



*executive committee of  
the directing council*

PAN AMERICAN  
HEALTH  
ORGANIZATION

*working party of  
the regional committee*

WORLD  
HEALTH  
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REPORT OF THE DIRECTOR ON CHANGES IN THE STRUCTURE OF THE PAN AMERICAN  
SANITARY BUREAU

The Plan of Action approved during the XXVIII Meeting of the Directing Council of the Pan American Health Organization in 1981 states that to contribute to the successful implementation of national, inter-country and regional strategies, the Pan American Sanitary Bureau should increase its ability to provide the required support for these processes. It also envisages a need to establish new mechanisms and to adjust existing ones to make the Bureau's internal management more flexible and in order to meet the new demands of technical cooperation in the most effective and efficient manner.

When the new Administration took office, extensive debates were organized to consider the mission of the Pan American Health Organization in the light of its Constitution and the decisions of its Governing Bodies. The outcome was a general consensus that the Organization reacts to problems only when they arise, that its capabilities for technical cooperation are dispersed and that its limited output as well as the objectives and functioning of its regional programs are often out of step with national priorities.

This analysis was contrasted with observed conditions in the regional health sector and the interpretation of the Organization's current mission. Without losing sight of its ultimate objective of contributing to peace, understanding and solidarity among all peoples--which is essentially why PAHO was established--it was agreed that the principal constituents of the Organization's mission today are the management of knowledge and the mobilization and deployment of all available resources in a concerted effort to improve health conditions. Furthermore, it was understood that this mission must be carried out in the context of the severe economic constraints of the Region.

Therefore, the proposed structure is designed to fit the purposes and activities identified in the Plan of Action and to redirect the work of PAHO toward the established goals.

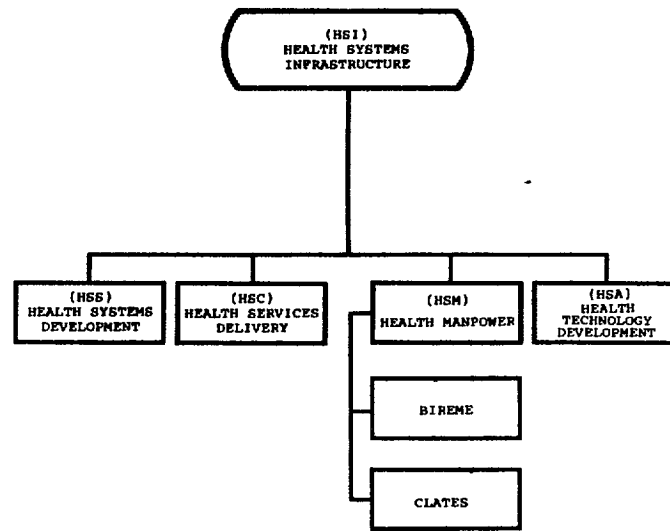
The Plan of Action identifies two principal elements common to all the various countries of the Region: the first deals with priority programs for health problems that affect the entire population, or special population groups, and the second with specific strategies for developing the infrastructure. Hence, the new structure proposes two technical-scientific areas of cooperation:

- Health Systems Infrastructure
- Health Programs Development

In each of the two main areas of regional scientific-technical cooperation, priority programs have been identified which comprise the budgetary resources for all related activities, thus reducing the chaotic and haphazard use of the funds of specific projects (Tables 1 and 2).

Table 1

HEALTH SYSTEMS INFRASTRUCTURE (HSI)



HSS - HEALTH SYSTEMS DEVELOPMENT

(Health Policies, Health Planning, Information Systems, Health Systems Organization and Administration, Financing, Project Development, Health Legislation)

HSC - HEALTH SERVICES DELIVERY

(Health Services Administration, Community Participation, Health Education, Oral Health)

HSM - HEALTH MANPOWER

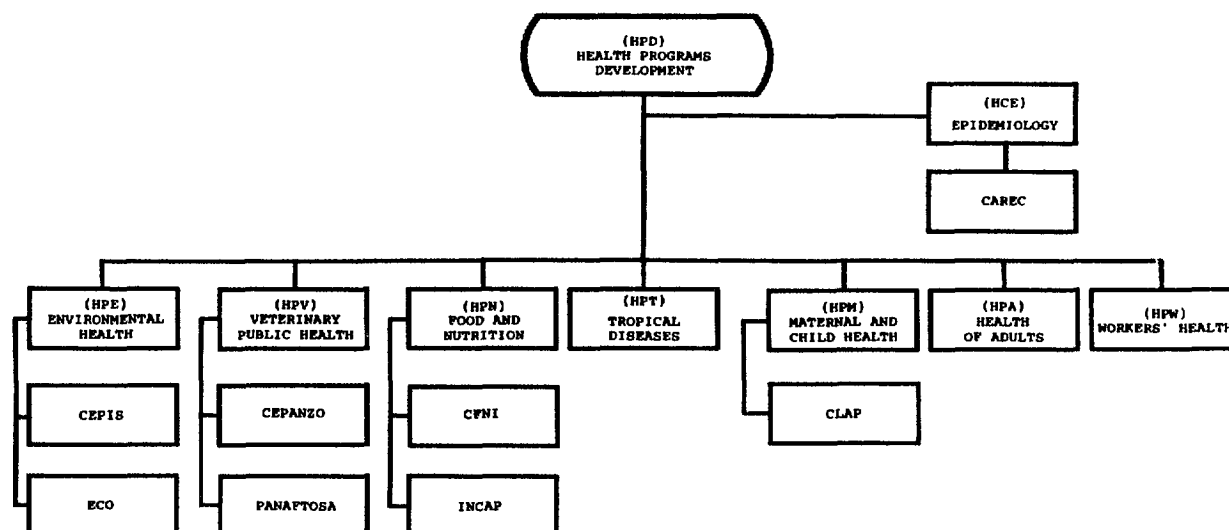
(Human Resource Development Policies, Planning, Training and Utilization)  
Coordination of Fellowships Program, Textbook Program, BIREME and CLATES

HSA - HEALTH TECHNOLOGY DEVELOPMENT

(Laboratories and Other Diagnostic and Treatment Methods, Essential Drugs, Vaccines and Other Biological Products, Equipment Technology, and Technology Assessment)

Table 2

## HEALTH PROGRAMS DEVELOPMENT (HPD)



## HCE - EPIDEMIOLOGY

(Strengthening of National Epidemiological Capabilities, Epidemiological Support to PAHO's Technical Programs, Epidemiological Surveillance, Analysis of Health Situation and Trends)  
Coordination of CAREC

## HPE - ENVIRONMENTAL HEALTH

(Water Supplies, Basic Sanitation, Environment Contamination, Human Ecology, Development of Operative Capabilities of Water and Sanitation Institutions, Sanitation Aspects of Housing)  
Coordination of CEPIS and ECO

## HPV - VETERINARY PUBLIC HEALTH

(Zoonoses, Foot-and-Mouth Disease, Food Protection)  
Coordination of CEPANZO and PANAFTOSA

## HPN - FOOD AND NUTRITION

(National Food and Nutrition Policies, Food Systems and Nutritional Problems)  
Coordination of CFNI and INCAP

## HPT - TROPICAL DISEASES

(Malaria, Vector Control, Other Tropical Diseases)

## HPM - MATERNAL AND CHILD HEALTH

(Maternal Health, Child Health, Adolescent Health, Breast-feeding, Family Planning, Growth and Development, Immunizations, Diarrheas, Tuberculosis and Acute Respiratory Diseases)  
Coordination of CLAP

## HPA - HEALTH OF ADULTS

(Cancer, Cardiovascular Diseases, Diabetes, Other Noninfectious Diseases, Health Problems of Old Age, Rehabilitation, Mental Health)

## HPW - HEALTH OF WORKERS

(Organization of Workers' Health Programs, Effects of Work on Health, Technologies for Occupational Health Protection)

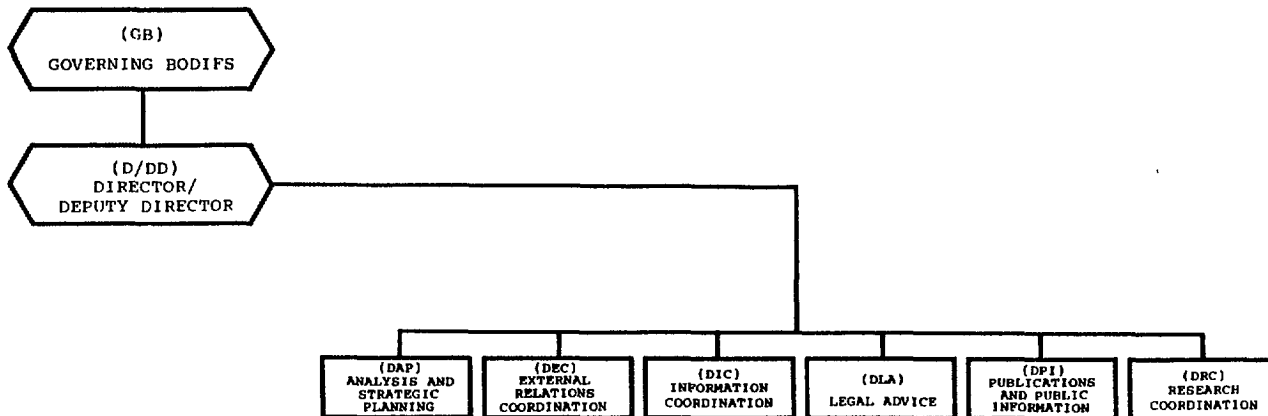
In establishing up the programs of the two technical cooperation areas, the Organization's technical resources have been grouped around the areas of common interest with a view to redirecting the work toward issues of greatest priority and relevance. These priority programs focus on the basic technical-scientific activities which support the cooperation delivered through PAHO's field offices in support of national programs. In addition, a new style of coordination is sought that will gradually bring about the effective participation of the entire staff, establish a process of continued improvement of their specific technical skills, their ability to successfully interact in working teams, and the skills associated with the mission and purposes of PAHO's technical cooperation. (See appended functional statements on the Area Directors and Program Coordinators in Annexes I and II.)

The process of structural adjustment of PAHO introduces a matrix model which establishes the minimum basis for special coordination mechanisms. These mechanisms will be set up under the Office of the Director to bolster the integration of cooperation activities at the country level in accordance with jointly determined priorities and needs. The management of knowledge, as the source of that coordination, is regarded as the Organization's principal mission. The staff of priority programs and field offices will support the generation of that kind of knowledge, appropriate to the development conditions in each country (research work); they will also undertake critical analyses of that information and will assess its application (planning, execution and evaluation of activities), and its dissemination (documentation and information).

The growing importance of the mobilization of cooperation resources for the countries in order to meet priority needs requires that more dynamic mechanisms be devised to identify domestic and foreign resources. The work of coordination with other agencies will be carried out through the Office of External Relations Coordination with the active participation of the regional programs and field offices. The Office of Analysis and Strategic Planning will gather information on policies and programs for socioeconomic and health development relevant to the conduct of the Organization's program. This Office will also work with the Office of the Director in carrying out the decisions of the Governing Bodies, and in providing structural and current analyses of national health conditions to ensure that the regional programs will be responsive to the specific situations in individual countries. Information Coordination, which will also report to the Director, will develop the internal mechanisms for the continual monitoring of the Organization's activities. More details on the functions of the coordination offices are provided in the Proposed Program and Budget of PAHO for the biennium 1984-1985 (Official Document 187).

Table 3

## GOVERNING BODIES (GB), DIRECTOR (D) AND DEPUTY DIRECTOR (DD)

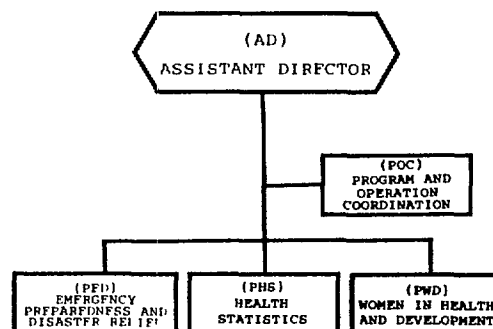


DAP - ANALYSIS AND STRATEGIC PLANNING  
 DEC - EXTERNAL RELATIONS COORDINATION  
 DIC - INFORMATION COORDINATION  
 DLA - LEGAL ADVICE  
 DPI - PUBLICATIONS AND PUBLIC INFORMATION  
 DRC - RESEARCH COORDINATION

Along with the lines of normative coordination relating to the policy guidance provided by the Office of the Director and those of structural coordination already mentioned, several lines of functional coordination have been established, such as the offices of the Program Coordinators under the technical area directors, and the Office of Program and Operation Coordination under the Assistant Director. The statistics unit, the special program for emergency preparedness and disaster relief, and the program for women in health and development also report to the Assistant Director. In addition, his office coordinates activities with WHO and relations with the Organization's Staff Association.

Table 4

ASSISTANT DIRECTOR (AD)



POC - PROGRAM AND OPERATION COORDINATION  
PED - EMERGENCY PREPAREDNESS AND DISASTER RELIEF  
PHS - HEALTH STATISTICS  
PWD - WOMEN IN HEALTH AND DEVELOPMENT

The Office of Administration completes the structure and includes supporting activities such as general services, personnel, procurement, and budget and finance (see organizational chart of PAHO in Annex III).

The model adopted should be viewed as one of several options. Its choice was influenced by two important considerations: that its implementation should interfere as little as possible with the Organization's regular operations, and that a climate of understanding and security be maintained among the staff. These considerations were intended to focus the abilities of the staff on their work and to encourage free choice, criticism and creativity. The proposal also seeks to avoid additional costs in its implementation while maintaining a high degree of flexibility that will permit continual, progressive adjustment to changing needs and situations.

The fundamental thinking underlying this proposal for adjusting PAHO's structures and functions, as well as the model used to adjust them, is to orient the work of the Organization toward its activities in the countries. The structure of PAHO has no special value except as it enables the Organization to accomplish its mission.

The new vision of the mission of PAHO implies that the Organization's activities are justified only to the extent that they produce concrete results in the countries, and demands a redefinition of the role of the field offices as the basic units for cooperation with the countries. Therefore, a program has been started for the development of those field offices into effective units which will shape the Bureau's entire technical cooperation response in their assigned countries. This implies that the directing, administrative and scientific-technical units at the central level will have to work very closely with the field offices to achieve active and effective coordination among the different levels of the institution.

In the first stage of the reorganization work, a search has begun for logical, dynamic and unified linkages of the new structure of Headquarters with the field offices. These linkages must clearly reflect the levels at which responsibilities and functions are centralized and decentralized, and how these levels relate to the politico-economic and social processes taking place in the different countries.

The work to be done by the Organization through its field offices calls not only for an understanding of the situation in each country, but also for the establishment of a forthright dialogue, a joint effort with national authorities to define needs and opportunities for cooperation. This direct participation of national authorities in PAHO's technical cooperation decisions at the country level is linked, by means of the new structure, with the collective decisions taken by the countries in the resolutions of the Governing Bodies. It is of utmost importance to the work of the Organization as the Regional health cooperation agency that its activities proceed in accordance with the guidelines of its Governing Bodies. From this will arise further opportunities for the coordination of intercountry and interprogram activities to deal with problems clearly identified in the appropriate resolutions. Through these mechanisms, PAHO will keep its structure flexible and in constant adjustment in order to improve its efficiency and make the Governing Bodies full participants in the conduct of its operations.

The initial review of PAHO's manpower relative to its cooperation priorities has brought out the existence of shortages in some important areas and surpluses in others. The increasing emphasis on mechanisms and procedures had led to an accumulation of MEANS functions to the detriment of END activities. As a result, the Organization must now look for ways to make the necessary adjustments and retrain its staff.



The Organization's commitment to its countries demands the highest technical quality and utmost dedication on the part of its staff members. The commitment, response and interest shown by the staff of PAHO toward the current process demonstrate the feasibility of rebuilding the Organization, thus enabling it to do a better job on behalf of its Member Countries.

#### Annexes

FUNCTIONAL STATEMENT - AREA DIRECTOR

1. To work with the Office of the Director in the formulation and setting of policies, plans, objectives, and methods for the implementation and evaluation of the various Programs in his Area.
2. To publicize and promote at the global, regional and country level, the policies, objectives and strategies of the Programs in his Area.
3. To guide the planning, implementation and evaluation of the Programs in his Area.
4. To coordinate the preparation of the preliminary draft of the Regular Budget and the allocation of other resources needed for implementation of the Programs under his supervision.
5. To coordinate the joint programming of the Programs in his Area with that of other Programs, and with the Organization's supervisory and supporting units in order to maximize the integration and use of its resources in support of country programs.
6. To approve the programs of work for his Area and to authorize activities not provided for in them.
7. To provide the needed direction and technical supervision to the Program Coordinators in his jurisdiction, and to evaluate the results thereof.
8. To coordinate the use of the administrative support services common to the Programs in his Area in order to maximize the effectiveness of those services.
9. Other duties as assigned.

FUNCTIONAL STATEMENT - PROGRAM COORDINATOR

1. To facilitate and conduct with the Country Representatives and national officials, the analysis of the Region's health problems and their trends in order to recommend priority areas of technical cooperation for the consideration of the Administration, and subsequently of the Governing Bodies.
2. To coordinate the formulation and establishment of policies, plans, objectives, and methods for the implementation and evaluation of the various components of the Program with the active participation of the staff thereof.
3. To collaborate with the Office of the Director, in close consultation with the Country Representatives, in the implementation of the Resolutions of the Governing Bodies.
4. To coordinate with the Area Director the joint programming of the different Program components with that of other Programs, and with the Organization's supervisory and supporting units in order to maximize the integration and use of its resources in support of country programs.
5. To collaborate with the Office of the Director and with the Area Director in close coordination with the Country Representatives, in the implementation of programs in support of the countries.
6. To coordinate and evaluate the execution of programmed activities at the Regional, inter-country and Center levels, and to keep those activities responsive at all time to particular conditions in the countries and subregions.
7. To exercise technical and administrative supervision over all personnel assigned to his Program at the Headquarters, regional, inter-country and Center levels, and to provide technical support to Country Representatives in the supervision of advisers in the area of his program.
8. To set up a programming system articulated with the Bureau's technical units at Headquarters and the Regional Offices of the World Health Organization for the optimal implementation of the Programs and of interregional technical operations.
9. To maintain, in coordination with the Office of External Relations Coordination (DEC), technical relations with other international, national and intergovernmental organizations and with lending institutions, and to ensure that the Organization's commitments for the execution of projects in the area of the Program are met.
10. To carry out the Program's operational budget as approved by the Area Director.

11. To promote and coordinate the identification of national institutions suitable for a regional network of centers participating in PAHO's technical cooperation and to serve as a support mechanism for the mobilization of national resources in that cooperation process.

12. To coordinate the collection and analysis of scientific and technical knowledge in the disciplines of his Program and to provide for its dissemination in the different levels of the Organization, and most particularly in the Field Offices.

13. To coordinate with other Programs the promotion and orientation of training for personnel at the different levels in keeping with the needs for implementation of country programs.

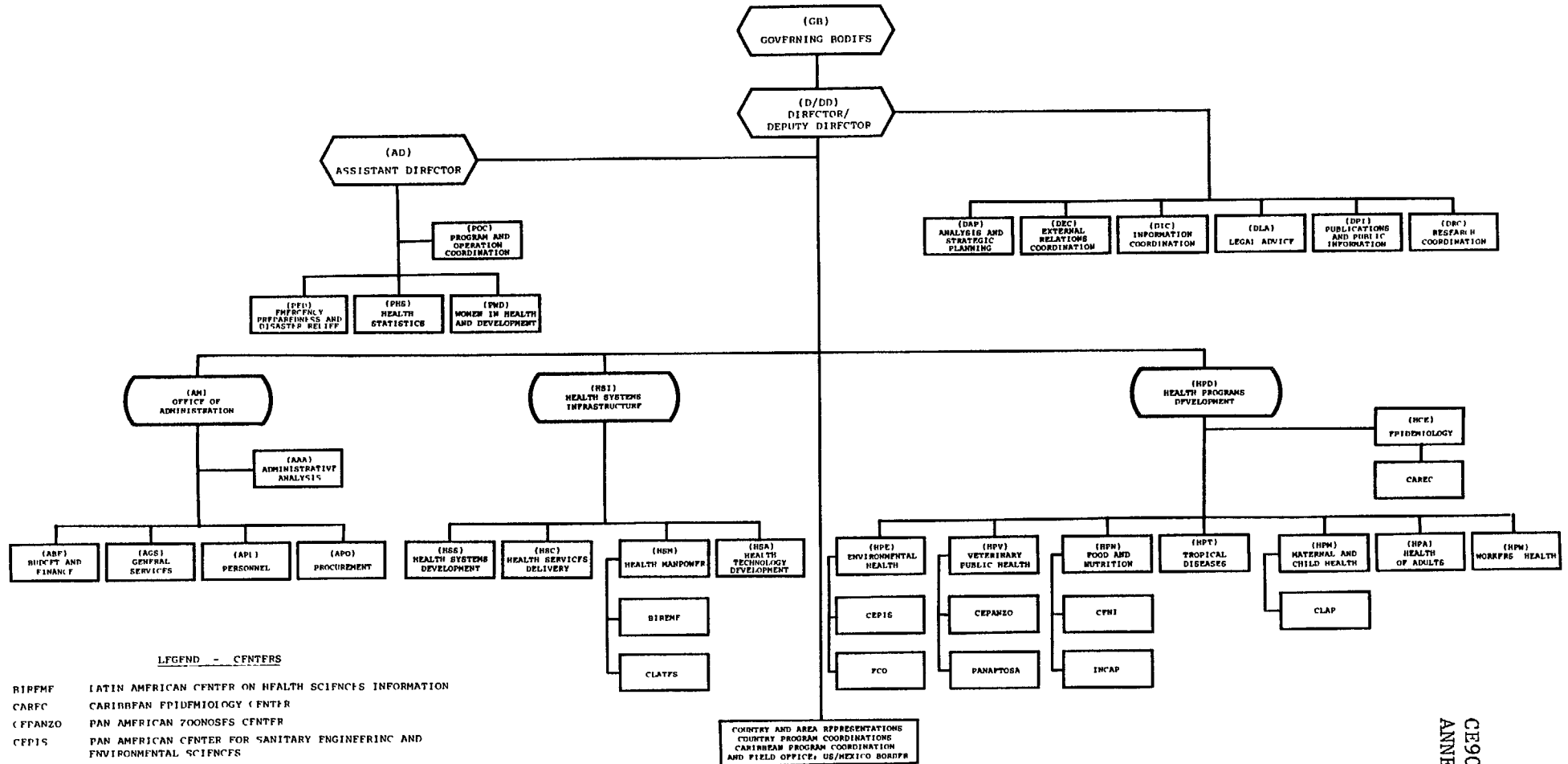
14. To determine, in conjunction with the technical and supporting staff of the Program, their needs for continuing education to maintain and enhance technical excellence in their operational and administrative functions.

15. To foster teamwork among the staff of the Program as a means for improving the quantity and quality of its scientific and technical cooperation, and to establish a working atmosphere that allows participation and encourage the creativity and interest of every staff member, and multidisciplinary work for the solution of specific problems.

16. Other duties as assigned.

# PAHO'S ORGANIZATIONAL CHART

APRIL 1983



## LEGEND - CENTERS

BIRFME	LATIN AMERICAN CENTER ON HEALTH SCIENCES INFORMATION
CAREC	CARIBBEAN EPIDEMIOLOGY CENTER
CFANZO	PAN AMERICAN ZOONOSIS CENTER
CEPIS	PAN AMERICAN CENTER FOR SANITARY ENGINEERING AND ENVIRONMENTAL SCIENCES
CFNI	CARIBBEAN FOOD AND NUTRITION INSTITUTE
CLAF	LATIN AMERICAN CENTER FOR PERINATOLOGY AND HUMAN DEVELOPMENT
CLATES	LATIN AMERICAN CENTER OF EDUCATIONAL TECHNOLOGY FOR HEALTH
FCO	PANAMERICAN CENTER FOR HUMAN ECOLOGY AND HEALTH
INCAP	INSTITUTE OF NUTRITION OF CENTRAL AMERICA AND PANAMA
PANAPTOA	PAN AMERICAN FOOT-AND-MOUTH DISEASE CENTER

CE90/22 (Eng.)  
ANNEX III