



92nd Meeting Washington, D.C. June 1984

Provisional Agenda Item 19

CE92/18 (Eng.) 2 May 1984 ORIGINAL: ENGLISH

ACTION TAKEN IN REGARD TO THE ELIMINATION AND FUNCTIONS OF THE AREA OFFICES OF THE BUREAU. PROGRESS REPORT

Resolution II of the XXIX Meeting of the Directing Council approved the elimination of the Area Offices effective 1 January 1984, as well as measures proposed for accomplishing this end, including the administrative actions and their implementation schedule as set forth in Document CD29/18.

The Director is pleased to present this progress report on the actions taken in regard to the implementation of Resolution II.

# I. Background

Resolution II of the XXIX Meeting of the Directing Council approved the elimination of the Area Offices as of 1 January 1984. The operative paragraphs of this resolution are as follows:

- "1. To thank the Director for the study of the functions of the Area Offices of the Pan American Sanitary Bureau (Document CD29/18).
- 2. To approve the Director's recommendation in this study that the Area Offices be eliminated with effect from 1 January 1984, as well as the measures proposed for accomplishing this end, including the administrative actions and their implementation schedule, as set forth in Document CD29/18.

- with the countries in which Area Offices are located to review and conclude new Basic Agreements for the establishment of Country Representative Offices, similar to the agreements in effect with other Member Governments of the Organization.
- 4. To request the Director to evaluate the extent to which the proposed implementing measures have been carried out and their effectiveness, and to report on the gains made in this direction to the Meeting of the Directing Council in 1985."

In order to comply with this mandate of the Governing Bodies, the Director designated a Headquarters Team comprised of members from the Program Coordination Office of the Assistant Director, Office of the Chief of Administration and the Legal Office. This Headquarters Team developed a detailed Plan of Operations to complete the administrative actions and the implementation schedule, as set forth in Document CD29/18. This plan of operations also included requirements to initiate negotiations with the Governments of Argentina, Guatemala, Mexico, Peru and Venezuela on new Basic Agreements, similar to those in effect with other Member Governments.

Prior to visits to the Field Offices on the required implementation actions, guidelines were developed to facilitate the necessary activities at the Field Office level.

Execution of the detailed plan of operations was initiated in October 1983 and is still in progress.

Although Resolution II does not require a report to the Governing Bodies in 1984, the Director considers it appropriate, due to the importance of this organizational change, that a progress report on this matter be presented to the 92nd Meeting of the Executive Committee and also to the XXX Meeting of the Directing Council. This document summarizes the actions taken to date and those actions still in progress.

# II. Actions Completed to Date

### 1. Elimination of Area Offices

PAHO Directive 83-17 dated 23 December 1983 eliminated the Area Offices effective 1 January 1984.

On the same date, the Area Offices were redesignated as Country Representative Offices and the Area Representatives were redesignated Country Representatives.

# 2. Visits to Area Offices

To initiate the required implementation actions at the field office level, a team from Headquarters visited the Area Offices on the following dates:

Area III - Guatemala 18-22 October 1983

Area II - Mexico 24-27 October 1983

Area I - Venezuela 8-11 November 1982

Area VI - Argentina 14-16 November 1983

Area IV - Peru 8-16 December 1983

During the above visits, the following activities were undertaken:

- a) Meetings were held with Ministry of Health officials to discuss implementation of Resolution II and to inform the Ministry of the forthcoming negotiations on a new Basic Agreement between the Governments and PAHO.
- b) Orientation briefings of the Area Office Staff were conducted. All available professional and general service staff of the offices attended these briefings. All aspects of the changes due to the elimination of the Area Offices were discussed.
- c) Review was made of country programs and projects with the Area Office staff.
- d) Discussions were held on the 1984 AMPES for country projects.
- e) Review was made of intercountry programs/projects and an orientation was given for the preparation of 1984 AMPES for these projects.
- f) Review was made of the approved PAHO/WHO Budget and administrative support requirements for the new Country Representatives' Offices, to include support of intercountry projects.
- g) Discussions were held with each Area Representative/Country Representative on the detailed actions to implement the elimination of the Area Offices effective 1 January 1984 as well as the forthcoming negotiations with the Government on a new Basic Agreement between the Government and PAHO/WHO.

- h) A restructuring of the new Country Representatives' Offices was developed and detailed staffing/personnel actions required to implement the restructuring were identified. This restructuring considered the budgeted posts, those posts scheduled for deletion due to the elimination of the Area Offices, and distribution of functional responsibilities in the new Country Offices.
- i) Discussion on the future of the Area Office buildings were initiated.

Upon completion of these visits to the Field Offices in October-December 1983, the Headquarters team coordinated the Field Office implementation actions with required actions at the Headquarters level. The appropriate Headquarters offices were advised of the actions being undertaken and of any problems identified at the Field Office level with recommendations for their solution. An Executive Surmary of the status of the implementation schedule was presented to the Director in January 1984 with a schedule for the pending actions to be accomplished.

After the elimination of the Area Offices on 1 January 1984, the team from Headquarters again visited the former Area Offices as indicated below:

Guatemala 21-24 February 1984

Mexico 27-29 February 1984

Peru 12-16 March 1984

Venezuela 19-21 March 1984

Argentina 9-13 April 1984

The Headquarters team, together with the local staff, reviewed the pending actions on the elimination of the Area Offices and provided assistance to the Country Representatives in completing these actions. This team also continued the study on the future of the Area Office buildings which had been initiated during the first visits and developed proposals for discussions with the Governments on the new basic agreements and on the operating costs and office space for the new Country Representative Offices.

# III. Budget and Staffing of the New Country Representative Offices

The changes related to the elimination of the Area Offices in the 1984-85 Program Budget as approved by the XXIX Meeting of the Directing Council were implemented in the 1984-85 Operating Budget. These changes included the deletion of 26 posts (three Professional and 23 General Service posts).

As indicated in Document CD29/18, the posts to be eliminated were budgeted in 1984-1985 through the expiration date of the incumbent's contract in order to reduce impact on affected staff and provide for a smooth transition. Additional actions were taken, where possible, to reassign affected staff to other vacant posts for which they could qualify.

A summary of the projected status of the 26 eliminated posts is summarized below.

Posts Scheduled for Elimination (PR/WR Funds)	26
Vacant Posts Eliminated (PR/WR Funds)	4
Filled Posts Eliminated (PR/WR Funds)	22

The projected status of the incumbents of the 22 filled posts which have been eliminated is as follows:

Retirements	6
Resignation	1
Transfers to other PR/WR Posts	7
Transfers to PG-Funded Posts	6
Terminations	_2
Total	22

Of the two possible terminations indicated above, negotiations with the Government on the operating costs of the Country Representative Office include consideration of possible use of these two incumbents under government funding. Reassignments to other PAHO posts are also being considered.

The restructuring of each new Country Representative Office included the identification of the assigned duties and responsibilities of the remaining posts. New post descriptions have been prepared and are in process of final classification action.

## IV. New Role of the Country Representative

The contemplated expanded role for Country Representatives was summarized in Annex XI of Document CD29/18. This new role considered the elimination of the Area Offices and the reorganization of Headquarters activities. However, the main emphasis of this new role is to increase the Organization's capacity to support national programs and priorities through the strengthening of the Country Representatives' Offices. These country offices are the basic unit for the generation, coordination, execution and evaluation of scientific and technical cooperation in the countries of the Americas.

To formally establish the new expanded role of the Country Representative, the related functions and responsibilities have been examined. A new post description for Country Representatives has been developed with the objective of outlining the duties and responsibilities required to provide the capacity to meet the technical cooperation objectives of the Governments and the Organization and to manage PAHO activities in the countries in support of those objectives.

A plan for increased delegation of authority to Country Representatives as well as decentralization of administrative support activities to the Country Office level has also been developed. A basic objective of this plan is to place additional decision-making authority at the country level and provide an accelerated capacity for response to the country's technical cooperation needs. This decentralization will further facilitate the accomplishment of improved coordinated efforts at the country level.

Further discussion on this matter is included in Section X below.

# V. Management and Supervision of Intercountry Projects

The implementation of the elimination of the Area Offices include the assignment of Area Advisors to intercountry projects in the country where the major need for their services exist. These intercountry projects, providing advisory services to two or more countries, are essentially an extension of regional programs and have been placed under the management and supervision of the appropriate Regional Program Coordinators at Headquarters.

Further examination of the management of these intercountry projects were made during the visits to the Country Offices in late 1983 and during the first quarter of 1984. In order to clearly establish the management and supervision of these intercountry projects, a PAHO directive outlining the functions, supervisory and reporting responsibilities, policies and guidelines on operational matters, administrative support responsibilities and the roles of both the Program Coordinators and the Country Representatives has been developed and is in process of publication.

This structural arrangement will be constantly reviewed and refined to provide maximum support to the Governments and to make optimum use of available PAHO resources.

## VI. Negotiations with Governments on New Basic Agreements

In order to implement the provision of operative paragraph 3 of Resolution II, new Basic Agreements or amendments to the existing agreements between PAHO/WHO and the Governments of Argentina, Guatemala,

Mexico, Peru and Venezuela have been developed. These agreements are similar to the agreements in effect with other Member Governments and are designed to replace and/or amend the Zone Office agreements which covered the operations of the PAHO Zone/Area offices in those countries. Complete new Basic Agreements were not needed in Guatemala, Mexico and Venezuela and, with the concurrence of the Governments, amendments to the existing agreements were developed. All of these new agreements have been delivered by hand to the Ministers of Health and the Ministers of Foreign Affairs, as indicated below:

Government	New Basic Agreement was Presented to the Government
Argentina	16 April 1984
Guatemala	23 February 1984
Mexico	12 February 1984
Peru .	8 March 1984
Venezuela	7 March 1984

These new agreements include, inter alia, the recognition at the country level of the legal status of the PAHO/WHO as an international organization part both of the family of the United Nations and of the Inter-American System; the privileges and immunities of the Organization and its personnel; the development of technical cooperation; commitments of the Organization; and commitments of the Government. The commitments of the Government include provisions for Government contributions towards the operating costs of the PAHO Country Representative's Office.

These new Basic Agreements are currently under review by the respective Governments, and the Country Representatives are participating in discussions with the national authorities to provide any required information and assistance. Headquarters staff, including the PAHO Legal Office, have been made available to provide any required assistance and/or participate in negotiations with the Governments.

# VII. Negotiations with Governments on Operating Costs of New Country Offices

As indicated above, new Basic Agreements have been submitted to the Governments of Argentina, Guatemala, Mexico, Peru and Venezuela. These new agreements include provisions for contributions (including office space) by the Governments towards the operating costs of the Country Offices. The following indicates the current status of the negotiations with the Governments on operating costs for the new Country Representative Offices in the five former Area Office countries:

# Argentina

The Government of Argentina took office in December 1983 and the Country Representative delivered the new Basic Agreement in April 1984. Negotiations with the Government on operating costs of the Country Representative Office have also been just initiated; this will include economic compensation for general services local staff, office space and general operating costs. A formula has been developed and presented to the Government.

### Guatemala

Based upon initial negotiations with the Government in October 1983, the Government has already made available to PAHO the amount of Q.40,000 to finance local staff in 1984, and negotiations have begun for an additional amount of Q.60,000 for other local costs, from which Q.40,000 will be a contribution in lieu of providing office space and to be used in support services.

In addition, the Country Representative during August 1984 expects to initiate additional contacts with the Government for contributions for 1985 and the biennium 1986-1987.

### Mexico

Discussions have been initiated with the Government for a possible contribution of an amount of approximately \$12 million pesos towards the purchase of office space, as well as the continuation of its current contribution for SEPU for the bienniums 1984-1985 and 1986-1987 to be applied to local operating costs.

#### Peru

The Organization has submitted for consideration of the Working Group appointed by the Ministry of Health and chaired by the Vice-Minister of Health, a scheme for contributions towards local costs, including general services local staff, office space and general operating expenses.

The Working Group is now considering the proposal of the Organization.

In addition, the Ministry of Health is viewing with considerable interest the possibility of the construction of a third floor in the building which houses CEPIS, where the Office of the Country Representative and staff could be located.

### **Venezuel**a

The possibility that the Ministry of Health could provide space for the Office of the Country Representative in its building has been discussed with the Government. Another alternative under discussion considers that, if the Ministry of Health is relocated to the complex of buildings "Parque Central," they could provide PAHO representation space at that location. However, it was clear that this process will take some time and the PAHO office, for the biennium 1984-1985, will remain at its present location, except that the PAHO office will be occupying only the second floor of the building and the first floor will be rented, with the income used to offset building operating costs.

The new Basic Agreement is being considered by the Government and negotiations on local costs will be discussed in detail in the following months.

# VIII. Study on Future of Area Office Buildings

The XXIX Meeting of the Directing Council considered Document CD29/18 and its annex, Document CE90/11, in reference to the physical facilities of the former Area Offices available in Argentina, Guatemala, Mexico, Peru and Venezuela, which currently are occupied by the new Country Representatives' Offices.

We are pleased to inform the Executive Committee regarding the current status of these properties.

# Argentina

The office space currently utilized by the Country Representative's Office is owned by PAHO. A current valuation of this property is approximately US\$478,700.

The Government of Argentina, which took office on December 1983, is undergoing reorganization which affects the Ministry of Health and Social Action. The officials of the Ministry have brought to our attention that at this time they have no space available to accommodate the Country Representative and its staff (including three intercountry consultants) in government—owned space. For this reason, it is anticipated that for the biennium 1984-1985 that office will continue to function in the same premises and negotiations will be pursued. It is anticipated that the reorganization of the Ministry of Health and Social Action will permit a determination of the availability of government space during the last semester of 1985.

#### Guatemala

The office space currently utilized by the Country Representative's Office is owned by PAHO. The current value of this property is Q.395,000.

It is anticipated that the office will remain in our current location for the biennium 1984-1985, in view of the non-availability of office space in government-owned buildings. Negotiations are being conducted by the Country Representative for a contribution in the amount of approximately Q.40,000 towards space equivalency, which will be utilized in support services. There are seven intercountry consultants in this office. Negotiations with the Government will continue.

# Mexico

Currently PAHO is renting the same space of the former Area Office for the Country Representative's Office and negotiations have been initiated and discussed with the <u>Secretaria de Salubridad y Asistencia</u> for the purchase of office space in a building in Mexico City to house the Country Representative's Office and SEPU.

### Peru

The building utilized by the Country Representative's Office is owned by PAHO. During the biennium 1984-1985, it is anticipated that the office will remain at its present location and will house the office of the Country Representative and approximately 11 intercountry consultants. The current value of our property is S/.1,369,438,000.

The Government is viewing with considerable interest the construction of a third floor in the building which houses CEPIS. The construction was estimated in January 1984 at approximately US\$221,000, which would be financed by the Government. Currently this matter is being considered by the Working Group appointed by the Ministry of Health of Peru, which is chaired by the Vice-Minister of Health, and it is expected that additional information will be available in the near future.

#### Venezuela

The building utilized by the Country Representative's Office is owned by PAHO. It is anticipated that, during the biennium 1984-1985, the country office will remain at its present location. The current value of our property is 8/.3,558,653.

Considering that the current available space of two floors is excessive for the needs of the Country Representative's Office and staff, action is in process to relocate the PAHO offices to the second floor and rent the first floor.

# IX. Status of Implementation Actions

# 1. Summary of Current Status of Implementation

Attached as Annex I is a summary of the current status of administrative actions and the implementation schedule contained in Document

CD29/18 and referred to in operative paragraph 2 of Resolution II of the XXIX Meeting of the Directing Council. The implementation schedule has been supplemented by additional administrative actions from the Plan of Operations to implement Resolution II.

## 2. Pending Actions

Actions which are still pending completion are mainly those involving the negotiations with the Governments of Argentina, Guatemala, Mexico, Peru and Venezuela on the following:

- a) Negotiations and signature of the new Basic Agreements with these Governments for the establishment of Country Representative Offices, similar to the agreements in effect with other Member Governments of the Organization;
- b) Negotiations with Governments on contaibutions for the support of the new Country Offices in accordance with the new Basic Agreements;
- c) Study on the future of Area Office buildings and PAHO office space requirements.

Negotiations on these three items have been initiated with the Governments. Details on the current status of the negotiations are outlined in Section VI, VII and VIII above.

The majority of administrative actions have been completed. Actions still pending are those which require a long lead time, such as publication of changes to procedures and manuals, classification studies of posts, personnel actions, negotiations with the Governments, etc.

## X. Current Impact on PAHO Technical Cooperation

The Managerial Strategy for the Optimum Use of PAHO/WHO Resources in Direct Support of Member Countries was presented to the XXIX Meeting of the Directing Council (Document CD29/13). In describing the role of the Country Office, it was emphasized in Document CD29/13 that the entire design of the management structure of the secretariat is aimed at being better prepared to convert into action the first principle of the management strategy which designated the country as the primary object of and the decisive force in determining the Organization's technical cooperation.

Visits by the Director and Headquarters regional advisors to Member Countries, plus the increased active participation of the Country Representatives and the Country Offices' staff, have expanded the Organization's activities at the country level as envisioned in the new

Management Strategy. Joint Government/PAHO-WHO analysis of health policies, strategies and programs in individual countries has been facilitated by the new expanded role of the Country Representative and the new field organizational structure. Multidisciplinary teams from Head-quarters and the Country Offices have been established to take on-site actions in coordination with the Government to develop implementing actions on program decisions. The Country Representative plays a key role in the delivery of PAHO technical cooperation programs to the countries. The elimination of the Area Offices and the new organizational structure at Headquarters coupled with the increased active participation and expanded role of the Country Representative have served to improve the planning and programming of PAHO's technical cooperation activities with the Member Governments.

# XI. Evaluation Report to the Directing Council in 1985

Operative paragraph 4 of Resolution II of the XXIX Meeting of the Directing Council provides as follows:

"To request the Director to evaluate the extent to which the proposed implementing measures have been carried out and their effectiveness, and to report on the gains made in this direction to the Meeting of the Directing Council in 1985."

A methodology is being be developed to complete the evaluation and a report will be prepared for presentation to the Directing Council in 1985. Since a major objective of the changes in the field office structure is to improve the capacity at the country level to support national programs and priorities, it is anticipated that consultation with Governments will be an essential component of this methodology.

Annex

# STATUS OF IMPLEMENTATION SCHEDULE/ACTIONS ELIMINATION OF THE AREA OFFICES

			Completion	Current Status of Action
ction	Target Date for Completion	Completed	Date	Remarks
. Inform Ministries of Health of Resolution of the XXIX Directing Council	October 1983	Yes	12 Oct. 1983	Letter including Resolution II sent to all Ministers of Health.
. Orient PAHO Headquarters Staff and Chiefs of Field Offices; inform WHO	October/November 1983			
(1) Orient PAHO Headquarters Staff (2) Orient Chiefs, Field Offices		Yes Yes	12 Oct. 1983 OctDec. 1983	Orientation meetings were held with Headquarters Staff. Orientation briefings were given to all Area Representa-
(3) Inform WHO		Yes	4 Jan. 1984	tives on visits to Area Offices. Resolution II included in Final Report of the XXIX Meeting of the Directing Council was sent to WHO.
Hold briefing of Headquarters staff and Chiefs of Field Offices (AR, CR and Center Directors) and develop detailed plan of operation for implementation	October/December 1983	Yes	16 Dec. 1983	In addition to meetings indicated above at Headquarters, Area Representatives/Country Representatives plus Center Directors/Staff at CEPANZO, CEPIS, ECO and SEPU were given briefings during visits to Area Offices in October-December 1984. Detailed plan of operation was developed and approved by the Director on 5 October 1983.
Conduct orientation briefings for Area Office staff	November/December 1983	Yes	OctDec. 1983	Briefings were conducted during visits to all Area Offices during October-December 1983.
Redesignate Area Offices as Country Offices	January 1984	Yes	1 Jan. 1984	Directive 83-17 issued on 23 December 1983.
Redesignate Area Representatives as Country Representatives	January 1984	Yes	1 Jan. 1984	Directive 83-17 issued on 23 December 1983.
Publish redefined functions and responsibilities on new role of Country Representatives; include new Delegation of Authority and Post Descriptions	January 1984	-		
(1) Develop and publish new Post Descriptions for Country Representatives		Yes	April 1984	(1) New Post Description for all Country Representatives issued after coordination with WHO.
(2) Issue new Delegation of Authority to Country Represen- tatives of Argentina, Guatemala, Mexico, Peru, Brazil and Venezuela		Pending		(2) New Delegation of Authority being developed in coordination with Decentralization Programs for all Field Offices.

ction			Completion	Current Status of Action
<del></del>	Target Date for Completion	Completed	Date	Remarks
Adjust 1984-1985 Operating     Budget and AMPES     (1) Issue 1984-85 Operating     Budget to include updated changes relating to elimination of Area Offices	January 1984	Yes	9 Jan. 1984	(1) 1984-85 Operating Budget issued with updated changes relating to Area Offices and containing new Program Classification structure.
(2) Adjust AMPES		Yes	JanApr. 1984	(2) Meeting held with Governments, Country Representatives and Headquarters staff; revised AMPES finalized.
Effect transfers of Area Advisors, where required, to new duty stations	January/February 1984	Yes	28 Dec. 1983	Transfers have been effected.
Review termination actions on surplus Area Office staff and provide termination notices to affected staff	January/February 1984	Pending		Projected status of incumbents of 26 eliminated posts indicates possible termination of 2 staff members. One staff member has projected termination date of 28 February 1985. The second staff member has projected termination date of 31 October 1984. Reassignments to vacant PAHO Posts will be explored for both staff members. There is a possibility of retention of the second staff member through negotiations with the Government on operating costs of Country Representative's Office.
Revise and publish pertinent policies, procedures, directives, etc. to implement approved reorganization actions	October 1983/February 1984			
(1) Issue new organizational chart		Yes	6 Apr. 1984	Directive 84-04 issued.
(2) Develop course of action on Area Boards of Inquiry and Appeal, to include changes to PASB staff rules		Pending		Document to be submitted to the Executive Committee.
(3) Issue new Directive on Travel Authorization Procedures		Yes	17 Feb. 1984	Directive 84-01 dated 17 February 1984.
(4) Issue new telephone directory with new organization chart and delete data on Area		Yes	27 Apr. 1984	Telephone directory issued.
Offices and add new CR offices (5) Issue 1984-85 Project and Allotment List with new organization chart; delete data on Area Offices and add new CR Offices		Yes	10 Feb. 1984	New Project List issued with required changes.
(6) Prepare new post descriptions for all former Area Office staff transferred to country and inter-country projects		Pending		Proposed Post Descriptions have been prepared. Classification studies are in process.
(7) Issue Directive on Management and Control of Inter-Country Projects		Pending		Proposed directive is being processed for publication.
(8) Issue changes to PAHO/WHO Manual and Manual for Field Oper		Pending		In progress extensive changes required to delete and/or revise activities and procedures related to Area fices.

				Current Status of Action
			Completion	
Action	Target Date for Completion	Completed	Date	Remarks
1. Negotiate with Covernments on Zone Office Agreements	November 1983-March 1984			
Develop and submit to the Governments new Basic Agreements and/or amendments to existing Agreements		Yes	FebApr. 1984	New Basic Agreements or amendments to existing agreements have been submitted to Governments of Argentina, Guatemala, Mexico, Peru and Venezuela. These Basic Agreements are currently being reviewed by the Governments.
m. Negotiate with Covernments on provision of logistical and administrative support in accordance with Basic Agreements for newly designated Country Offices	November 1983-March 1984			
(1) Prepare detailed study on support provided to CR's Offices by Governments in all countries		Yes	14 Oct. 1983	(1) Information was requested and received from all PAHO Field Offices during July-September 1983; detailed study was completed 14 October 1983.
(2) Initiate visits to Area Offices to review physical facilities and operating costs for use in negotiations the Government		Yes	Oct. 1983- April 1984	(2) Visits to Area Offices were made in October 1983-April 1984 and reports on each office has been prepared for use in negotiations with Governments.
(3) Initiate formal negotiations with Governments of Argentina Guatemala, Mexico, Peru and Venezuela	,	Yes	Oct. 1983 - April 1984	(3) Basic information for negotiations have been collected during visits to Area/CR Offices; commitments in Government new Basic Agreements are under review by Governments of Argentina, Guatemala, Mexico, Peru and Venezuela; methodology for negotiations on operating costs have been developed; negotiations with Governments have been initiated and will continue.
n. Initiate study on future of Area Office buildings	February 1984	Yes	Oct. 1983 - April 1984	During visits to former Area Of.ices information was collected on country office requirements, estimated values of Area Office buildings; current marketability of Area Office buildings and availability of office space from Government. Study continues.