

PROGRAMME BUDGET 2022–2023 UPDATE

1. Introduction

The Programme Budget 2022–2023 was developed and approved during a unique time, as the world faced health, social and economic consequences on an unprecedented scale due to the coronavirus disease (COVID-19) pandemic.

In addition to incorporating significant changes to ways of working that were already under way before the emergence of COVID-19, the Programme Budget 2022–2023 also responded to early lessons from the pandemic. While anticipating that key recommendations would emerge from reviews on enhancing emergency preparedness and response, the Secretariat adopted a two-phase approach: (a) reflect the lessons already identified by May 2021 in the original Programme Budget 2022–2023; and (b) based on the analyses of various independent reviews' findings and the Secretariat's required response, submit proposed revisions to the Programme Budget 2022–2023 to the Seventy-fifth World Health Assembly in May 2022. Resolution WHA75.5 (2022) was adopted on the revision of the Programme Budget 2022–2023 with an increase of US\$ 604.4 million in the base budget segment, which brings the approved Programme Budget 2022–2023 base segment to US\$ 4968.4 million.

The approved Programme Budget 2022–2023 for the Western Pacific Region was US\$ 352.0 million, while the revision to the budget in the detailed costing of resolution WHA75.5 was US\$ 403.2 million, representing an overall increase of US\$ 51.3 million (or 15%).

In 2019, Member States of the Western Pacific Region unanimously adopted *For the Future: Towards the Healthiest and Safest Region*. While it was published before the start of the COVID-19 pandemic, *For the Future* has been tested throughout the pandemic as the Region's implementation plan for the Thirteenth General Programme of Work (GPW 13). It has become even more relevant and timely, as reflected in the *For the Future* stocktaking exercise conducted in 2022.

In the Western Pacific Region, the Programme Budget 2022–2023 and the four *For the Future* thematic priorities are fully aligned and are being implemented steadily, as of the new biennium. In early 2021, planning for the Programme Budget 2022–2023 began by engaging Member States in the Region in consultations to identify country priorities mapped to the *For the Future* thematic priorities. Operational planning was completed after lessons were identified from the biennium 2020–2021. New workplans were developed and operational by 1 January 2022.

2. Programme Budget 2022–2023 revision process

After the Seventy-fourth World Health Assembly in 2021, multiple independent review panels and committees have produced a total of 286 recommendations from the COVID-19 pandemic. A meta-analysis of the recommendations identified consensus in the following areas where efforts should be made to be able to prevent and respond to future pandemics:

- global health architecture and governance;
- a stronger WHO supported by sustainable finance;
- International Health Regulations (2005) implementation and compliance;
- global financing for public common goods;
- research and development, regulations and manufacturing of medical counter measures;
- equitable access to health-care services, including vaccines and non-pharmaceutical measures; and
- the One Health approach, including major efforts in tackling health threats such as antimicrobial resistance, food safety and zoonoses.

In preparing the revision to the Programme Budget 2022–2023, the following were considered:

- implementation of the 286 recommendations of the above-mentioned reviews;
- new or emerging lessons learned from the COVID-19 pandemic that were not yet known at the time of adoption of the Programme Budget 2022–2023;
- elements that cannot be accommodated within the approved Programme Budget 2022–2023 using the Director-General’s authority for shifting budget lines;
- extension of the GPW 13; and

- alignment with the five priority areas outlined by the Director-General to the Executive Board:
 - (1) promoting health and well-being and preventing disease by addressing its root causes;
 - (2) radical reorientation of health systems towards primary health care as the foundation of universal health coverage;
 - (3) strengthening the systems and tools for epidemic and pandemic intelligence, preparedness and response at all levels;
 - (4) harnessing the power of science, research innovation, data and digital technologies; and
 - (5) strengthening WHO as the leading and directing authority on global health, at the centre of the global health architecture.

These five priority areas align with the priorities and operational shifts of *For the Future*, underscoring the relevance of the Western Pacific Region's long-term vision.

The approved revision to the Programme Budget 2022–2023 is fully aligned with resolution WHA 74.7 (2021) on strengthening WHO preparedness for and response to health emergencies and the financial and administrative implications of this resolution.

All major offices underwent internal discussions and consultations to define strategic deliverables that would respond to the required actions and expectations of Member States in implementing resolution WHA74.7, as well as the various recommendations of the reviews. The strategic deliverables summarized in this document show the areas of work that are new, scaled up or reprioritized in the Programme Budget 2022–2023 for the Western Pacific Region.

2.1 Key elements of the supplemental budget requirements for the revised Programme Budget 2022–2023

Lessons learnt from the COVID-19 pandemic have shown that health emergency preparedness and response capacities must be aligned with universal health coverage efforts, with an emphasis on primary health care and essential public health functions. The strategic investments outlined in this document will also strengthen delivery capacity in country offices, in addition to strengthening data, scaling up innovation and enhancing multisectoral partnerships that align with the *For the Future* operational shifts and ways of working to deliver the vision of the Region's priorities.

Part of the revised budget aims to expand and intensify integrated support for 30 countries across the six WHO regions that are behind on universal health coverage targets,

including those in fragile, conflict-affected and vulnerable contexts, while continuing to strengthen support for other countries. Three countries from the Western Pacific Region will be part of these intensified efforts. Countries will be decided at the stage of budget operationalization by the respective regional offices, based on criteria to be agreed corporately.

The approved budget increase of US\$ 604.4 million among major offices is shown in Table 1, with a 15% overall increase for the Western Pacific Region.

Table 1. Approved Programme Budget 2022–2023 compared with revised Programme Budget 2022–2023 for base programmes by major office, US\$ millions

Major office	Approved Programme Budget 2022–2023	Programme Budget 2022–2023 increase	Revised Programme Budget 2022–2023	Total increase (%)
Africa	1168.2	139.7	1307.9	12
The Americas	252.6	39.5	292.1	16
South-East Asia	426.3	54.0	480.3	13
Europe	320.5	40.2	360.7	13
Eastern Mediterranean	469.6	140.2	609.8	30
Western Pacific	352.0	51.3	403.2	15
Headquarters	1374.8	139.5	1514.3	10
Total	4364.0	604.4	4968.4	14

The approved budget increase in the Western Pacific Region – US\$ 51.3 million (an increase from US\$ 352.0 million to US\$ 403.2 million) – is detailed by strategic priority in Table 2. The approved budget increase is highest for Strategic Priority 2, which aims to better protect people from health emergencies, increasing by 42% (from US\$ 69.2 million to US\$ 98.3 million). Strategic priorities 1 and 3 have increased by 7% each, while Strategic Priority 4 has increased by 9%.

Table 2. Western Pacific Region approved Programme Budget 2022–2023 compared with revised Programme Budget 2022–2023 for base programmes, US\$ millions

Strategic priority	Approved Programme Budget 2022–2023	Programme Budget 2022–2023 increase	Revised Programme Budget 2022–2023	Increase (%) compared with approved Programme Budget 2022–2023
1 - One billion more people benefiting from universal health coverage	146.2	10.7	157.0	7
2 - One billion more people better protected from health emergencies	69.2	29.1	98.3	42
3 - One billion more people enjoying better health and well-being	57.4	4.2	61.6	7
4 - More effective and efficient WHO providing better support to countries	79.1	7.2	86.4	9
Total	352.0	51.3	403.2	15%

From the increased programme budget in the Region, 64% is allocated to country offices and 36% to the Regional Office (Table 3). The approved budget increase is categorized by three strategic shifts: leadership, country support, and normative work. Country support specifically references the work that will be done in the selected three countries within the Western Pacific Region (of the 30 globally).

Table 3. Western Pacific Region approved Programme Budget 2022–2023 compared with revised Programme Budget 2022–2023 for base programmes by level of Organization, US\$ millions

Strategic priority	Approved Programme Budget 2022–2023			Revised Programme Budget 2022–2023			Increase (%)		
	CO	RO	Total	CO	RO	Total	CO	RO	Total
1 - One billion more people benefiting from universal health coverage	95.4	50.8	146.2	104.0	52.9	157.0	9	4	7
2 - One billion more people better protected from health emergencies	33.8	35.5	69.2	52.1	46.3	98.3	54	30	42
3 - One billion more people enjoying better health and well-being	40.0	17.4	57.4	43.3	18.2	61.6	8	5	7
4 - More effective and efficient WHO providing better support to countries	41.5	37.7	79.1	44.0	42.4	86.4	6	13	9
Total	210.6	141.4	352.0	243.4	159.9	403.2	16	13	15

CO, country office; RO, Regional Office

Table 4 shows the total investment by strategic shift, with the investment in country support provided by regional and country offices calculated at 83% of the total increase.

Table 4. Western Pacific Region revised Programme budget 2022–2023 for base programmes by strategic shift, US\$ millions

Strategic priority	Country support	Leadership	Normative work	Total
1 - One billion more people benefiting from universal health coverage	8.6	1.1	1.1	10.7
2 - One billion more people better protected from health emergencies	28.0	0.9	0.2	29.1
3 - One billion more people enjoying better health and well-being	3.4	0.4	0.4	4.2
4 - More effective and efficient WHO providing better support to countries	2.4	4.8	0.0	7.2
Total	42.4	7.2	1.7	51.3
Percent change	83	14	3	

Strategic Priority 1: One billion more people benefiting from universal health coverage

Support will be scaled up in the areas of primary health care and essential public health functions, including efforts to increase COVID-19 vaccination coverage and integrate it with routine vaccination programmes. Support will be provided to integrate the *For the Future* thematic priorities of healthy ageing and noncommunicable diseases prevention and management to people-centred primary health care. Health systems capacities will be strengthened to enable alignment and streamlining between health systems strengthening and health security efforts.

Additional support will be given to the prevention, management, control and elimination of communicable and noncommunicable diseases within primary health care to cover people irrespective of gender, age or socioeconomic status and thus reach the unreached, as the Region has already committed to within the *For the Future* vision.

Likewise, further support will be extended to strengthening health governance. Practical tools will be developed to support Member States to undertake legislative reform, including design of effective legal solutions to achieve healthy policy objectives.

Further investment in health workforce will be made to ensure countries collectively value health workers, sustain positive workforce innovations during the COVID-19 response and invest in the fit-for-purpose health workforce for the future.

Increased support will also be provided to build capacity to monitor financial protection and produce actionable evidence to inform country context-specific policy recommendations. The WHO Regional Office will further support countries to develop and implement health financing strategies, including social health insurance reform to ensure adequate health funding, in particular in the context of COVID-19. This work will contribute to achieving Sustainable Development Goal target 3.8 on universal health coverage and WHO's one billion target.

Support will be provided to Member States to develop strategies for the management of blood, blood products and products of human origin, to advance access to safe blood, and to build resilient supply systems through procurement and supply chain strengthening. Support will be provided to improve the quality of essential medicines through strengthening national regulatory authorities. Additional policy dialogues based on evidence will be carried out to mobilize support and advocate for action on antimicrobial resistance (AMR). Support will be provided to countries on the ongoing development of national AMR action plans – in support of the *For the Future* thematic priority on health security, which includes AMR.

Strategic Priority 2: One billion more people better protected from health emergencies

In resolution WHA74.7, Member States, having considered the recommendations of reviews, including those of the Independent Panel for Pandemic Preparedness and Response, requested WHO strengthen the Organization's capacity to prepare for and respond to health emergencies in several key areas.

The majority of the budget uplift will strengthen WHO's capacities at the national level. The COVID-19 pandemic highlighted gaps in the core capacities for emergency preparedness in countries, but it also showed how quickly capacities can be strengthened when partners coalesce around a clear plan, are galvanized by political will and have the resources to sustain positive changes. COVID-19 tested the importance and functionality of Region-wide frameworks such as the *Asia Pacific Strategy for Emerging Diseases and Public Health Emergencies* (APSED III), which, while in its third iteration and over 15 years old, proved to be a relevant platform for Member States, WHO and partners to work together to respond to public health emergencies.

Readiness is a critical function that bridges the gap between preparedness and response. WHO has adopted an agile risk-driven approach and is working with countries to ensure that they are operationally ready to address imminent risks from all emerging threats.

Global partnerships and platforms became even more valuable during the COVID-19 pandemic, and support is needed to continue building on successes to strengthen global mechanisms that will catalyse the rapid development of vaccines, therapeutics and diagnostics. Efforts also include the need to scale up infodemic management, develop a long-term COVID-19 programme, and strengthen and roll out comprehensive, multisectoral One Health strategies.

Early detection, rapid risk assessment and clear communication are the foundations of an effective response to any health emergency. Funding tied to the COVID-19 pandemic enabled WHO to strengthen health emergency information management more broadly by introducing public health surveillance tools and also enable disease surveillance systems. National capacities are essential to respond to large-scale health emergencies, and it will be necessary to develop a training, coordination and deployment mechanism housed in WHO, with support from partners such as the Global Outbreak Alert and Response Network and the Emergency Medical Teams initiative.

For the benefit of each country and the world, the Region will contribute to efforts to coordinate a rapid, resourced and uninterrupted supply of essential commodities that unites upstream technical expertise and quality assurance with rapid, scalable deployment systems and financing instruments. This will require a charter for pandemic response for private sector partners with regard to the provision of goods and services aligned with the principles of humanitarian action; data-sharing protocols that enable the sharing of key information across partners and Member States; and the generation, analysis and sharing of information related to critical markets, supply operations, tracing, gaps, needs and demands in order to ease coordination and foster collaboration in responding to large-scale public health events.

Strategic Priority 3: One billion more people enjoying better health and well-being

A fundamental goal of promoting population health and well-being is to provide strong enabling environments for individuals, families and communities to take control and make more informed health decisions. In the *For the Future* vision, which is also the Region's implementation plan of the GPW 13, the Western Pacific Region prioritized areas of health such as noncommunicable diseases and ageing, and recognizes the need to reach the unreached,

in order to contribute to the goal of one billion more people globally enjoying better health and well-being.

Scaled-up leadership will be provided by supporting global, regional and national efforts to ensure that no one will be left behind, through an approach based on addressing social and commercial determinants of health, urban health factors and health promotion. It will include making further progress towards the Sustainable Development Goals through action on the social determinants of health and intersectoral work, including establishing formal accountability mechanisms to advance health equity, gender and ethnic equality in health, and human rights. Social transformation using evidence for co-benefit and technology to create and ensure a health-enabling environment will be further supported to improve health and well-being.

Interventions will be scaled up for improving diets, food safety; and reducing other modifiable risk factors for the prevention of noncommunicable diseases and the promotion of healthy lifestyles; and strengthening multisectoral approaches for increasing physical activity in line with the global and regional action plan on promoting physical activity. This will also include enhanced advocacy and political commitment.

Pillar 4: More effective and efficient WHO providing better support to countries

Under Pillar 4 (also referred to as Strategic Priority 4), the outcomes cut across the triple billion targets (Strategic Priority 1 to 3) as they support advancements in data and innovation, leadership, governance, advocacy and the effective management of human and financial resources. Many of the thematic priorities in *For the Future* will be achieved with the support of these enablers.

Efforts to support information systems and digital health capacity will be strengthened in selected countries. There will also be an expansion of the implementation of the vaccine effectiveness studies in the regions, and strengthening of country population reporting systems, and routine health information systems to contribute routine multi-source surveillance system development in countries. In order to improve preparedness and response and ultimately strengthen health systems, research is necessary to provide the basis for further country-specific system improvements and policy plans.

There will be a scale-up in strengthening the accountability, compliance and risk management functions in WHO with a special focus on strengthening prevention and response to sexual exploitation, abuse, and harassment (PRSEAH).

Efforts are also underway to build a more respectful, inclusive and equitable workplace culture.

An independent ombudsperson function within the Western Pacific Regional Office has been established to expand the existing system for responding to complaints about harassment, bullying or abusive conduct. The new Regional Ombudsperson will work alongside the existing network of staff ombudspersons, to provide advice and support to members of the WHO workforce in the Region experiencing problems in the workplace or work-related grievances.

A PRSEAH Management Officer position has been established in the Region, to implement PRSEAH zero tolerance campaigns, and to support efforts to cultivate a workplace culture of accountability and transparency through provision of trainings, support and guidance. The PRSEAH Management Officer will lead the integration of PRSEAH efforts into the Region's work and workplace culture, beginning with the piloting of a global risk assessment tool in four countries in the Region, with lessons identified through this process to be applied more broadly in scaling up the regional approach to this issue, working with identified PRSEAH focal points in all regional office divisions and country offices in the Region.

The WHO Regional Office for the Western Pacific is working to build a more respectful, inclusive and equitable workplace culture, one that everyone can be proud of, to better serve people and communities across the Region. Aware that reshaping a workplace culture is a continuous process and will be a long journey, WHO has formed a diverse Workplace Culture Task Team that is:

- advising on and supporting prioritization of priority actions and activities to strengthen the workplace culture at WHO in the Western Pacific Region, and support their implementation – including efforts to learn from and share experiences, and report on progress;
- supporting efforts to create, build and maintain a sense of shared responsibility for, and a participatory approach to, workplace culture change; and
- advising on and supporting alignment with WHO efforts with global initiatives on Respectful Workplace, Diversity, Equity and Inclusion (DEI) and the Prevention of Sexual Harassment, Exploitation and Abuse.

Additionally, the Regional Office for the Western Pacific is working to simplify and improve the internal administrative processes by identifying and eliminating redundancies and continually making processes "fit for future" to maximize impact, results and accountability.

The intention at the outset is not only to come up with concrete recommendations for the business processes selected for review in the short term, but also to create and institutionalize a robust system for the future through which the Region can continue to receive suggestions from staff, review processes and enhance the process efficiency at the workplace on an ongoing basis – using a “learn and improve” approach.

Finally, the regional Accountability Framework has been developed and implemented since 2019 as a fundamental element of WHO’s efforts to improve its accountability through risk management. As a result, all of WHO’s activities – independent of their nature – incorporate a risk management approach aiming to ensure the Organization fulfils its mission as efficiently and safely as possible.

Applying lessons learnt from an August 2021 exercise to determine significant corporate and programmatic risks, the Region continues to cultivate and promote a risk-sensitive approach from the onset of any planning process, whether strategic or operational.

3. Financing implications of the revised budget

The revised Programme Budget 2022–2023 for the Region amounts to US\$ 403.2 million. The level of financing of the revised budget, as at 30 June 2022, by budget segment, is shown in Table 5, and by base programme strategic priority, in Table 6.

The financing shown in Table 5 includes US\$ 27.2 million in projected voluntary contributions for all budget segments. The breakdown by segment is as follows: US\$ 4.9 million in base programmes and US\$ 22.3 million in emergency operations and appeals. In line with the WHO Programme Budget web portal, the future funding pipeline is defined as proposals, which are at advanced stages of development and/or under negotiation with contributors and WHO to finance the Programme Budget. It represents a conservative estimate of future funding opportunities that are expected to materialize as revenue streams for the Organization over the course of the biennium – however, this is kept under close review in light of all external factors.

Table 5. Western Pacific Region revised Programme Budget 2022–2023 and its financing, including projections and utilization, by segment, as at 30 June 2022, US\$ millions

Segment	Revised Programme budget 2022–2023	Financing	Financing as % of revised Programme budget 2022-2023	Financing including projections	Financing including projections as % of revised Programme budget 2022–2023	Utilization*	Utilization as % of revised Programme Budget 2022–2023	Utilization as % of financing
Base	403.2	172.6	43	177.5	44	61.0	15	35
Polio eradication	0.4	0.2	60	0.2	60	0.0	0	0
Emergency operations and appeals	18.0	66.0	367	88.3	490	23.0	128	35
Special Programmes	3.4	1.9	56	1.9	56	0.5	16	29
Total	425.0	240.7	57	267.9	63	84.5	20	35

* Includes estimated June 2022 salaries

Table 6. Western Pacific Region base revised Programme Budget 2022–2023 and its financing, including projections and utilization, by strategic priority, as at 30 June 2022, US\$ millions

SEGMENT	Revised Programme Budget 2022–2023	Financing	Financing as % of revised Programme Budget 2022-2023	Financing including projections	Financing including projections as % of revised Programme Budget 2022–2023	Utilization*	Utilization as % of revised Programme Budget 2022–2023	Utilization as % of financing
1 - One billion more people benefiting from universal health coverage	157.0	83.6	53	84.3	54	28.1	18	34%
2 - One billion more people better protected from health emergencies	98.3	21.6	22	21.6	22	7.7	8	35%
3 - One billion more people enjoying better health and well-being	61.6	22.6	37	23.0	37	7.9	13	35%
4 - More effective and efficient WHO providing better support to countries	86.4	37.1	43	37.5	43	17.3	20	47%
Undistributed		7.8		11.3				0%
Total	403.2	172.6	43	177.5	44	61.0	15	35%

* Includes estimated June 2022 salaries

The base programme segment includes US\$ 4.9 million of projected resources, which brings this segment to 44% of the required biennial financing (Table 6). Excluding projections, but accounting for funds currently undistributed to either strategic priority, or regional or country offices, available funding for the base programmes in 2022–2023 stands at 43%. It should be noted that the emergency operations and appeals budget segment is projected to receive US\$ 22.3 million in funding. This is mostly due to resources mobilized and distributed for the COVID-19 pandemic response.

There is a significant difference in the level of financing between the four strategic priorities. Strategic Priority 1 (One billion more people benefiting from universal health coverage) is better funded than the other three priorities. This priority comprises most of the disease-specific and health systems programmes, which are traditionally better financed. The base segment of the WHO Health Emergencies Programme, which forms a major part of Strategic Priority 2, is the least funded of the four strategic priorities, with no projected voluntary contributions in the pipeline.

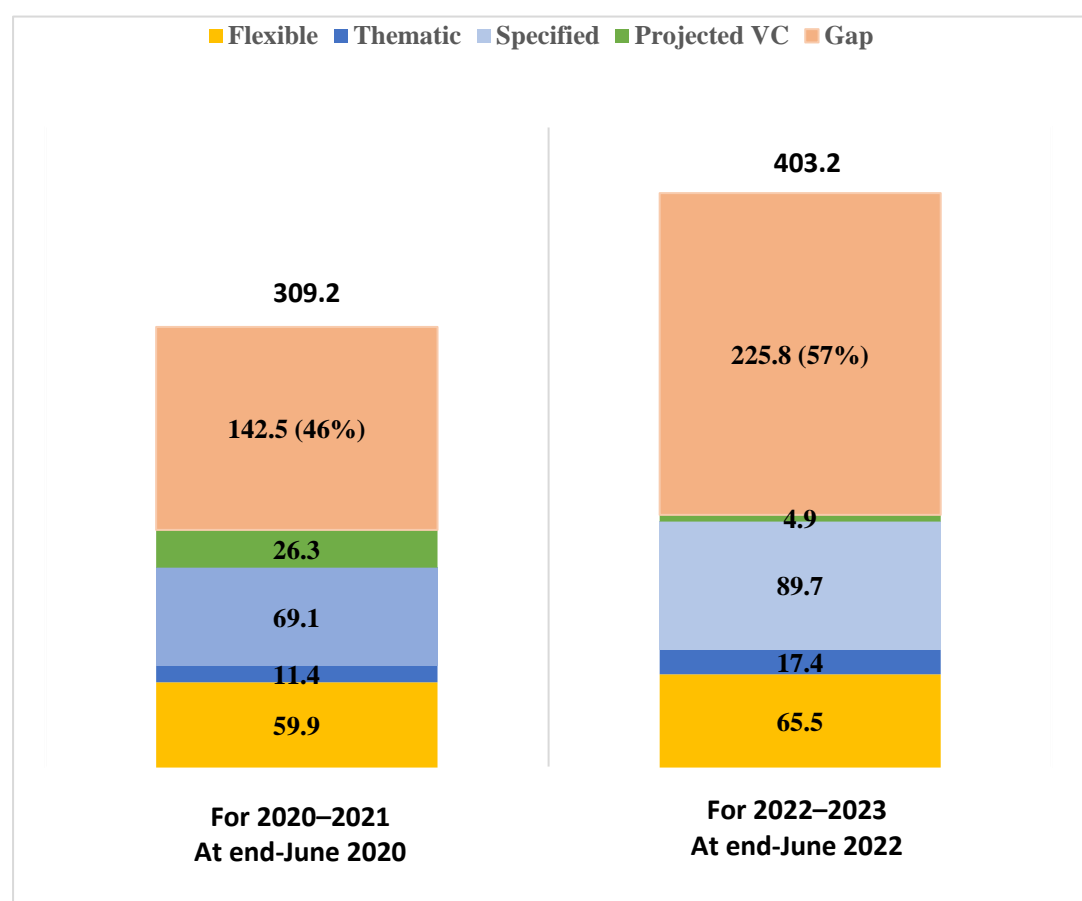
As at 30 June 2022, the overall utilization rate (expenditure plus encumbrances) was 20% for the total approved budget and 15% for the base programme segment (Tables 5 and 6), while the overall utilization rate for financing was 35%, both for all segments and base programmes. Encumbrances are contractual commitments, i.e. expenditures that have not yet materialized as expenses (for example, contracts for goods and services that have yet to be delivered). Hence, utilization is more likely to provide a better overview of the programme operations under way and serves as an important planning and monitoring tool for projecting the level of programmatic implementation for the biennium. As requested by Member States during the consideration of previous budget implementation reports, the Secretariat will continue regular reporting on utilization of the Programme Budget 2022–2023 until the end of the biennium report.

As at 30 June 2022, the base programmes of the Programme Budget were 44% financed. This includes projected specified and thematic voluntary contributions, core voluntary contributions, assessed contributions and projected earnings on programme support costs (Fig. 1). This is 6% (or US\$ 10.7 million) more than the level of financing achieved during the same period in 2020–2021, taking into account the increase of the revised Programme Budget 2022–2023 of US\$ 51.3 million for the Region.

As in the previous biennium, the largest source of WHO financing remains voluntary contributions. As at the 30 June 2022, the revised base programme budget shows an overall funding level of 43% (flexible funds covering 16% and voluntary contributions 27%). As at the

end of June 2022, the revised budget shows a funding gap of US\$ 225.8 million (or 57% of the total).

Fig. 1. Western Pacific Region projected level of base budget segment funding: comparison of Programme Budget 2020–2021 and revised Programme Budget 2022–2023 at a similar point in time (end of biennium Q2)



Thematic funds have increased in amount for the same period in 2020–2021 – from US\$ 11.4 million in 2020–2021 to US\$ 17.4 million in 2022–2023. Although, both have the same level of financing at 7% of the base budget segment, thematic funds are expected to increase over time since they offer an attractive blend of meeting broad donor requirements while providing the flexibility and predictability needed by the Secretariat.

The amount of available flexible funds is slightly higher for the revised Programme Budget 2022–2023 for strengthening country impact, accountability and the PRSEAH management response plan. Flexible funds allocations for the biennium are usually received in two tranches of 50% each to ensure strategic resource allocation, which depends on the level and earmarking of voluntary contributions. The first tranche was received at the start of the biennium, and the second tranche is expected by the fourth quarter in the first year of the biennium. Voluntary contributions flow during the biennium as per donor agreements.

It is necessary for WHO to continue to take steps to strengthen its support to countries in recovering from the impact of the COVID-19 pandemic and accelerate progress towards the achievement of the GPW 13 triple billion targets and the related Sustainable Development Goals. This entails collaborating across the three levels of the Organization and working more effectively with partners at the country level. Keeping countries at the centre has been a long-standing focus of the Region, as reflected in the *For the Future* vision, the Region's implementation plan for GPW 13.

The Secretariat is required to continue with efforts to fully fund the revised Programme Budget 2022–2023 through strong collaboration between Member States and the Secretariat. Engagement with Member States will be strengthened in the implementation of the Thirteenth General Programme of Work Results Framework through accelerating progress of *For the Future* by applying new approaches and tools. The Secretariat will continue to ensure regular reporting, monitoring and performance assessment of the revised Programme Budget 2022–2023.