



SPECIAL SESSION OF THE EXECUTIVE COMMITTEE

Virtual Session, 29 May 2020

Provisional Agenda Item 3.1

CESS1/2 21 May 2020 Original: English

CURRENT FINANCIAL SITUATION AND ADJUSTMENTS TO THE PAN AMERICAN HEALTH ORGANIZATION STRATEGIC PRIORITIES

Introduction

1. The Pan American Health Organization (PAHO) is facing an unprecedented threat to Pan American solidarity and to its very existence. Due to non-payment of Member States' assessed contributions over the past year, and more recently certain voluntary contributions, the Organization stands on the brink of insolvency. The Director of the Pan American Sanitary Bureau (PASB) has convened a Special Session of the Executive Committee pursuant to Article 17.A of the PAHO Constitution in order to bring this serious situation to the attention of the EC on an emergency basis. The objectives of this document are to:

- i. Inform the Executive Committee regarding the financial situation of the Organization and its implications.
- ii. Inform the Executive Committee regarding measures being taken under the Director's authority to address the situation.
- iii. Obtain the authorization of the Executive Committee to execute borrowing options, if and as required.
- iv. Obtain the concurrence of the Executive Committee to implement optional staff furlough measures, if and as required.
- v. Obtain the advice of the Executive Committee regarding a process to revise the strategic priorities set out in the Program Budget of the Pan American Health Organization 2020-2021 and Strategic Plan of the Pan American Health Organization 2020-2025 during this period of severely constrained financial resources.

2. While this document will focus on the financial situation, it must be noted that all resources of this Organization, financial and human, are used solely to accomplish PAHO's mission of leading strategic collaborative efforts among Member States and other partners to promote equity in health, to combat disease, and to improve the quality of, and lengthen,

the lives of the people of the Americas. All financial resources received by the Organization directly support the delivery of technical cooperation to PAHO's Member States and the improvement of the health of the people of the Americas.

The Financial Situation of the Organization

3. PAHO has three principal revenue components: the Program Budget; the Procurement Funds (including the Revolving Fund for Access to Vaccines, the Regional Revolving Fund for Strategic Public Health Supplies, and Procurement Services on behalf of Member States); and National Voluntary Contributions (NVCs) provided by and for individual Member States. For reference, in the 2018-2019 biennium, the approximate revenue level for each of the segments was: Program Budget US\$ 556.5 million;¹ Procurement Funds \$1.5 billion; and NVCs \$497.0 million.

4. This document deals mainly with the financing of the Program Budget of the Pan American Health Organization 2020-2021.² The expected funding sources set out in the Program Budget 2020-2021 are described in Table 1.

Source of Financing	<i>Budget amount</i> (US\$ million)
PAHO net assessed contributions	194.4
PAHO budgeted miscellaneous revenue	17.0
PAHO voluntary contributions and other sources	192.8
WHO budget allocation to the Americas	215.8
TOTAL	620.0

Table 1: PAHO Program Budget 2020-2021, Source of Financing

5. The financial crisis currently affecting the Organization is due largely to the non-payment of assessed contributions (Member State quota payments), and the uncertainty regarding new voluntary contributions from the United States government. While not fiscally desirable, other shortfalls and/or delays in payments of assessed contributions have been manageable until now.

Assessed Contributions Cash-flow vs. Budget

6. Article 4.4 of the PAHO Financial Regulations establishes that Assessed Contributions and the Budgeted Miscellaneous Revenue shall be made available for implementation on the first day of the budgetary period to which they relate, even though

¹ Unless otherwise indicated, all monetary figures in this document are expressed in United States dollars.

² The Program Budget of the Pan American Health Organization 2020-2021 is available at: <u>https://www.paho.org/hq/index.php?option=com_docman&view=download&alias=50372-cd57-od358-</u> <u>e-program-budget-paho&category_slug=cd57-en&Itemid=270&lang=en.</u>

the actual cash payments are received at varying points during the biennium. This is based on the understanding that Member State quota payments are a legal obligation that enters into force as soon as the scale of assessed contributions for the respective period is approved by the Governing Bodies of PAHO³. With rare exceptions in the past, PAHO has not seen late cash payments of assessed contributions in amounts that have prejudiced the ability of the Organization to fund its activities.

7. Starting in 2019, however, PAHO experienced exceptional delays in cash payments of assessed contributions amounts owed by Member States. As of the end of April 2020, the outstanding amounts shown in Table 2 were owed

Member State	<i>Amount Due</i> (US\$ million)	% of Total Owed*
United States	110.0	67%
Brazil	24.2	15%
Venezuela	7.9	5%
Mexico	6.3	4%
Argentina	5.8	4%
Colombia	4.8	3%
Chile	2.1	1%
Others	3.5	2%
Total*	164.6	

Table 2: PAHO Assessed Contributions Amount Owed by Member States(30 of April 2020)

*Amounts rounded.

8. These amounts include arrears from previous years, as well as amounts due for 2020 (2021 amounts are due on 1 January 2021). An unprecedented \$63.8 million of 2019 assessed contributions (57 percent of the original total) are still outstanding almost halfway into 2020.⁴

9. The Organization uses reserve funds (the Working Capital Fund and the Special Fund for Program Support Costs) to manage irregular cash receipt of assessed contributions. In normal times these reserves are sufficient. However, due to the prolonged non-payment of assessed contributions by a number of PAHO's Member States with the largest quotas, combined with the recently announced freeze by the Government of the United States of America on all payments to the World Health Organization (WHO), these reserve funds will be exhausted by September 2020. At that time, the Organization will be

³ The approved Assessed Contributions for the 2020-2021 biennium is available at: <u>https://www.paho.org/hq/index.php?option=com_docman&view=document&alias=50566-cd57-r6-e-program-budget-paho&category_slug=cd57-en&Itemid=270&lang=en.</u>

⁴ Statements of assessed contributions due from Member States are updated on a monthly basis and are available at: <u>https://www.paho.org/en/node/69017</u>.

unable to meet its financial commitments to its staff and its suppliers, and will become insolvent.

Voluntary Contributions from the United States

10. When the Government of the United States of America recently announced a hold on its funding to WHO, this hold also affected PAHO. Although PAHO is a separate legal entity from WHO, it also serves as the WHO Regional Office for the Americas (AMRO) and new Voluntary Contribution (VC) grants to PAHO from the United States have also been put on hold. Although the amount of voluntary contributions from the United States is far lower than its assessed contributions (PAHO received approximately \$39 million in voluntary contributions during the 2018-2019 biennium), a significant portion of funding from the United States in voluntary contributions covers core technical staff positions that are fixed-term in nature (e.g. posts in countries supporting immunization work). In the absence of voluntary contribution from the United States, the cost of these positions must be covered by flexible funds, further straining the cash position of PAHO.

Projected Cash Deficit

11. PASB has prepared financial projections based on revenue and expenditure information as of the end of April 2020 and has used planned costs for the 2020-2021 biennium. In the worst-case scenario, where no further assessed contributions payments are received from the United States and there is a 17% reduction in assessed contributions payments from other countries (PASB's best projection at this time), projected cash deficits after using all unrestricted sources of available funds (Working Capital Fund, Special Fund for Program Support Costs, and advances from WHO) are shown in Table 3.

Fiscal period	Deficit in US\$ million
2020	\$36.0
2020-2021 biennium	\$121.8

Table 3: Projected Cash Deficit in Worst Case Scenario

12. Until assessed contributions payments are received, PASB believes it has no choice but to operate under the worst-case scenario and take actions accordingly. The cost-containment measures described below detail how this can be done to enable the Organization to continue operating through the end of 2020. For 2021, the deficit is so large that far more radical steps would be required, with a profound impact on the nature and structure of the Organization for years to come. The last section of this document addresses these steps.

Cost-containment Measures Being Implemented

13. In 2019, PASB began to implement cost-containment measures designed to improve the cash-flow situation while maintaining the Organization's core operational capacity. These measures have recently been expanded and now include the following:

Reduction in Flexible Funds⁵ for Activities and Short-term Staff

14. At the beginning of each biennium, PASB approves a specific amount of flexible funds for activities and makes a percentage of that amount available to PAHO programs. Activities include all costs that are not for fixed-term staff, such as: direct technical cooperation with Member States, procurement, travel, meetings, short-term staffing, and General Operating Expenses (GOE). In the last quarter of 2019, the Organization pulled back approximately \$30 million of the activity funds made available to programs in the 2018-2019 biennium. As a result, many activities in that period were postponed or cancelled, but this measure was necessary in view of the cash-flow situation.

15. In December 2019, only \$41.5 million was made available to PASB programs to start the 2020-2021 biennium, down from \$100 million at the start of 2018. At the time of writing this document, \$19.5 million has been pulled back. Thus, only \$22 million is available for activities in 2020, of which \$13.5 million is for obligatory General Operating Expenses. This leaves \$8.5 million for all flexible-funded technical cooperation activities and enabling functions across the Organization, including short-term staffing. In order to prudently manage the cash-flow shortage and achieve the necessary savings, a large portion of the short-term staffing of the Organization will need to be released from service in the coming months.

Reduced Human Resources Plan for 2020-2021

16. In late 2019, PASB implemented a strict approval process for 2020-2021 Human Resources (HR) plans, including fixed-term and short-term positions. As a result, the Organization has seen a reduction of \$3 million in direct costs related to short-term staff in the first four months of the biennium, compared to the same period in 2018.

Freeze on external hiring processes

17. The Director of PASB has implemented a freeze on external hiring processes for all positions⁶. This measure prevents an increase in the overall number of persons employed by the Organization.

⁵ Flexible funds is a term currently used in PAHO and WHO. According to CD57/5 definition, this type of funds include but are not limited to: PAHO and WHO assessed contributions, PAHO's miscellaneous revenue, as well as revenue generated from special cost recovery mechanisms such as Project Support Costs for PAHO and WHO. Though more limited in nature, WHO's Core Voluntary Contributions Account (CVCA) are also considered flexible funds.

⁶ This freeze applies to all personnel categories: fixed-term staff, short-term staff, and contingent workers.

18. The Organization is only allowing vacant fixed-term positions funded with resources from Procurement Funds (1.25% levy) or with voluntary contributions (other than those from the United States) to be filled with a staff member that is already in the Organization, i.e., through lateral reassignment or internal recruitment. This will help reduce the burden on flexible funding, the vast majority of which comes from assessed contributions. All other staff selection processes have been halted or cancelled.

19. In the case of staff funded with voluntary contributions from the United States, contract extensions are only permitted if the United States has obligated the funding and, therefore, outstanding receivables will be honored. PASB is in dialogue with counterparts in the Government of the United States regarding the status of individual voluntary contributions grants.

20. The measures described above, although significantly reducing the capacity of PASB to provide technical cooperation to its Member States and entailing the release of many critical short-term staff members and contingent workers, will allow PASB to realize savings of approximately \$33.8 million by the end of 2020, thus reducing the projected cash deficit to approximately \$2.2 million for 2020. It is hoped that the remaining deficit of 2020 can be made up through additional borrowing mechanisms and other actions proposed below.

21. For 2021, if the worst-case scenario materializes (no additional assessed contributions are received from the United States) the cash deficit will require, in addition to all measures already described, major cuts to fixed-term staff costs (approximately 25% or \$50 million). This could include options to reduce staff members' take-home pay (please refer to the section on temporary administrative furlough below), and organizational restructuring and strategic re-prioritization (please refer to the final section of this document). In addition, some unfunded costs may be temporarily covered by exceptional borrowing measures, if authorized (also covered below). These measures would allow the Organization to operate at minimum capacity during 2021 and could be continued into the following biennium if the current financial crisis persists.

22. In the event that assessed contributions payments from the United States resume in the near future (including the payment of significant arrears) some of the measures described above, as well as a major Organization-wide restructuring, can be avoided or reversed. Assessed contributions payments from other Member States can also alleviate the fiscal pressure, but the size of the contribution from the Government of the United States to PAHO makes it essential to maintain solvency.

Borrowing Options Required by the Financial Situation

23. As a supplement and/or alternative to the staff reductions described above, the Director of PASB seeks support from the Executive Committee to exercise borrowing options to finance operational expenses on a temporary basis:

- a) Internal borrowing against the existing balance of the Master Capital Investment Fund (MCIF), traditionally used for real estate and infrastructure investments, and
- b) External borrowing from the commercial market.

24. Financial Regulation 8.5 stipulates that the Director must obtain prior and written concurrence of a majority of the members of the Executive Committee in order to borrow funds. The rationale and details for each of these proposals are included below.

Borrowing from the Master Capital Investment Fund

25. Financial Regulation VIII provides for the establishment of a Working Capital Fund. Financial Regulation 8.3 stipulates that "The Working Capital Fund shall be made available to meet any temporary financial resource requirements pending the receipt of Assessed Contributions or Budgeted Miscellaneous Revenue." In the event that the Working Capital Fund is exhausted, the Director has the option to access funding from other "unrestricted" funds. Financial Regulation 9.5 provides the Director with the authority to identify those funds whose cash balance is available for pooling or internal borrowing purposes, consistent with the terms and conditions of the funding source. Funds excluded from pooling or internal borrowing due to their terms and conditions include the Master Capital Investment Fund, partner Trust Funds, advances from Member States for procurement purposes, and the irrevocable trust established for the Terminal and Repatriation Expenses Plan.

26. The Director is proposing that the Executive Committee grant exceptional authority to PASB until 31 December 2021 to borrow up to a maximum amount of \$15 million from the MCIF to finance expenses of the Program Budget 2020-2021 pending receipt of assessed contributions.

Use of Commercial Credit Mechanisms

27. PAHO does not currently access external borrowing or commercial credit mechanisms. In order to ensure adequate cash-flow pending receipt of assessed contributions owed by Member States, PASB would only access external borrowing or commercial credit mechanisms if authorized to do so and as a measure of last resort, with the full knowledge of Member States, and if the financial consequences were manageable and temporary.

28. Accordingly, and in respect of Financial Regulation 8.5, the Director of PASB is formally requesting the authorization of the Executive Committee to explore external commercial credit mechanisms and to execute such mechanisms in the case of extreme need and on a temporary basis to fund operational expenses of the Organization in 2020-2021. The terms of any such external borrowing would be fully reported to the Members of the Executive Committee and would not exceed a maximum amount of \$50 million for a maximum repayment period of five years.

Option for Temporary Furlough of PAHO Staff

29. As described above, under the worst-case scenario, PASB would not have sufficient flexible funds to continue paying its personnel through the current biennium. Consequently, in addition to the measures already described, the Director is seeking the approval of the Executive Committee to implement a temporary administrative furlough of staff members (those with fixed-term and short-term appointments in the Professional (PRFP); National Officer (NOP) and General Service (GSP) categories) if, in the opinion of the Director, such a step becomes financially necessary. This would be done by the Director of PASB through the exercise of her authority to temporarily impose Special Leave without Pay under Staff Rule 650.2. Furlough is an internal administrative mechanism by which staff working hours would be reduced during the financial crisis, thus reducing take home pay, but without impacting base salary, post adjustment, benefits, or entitlements. A temporary furlough would only be implemented after all other reasonable cost-saving measures have been exercised.

30. Given her authority under Staff Rule 650.2, the Director seeks Executive Committee approval of this proposal to implement a temporary administrative furlough, if necessary, by placing the Organization's staff members on Special Leave without Pay for a specified number of hours per month with a commensurate reduction in take-home pay. The number of furlough hours to be observed by staff members would be determined after considering the gap between payroll costs and available funding. Reductions in staff take-home pay would be offset through accrual of annual leave or compensatory leave to be taken by staff members at a later date.

31. The proposed furlough measures would apply to all full-time staff members governed by the PAHO Staff Regulations and Staff Rules, i.e., staff members in the professional and higher categories (P-1 to P-6, D-1, D-2, Assistant Director, Deputy Director, Director), General service category (all levels) and National Officer category (all levels). Furlough provisions could also apply to part-time staff members if their part-time schedule is greater than the maximum hours of work allowed during the temporary furlough period.

Review of the Strategic Priorities Set out in the Program Budget 2020-2021 in view of the Financial Situation

32. In view of the projected 2020-2021 biennial cash deficit of \$121.8 million, and despite the savings that will be realized by the cost-containment measures described above (which should result in approximately \$72 million in savings over the biennium), there is a remaining approximately \$50 million deficit that can only be reduced through major cuts to fixed-term staff costs. It should be noted that the termination of a fixed-term staff member's appointment is preceded by a notice and reassignment period of nine months, as specified under the Organization's Staff Rules and policies; therefore, savings to be realized in 2021 require that decisions be taken as soon as possible.

33. The depth and breadth of staff reductions required in the event of the worst-case scenario for the biennium will have a direct impact on the ability of PASB to fulfill its mission. Ninety percent (90%) of fixed-term staff costs were paid with flexible funds in 2018-2019. Many programs fully depend on flexible funds for their staffing needs.

34. In order to implement a large reduction in fixed-term staff costs, the Organization needs to revisit its strategic priorities as set out in the Program Budget 2020-2021, approved by Member States in 2019, and decide on the appropriate organizational structure to implement these priorities. Article 21.B of PAHO's Constitution vests the Director with the authority to "appoint all other personnel of the Bureau" with the exception of the Deputy Director and Assistant Director, who are approved by the Executive Committee. Furthermore, Article 21.C states that the "Director of the Bureau shall create, in the central office and its branches, such sections as are deemed necessary in order to carry out the program of health activities authorized by the Organization." Thus, the Director has operational authority to (re)structure PASB to meet the public health needs of the Region and its Member States, within the fiscal constraints of the resources available.

35. Nonetheless, as the nature of the changes required by the current financial crisis will profoundly impact PASB's delivery of technical cooperation to PAHO Member States, the Director proposes the establishment of a Member State Working Group to review PAHO's strategic priorities for 2020-2021. Annex A sets out the terms of reference for this working group, whose objective would be to advise PASB and submit recommendations for consideration by the 58th Directing Council in September 2020.

Action by the Executive Committee

36. The Executive Committee is invited to deliberate on the contents of this document, seek clarification or additional information from PASB, as it deems fit, and consider approving the associated resolution presented in the Annex B.

Annexes

Annex A

Member State Working Group to Review PAHO's Strategic Priorities for 2020-2021

Terms of Reference

a) **Objectives**:

- i. To provide input and advice to the Director of PAHO regarding strategic priorities for the Organization in the "worst-case" funding scenario described in the *Current Financial Situation and Adjustments to the Pan American Health Organization Strategic Priorities* (Document CESS1/2). Revisions to priorities as a consequence of the COVID-19 crisis may also be considered.
- ii. To prepare a set of written recommendations to the 58th Directing Council regarding revised strategic priorities for the Organization.
- b) Composition: The Member State Working Group (MSWG) will be composed of all current members of the Executive Committee and any other Member State that sends a written request to form part of the Working Group. Requests should include the names of the individual(s) nominated to the Working Group and must be addressed to the current President of the Executive Committee (the Minister of Health of Barbados), submitted to the PAHO Governing Bodies Office, and received by 12 June 2020.
- c) **Timeline**: The MSWG will begin its work on 16 June 2020 and conclude at the 58th Directing Council in September 2020.
- d) **Working modalities**: The MSWG will conduct its work entirely through virtual means, including but not limited to virtual meetings and email communications. A "written silence procedure" will be used (i.e., non-response within a specified period will indicate approval) in order to expedite deliverables. A dedicated SharePoint site will be established to manage all written documents associated with the work of the MSWG.

e) Deliverables:

- i. Provide timely inputs to the Director and/or her representatives regarding proposed revisions to PAHO's strategic priorities as previously established in the Program Budget of the Pan American Health Organization 2020-2021, and the Strategic Plan of the Pan American Health Organization 2020-2025.
- ii. Provide a written report to the 58th Directing Council detailing the deliberations of the MSWG and providing recommendations to the Directing Council regarding revised strategic priorities for the 2020-2021 biennium.





SPECIAL SESSION OF THE EXECUTIVE COMMITTEE

Virtual Session, 29 May 2020

CESS1/2 Annex B Original: English

PROPOSED RESOLUTION

CURRENT FINANCIAL SITUATION AND ADJUSTMENTS TO THE PAN AMERICAN HEALTH ORGANIZATION STRATEGIC PRIORITIES

THE SPECIAL SESSION OF THE EXECUTIVE COMMITTEE,

(PP1) Having reviewed the *Current Financial Situation and Adjustments to the Pan American Health Organization Strategic Priorities* (Document CESS1/2);

(PP2) Noting that the current financial situation of the Organization is untenable due to the non-payment of US\$ 164.6 million¹ in assessed contributions owed by several PAHO Member States as of 30 April 2020;

(PP3) Acknowledging that, in the absence of payments for the large amounts of assessed contributions owed, the Organization will be required in the very near future to undertake sweeping measures, including measures affecting the Organization's strategic priorities, as well as its financing, staffing, and structure;

(PP4) Understanding that, while the Director of the Pan American Sanitary Bureau (PASB) has the authority to make financial and personnel decisions concerning the Organization and to enact major organizational changes due to the current scenario of severely reduced funding (i.e., the "worst-case" scenario), the Director is seeking Member State approval and guidance, as appropriate, prior to implementing actions that may include internal and external borrowing, the separation from service of a large part of the PAHO workforce, reductions in the take-home pay of PAHO staff members, discontinuation of technical programs, and other critical measures;

(PP5) Bearing in mind the extensive cost-saving measures already taken by PASB to reduce organizational expenditures,

RESOLVES:

(OP)1. To thank the Director for calling the Special Session of the Executive Committee

¹ Unless otherwise indicated, all monetary figures in this document are expressed in United States dollars.

in order to address the dire financial circumstances faced by the Organization.

(OP)2. To take note of the *Current Financial Situation and Adjustments to the Pan American Health Organization Strategic Priorities* (Document CESS1/2).

(OP)3. To acknowledge that the strategic priorities and budget allocations approved in the Program Budget of the Pan American Health Organization 2020-2021 (*Official Document 358*) and its accompanying resolutions will be impossible to fulfill in the "worst-case" funding scenario envisaged.

(OP)4. To establish a Member State Working Group to review PAHO's strategic priorities for 2020-2021, with the Terms of Reference contained in the Appendix.

(OP)5. To grant the Director the authority to borrow funds in order to finance expenses of the Program Budget 2020-2021, pending receipt of Assessed Contributions, in light of PAHO Financial Regulations 8.5 and 9.5, as follows:

- a) The exceptional authority, until 31 December 2021, to borrow up to a maximum amount of \$15 million from the Master Capital Investment Fund (MCIF).
- b) The authority to contract with an external financial institution for financing of the Program Budget 2020-2021, to a maximum amount of \$50 million over a maximum period of five years.

(OP)6. To approve the Director's proposal to exercise her authority under PAHO Staff Rule 650.2 as follows:

- a) Implement a temporary administrative furlough by placing all PASB staff members, including those in the professional and higher, general service, and national officer categories, on Special Leave without Pay for a specified number of hours per month with a commensurate reduction in take-home pay proportionate to the number of furlough hours taken, but without impacting staff member accrued annual leave, benefits, or entitlements.
- b) Implement a temporary furlough only after all other reasonable cost-saving measures have been taken by the Organization, and after all applicable funding sources have been exhausted.

(OP)7. To request that the Director of PASB provide a report on the status of the Organization's financial situation and the measures implemented to effect cost savings to the 166th Session of the Executive Committee in June 2020 and the 58th Directing Council in October 2020.

(OP)8. To urge all Member States to ensure immediate payment of all outstanding assessed contributions.

Appendix

Appendix

Member State Working Group to Review PAHO's Strategic Priorities for 2020-2021

Terms of Reference

a) **Objectives**:

- i. To provide input and advice to the Director of PAHO regarding strategic priorities for the Organization in the "worst-case" funding scenario described in the *Current Financial Situation and Adjustments to the Pan American Health Organization Strategic Priorities* (Document CESS1/2). Revisions to priorities as a consequence of the COVID-19 crisis may also be considered.
- ii. To prepare a set of written recommendations to the 58th Directing Council regarding revised strategic priorities for the Organization.
- b) **Composition**: The Member State Working Group (MSWG) will be composed of all current members of the Executive Committee and any other Member State that sends a written request to form part of the Working Group. Requests should include the names of the individual(s) nominated to the Working Group and must be addressed to the current President of the Executive Committee (the Minister of Health of Barbados), submitted to the PAHO Governing Bodies Office, and received by 12 June 2020.
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e) Deliverables:

- i. Provide timely inputs to the Director and/or her representatives regarding proposed revisions to PAHO's strategic priorities as previously established in the Program Budget of the Pan American Health Organization 2020-2021, and the Strategic Plan of the Pan American Health Organization 2020-2025.
- ii. Provide a written report to the 58th Directing Council detailing the deliberations of the MSWG and providing recommendations to the Directing Council regarding revised strategic priorities for the 2020-2021 biennium.

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