raised as to the type of participant most suitable for the seminar given its objectives: those well versed on health policy issues and/or possessing some technical expertise in the health care field, or those influential enough to have access to political channels to the top but having little or no health care experience or expertise. Subsequent discussion defined the most suitable participant as a high level person in a position to influence health policy towards the most efficient use of scarce resources in implementing health care programs. As such, most participants will be at the Director level in Ministries of Health; however, possibly one or two Ministers of Health will be invited (Niger and Cameroon) and nominations of participants from Ministries of Planning or Finance are to be encouraged.
Before turning to the course curriculum/program, pedagogical strategies appropriate to the seminar were briefly discussed. It was agreed that as little lecturing should be done during the seminar as possible; that discussion leaders should play the role of guides and facilitators to incite as much active participation by the participants as possible; and that small group discussion is a time-tested and effective setting for exchanging ideas and experiences. Some concern was expressed regarding maintaining a balanced composition within each small group. There was a consensus that group composition should be rotated to promote optimum exposure of participants to each other. Session formats were set to follow the pattern—lead in presentation/small group discussion/large group discussion (providing an opportunity for a synthesis of small group discussion).

Revision of the Seminar Curriculum/Program

The final and principal part of the meeting was devoted to the discussion of the content and sequencing of the seminar curriculum/program. In the process, the seminar objectives were more finely focused and defined to fit the constraints imposed by the audience's needs and experiences, as well as those imposed by the complexity of the health care sector itself.

Dr. Janclues summarized the seminar objectives as an attempt to increase the participants' awareness of the complexity of the health care sector and the need for careful planning and community participation in the implementation of health care programs. He pointed out that a weakness in past programs was their failure to adequately address the important role of support services such as logistics, supervision, training, evaluation, and community participation. The management and financing requirements of implementation were stressed as the major points to be treated in the seminar.

The PHND presentation was assigned to Tuesday morning of the first week. All present agreed that it was important to have Mr. North, the Director of PHND to lead the discussion on departmental policy and plans. Arrangements would be made for simultaneous translation for that session. The PHND session would be followed by a session on appraising the Health Sector as a system, i.e. appraising its managerial, logistical and design requirements, and the resources available. Sessions on community participation, support services and pharmaceuticals respectively would finish out the first week. There was a discussion of which country might be most appropriate to present their drug case to the seminar. Consensus seemed to favor Niger as a good example of a country with an impressive procurement and distribution system. However, Mali's progress in reforming its drug system from the ground up, standardizing and centralizing its inventory was also recognized. It was concluded that participant presentations on the pharmaceutical systems of both of these countries might be best.
The amount of emphasis and time devoted to the cost/benefit analysis component of the economic analysis sessions of the second week was discussed. There was a consensus that it would not be appropriate to ask participants to work out the calculations on a cost/benefit analysis exercise individually. However, it would be a good idea to work through one or two cases as a group. Meeting members in general tended to favor giving more emphasis to cost effectiveness analysis as a more meaningful and useful technique.

Mr. Williams proposed that the last couple of sessions in the second week be devoted to Health Extension Programming (phasing and sequencing of implementation). A suggestion was made that Dr. Jean Pillet might present his matrix on sequencing in these sessions. In general, it was agreed that these sessions should be fine tuned to the sector issues that emerged as the most critical during the seminar.

Finally, the possibility was raised that Mr. A. David Knox, Vice-President for Western Africa, might be invited to contribute to one of the sessions.

Films

The presentation of relevant films in afternoon sessions or at informal evening sessions at the Concordia was proposed as an excellent vehicle to promote participant discussion. Consequently, it was agreed to explore the possibility of obtaining films from CIDA in Canada and "Volontaires du progres" in France. Mr. Leo Paraskevas, the EDI's Training Services Technician, will be consulted regarding the availability of other relevant films in the French language.

cc: Messrs. I.A. Sirken, R.V. Ranganathan (EDI)  
Ms. I.A. Husain, Mr. J.J. Warford (PHND)  
Drs. M. Jancloes, B.H. Liese, J. Pillet, A. Prost (PHND)  
Messrs. M. Furst, A. Williams, Ms. S. Foster (PHND)  
Prof. F. Orivel (University of Dijon)
**Record Removal Notice**

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| Correspondents / Participants | From: Stephen Denning, Chief, PHN  
To: John North, Director, PHN                                                                         |
| Subject / Title | January 1984 PHN Staff Seminar                                                                 |
| Exception(s) | Personal Information                                                                              |

**Additional Comments**

The item(s) identified above has/have been removed in accordance with The World Bank Policy on Access to Information or other disclosure policies of the World Bank Group.

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This memorandum requests some feedback from the departmental management group about two aspects of the January seminar. You will recall that the seminar has been set up with an introductory session laying out a "conceptual framework" of the subject of organization and management, followed by four specific modules dealing with some real life issues in organization and management (i.e. horizontal vs vertical organizations, management at the village or periphery level, financing and financial management, and a case study of Bangladesh). The preparatory group would like feedback on:

- the conceptual framework
- examples for the horizontal vs vertical module.

Conceptual framework

There were several ideas behind starting with a conceptual framework. First, it was recognized that there are many different conceptual approaches in the literature on organization and management. Further it is apparent that within the department different words are used with different meanings, thus hampering communication on the subject. In order to facilitate discussion within the seminar itself, it would be desirable if, at least for the purposes of the seminar, we could suggest a common vocabulary. Secondly, there is a chance, if the conceptual framework is successful in facilitating discussion at the seminar that it might find a continuing use in the work of the department. Thirdly, the use of a common conceptual framework might help provide some coherence to what is inherently a sprawling and unwieldy topic.

There are at the same time some dangers in proposing a conceptual framework. Thus it is clear that there is no inherently "correct" conceptual framework. The choice of one version over another depends on which aspects of the subject one wants to emphasize. There is a danger that since people will come to the seminar with different conceptual frameworks already in their minds, the proposal to use a different framework, even for the purposes of the seminar, might cause sufficient dissension to be counter-productive. In other words, the conceptual framework will only be successful if a good proportion of the managers and staff find the conceptual framework a useful way of looking at, and talking about, the subject. We are thus in the process of getting views on the conceptual framework from managers and staff before a final decision is taken to use it in the seminar.
4. The attachment proposes a draft of a conceptual framework on which we would like reactions, particularly on the choice of the main managerial functions listed on page six and further defined in the subsequent pages. The paper proposes nine managerial functions ie:

- planning systems
- beneficiary needs analysis
- service delivery capacity analysis
- finance and budgeting
- procurement and logistics
- personnel
- organizational design
- leadership
- control systems.

5. Some of the issues that the preparatory group is considering are the following. Should work culture be a separate category? Should technology be a separate category? Should planning (category 1) be combined with finance and budgeting (category 4) and/or control systems (category 9)? How should the fact that different aspects have different degrees of importance in different countries be handled? In one sense, the answers to these questions are arbitrary. However from the point of view of maximizing the training impact of the seminar, the choice of categories can have an impact on the implicit themes that we as managers want to reinforce. Thus if the PIR review indicated that procurement and logistics was a problem area for the department, the selection of procurement and logistics as a separate category can help reinforce the need to give the topic more attention in our work. It is in this sense that we would like to get reactions from the management group of the department on the suitability of the choice of main categories.

Vertical vs horizontal approaches.

6. The second question has emerged in the preparation of the module on vertical vs horizontal approaches in population and health. The preparation team would find it helpful to know what the staff views as "successful" examples of vertical or horizontal approaches in health or population. Although this could be ascertained by interviewing a large number of staff, we are trying to simplify the task by asking the division chiefs, for instance at a division meeting, to get suggestions from their staff of "successful" experiences of either the vertical or horizontal approach.
7. It should be noted that we are asking, not what are objectively successful experiences, but rather, what are perceived by the staff to be successful experiences. Further, we recognize the question is somewhat ambiguous, since the criteria of success have not been defined. Nevertheless, we believe it would be possible to get responses to the request for "successful" experiences, and accordingly would appreciate if the division chiefs could organize replies.

8. Could we discuss this at the next meeting of the front office?

cc Warford, Schebeck o/r, Maraviglia, Husain, Kanagaratnam, Berg, Seminar preparatory group

sd
OFFICE MEMORANDUM

DATE October 5, 1983

TO Distribution List

FROM Cynthia Gilley, Consultant, PHN

EXTENSION 61564

SUBJECT January 1984 PHN Staff Seminar: Report of Planning Meeting on September 27, 1984

1. The Working Group for the January 1984 PHN Staff Seminar met on September 27, 1983, to discuss the contents and themes of the papers for the seminar. Those attending were Robert Clymire, Stephen Denning, David de Ferranti, Cynthia Gilley, Richard Heaver, and K.V. Ranganathan. Willy DeGeyndt, James Greene, Teresa J. Ho, Arturo Israel, Dr. Kanagaratnam, John Malone, Linda Miller, Margaret Valdivia, and Aubrey Williams were invited but were unable to attend.

Module on Financing and Financial Management

2. David de Ferranti presented an outline for the module on financing and financial management. The objectives of the module were outlined as (1) to enhance familiarity with the issues that must be addressed in assessing and formulating policies for financing health services, and with the approaches and methods currently available for examining and resolving these issues; and (2) to share country specific experiences and exchange ideas on alternative financing mechanisms and strategies.

3. The contents of the module are to include an introduction and overview; two presentations on user charges; two presentations on community financing schemes (with a presentation on social insurance as an alternate selection); a presentation on strategies for upgrading financial information, planning, and control systems; two presentations on the role of public/private entities; and general discussion. Presentations are to incorporate operation-related country examples, highlight policy issues, and be delivered in plenary sessions. Materials are to selected from extant documents and distributed in advance. Mr. de Ferranti is to prepare a two page outline to guide speakers on issues to address in their presentations.

4. Mr. de Ferranti discussed funding needs for travel and per diem of speakers from Africa and South America on community financing schemes and social insurance. Proposed speakers are known by Bank staff members and are unlikely to request honoraria.

5. Mr. Denning asked Mr. de Ferranti to include in his module findings from the Project Implementation Review, and to select themes which would facilitate retention of seminar material.
Module on Managing PHN Services at the Periphery

6. Richard Heaver presented a thematic outline for the module on managing PHN services at the periphery. Included in the outline were an introduction, PHN services in Indonesia, barangay (village) health system in the Philippines, the Tamil Nadu nutrition project in India, and a summary of module themes and issues.

7. It was suggested that the conclusions of the training and visit system paper be used as a background paper for the module and distributed before the seminar.

8. Considerable discussion focused on whether the module should concentrate on what the Bank should do to solve managerial problems in PHN sectors or on what governments should do to solve such problems. It was generally suggested that the module should focus on Bank actions.

9. Mr. Heaver discussed the presentation format of the module. Each speaker would deliver a thirty minute presentation; participants would break into small discussion groups of 7 - 10 people; the groups would then return to plenary session for general discussion. Mr. Heaver is to determine the time allotment of each section of his module in preparation for the next planning meeting.

Timetable for Preparation of Papers

10. Mr. Denning requested papers to be drafted by December 1, 1983, and revised by mid-December 1983.

Distribution

R. Clymire, PMD; S. Denning, PHN; D. de Ferranti, PHN; W. DeGeyndt, PHN; J. Greene, PHN; R. Heaver, PHN; T. J. Ho, PHN; A. Israel, PHN; Dr. Kanagaratnam, PHN; J. Malone, OED; L. Muller, CON; K. V. Ranganathan, EDI; M. Valdivia, PHN; A. Williams, PHN

J. North, PHN; I. Hisain, PHN; E. Schebeck, PHN; J. Warford, PHN

B. Masters, PMD
The Working Group for the January 1984 PHN Staff Seminar met on September 14, 1983 to discuss Margaret Valdivia's case study on "World Bank Mission Approaches to Management and Organization Issues". Those attending were Robert Clymire, Stephen Denning, David de Ferranti, Willy DeGeyndt, Cynthia Gilley, James Greene, Richard Hoever, K.V. Ranganathan, and Margaret Valdivia. Arturo Israel, Dr. Kanagaratnam, John Malone, Linda Muller, and Aubrey Williams were invited but were unable to attend.

Speakers for Opening and Closing Sessions

The group discussed the possibility of having outside speakers address the department during the opening and closing sessions of the seminar. Suggested names of speakers included Dave Shawn, Gary Filerman, Ken Warren, Jake Bryant, Dave Korten, and Kerr White.

Case Study on World Bank Mission Approaches to Management and Organizational Issues

Margaret Valdivia presented criteria for selecting source material for the case study on World Bank Mission Approaches. Criteria included (1) transition from first to second project; (2) a history of World Bank response to organization, management, and institutional development issues; (3) work in two sectors (population, health or nutrition); (4) existence of project components illustrating elements of the integrative framework in design and implementation; and (5) availability of a variety of resources (special studies, reports, documentation) for use by the case study writer.

After some discussion, the group agreed to have the case study focus on the Bangladesh project. The project has had continuous involvement over a number of years by senior PHN staff; it is well documented in project completion and appraisal reports; and it can demonstrate the difficulties of operating in a poor country. Since the project operates in a complex political and social environment, it was agreed that the case study should avoid concentrating on a political analysis of its external environment.

The group suggested that the objectives of the case study should be to determine the limitation of tools at the Bank's disposal, to establish a PHN mode for dealing with management problems, and to develop constructive methods for future use.
6. It was agreed that the case study should be distributed three weeks before the seminar.

7. It was suggested that the case study have a ten minute introduction (to be led by Prof. Jim Austin), and be discussed in small groups of eight persons with a discussion leader for each group. After the introduction, the small groups would meet for discussion; return to plenary; break into small groups to discuss a time change scenario; and finally return to plenary for concluding remarks.

Geographical Focus of Seminar

8. Since most of the papers focus on projects in South Asia, Mr. Denning suggested that a paper on “Vertical and Horizontal Approaches” should concentrate on Tunisia to improve the geographical balance of the seminar. Cynthia Gilley agreed to follow up with Ishrat Husain.

Financing and Financial Management

9. It was agreed that the topic module of “Financial Management and Cost Recovery” should be termed “Financing and Financial Management”. David deFerranti outlined the contents of the module to include (1) strategies for upgrading financial control systems; (2) financing methods, user charges, and community financing; and (3) the role of public/private entities.

Preparation for Next Meeting

10. The group agreed to meet on Tuesday, September 27, 1983, to review the briefs outlining the contents and themes of the seminar papers.

Distribution

R. Clymire, S. Denning, D. de Ferranti, W. De Geyndt, J. Greene, R. Heaver, K.V. Ranganathan, M. Valdivia

A. Israel, Dr. Kanagaratnam, J. Malone, L. Miller, A. Williams

J. North, I. Husain, E. Schebeck, J. Warford

T.J. Ho, B. Masters
A meeting was held on September 7, 1983, to discuss the curriculum for the Francophone Primary Health Care Seminar to be offered jointly by the World Bank's Economic Development Institute and the World Health Organization, January 9-20, 1984, in Washington, D.C. Present at the meeting were Ms. Joanne Leslie of the EDI and Dr. Michel Jancloes, Mr. Michael Furst, Dr. André Prost, Dr. Bernard Liese and Ms. Susan Foster of PHND Division 2. This memo is to summarize the main points discussed during the meeting.

The consensus of the meeting was that it would be appropriate to follow the general plan of the African Regional Seminar on Primary Health Care held in Nairobi, Kenya, April 25-May 6, 1983, but that some topics should be deleted and others added in order to make the seminar more relevant to health officials from Francophone West Africa countries, who will constitute a majority of the participants. It was agreed that, similar to the Nairobi seminar, the first week would focus on the management and organization of primary health care and the second week on the economics of health care. It was proposed that the management and organization module cover three main issues: (1) health extension (outreach management), (2) health support systems, and (3) pharmaceuticals management, and that the economics module cover (1) resource allocation, and (2) cost and financing. A suggestion was made that the seminar begin with a discussion session focussing on the resources and organizational structure required, at each level, to allow a primary health care worker to be effective in meeting community health needs.

Particular topics identified for elaboration during the health extension sessions included: (1) remuneration of community health workers, (2) status of community health workers and the social framework within which they work, and (3) health education at the community level. Many specific topics including training, supervision, logistics, efficiency, monitoring and evaluation were raised as important to be included in the sessions on health support systems. It was concluded that a specific session on management information systems (MIS) would not be included unless an appropriate example from a Francophone African country could be identified to be used as a case study. Both the importance of a reliable supply of low cost drugs to the effectiveness of community health workers and the questions of when and how (i.e. state-owned enterprises versus private companies) countries should manufacture their own drugs were agreed to be important issues to be discussed during the pharmaceuticals management sessions.
Since Professor Francois Orivel of the University of Dijon, an economist who has many years experience as a World Bank consultant particularly in West Africa, will take lead responsibility for organizing and presenting the resource allocation and cost and financing sessions, there was less time spent during the meeting discussing the particulars of these sessions. However, there was some discussion of the overall aim of the resource allocation sessions, and it was agreed that the objective should be to familiarize participants, most of whom can be expected to have training in medicine or public health rather than in economics, with the general principles of cost-benefit and cost-effectiveness analysis and how these tools could be used in making the case with Ministries of Planning or Finance for budgetary allocations to the health sector, as well as how they could be used for resource allocation within the sector. Some specific topics were also highlighted for discussion during the cost and financing sessions including: (1) cost containment, (2) user fees, (3) staff/supply expenditure ratios, (4) urban-rural trade-offs, and (5) the importance of taking into account health expenditures outside the budgets of Ministries of Health.

Other possible topics suggested for inclusion in the seminar were health planning, epidemiology and the problems of rigidity and centralization of public administration. This latter was generally agreed to be an important constraint to the development of an effective primary health care system in most Francophone African countries but one with limited potential for being dealt with by a single sectoral Ministry; therefore, it was concluded that it should be recognized but probably not made the subject of a particular session. Although all of the issues to be included in the seminar can appropriately be considered to be part of health planning, it was agreed that devoting a separate session to the topic of health planning would not be a good idea because the discussion would probably become too theoretical. It was also agreed that it would be inappropriate to try to teach epidemiology as an analytical tool during a two week health policy seminar.

Mr. Furst mentioned a film that he had heard about on Primary Health Care in Cameroon. There was a consensus that showing such a film might be a good way to generate discussion early in the seminar and Mr. Furst agreed to find out how the film could be obtained.

All members of PHND Division 2 who attended the meeting indicated that they expected to be available to participate in the seminar as resource persons and/or discussion leaders.

cc. Dr. D. Tejada de Rivero; Dr. S. Khanna (WHO, Geneva)
Messrs. C. Willoughby; I.A. Sirken; K.V. Ranganathan (EDI)
J. Warford; (Ms.) I. Husain, S. Denning; E. Schebeck; A. Prost (PHND)
F. Orivel (University of Dijon)

cc. and cleared
Mr. M. Furst; Drs. B. Liese; M. Jancloes;
Ms. Susan Foster (PHND)

JL/11c
This is to update you on preparations for the January 1984 Staff Seminar. There are two attachments which set out most of the relevant details:

- my memorandum to Mr. North dated August 19, 1983, explaining the draft outline for the seminar and seeking approval of the tentative staffing allocations.
- my memorandum to Files dated August 29, 1983, recording the results of the meeting with Mr. North, the Division Chiefs, and the Advisors on August 25, 1983.

2. The success of the seminar will depend very much on the effort we all put into its preparation. I appreciate very much the work that a number of staff have already put into it to get us where we are now. I hope that, as we come back to you for further help, we get the same level of cooperation. Many thanks.

cc: R. Clymire, A. Israel, J. Malone, B. Masters, L. Miller, K.V. Ranganathan
1. The Steering Committee for the January 1984 PHN Staff Seminar met on August 25, 1983, to review preparations for the seminar. Those attending were John North, Dr. Kanagaratnam, Alan Berg, Jeremy Warford, Nydia Maraviglia (for Emmerich Schebeck), Ishrat Husain, Stephen Denning, Ami Fullerton, and Cynthia Gilley.

2. The meeting focused on the conceptual design of the seminar, the staffing assignments for the preparation of the topic modules, and the proposed venue and date of the seminar as presented in Stephen Denning's memorandum to John North on August 19, 1983 (Annex 2).

Conceptual Design of Seminar

3. The Committee was generally supportive of the conceptual design of the seminar, with the following suggestions:

   (a) Vertical Programs versus Integrated Programs should be termed Vertical Programs and Horizontal Programs.

   (b) Management Information Systems (MIS) should be incorporated into the program. MIS could be included in the topic of financial management and cost recovery or in the conceptual framework introduction of the seminar. Jeremy Warford designated Teresa J. Ho to work with the module coordinators in preparing material on MIS.

   (c) The possibility of giving more emphasis to the topic of nutrition should be explored. Alan Berg is to study the extent that nutrition may be included in the seminar and report back to the Working Group.

Staffing Assignments

4. Departmental staffing assignments for the preparation of the topic modules were reviewed and adjusted. Staffing assignments as approved in the meeting are presented in Annex 1 to this memorandum.
Venue and Date

5. The Committee voiced no objection to the proposed venue and date of the seminar as the Capital Hilton Hotel from January 9 to 12, 1984.

Address by Mr. A.W. Clausen

6. It was agreed that Mr. Shahid Husain should be invited to lunch on January 10, 1984, when Mr. A.W. Clausen is tentatively scheduled to say a few words to the department.

Annexes

CGilley:MA
### DEPARTMENTAL STAFFING ASSIGNMENTS FOR THE PREPARATION OF THE JANUARY 1984 PHN STAFF SEMINAR

<table>
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<tr>
<th>Staff Member</th>
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<th>Personal Agreement</th>
<th>Division Chief Agreement</th>
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a/ to be contacted

Revised: August 29, 1983
OFFICE MEMORANDUM

DATE August 19, 1983.

TO Mr. John D. North, Director, PHN

FROM Stephen M. Denning, Chief, PHND

EXTENSION 61561

SUBJECT January Seminar 1984

1. This memorandum is intended to inform you of recent work done on the preparation of the January seminar on organization and management in the PHN sectors, and request your approval of certain matters, particularly:

- the basic outline of the seminar (see below paragraphs 4-5);
- the staffing assignments for the preparation (see below Attachment 1);
- the place and time suggested for the seminar (see below paragraph 7).

Background

2. Since my memorandum to you of June 10, a number of things have happened. You will recall that we proposed to go about preparing the seminar with two parallel efforts, one, internal and "demand-based" focussing on what the staff of the department wanted and needed, and the other external and "supply-based" and focussing on what outside expertise could be mistered for the seminar. As part of the internal effort, several of the preparatory group met with each of the three divisions to obtain views of the staff on the issue: we found a widespread support for a seminar on the topic of organization and management, and a wide range of issues on which staff were interested in obtaining guidance and sharing experiences. We also made some contacts with outside experts in the field to see what help we could get in a substantive sense. We have also been in contact with the Training Division in PMD, OED, EDI and Arturo Israel's unit in Personnel.

3. After this initial reconnaissance, the preparatory group met to try to focus the objectives and format. We had a considerable discussion on the subject of the objectives of the seminar. I am not sure that there is a complete consensus issue yet. However, my view is that there are two essential objectives:

- sharing experiences of the staff on the subject of organization and management in PHN sectors (a knowledge objective)
- helping the department work together as a department on a common problem (an institution building objective)
We would hope as an additional by-product of the seminar that there would be some transference of skills in terms of the ability to handle organizational and management issues. As we are unable at this point to define exactly what skills are to be transferred, I think that we should set this up as an essential objective of the seminar. There are others in the preparatory group who feel that the transfer of skills should be a central objective of the seminar. This is something that we intend to work out as we go along.

4. The format of the seminar has been tentatively agreed as follows:

   - an introductory module, dealing with the conceptual framework of the subject of organization and management in the PHN sectors. It would deal with what is peculiar to the PHN sectors, as well as what is common to other applications of the subject. Willy De Geyndt has agreed to coordinate this module, with the help of an outsider, Professor Jim Austen of the Harvard Business School who has worked with the Rural Development Department on a series of seminars on the design of rural development projects.

   - a module on vertical versus horizontal organizational approaches, with particular reference to the integration issue in population, and to the single disease approach in health. Dr Kanagaratnam has agreed to coordinate this module.

   - a module on management and organization at the village level (or periphery). Richard Heaver has agreed to coordinate this module.

   - a module on the management of financial issues in the PHN sectors. David de Ferranti has agreed to coordinate this module, although its preparation is a little behind the others because David was absent on vacation when the earlier meetings were taking place.

   - a module on how World Bank missions cope, or try to cope, with management issues. Margaret Valdivia has agreed to coordinate this module.

5. A few comments may be in order as to the choice of topics. There is obviously a tension between trying to understand the whole subject of organization and management, and trying to understand a few narrow aspects of it. The broad approach may be more intellectually satisfying, but less practically useful. The narrow approach may be more directly relevant to the few narrow issues involved, but offer little illumination on the wide range of sub-topics in which the staff of our department are apparently interested. At present, we have proposed a blend of the two approaches. The introductory module would propose a conceptual framework to be used at
least for the purposes of facilitating discussion during the seminar. The other narrower modules would be developed, taking into account the framework of the introductory module. To a certain extent, the narrower modules would be opportunities to apply and illustrate the framework, so that the seminar forms an integrated whole.

6. Details of the staffing involved for each of the modules is set out in Attachment 1, and an explanation of each of the modules is set out in Attachment 2.

Venue

7. We tentatively plan to conduct the seminar on January 10-13, 1984, at the Capitol Hilton Hotel, located at 16th and K Streets, N.W. The Capitol Hilton is within easy walking distance of the Bank, and is accessible by two metro stops (17th and L Streets, N.W., and 15th and H Streets, N.W.). The seminar rooms that we plan to use have excellent acoustics and would provide for comfortable sessions. Peter Thomas and Robert Clymire of the Training Division have examined the seminar rooms and agree to their suitability.

Budget

8. We are exploring various aspects of the budget. In terms of departmental resources, we have already made a substantial investment in recruiting a full-time assistant. Cynthia Gilley is proving to be invaluable in this role. We will also be using the substantial staff input requested in Attachment 1.

9. We also had agreed with Ms. Tufan Kolan of the Training Division on an allocation of $20,000 to help with the seminar. She has since left that division, and her successor, Bernard Masters is talking about $10,000 with a possibility of increasing to $15,000. I shall also be exploring with Arturo Israel whether he can give us any assistance from his consultant budget, as the seminar appears to fall squarely within his main terms of reference and, if successful, could assist other parts of the Bank. It is however fair to say that the level of resources available for the seminar has not yet been determined.

10. In terms of application of funds, we envisage the following needs at present:

(a) preparation and implementation of seminar modules

- conceptual framework $8,000
- vertical vs. integrated program $3,000
- financial management and cost recovery $2,000
- mission approaches to management issues $2,000
- case study preparation $5,000

$20,000
(b) venue

- seminar room rental $400
- lunches (60 people x 4 days) $3,620
- coffee service (60 people x 2 times x 4 days) $641
- seminar equipment (microphone rental, screen rental) $208

Total $4,869

$4,869

cc: R. Clymire, D. de Ferranti, S. Friedmann, W. de Geyndt, C. Gilley, J. Greene, R. Heaver, D. Jamison, Dr. Kanagaratnam, M. Valdivia, A. Williams

I. Husain, E. Schebeck, J. Warford

SDenning: CG
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<td>J. Austin</td>
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<td>PMD to finance</td>
<td>Assist in development of framework; teach case study during seminar.</td>
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<td>K. Kanagaratram</td>
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<td>J. Greene</td>
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<td>R. Barnan</td>
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August 19, 1983
Cynthia Gilley:csop
## Contents of Attachment 2

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<td>5. World Bank Mission Approaches to Management Issues and Problems</td>
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1. **Topic**

   Conceptual and Integrative Framework for the 1984 PHN Staff Seminar (Willy de Geyndt)

2. **Objectives**

   2.1 To demonstrate a common understanding of the seminar topic.
   2.2 To understand the integrative framework and its application value.
   2.3 To utilize a common terminology during the seminar.

3. **Methodology**

   3.1 Ex cathedra presentations;
   3.2 Audio/visual methods;
   3.3 Audience participation;
   3.4 Instructor/learner interactions;
   3.5 Seminar participants interactions;

4. **Content**

   4.1 Planning & Control System Model (N. Anthony)
      - Strategic Planning
      - Management Control
      - Operational Control
   4.2 The Management Process Approach
      - Planning - including the planning of organization structures and decision making
      - Directing or Supervising
      - Coordinating
      - Controlling - including evaluating and investigating for control purposes.
   4.3 The 7 S Model
      - (In Pascal's: The Art of Japanese Management)
      - Structure
      - Strategy
      - Systems
4.4 The Strategic Management Approach

Integration of People, Structure, Processes, Systems and Resources:

- Organizational Structure
- Organizational Processes
- Formal Systems (Planning, Communications, Control, etc.)
- Interpersonal Mechanisms
- Internal & external environments

4.5 Organizational Improvement Model (J.P. Kotter)

Integrative model of organizational dynamics to assess organizational health, select improvement tools and implement choices consisting of 7 elements:

- Key organizational processes
- External environment
  - task environment
  - wider environment
- Employees and other tangible assets
- Formal organizational arrangements
- The social system
  - culture
  - social structure
- Technology (techniques)
- Dominant coalition (top management, leadership)

4.6 Integrative Framework for Implementation of Policies and Strategies in the PHN Sector (W. De Geyndt)

5. Tasks/Timetable

5.1 Selection of outside consultant
5.2 Selection of integrative framework
5.3 Selection of methodology
5.4 Preparation of thematic outline
5.5 Clearance with Steering Committee
5.6 Finalizing preparation
5.7 Presentation
5.8 Evaluation

- September 9, 1983
- September 15, 1983
- September 15, 1983
- October 15, 1983
- October 15, 1983
- November 15, 1983
- January 9, 1984
- January 12, 1984
6. Execution

Willy De Geyndt (Working Committee Leader)
Jim Austin (Consultant), Robert Youker (Commentator)

7. Funding Needs

$ 8,000
1. **Topic**

*Vertical Programs versus Integrated Programs*

(Dr. Kanagaratnam)

2. **Objectives**

2.1 To be aware of conceptual framework of the topic.

2.2 To become familiar with the definitions in use.

2.3 To understand that thinking on this has been evolutionary, as illustrated by the cases to be referred in the session.

2.4 To recognize the two topic areas (population/health) call for different thinking and approaches and have significant differences.

2.5 To recognize that solutions should be arrived at within the context of political and administrative priorities as well as the feasibility of particular structures in the country context, based on its traditions and past organizational and institutional history.

3. **Methodology**

3.1 The presentations will treat the issues of Population and in Health Care in two separate parts: an attempt will be made to draw some of the lessons common to both areas; but also highlight the differences and problems.

3.2 The presentations will include:

- Background papers (2 or 3 papers)
- Illustrative case studies (number to be determined)

3.3 The exposition of the background papers and case studies will be followed by audience inter-action and participation. An effort will be made to get a reading of the Group preferences based on their experiences.

4. **Context**

4.1 **Population/Family Planning**

- Conceptual framework and definitions.
- Possible models of integration and a discussion of their merits/disadvantages.
- Case studies with discussion of their effectiveness in those situations and problems.
- Current and future trends.
4.2 Health Care

- Historical evolution of vertical and integrated programs.
- Criteria for vertical and integrated programs - What situations for which studies and why.
- Case studies of selected vertical and integrated programs and comments on their effectiveness.
- In both areas, the political and administrative environment will be touched upon as providing a backdrop for the system and its effectiveness of lack of it.

5. Tasks/Timetable

5.1 Core Team - to be responsible for module to be identified for the session (3-5 professionals within PHN).

5.2 Selection of outside consultant/s to prepare papers.

5.3 Expansion of topics to a thematic outline.

5.4 Review with Steering Committee.

5.5 Finalizing preparation of papers.

5.6 Papers to be ready by

5.7 Presentation

5.8 Evaluation

6. Execution

Dr. Kanagaratnam (Working Committee Leader)
Ishrat Hisain, Nydia Maraviglia, Bernhard Liese

7. Funding Needs

$3,000
1. **Topic**

Managing Population, Health, and Nutrition Services at the Periphery
(Richard Heaver)

2. **Objectives**

2.1 To familiarize participants with the various approaches to outreach management currently used in PHN Dept. projects.

2.2 To relate present PHN Dept. approaches to outreach system design to the state of the art outside the Bank, and in other sectors within the Bank.

2.3 To develop participants' understanding of the appropriateness of different management systems for different cultural and administrative environments.

3. **Methodology**

Presentation of Bank project experience and/or other personal experience by several (5-6) PHN Dept. staff, as a focus for participant discussion.

4. **Content**

4.1 **Outline**

(1) Introduction

- role of clinics (role as referral centers complements outreach; limited reach and equity impact; unsuitability for education and preventive care) and role of outreach;

- distinction between community organization and government outreach approaches (see footnote);

- summary of Bank's experience with these approaches outside the PHN sectors.

**Note:**
The distinction made between community organization and government outreach approaches is that at the village level the latter rely on paid workers under the control of government as the primary agents of change, while in the former the main actors are community organizations or volunteers, often supported by but not under the control of government. While hybrids between the two approaches are possible, it is convenient to distinguish them for analytical purposes, and current approaches in the field often reflect one or the other pattern.

(ii) **Community Organization Approaches**

- Survey of experience
- village health committees
- part-time volunteers
- **Review** of factors contributing to success
  - local culture encourages cooperation
  - building on existing local organizations
  - selection of appropriate services
  - quantity and quality of government support

**Possible Theme:** Community organization approaches can work, but are only appropriate in certain cultures: they are not a cheap alternative to government action, but need considerable support: they are more effective for provision of some types of service than others.

(iii) **Government Outreach Approaches**

- Survey of experience
- Review of factors contributing to success
  - realistic tasks
  - performance norms
  - reporting systems
  - realistic staff/supervision ratios
  - in-service training
  - supportive supervision and feedback
  - accountability to community
- Costs and implications
  - use of paraprofessionals
  - greater selectivity among tasks and clients

**Possible Theme:** Many of the prerequisites of managerial success in outreach programs are known but they have not been systematized and disseminated: while government outreach programs may be cost-effective, they may also be expensive, and ways need to be explored of cutting costs through greater use of paraprofessionals and further concentration of services on key tasks and clients.

4.2 Sample of possible presentations

(i) **Community Organization**

- Indonesia Nutrition (theme: Approach relatively productive due to supportive cultural environment and use of strong existing community organizations.)

- Philippines' Primary Health (theme: Volunteers less productive in absence of tradition of community involvement and where strong government outreach support is not provided).

(ii) **Government Outreach**

- Egypt Population (inadequate incentives, irregular supervision and weak government commitment)
5. Tasks/Timetable

5.1 Selection of projects and speakers; by Sept. 16

5.2 Preparation of guidelines for writing cases/papers; by Sept. 16

5.3 Speakers produce draft of case material/papers; by Nov. 30

5.4 Discussion and revision of case material/papers; by Dec. 23

6. Execution

Richard Heaver (Working Committee Leader), Nurul Khan, John Kisa, Bernhard Liese, Aubrey Williams, Michel Jancloes, Margaret Valdivia, Roberto Cuca, James Greene
1. **Topic**
   
   Financial Management and Cost Recovery (David de Ferranti)

2. **Objectives**
   
   To be determined

3. **Methodology**
   
   To be determined

4. **Content**
   
   4.1 Process aspects of management
       - record keeping
       - accounting
       - budgeting
   
   4.2 Cost recovery and financing methods
       - user charges
       - insurance mechanisms
   
   4.3 Role of public/private entities

5. **Tasks/Timetable**
   
   Presentation of detailed outline
   
   Selection of case studies/lectures September 15
   
   Selection of resource persons

6. **Execution**
   
   David de Ferranti (Working Committee Leader),
   Howard Barnum, Michel Jancloes, Jean Pillet, Michael Mills

7. **Funding Needs**
   
   $2,000
1. Topic

World Bank Mission Approaches to Management Issues and Problems
(Margaret Valdivia)

2. Objectives

2.1 To identify the constraints of the mission situation.
2.2 To illuminate the range of options open to a mission.
2.3 To study Bank experience in mission approaches to management
and organization issues.
2.4 To attempt to identify practical tools available to mission
members confronted with management issues.

3. Methodology

3.1 Small group work on short, written, case material drawn from all
sectors of the Bank.
3.2 Reading of short papers on mission constraints; Bank conventions
and procedures; complications specific to managements in PHN
sectors; the nature of Bank - country relationships; the
vocabulary of negotiation and tact; strategies for airing
sensitive issues.
3.3 Viewing videotape on cross-cultural misunderstandings.
3.4 Small groups. Working time 40 min. Group leaders to be assigned
in advance. Group composition to change once at least in the
four hours.

4. Content

4.1 Presentation (written) of problems drawn from bank-wide
experience.
4.2 Group exercises to identify and then classify the issues and
problems.
4.3 Presentation (written) of original mission recommendation and
results.
4.4 Group exercise to canvass options on long, short, and medium-term
solutions.
4.5 Group discussion on presentation of recommendations to the
Government.
5. Tasks/Timetable

5.1 Search
Completed by mid September

5.2 Handout Preparation
Completed by end of September

5.3 Field Testing
Completed by end of October

5.4 Videotape
End August

5.5 Group Leaders
End October

6. Execution
Margaret Valdivia (Working Committee Leader),
Michael Furst, Aubrey Williams, Turid Sato, Nydia Maraviglia
(commentator)

7. Funding Needs
$2,000
OFFICE MEMORANDUM

DATE August 25, 1983

TO Mr. Roy Southworth, Administrative Assistant to the President

FROM Stephen Denning, Chief, PHN

EXTENSION 61561

SUBJECT Address of Mr. A. W. Clausen at January 1984 PHN Staff Seminar

1. As I mentioned on the phone, the Population, Health, and Nutrition Department will conduct a departmental seminar in January 1984. The seminar aims to consolidate departmental experience, contribute to departmental development, and present staff members with useful information on management and organization in the population, health, and nutrition sectors.

2. The seminar is scheduled for January 9-12, 1983, at the Capital Hilton Hotel, located at 16th and K Streets, N.W.

3. The department wishes to explore the possibility of Mr. Clausen addressing the seminar at lunch on January 10, 1984, at 1:15 p.m. in the Gallery Room located on the second floor of the Capital Hilton Hotel. (It is understood that Mr. Clausen has prior commitments on January 9, 1984 - the opening day of the seminar).

4. We would expect the presentation to be quite informal. It might last ten to fifteen minutes with a few minutes to answer questions. We would provide any necessary assistance in providing background material for Mr. Clausen's comments.

5. Thanking you for your assistance.

cc: J. North, I. Husain, E. Schebeck, J. Warford, Dr. Kanagaratnam, A. Berg, S. Husain

SDenning:CG

1. The Working Group for the January 1984 PHN Staff Seminar met on August 16, 1983, to discuss topic modules for the seminar. Those attending were Robert Clymire, Stephen Denning, Santiago Friedmann, Willy de Geyndt, Cynthia Gilley, Richard Heaver, Dr. Kanagaratnam, John Malone, Linda Muller, K.V. Ranganathan, and Margaret Valdivia. David de Ferranti, Dean Jamison, Geoffrey Lamb, Bernard Masters and Aubrey Williams were invited but were unable to attend.

Conceptual Framework Introduction

2. Willy de Geyndt led the discussion on the conceptual framework module to be presented as the introduction of the seminar. It was agreed that this module should be developed expeditiously so that the other topic modules could fit into the conceptual framework. De Geyndt proposed to link the framework to the project cycle, concentrating on the identification, design, implementation, and evaluation phases. De Geyndt agreed to draft the framework by mid-September 1983 and send it to Professor Jim Austin at Harvard Graduate School of Business Administration for review. Austin has agreed to provide technical assistance to the department in designing the introduction of the seminar. Mr. Denning said it would be desirable if the draft framework could be available to the other groups by mid-September.

Vertical Programs versus Integrated Programs

3. Dr. Kanagaratnam outlined the objectives of the topic of vertical programs versus integrated programs as to provide for a common language in discussing population and health programs, to point out different organizational forms, and to present information on how to find solutions to management problems in these programs. It was suggested that the World Health Organization and the Pan American Health Organization might be able to provide examples of organizational forms for the topic module. It was also suggested that the group should contain at least one proponent of the "horizontal" school of thought.
Managing Population, Health and Nutrition Services at the Periphery

4. In discussing the topic module for managing PHN services at the periphery, it was noted that three points should be addressed when developing the modules for the seminar: 1) the question of the target audience; 2) time allocated to devote to the seminar; and 3) the need for consistency of approach in paper and case study writing.

World Bank Mission Approaches and Practices

5. It was suggested that videotapes might be used for the topic module on World Bank missions approaches and practices on management issues. It was agreed that role playing exercises were inappropriate. The idea of devoting this whole module to a single case study was also canvassed.

Financial Management and Cost Recovery

6. Stephen Denning and Cynthia Gilley agreed to contact David de Ferranti to discuss the development of a module to address the topic of financial management and cost recovery. (De Ferranti subsequently agreed to act).

Seminar Venue

7. Cynthia Gilley presented information on proposed seminar sites in Washington, D.C. Robert Clymire from the Training Division and Cynthia Gilley agreed to review the conference facilities of the Capital Hilton Hotel, located at 16th and K Streets, N.W. Denning, Clymire, and Gilley were to make a tentative decision on the venue and report back to the Working Group.

Preparations for Next Meeting

8. Stephen Denning asked those responsible for topic modules to develop a list of candidates for working committees and resource persons to present to the Division Chiefs and Department Director. These lists are to be discussed at a meeting of module coordinators scheduled for August 18, 1983.

9. Module coordinators are requested to prepare detailed outlines on content, methodology, and staffing assignments for each topic by September 15, 1983.

Distribution:

R. Clymire, S. Denning, D. deFerranti, S. Friedmann, W. de Geyndt, R. Heaver, D. Jamison, Dr. Kanagaratnam, G. Lamb, J. Malone, B. Masters, L. Muller, K. V. Ranganathan, M. Valdivia, A. Williams

J. North, I. Husain, E. Schebeck, J. Warford, A. Israel

CGilley:MA
OFFICE MEMORANDUM

DATE  August 19, 1983
TO    Mr. John D. North, Director, PHN
FROM  Stephen M. Denning, Chief, PHND
EXTENSION  61561
SUBJECT  January Seminar 1984

1. This memorandum is intended to inform you of recent work done on the preparation of the January seminar on organization and management in the PHN sectors, and request your approval of certain matters, particularly:
   - the basic outline of the seminar (see below paragraphs 4-5);
   - the staffing assignments for the preparation (see below Attachment 1);
   - the place and time suggested for the seminar (see below paragraph 7).

Background

2. Since my memorandum to you of June 10, a number of things have happened. You will recall that we proposed to go about preparing the seminar with two parallel efforts, one, internal and "demand-based" focusing on what the staff of the department wanted and needed, and the other external and "supply-based" and focusing on what outside expertise could be mustered for the seminar. As part of the internal effort, several of the preparatory group met with each of the three divisions to obtain views of the staff on the issue: we found a widespread support for a seminar on the topic of organization and management, and a wide range of issues on which staff were interested in obtaining guidance and sharing experiences. We also made some contacts with outside experts in the field to see what help we could get in a substantive sense. We have also been in contact with the Training Division in PMD, OED, EDI and Arturo Israel's unit in Personnel.

3. After this initial reconnaissance, the preparatory group met to try to focus the objectives and format. We had a considerable discussion on the subject of the objectives of the seminar. I am not sure that there is a complete consensus issue yet. However, my view is that there are two essential objectives:
   - sharing experiences of the staff on the subject of organization and management in PHN sectors (a knowledge objective)
   - helping the department work together as a department on a common problem (an institution building objective)
We would hope as an additional by-product of the seminar that there would be some transference of skills in terms of the ability to handle organizational and management issues. As we are unable at this point to define exactly what skills are to be transferred, I think that we should set this up as an essential objective of the seminar. There are others in the preparatory group who feel that the transfer of skills should be a central objective of the seminar. This is something that we intend to work out as we go along.

4. The format of the seminar has been tentatively agreed as follows:

- an introductory module, dealing with the conceptual framework of the subject of organization and management in the PHN sectors. It would deal with what is peculiar to the PHN sectors, as well as what is common to other applications of the subject. Willy De Geyndt has agreed to coordinate this module, with the help of an outsider, Professor Jim Austen of the Harvard Business School who has worked with the Rural Development Department on a series of seminars on the design of rural development projects.

- a module on vertical versus horizontal organizational approaches, with particular reference to the integration issue in population, and to the single disease approach in health. Dr Kanagaratnam has agreed to coordinate this module.

- a module on management and organization at the village level (or periphery). Richard Heaver has agreed to coordinate this module.

- a module on the management of financial issues in the PHN sectors. David de Ferranti has agreed to coordinate this module, although its preparation is a little behind the others because David was absent on vacation when the earlier meetings were taking place.

- a module on how World Bank missions cope, or try to cope, with management issues. Margaret Valdivia has agreed to coordinate this module.

5. A few comments may be in order as to the choice of topics. There is obviously a tension between trying to understand the whole subject of organization and management, and trying to understand a few narrow aspects of it. The broad approach may be more intellectually satisfying, but less practically useful. The narrow approach may be more directly relevant to the few narrow issues involved, but offer little illumination on the wide range of sub-topics in which the staff of our department are apparently interested. At present, we have proposed a blend of the two approaches. The introductory module would propose a conceptual framework to be used at
least for the purposes of facilitating discussion during the seminar. The
other narrower modules would be developed, taking into account the
framework of the introductory module. To a certain extent, the narrower
modules would be opportunities to apply and illustrate the framework, so
that the seminar forms an integrated whole.

6. Details of the staffing involved for each of the modules is set
out in Attachment 1, and an explanation of each of the modules is set out
in Attachment 2.

Venue

7. We tentatively plan to conduct the seminar on January 10-13,
1984, at the Capitol Hilton Hotel, located at 16th and K Streets, N.W. The
Capitol Hilton is within easy walking distance of the Bank, and is
accessible by two metro stops (17th and L Streets, N.W., and 15th and H
Streets, N.W.). The seminar rooms that we plan to use have excellent
acoustics and would provide for comfortable sessions. Peter Thomas and
Robert Clymire of the Training Division have examined the seminar rooms and
agree to their suitability.

Budget

8. We are exploring various aspects of the budget. In terms of
departmental resources, we have already made a substantial investment in
recruiting a full-time assistant. Cynthia Gilley is proving to be
invaluable in this role. We will also be using the substantial staff input
requested in Attachment 1.

9. We also had agreed with Ms. Tufan Kolan of the Training Division
on an allocation of $20,000 to help with the seminar. She has since left
that division, and her successor, Bernard Masters is talking about $10,000
with a possibility of increasing to $15,000. I shall also be exploring
with Arturo Israel whether he can give us any assistance from his
consultant budget, as the seminar appears to fall squarely within his main
terms of reference and, if successful, could assist other parts of the
Bank. It is however fair to say that the level of resources available for
the seminar has not yet been determined.

10. In terms of application of funds, we envisage the following needs
at present:

(a) preparation and implementation of seminar
modules
   - conceptual framework $8,000
   - vertical vs. integrated program $3,000
   - financial management and cost recovery $2,000
   - mission approaches to management issues $2,000
   - case study preparation $5,000

$20,000
(b) venue

- seminar room rental $400
- lunches (60 people x 4 days) $3,620
- coffee service (60 people x 2 times x 4 days) $641
- seminar equipment (microphone rental, screen rental) $208

Total $4,869

cc: R. Clymire, D. de Ferranti, S. Friedmann, W. de Geyndt, C. Gilley, J. Greene, R. Heaver, D. Jamison, Dr. Kanagaratnam, M. Valdivia, A. Williams

I. Husain, E. Schebeck, J. Warford

SDenning: CG
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2. Assist in development of framework; teach case study during seminar.
3. Review/comment on framework.
5. Review papers on topic.
6. Coordinate summarizing session of seminar.

August 19, 1983
Cynthia Gilley:dmsp
## Contents of Attachment 2

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<td>5. World Bank Mission Approaches to Management Issues and Problems</td>
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</table>
1. **Topic**
   Conceptual and Integrative Framework for the 1984 PHN Staff Seminar (Willy de Geyndt)

2. **Objectives**
   2.1 To demonstrate a common understanding of the seminar topic.
   2.2 To understand the integrative framework and its application value.
   2.3 To utilize a common terminology during the seminar.

3. **Methodology**
   3.1 Ex cathedra presentations;
   3.2 Audio/visual methods;
   3.3 Audience participation;
   3.4 Instructor/learner interactions;
   3.5 Seminar participants interactions;

4. **Content**
   4.1 Planning & Control System Model (N. Anthony)
      - Strategic Planning
      - Management Control
      - Operational Control
   
   4.2 The Management Process Approach
      - Planning - including the planning of organization structures and decision making
      - Directing or Supervising
      - Coordinating
      - Controlling - including evaluating and investigating for control purposes.
   
   4.3 The 7 S Model
      (In Pascal's: The Art of Japanese Management)
      - Structure
      - Strategy
      - Systems
4.4 The Strategic Management Approach

Integration of People, Structure, Processes, Systems and Resources:
- Organizational Structure
- Organizational Processes
- Formal Systems (Planning, Communications, Control, etc.)
- Interpersonal Mechanisms
- Internal & external environments

4.5 Organizational Improvement Model (J.P. Kotter)

Integrative model of organizational dynamics to assess organizational health, select improvement tools and implement choices consisting of 7 elements:
- Key organizational processes
- External environment
  - task environment
  - wider environment
- Employees and other tangible assets
- Formal organizational arrangements
- The social system
  - culture
  - social structure
- Technology (techniques)
- Dominant coalition (top management, leadership)

4.6 Integrative Framework for Implementation of Policies and Strategies in the PHN Sector (W. De Geyndt)

5. Tasks/Timetable

5.1 Selection of outside consultant - September 9, 1983
5.2 Selection of integrative framework - September 15, 1983
5.3 Selection of methodology - September 15, 1983
5.4 Preparation of thematic outline - October 15, 1983
5.5 Clearance with Steering Committee - October 15, 1983
5.6 Finalizing preparation - November 15, 1983
5.7 Presentation - January 9, 1984
5.8 Evaluation - January 12, 1984
6. Execution

Willy De Geyndt (Working Committee Leader)
Jim Austin (Consultant), Robert Youker (Commentator)

7. Funding Needs

$ 8,000
1. **Topic**

*Vertical Programs versus Integrated Programs*  
(Dr. Kanagaratnam)

2. **Objectives**

2.1 To be aware of conceptual framework of the topic.

2.2 To become familiar with the definitions in use.

2.3 To understand that thinking on this has been evolutionary, as illustrated by the cases to be referred in the session.

2.4 To recognize the two topic areas (population/health) call for different thinking and approaches and have significant differences.

2.5 To recognize that solutions should be arrived at within the context of political and administrative priorities as well as the feasibility of particular structures in the country context, based on its traditions and past organizational and institutional history.

3. **Methodology**

3.1 The presentations will treat the issues of Population and in Health Care in two separate parts: an attempt will be made to draw some of the lessons common to both areas; but also highlight the differences and problems.

3.2 The presentations will include:

- Background papers (2 or 3 papers)
- Illustrative case studies (number to be determined)

3.3 The exposition of the background papers and case studies will be followed by audience inter-action and participation. An effort will be made to get a reading of the Group preferences based on their experiences.

4. **Context**

4.1 **Population/Family Planning**

- Conceptual framework and definitions.
- Possible models of integration and a discussion of their merits/disadvantages.
- Case studies with discussion of their effectiveness in those situations and problems.
- Current and future trends.
4.2 Health Care

- Historical evolution of vertical and integrated programs.
- Criteria for vertical and integrated programs – What situations for which studies and why.
- Case studies of selected vertical and integrated programs and comments on their effectiveness.
- In both areas, the political and administrative environment will be touched upon as providing a backdrop for the system and its effectiveness of lack of it.

5. Tasks/Timetable

5.1 Core Team - to be responsible for module to be identified for the session (3-5 professionals within PHN).
5.2 Selection of outside consultant/s to prepare papers.
5.3 Expansion of topics to a thematic outline.
5.4 Review with Steering Committee.
5.5 Finalizing preparation of papers.
5.6 Papers to be ready by
5.7 Presentation
5.8 Evaluation

6. Execution

Dr. Kanagaratnam (Working Committee Leader)
Ishrat Husain, Nydia Maraviglia, Bernhard Liese

7. Funding Needs

$3,000
JANUARY 1984 PHN STAFF SEMINAR

1. Topic

Managing Population, Health, and Nutrition Services at the Periphery
(Richard Heaver)

2. Objectives

2.1 To familiarize participants with the various approaches to outreach management currently used in PHN Dept. projects.

2.2 To relate present PHN Dept. approaches to outreach system design to the state of the art outside the Bank, and in other sectors within the Bank.

2.3 To develop participants' understanding of the appropriateness of different management systems for different cultural and administrative environments.

3. Methodology

Presentation of Bank project experience and/or other personal experience by several (5-6) PHN Dept. staff, as a focus for participant discussion.

4. Content

4.1 Outline

(i) Introduction

- role of clinics (role as referral centers complements outreach; limited reach and equity impact; unsuitability for education and preventive care) and role of outreach;

- distinction between community organization and government outreach approaches (see footnote);

- summary of Bank's experience with these approaches outside the PHN sectors.

Note:
The distinction made between community organization and government outreach approaches is that at the village level the latter rely on paid workers under the control of government as the primary agents of change, while in the former the main actors are community organizations or volunteers, often supported by but not under the control of government. While hybrids between the two approaches are possible, it is convenient to distinguish them for analytical purposes, and current approaches in the field often reflect one or the other pattern.

(ii) Community Organization Approaches

- Survey of experience
village health committees
- parttime volunteers
- Review of factors contributing to success
  - local culture encourages cooperation
  - building on existing local organizations
  - selection of appropriate services
  - quantity and quality of government support

Possible Theme: Community organization approaches can work, but are only appropriate in certain cultures: they are not a cheap alternative to government action, but need considerable support: they are more effective for provision of some types of service than others.

(iii) Government Outreach Approaches

- Survey of experience
- Review of factors contributing to success
  - realistic tasks
  - performance norms
  - reporting systems
  - realistic staff/supervision ratios
  - in-service training
  - supportive supervision and feedback
  - accountability to community
- Costs and implications
  - use of paraprofessionals
  - greater selectivity among tasks and clients

Possible Theme: Many of the prerequisites of managerial success in outreach programs are known but they have not been systematized and disseminated: while government outreach programs may be cost-effective, they may also be expensive, and ways need to be explored of cutting costs through greater use of paraprofessionals and further concentration of services on key tasks and clients.

4.2 Sample of possible presentations

(i) Community Organization

- Indonesia Nutrition (theme: Approach relatively productive due to supportive cultural environment and use of strong existing community organizations.)

- Philippines' Primary Health (theme: Volunteers less productive in absence of tradition of community involvement and where strong government outreach support is not provided).

(ii) Government Outreach

- Egypt Population (inadequate incentives, irregular supervision and weak government commitment)
5. **Tasks/Timetable**

5.1 Selection of projects and speakers; by Sept. 16

5.2 Preparation of guidelines for writing cases/papers; by Sept. 16

5.3 Speakers produce draft of case material/papers; by Nov. 30

5.4 Discussion and revision of case material/papers. by Dec. 23

6. **Execution**

Richard Heaver (Working Committee Leader), Nurul Khan, John Kisa, Bernhard Liese, Aubrey Williams, Michel Jancloes, Margaret Valdivia, Roberto Cuca, James Greene
1. **Topic**
   
   Financial Management and Cost Recovery (David de Ferranti)

2. **Objectives**
   
   To be determined

3. **Methodology**
   
   To be determined

4. **Content**
   
   4.1 Process aspects of management
      - record keeping
      - accounting
      - budgeting

   4.2 Cost recovery and financing methods
      - user charges
      - insurance mechanisms

   4.3 Role of public/private entities

5. **Tasks/Timetable**
   
   Presentation of detailed outline

   Selection of case studies/lectures  
   Selection of resource persons  
   September 15

6. **Execution**
   
   David de Ferranti (Working Committee Leader), 
   Howard Barnum, Michel Jancloes, Jean Pillet, Michael Mills

7. **Funding Needs**
   
   $ 2,000
1. Topic

World Bank Mission Approaches to Management Issues and Problems
(Margaret Valdivia)

2. Objectives

2.1 To identify the constraints of the mission situation.
2.2 To illuminate the range of options open to a mission.
2.3 To study Bank experience in mission approaches to management and organization issues.
2.4 To attempt to identify practical tools available to mission members confronted with management issues.

3. Methodology

3.1 Small group work on short, written, case material drawn from all sectors of the Bank.
3.2 Reading of short papers on mission constraints; Bank conventions and procedures; complications specific to managements in PHN sectors; the nature of Bank-country relationships; the vocabulary of negotiation and tact; strategies for airing sensitive issues.
3.3 Viewing videotape on cross-cultural misunderstandings.
3.4 Small groups. Working time 40 min. Group leaders to be assigned in advance. Group composition to change once at least in the four hours.

4. Content

4.1 Presentation (written) of problems drawn from bank-wide experience.
4.2 Group exercises to identify and then classify the issues and problems.
4.3 Presentation (written) of original mission recommendation and results.
4.4 Group exercise to canvass options on long, short, and medium-term solutions.
4.5 Group discussion on presentation of recommendations to the Government.

JANUARY 1984 PHN STAFF SEMINAR
5. **Tasks/Timetable**

5.1 Search
Completed by mid September

5.2 Handout Preparation
Completed by end of September

5.3 Field Testing
Completed by end of October

5.4 Videotape
End August

5.5 Group Leaders
End October

6. **Execution**

Margaret Valdivia (Working Committee Leader),
Michael Furst, Aubrey Williams, Turid Sato, Nydia Maraviglia
(commentator)

7. **Funding Needs**

$2,000
OFFICE MEMORANDUM

August 18, 1983

Ms. Cynthia Gilley, Consultant, PHND3

Stephen M. Denning, Chief, PHND3

61561

Terms of Reference

Background of the Seminar

1. The Population, Health and Nutrition Department will conduct its fourth staff seminar in January 1984. It is held with the purpose of consolidating departmental experience, discussing policy and sectoral issues, and stimulating thought on newly emerging issues. It has been decided to hold the 1984 seminar on selected topics within the broad subject of organization and management in the population, health, and nutrition sectors. The Division Chiefs and the senior advisers will act as a Steering Committee for organizing the seminar.

2. A Working Group for the seminar has been established. Reports of this group were sent to Mr. North on June 10, and August 8, 1983. They contain proposals on various aspects relating to the implementation of the seminar.

3. Your task during your consultancy from August 1983 through January 1984 will be to provide continuity to the preparation of the seminar acting as its Coordinator. As such you will assist the Working Group in:
   a. defining specific objectives and topics to be covered;
   b. preparing a revised timetable for the preparation of the seminar;
   c. identifying contributors;
   d. making administrative arrangements for the seminar including reviewing the presentation of seminar materials; and
   e. monitoring its general implementation.

4. In relation to these tasks you will assist in researching the management field, in order to identify a list of resources (human, film, and print).

5. Your supervisor will be myself subject to the following points:
   - performance will be evaluated on service to the Department as a whole; and
   - Mr. Warford will be responsible for advising on the preparation of papers which are intended for internal publications (to be agreed on a case by case basis).

CGilley:GVL
Distribution:

D. de Ferranti, S. Friedmann, W. de Geyndt,
R. Heaver, D. Jamison, Dr. Kanagaratnam, M. Valdivia,
A. Williams
J. North, I. Husain, E. Schebeck, J. Warford
OFFICE MEMORANDUM

DATE August 16, 1983

TO Distribution List

FROM Cynthia Gilley, Consultant, PHN

EXTENSION 61564


1. The Working Group for the January 1984 PHN Seminar met on August 9, 1983, to discuss outlines for topics. Those attending were Stephen Denning, Santiago Friedmann, Willy De Geyndt, Cynthia Gilley, Jim Greene, Richard Heaver, Dean Jamison, Kandiah Kanagaratnam, Bernard Masters, Margaret Valdivia, and Aubrey Williams. Robert Clymire and David de Ferranti were invited but were unable to attend.

   Conceptual Framework Introduction

2. Willy DeGeyndt presented a module for preparing and implementing the conceptual framework to be used as the introduction of the seminar. Included in the module were background, objectives, methodology, content, tasks, budget, and responsibility of execution. Discussion focused on the application value of the framework, its treatment of cultural factors, and the use of a matrix of modules that would present an integrative approach to management issues. It was suggested that the use of a case study could illustrate various themes. De Geyndt proposed that an outside consultant should be contracted to provide technical assistance in designing the introduction of the seminar.

   Vertical Programs versus Integrated Programs

3. It was suggested that the topic of dedicated organizations versus general services should be termed vertical programs versus integrated programs. Kandiah Kanagaratnam outlined the issues of population and health care in two parts. The issue of population would focus on the merits and disadvantages of integration models, and would use case studies to analyze effectiveness and problems. The issue of health care would be addressed in terms of single disease programs versus integrated health care. Selected case studies on vertical and integrated programs would be reviewed. Presentations would be followed by participant discussion.

   World Bank Missions Approaches and Practices

4. Margaret Valdivia presented an outline on World Bank missions approaches and practices on management issues. It was agreed that objectives of the topic should be to determine constraints of missions in dealing with management issues, and to find practical tools to deal with management problems. Valdivia plans to make contact with the Training Division to learn of management issues that were addressed in a seminar for mission leaders.
Managing Population, Health and Nutrition Services at the Periphery

5. Richard Heaver presented his treatment of the topic of managing population, health, and nutrition services at the periphery. Three organizational approaches were outlined: clinics, community organization, and government outreach. Heaver proposes to survey field experiences to determine managerial successes and failures.

Financial Management and Cost Recovery

6. No outline was presented on the topic of financial management and cost recovery. Stephen Denning was to contact David de Ferranti to explore the possibility of developing a module to address the topic.

Seminar Venue

7. Cynthia Gilley agreed to circulate information to the Working Group on proposed seminar sites.

Preparations for Next Meeting

8. Mr. Denning asked those responsible for specific topics to prepare modules for the preparation and implementation of topics. These modules should include estimates for budgets, amounts of time over the next few months that will be dedicated to missions, and inputs from members of the Working Group and the Department. These modules are to be discussed at the next meeting of the Working Group on August 16, 1983.

Distribution:

R. Clymire, D. de Ferranti, S. Friedmann, W. de Geyndt, J. Greene, R. Heaver, D. Jamison, K. Kanagaratnam, B. Masters, M. Valdivia, A. Williams
J. North, I. Husain, E. Schebeck, J. Warford, J. Malone
A. Israel

CGilley:gvl
OFFICE MEMORANDUM

DATE August 16, 1983

TO Distribution List

FROM Cynthia Gilley, Consultant, PHN9

EXTENSION 61564


1. The Working Group for the January 1984 PHN Seminar met on August 4, 1983, to continue the process of selecting seminar topics. Those attending were Stephen Denning, Santiago Friedmann, Willy de Geyndt, Cynthia Gilley, Richard Heaver, Kandiah Kanagaratnam, Margaret Valdivia, and Aubrey Williams.

Criteria for Topic Selection

2. Mr. Denning outlined the criteria for the selection of topics as: 1) perception of importance; 2) existence of knowledge within the Department; 3) relation to objectives of seminar; 4) feasibility within time constraints; and 5) availability of resource persons.

3. Each member of the group presented a list of topics, which was matched against the selection criteria. From a list of fourteen topics (annexed), four were selected to be included in the seminar: 1) dedicated organizations versus general services; 2) World Bank missions approaches and practices on management issues; 3) decentralization of management and the delivery of services at the local level; and 4) financial management and cost recovery. It was agreed that these topics could be divided into management-related subtopics. The topics could also incorporate illustrative case studies.

Seminar Design

4. It was agreed that the seminar should include an introduction that would present the geography of the subject, conceptual framework, and common vocabulary to be used in discussion sessions. Willy de Geyndt accepted the initial responsibility for preparing the introduction.

5. Kandiah Kanagaratnam will address the topic of dedicated organizations versus general services. Margaret Valdivia will research the role of World Bank missions in the management process. Richard Heaver will investigate the topic of decentralization of management and the delivery of services at the local level. David de Ferranti and Dean Jamison were delegated the responsibility of addressing financial management and cost recovery.

6. Cynthia Gilley agreed to research case studies to be used with the above topics, and to propose seminar sites in Washington outside of the Bank.
7. Mr. Denning will undertake the task of summarizing the discussions at the conclusion of the seminar.

**Preparations for Next Meeting**

8. Mr. Denning asked those responsible for specific topics to prepare a half page outline to be discussed at the next meeting of the Working Group on August 9, 1983.

**Annex**

**Distribution:**

S. Denning, S. Friedmann, W. de Geyndt, R. Heaver, K. Kanagaratnam, M. Valdivia, A. Williams

R. Clymire, D. de Ferranti, D. Jamison, J. Malone, A. Israel, J. Greene

J. North, I. Husain, E. Schebeck, J. Warford

CGilley:gvl
Initial List of Topics Proposed by Working Group

1. Set Objectives (Management by Objectives)
2. Develop Measures (Management by Information System)
3. Program Evaluation, Assessment, Surveillance
4. Corrective Actions
5. Conceptual Framework, Common Vocabulary
6. Dedicated Organizations versus General Services
7. Approaches and Practices of World Bank Missions on Management Issues
8. Role of NGOs, Private Sector
9. Decentralization of Management and the Delivery of Services at the Local Level
10. Human Resource Development
11. Maintenance and Materials
12. Hospital Management
14. Dual Authority: Technical versus Administrative
1. The Working Group for the January 1984 PHN Seminar met on August 3, 1983 to discuss plans for the Departmental seminar. Those attending were Stephen Denning, Santiago Friedmann, Willy de Geyndt, Cynthia Gilley, Richard Heaver, Kandiah Kanagaratnam, Margaret Valdivia, and Aubrey Williams. Karen Hall, Arturo Israel, and Dean Jamison were invited but were unable to attend.

2. The group was presented with background on the preparation for the seminar and was informed of progress to date. Meetings have been held with the Divisions in PHN to determine the theme of the seminar. Discussions with staff members and consultants from the Agriculture and Rural Development Department involved in similar seminars have indicated a preference for case studies. The feasibility of having PHN case studies is still to be tested. The department has recruited a consultant (Cynthia Gilley) to serve as technical coordinator during the preparation of the seminar. Mr. Denning said that the Training Division of the Personnel Management Department had allocated $20,000 to help prepare and run the seminar: Mr. Robert Clymire would be the contact.

3. Mr. Denning explained the objectives of the seminar as to share experience and viewpoints within the Department, to contribute to the institution-building of the Department, and to present staff members with useful information. At present, there were no specific techniques or skills which the seminar was aimed at transferring.

4. The group agreed on the need for a common language or approach in dealing with the theme of the seminar, and this might form one segment. Mr. Denning agreed to contact Jim Greene about using the PIR review as part of the work.

5. Considerable discussion was held on the appropriate methodology for organizing the seminar. The group was generally supportive of a methodology that would blend lecture and discussion with a review of case studies. It was noted that the use of case studies would not forego the
need for specific topics, as case studies might be selected to illustrate particular topics. It was suggested that someone, perhaps an outsider, could present an overview of the theme at the opening of the seminar, and that a summarizing session could conclude the seminar.

6. The group supported the idea of interviewing senior project officers to discuss management problems that could be used as seminar topics. It was agreed that contacts should be made by Cynthia Gilley with the Training Division to learn of the management issues that were addressed in a previous Bank seminar for mission leaders. Outside organizations should also be identified by Ms. Gilley that can prepare and write case studies for possible use in the seminar.

7. The group approved the revised timetable for August 1983 for preparing the seminar, noting that considerable preparation must be undertaken in the next two weeks:

<table>
<thead>
<tr>
<th>Task</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Establishment of permanent Working Group for preparing the Seminar</td>
<td>August 1 - 12</td>
</tr>
<tr>
<td>2. Initial list of topics and resource persons</td>
<td>August 3 - 12</td>
</tr>
<tr>
<td>3. Meeting of Steering Committee</td>
<td>August 15 - 17</td>
</tr>
<tr>
<td>4. Development of day-to-day program, and selection of Seminar venue</td>
<td>August 15 - 22</td>
</tr>
<tr>
<td>5. Presentation to Departmental Staff</td>
<td>August 18</td>
</tr>
</tbody>
</table>

8. The group agreed to meet on August 4, 1983, to continue the process of selecting seminar topics.

Distribution:


CGilley: MA
Date:       June 10, 1983
To:         Mr. John D. North, Director, PHN
From:       Stephen Denning, Chief, PHND3
Subject:    January Seminar 1984: Report of the Initial Preparatory Group

1. In accordance with your decision at our meeting of May 31 and my
draft memorandum of June 7, I called a meeting of the initial preparatory
group for the January 1984 seminar. Those attending were Kanagaratnam, De
Geyndt, Maraviglia, Valdivia, Jamison, de Ferranti and myself. Williams
and Hall were invited but were unable to attend. Heaver declined to attend
at this point. This is the report of our meeting, though there has been no
time for clearance of it by the participants.

Terms of Reference

2. The group was asked to make proposals on:
   - topics to be covered
   - mode of preparation
   - extent to which outsiders should be invited
   - timetable for preparation
   - arrangements as to time and place

The group has made proposals on most of these issues. On some points, the
group itself was split, and on other points, the group felt it was prema-
ture to attempt proposals.

General Comments

3. In general, the group was supportive of the idea of the seminar and
its main theme, agreeing that this was an important topic of general
interest to the department. One participant, however, noted a residual
scepticism as to whether management could be taught, whether the Bank knew
how to deal with the subject and whether the WDR would contribute anything
useful on it. It was agreed that the success of the seminar would depend
on the effort that the department as a whole put into the preparation.

Defining the Topic

4. The group considered two types of issues related to defining the
topic:
there was the overall question of the definition of "organization and management" which would determine the outer limits of the subject matter of the seminar.

within the broad definition of organization and management, there was the question of what specific questions would be focused on in the seminar.

5. On the question of the definition of "organization and management," there was a split of views in the group. One school of thought argued that organization and management should be defined broadly so as to include such sectoral issues as how the department should deal with the private sector in health. The other school of thought argued that although the issue of the private sector in health was very interesting, it was not appropriate for inclusion in a seminar on organization and management, which concerned the organization and management of institutions and the interlinkages between institutions: that if one included such broad sectoral issues as how to deal with the private sector one might just as well permit any issue in the PHN sectors to be included in the seminar. This issue is submitted for resolution by the Steering Group.

6. On the question of the specific topics to be focused on in the seminar, the group thought it was premature to make decisions. Instead the group proposed an approach to selecting topics. Essentially the group suggested that two parallel activities be undertaken:

- demand-based approach: systematic efforts should be undertaken to obtain the views of a broad cross section of the senior project officers in the department on the topics on which they would like to have advice, ideas, new thoughts, experience of others. (As the group itself only contained two such project officers, it felt that it was not in a position to speak for the department's project officers. Instead it proposed a way of obtaining these views, specifically by a person or persons attending division meetings in each of the divisions, obtaining views as to the relevant issues, and leaving questionnaires for those staff members who wished to make more detailed contributions;)

- supply-based approach: efforts should be undertaken to determine the areas in which expertise, new ideas, or enlightenment were available. This might include contact with the WDR team, with those who had worked with the seminars on organization and management in rural development, and with people like Arturo Israel, as well as other outsiders.

7. Once the demand-based and the supply-based approaches were completed, a decision should be made as to which topics should be selected. It was felt that both avenues should be explored, because there might be some topics in which people would like advice but on which nothing new, useful
or interesting could be said. There might be other topics on which none expected to receive advice or ideas, but on which there were in fact new approaches worth considering.

8. There was some discussion as to whether the seminar should emphasize the commonalities or the differences between the three sectors: population, health and nutrition. Thus at one extreme, one might envisage three separate modules; i.e., with one on each of the three sectors. At the other extreme, one might consider a seminar in which none of the modules were sector-specific. The group recommended that the seminar should contain a mix of sector-specific and non-sector specific modules, depending in part on the demand-based survey.

Mode of Preparation

9. The main elements of the preparation of the seminar are proposed as follows, including possible dates for completion of the various aspects:

**Step 1:** decision by the Steering Group on the outer limits of the subject of the seminar; nominations of a permanent secretariat for preparing the seminar; appointment of personnel to carry out the supply-based and demand-based approaches to selecting the specific topics ..................................June 10 - 17

**Step 2:** implementation of the supply-based and demand-based approaches ................................................ June 10 - July 20

**Step 3:** meeting of the permanent secretariat with the demand-based team and the supply-based team, to select specific topics for the seminar, with proposals as to who should present which papers ................................................ August 1 - 12

**Step 4:** endorsement (with adjustment as necessary) by the Steering Group of the proposals made under Step 3, including the reconciliation of the preparation requirements with the regular work program of the divisions..................................August 18 - 25

**Step 5:** preparation of short briefs (1 to 2 pages) outlining the main contents of the proposed papers to be prepared ..Aug. 29 - Sep. 16

**Step 6:** review of the short briefs by the permanent secretariat together with the preparers; referral of any issues for resolution by the Steering Group, or at least a report to the Steering Group on progress........................................ Oct. 21 - Nov. 25

**Step 7:** preparation of the main papers..................Oct. 1 - Nov. 15

**Step 8:** review the main papers by the permanent secretariat together with the preparers; referral of any issues for resolution by the Steering Group, or at least a report to the Steering Group on progress........................................ November 29
Step 9: distribution of the papers to participants at least three weeks in advance of the seminar..................December 16

Step 10: holding the seminar..........................January 10 - 13

Step 11: evaluation of the seminar

General Thoughts on the Process

10. The following additional points on the preparation process emerged from our discussion, drawing particularly on Dave de Ferranti's experience last year:

- Continuity is critical. It is important to make permanent appointments for the preparation of the seminar as soon as possible.

- Early appointments are particularly important for the preparation of papers: it enables the secretariat to come back to the writers and press them a number of times.

- The permanent secretariat requires a minimum of four staffweeks if it is one person -- more if it is more than one person.

- The June-August period is difficult for all divisions.

- Allowance should be made for the fact that some papers will never be finished. We should allow for slippage, and have back-up papers under preparation.

- It is important to encourage the climate of "new thought" that prevailed in 1983. This implies a major effort from the permanent secretariat, going round talking to people, persuading them to prepare papers, going back and reminding them; etc., etc.

- More use might be made this time of the Steering Group to ensure that assignments had the support of the departmental management and were consistent with the mission schedule and project work requirements.

Use of Outsiders

11. The question of using outsiders would be largely determined by the outcome of the supply-based survey discussed above. It was felt that the seminar should try to maximize the use of departmental staff, as effective participation was one of the strengths of this year's seminar. It was also suggested that to the extent that outsiders were used, they should be asked to speak on subjects they already knew about, rather than what they thought we should know about.
Time, Place and Attendance

12. The group recommended that the seminar be held on Bank premises. E-437 was considered less than ideal in terms of acoustics, but no suggestions were forthcoming as to better rooms.

13. The group recommended that the first full week in January be reserved for the seminar. About 3 - 4 days was seen as about right. As for this year, missions should be precluded in this period. Attendance would be mandatory for professionals and assistants, though there would be no sanctions for non-attendance. One exception to the mandatory attendance rule might be made in respect of esoteric topics: discounting might have been one such topic this year, and there may be aspects of management information systems that some people would rather not know about.

Decisions Required

14. The following decisions are required from the Steering Group:

- the outer limits of the subject of the seminar (see para. 5 above);
- the general approach to preparation; specifically whether the Steering Group endorses the approach laid out in this memorandum;
- appointments to the permanent secretariat;
- appointments to carry out the demand-based and the supply-based surveys;
- review and approval of the timetable.

cc: Mr. Messenger, Dr. Kanagaratnam, Mr. Warford, Mr. Schebeck, Ms. Husain, Mr. Berg, Ms. Maraviglia, Mr. Jamison, Ms. Valdivia Mr. De Geyndt, Mr. Williams, Ms. Hall, Mr. de Ferranti

SDenning:JN:ap
Date: June 10, 1983
To: Mr. John D. North, Director, PHN
From: Stephen Denning, Chief, PHND3
Subject: January Seminar 1984: Report of the Initial Preparatory Group

1. In accordance with your decision at our meeting of May 31 and my draft memorandum of June 7, I called a meeting of the initial preparatory group for the January 1984 seminar. Those attending were Kanagaratnam, De Geyndt, Maraviglia, Valdivia, Jamison, de Ferranti and myself. Williams and Hall were invited but were unable to attend. Heaver declined to attend at this point. This is the report of our meeting, though there has been no time for clearance of it by the participants.

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   - topics to be covered
   - mode of preparation
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   - timetable for preparation
   - arrangements as to time and place

The group has made proposals on most of these issues. On some points, the group itself was split, and on other points, the group felt it was premature to attempt proposals.

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3. In general, the group was supportive of the idea of the seminar and its main theme, agreeing that this was an important topic of general interest to the department. One participant, however, noted a residual scepticism as to whether management could be taught, whether the Bank knew how to deal with the subject and whether the WDR would contribute anything useful on it. It was agreed that the success of the seminar would depend on the effort that the department as a whole put into the preparation.

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4. The group considered two types of issues related to defining the topic:
there was the overall question of the definition of "organization and management" which would determine the outer limits of the subject matter of the seminar.

within the broad definition of organization and management, there was the question of what specific questions would be focused on in the seminar.

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7. Once the demand-based and the supply-based approaches were completed, a decision should be made as to which topics should be selected. It was felt that both avenues should be explored, because there might be some topics in which people would like advice but on which nothing new, useful
or interesting could be said. There might be other topics on which none expected to receive advice or ideas, but on which there were in fact new approaches worth considering.

8. There was some discussion as to whether the seminar should emphasize the commonalities or the differences between the three sectors: population, health and nutrition. Thus at one extreme, one might envisage three separate modules; i.e., with one on each of the three sectors. At the other extreme, one might consider a seminar in which none of the modules were sector-specific. The group recommended that the seminar should contain a mix of sector-specific and non-sector specific modules, depending in part on the demand-based survey.

Mode of Preparation

9. The main elements of the preparation of the seminar are proposed as follows, including possible dates for completion of the various aspects:

**Step 1:** decision by the Steering Group on the outer limits of the subject of the seminar; nominations of a permanent secretariat for preparing the seminar; appointment of personnel to carry out the supply-based and demand-based approaches to selecting the specific topics ........................................June 10 - 17

**Step 2:** implementation of the supply-based and demand-based approaches .................................................................June 10 - July 20

**Step 3:** meeting of the permanent secretariat with the demand-based team and the supply-based team, to select specific topics for the seminar, with proposals as to who should present which papers ....................................................August 1 - 12

**Step 4:** endorsement (with adjustment as necessary) by the Steering Group of the proposals made under Step 3, including the reconciliation of the preparation requirements with the regular work program of the divisions........................................August 18 - 25

**Step 5:** preparation of short briefs (1 to 2 pages) outlining the main contents of the proposed papers to be prepared..Aug. 29 - Sep. 16

**Step 6:** review of the short briefs by the permanent secretariat together with the preparers; referral of any issues for resolution by the Steering Group, or at least a report to the Steering Group on progress........................................Oct. 21 - Nov. 25

**Step 7:** preparation of the main papers.......................................Oct. 1 - Nov. 15

**Step 8:** review the main papers by the permanent secretariat together with the preparers; referral of any issues for resolution by the Steering Group, or at least a report to the Steering Group on progress........................................November 29
Step 9: distribution of the papers to participants at least three weeks in advance of the seminar. December 16
Step 10: holding the seminar. January 10 - 13
Step 11: evaluation of the seminar

General Thoughts on the Process

10. The following additional points on the preparation process emerged from our discussion, drawing particularly on Dave de Ferranti’s experience last year:

- Continuity is critical. It is important to make permanent appointments for the preparation of the seminar as soon as possible.
- Early appointments are particularly important for the preparation of papers: it enables the secretariat to come back to the writers and press them a number of times.
- The permanent secretariat requires a minimum of four staff weeks if it is one person -- more if it is more than one person.
- The June-August period is difficult for all divisions.
- Allowance should be made for the fact that some papers will never be finished. We should allow for slippage, and have back-up papers under preparation.
- It is important to encourage the climate of "new thought" that prevailed in 1983. This implies a major effort from the permanent secretariat, going round talking to people, persuading them to prepare papers, going back and reminding them; etc., etc.
- More use might be made this time of the Steering Group to ensure that assignments had the support of the departmental management and were consistent with the mission schedule and project work requirements.

Use of Outsiders

11. The question of using outsiders would be largely determined by the outcome of the supply-based survey discussed above. It was felt that the seminar should try to maximize the use of departmental staff, as effective participation was one of the strengths of this year's seminar. It was also suggested that to the extent that outsiders were used, they should be asked to speak on subjects they already knew about, rather than what they thought we should know about.
Time, Place and Attendance

12. The group recommended that the seminar be held on Bank premises. E-437 was considered less than ideal in terms of acoustics, but no suggestions were forthcoming as to better rooms.

13. The group recommended that the first full week in January be reserved for the seminar. About 3 - 4 days was seen as about right. As for this year, missions should be precluded in this period. Attendance would be mandatory for professionals and assistants, though there would be no sanctions for non-attendance. One exception to the mandatory attendance rule might be made in respect of esoteric topics: discounting might have been one such topic this year, and there may be aspects of management information systems that some people would rather not know about.

Decisions Required

14. The following decisions are required from the Steering Group:

- the outer limits of the subject of the seminar (see para. 5 above);
- the general approach to preparation; specifically whether the Steering Group endorses the approach laid out in this memorandum;
- appointments to the permanent secretariat;
- appointments to carry out the demand-based and the supply-based surveys;
- review and approval of the timetable.

cc: Mr. Messenger, Dr. Kanagaratnam, Mr. Warford, Mr. Schebeck, Ms. Husain, Mr. Berg, Ms. Maraviglia, Mr. Jamison, Ms. Valdivia, Mr. De Geyndt, Mr. Williams, Ms. Hall, Mr. de Ferranti

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<td>From: Jeremy Warford</td>
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