

# Evaluation of the Pan American Health Organization Program Budget Policy 2020–2025

Annexes

**PAHO**



Pan American  
Health  
Organization



World Health  
Organization  
Americas Region



# Evaluation of the Pan American Health Organization Program Budget Policy 2020–2025

## Annexes

Washington, D.C., 2025

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Evaluation of the Pan American Health Organization Program Budget Policy 2020–2025. Annexes

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This report was prepared by Juan Pablo Martínez Guzmán, Ph.D., External Evaluation Team Leader, and David Talavera Zabre, External Evaluation Research Assistant.

# Annex 1: Additional budgetary tables

**Table A1. Comparison of the budget policy target distribution, approved budget space, and implementation of funds by functional level, 2020–2021**

Functional level	Budget policy target distribution 2020–2025	Budget target distribution as % of base programs*	Projected budget according to budget policy**			Approved budget space			Deviation from target budget distribution			Funds implemented by the end of biennium			Deviation from target budget distribution	
			USD (000)	% of total	% of base p.	USD (000)	% of total	% of base p.	USD (000)	% of total	% of base p.	USD (000)	% of total	% of base p.	USD (000)	% of total
Country level	42%	44%	234 578	42%	44%	250 100	38%	40%	-4%	167 767	25%	38%	167 767	25%	38%	-17%
Subregional level	3%	3%	16 756	3%	3%	20 400	3%	3%	0%	8 922	1%	2%	8 922	1%	2%	-2%
Regional level	50%	53%	279 260	50%	53%	349 500	54%	56%	4%	265 245	40%	60%	265 245	40%	60%	-10%
Base programs	95%	100%	530 593	95%	100%	620 000	95%	100%	0%	441 934	66%	100%	441 934	66%	100%	-29%
Special programs	5%		27 926	5%		30 000	5%		0%	229 281	34%		229 281	34%		29%
<b>Total</b>	<b>100%</b>		<b>558 519</b>	<b>100%</b>		<b>650 000</b>	<b>100%</b>			<b>671 215</b>	<b>100%</b>		<b>671 215</b>	<b>100%</b>		

\* The Budget Policy considers a 100% base that includes special programs. The calculation of the distribution as % of base programs does not consider special programs.

\*\* The Budget Policy only projects the budget at the country level; the subregional, regional, and special programs' budgets are derived based on the target budget distribution included in the Budget Policy.

**Table A2. Comparison of the budget policy target distribution, approved budget space, and implementation of funds by functional level, 2022–2023**

Functional level	Budget policy target distribution 2020–2025	Budget target distribution as % of base programs*	Projected budget according to budget policy**			Approved budget space ***			Funds implemented by the end of biennium			Deviation from target budget distribution
			USD (000)	% of total	% of base p.	USD (000)	% of total	% of base p.	USD (000)	% of total	% of base p.	
Country level	42%	44%	242 947	42%	44%	258 730	38%	40%	228 357	27%	39%	-15%
Subregional level	3%	3%	17 353	3%	3%	20 600	3%	3%	11 444	1%	2%	-2%
Regional level	50%	53%	289 223	50%	53%	360 670	52%	56%	351 098	42%	59%	-8%
Base programs	95%	100%	549 523	95%	100%	640 000	93%	100%	590 899	70%	100%	-25%
Special programs	5%		28 922	5%		48 000	7%		250 344	30%		25%
<b>Total</b>	<b>100%</b>		<b>578 445</b>	<b>100%</b>		<b>688 000</b>	<b>100%</b>		<b>841 243</b>	<b>100%</b>		

\* The Budget Policy considers a 100% base that includes special programs. The calculation of the distribution as % of base programs does not consider special programs.

\*\* The Budget Policy only projected budget at the country level; the subregional, regional and special programs' budgets are derived based on the target budget distribution included in the Budget Policy.

\*\*\* In July 2021 there was an amendment made to the 22–23 budget space due to additional funding, made available by the World Health Organization (WHO). The figures under "Approved budget space" show the original budget space approved before the start of the biennium.



**Table A3. Comparison of the budget policy target distribution, approved budget space, and implementation of funds by functional level, 2024–2025**

Functional level	Budget policy target distribution 2020–2025	Budget target distribution as % of base programs*	Projected budget according to budget policy**		Approved budget space***		Deviation from target budget distribution		
			USD (000)	% of base p.	% of total	USD (000)		% of base p.	% of total
Country level	42%	4.4%	2 47 728	4.4%	4.2%	294 700	4.2%	36%	-6%
Subregional level	3%	3%	17 695	3%	3%	21 300	3%	3%	0%
Regional level	50%	53%	294 914	53%	50%	384 000	55%	47%	-3%
Base programs	95%	100%	560 337	100%	95%	700 000	100%	85%	-10%
Special programs	5%		29 491		5%	120 000		15%	10%
<b>Total</b>	<b>100%</b>		<b>589 829</b>		<b>100%</b>	<b>820 000</b>		<b>100%</b>	

\* The Budget Policy considers a 100% base that includes special programs. The calculation of the distribution as % of base programs does not consider special programs.

\*\* The Budget Policy only projects the budget at the country level; the budgets of the subregional, regional, and special programs are derived based on the target budget distribution included in the Policy.

\*\*\* Final implementation figures for the 24–25 biennium are not available as of the date of analysis.

**Table A4. Comparison of BP20-25 target percentage increase/decrease per country/territory and approved budget percentage increase/decrease, 2020–2021**

Entity ID	Country/territory	Previous biennia approved budget (USD)	Proposed and approved 20–21 budget space (USD)	% change from previous biennia approved budget vs 20–21 approved budget	Expected % change from previous biennia according to Budget Policy *
ATG	Antigua and Barbuda	600 000	700 000	17%	10%
ARG	Argentina	6 330 000	6 500 000	3%	10%
ABW	Aruba	120 000	350 000	192%	0%
BHS	Bahamas	2 700 000	2 890 000	7%	7%
BRB	Barbados	600 000	700 000	17%	10%
BLZ	Belize	2 200 000	5 000 000	127%	10%
BOL	Bolivia (Plurinational State of)	10 200 000	11 320 000	11%	10%
BRA	Brazil	22 900 000	18 600 000	–19%	0%
CAN	Canada	550 000	500 000	–9%	0%
CHL	Chile	4 300 000	4 700 000	9%	10%
COL	Colombia	10 000 000	11 500 000	15%	10%
CRI	Costa Rica	3 100 000	3 600 000	16%	10%
CUB	Cuba	6 900 000	6 900 000	0%	–4%
CUW	Curaçao	120 000	250 000	108%	0%
DMA	Dominica	600 000	660 000	10%	10%
DOM	Dominican Republic	6 590 000	6 700 000	2%	10%
ECC**	Office of the Eastern Caribbean Countries	6 000 000	7 000 000	17%	**
ECU	Ecuador	5 400 000	7 700 000	43%	10%
SLV	El Salvador	5 500 000	5 600 000	2%	10%
FDA	French Departments in the Americas	300 000	350 000	17%	0%
GRD	Grenada	600 000	600 000	0%	10%
GTM	Guatemala	12 900 000	13 000 000	1%	–3%
GUY	Guyana	6 000 000	6 800 000	13%	10%
HTI	Haiti	40 630 000	32 500 000	–20%	–5%

Entity ID	Country/territory	Previous biennia approved budget (USD)	Proposed and approved 20–21 budget space (USD)	% change from previous biennia approved budget vs 20–21 approved budget	Expected % change from previous biennia according to Budget Policy *
HND	Honduras	10 800 000	14 000 000	30%	10%
JAM	Jamaica	4 800 000	5 500 000	15%	1%
MEX	Mexico	10 800 000	9 500 000	-12%	10%
NET***	Netherlands territories	120 000	200 000	67%	0%
NIC	Nicaragua	13 000 000	12 500 000	-4%	-10%
PAN	Panama	5 700 000	5 700 000	0%	10%
PRY	Paraguay	8 900 000	9 400 000	6%	5%
PER	Peru	11 250 000	11 600 000	3%	4%
PRI	Puerto Rico	340 000	500 000	47%	0%
KNA	Saint Kitts and Nevis	500 000	590 000	18%	10%
LCA	Saint Lucia	600 000	660 000	10%	10%
VCT	Saint Vincent and the Grenadines	700 000	700 000	0%	10%
SXM	Dutch Sint Maarten	120 000	350 000	192%	0%
SUR	Suriname	4 800 000	5 280 000	10%	10%
TTO	Trinidad and Tobago	4 100 000	4 500 000	10%	-10%
UKT****	United Kingdom territories	2 180 000	1 500 000	-31%	0%
USA	United States of America	490 000	500 000	2%	0%
URY	Uruguay	4 200 000	4 200 000	0%	10%
VEN	Venezuela (Bolivarian Republic of)	7 230 000	8 500 000	18%	10%
<b>Total</b>		<b>245 770 000</b>	<b>250 100 000</b>		
<b>Average</b>				<b>6.03%</b>	<b>3.73%</b>

\* "% change from previous biennia according to Budget Policy" was taken from Annex D of the BP20-25 document CE164/14. It did not provide a % change figure (i.e., was left blank) for Aruba, Canada, Curaçao, France territories, Netherlands territories, Puerto Rico, Sint Maarten, United Kingdom territories, and United States of America.

\*\* ECC was not included in the Budget Policy projections.

\*\*\* NET is not an Entity. It refers to the overseas territories of the Netherlands of Bonaire, Sint Eustatius, Saba.

\*\*\*\* UKT is not an Entity. It refers to the United Kingdom territories (Anguilla, Bermuda, Cayman Islands, Montserrat, Turks and Caicos, and British Virgin Islands) that are aggregated.

**Table A5. Comparison of BP20-25 target percentage increase/decrease per country/territory and approved budget percentage increase/decrease, 2022–2023**

Entity ID	Country/territory	Previous biennia approved budget (USD)	Proposed and approved 20–21 budget space (USD)	% change from previous biennia approved budget vs 20–21 approved budget	% change from previous biennia according to Budget Policy *
ATG	Antigua and Barbuda	700 000	760 000	9%	10%
ARG	Argentina	6 500 000	6 990 000	8%	10%
ABW	Aruba	350 000	350 000	0%	0%
BHS	Bahamas	2 890 000	2 890 000	0%	0%
BRB	Barbados	700 000	760 000	9%	10%
BLZ	Belize	5 000 000	5 380 000	8%	10%
BOL	Bolivia (Plurinational State of)	11 320 000	11 460 000	1%	1%
BRA	Brazil	18 600 000	18 600 000	0%	0%
CAN	Canada	500 000	500 000	0%	0%
CHL	Chile	4 700 000	5 060 000	8%	10%
COL	Colombia	11 500 000	12 370 000	8%	10%
CRI	Costa Rica	3 600 000	3 870 000	8%	10%
CUB	Cuba	6 900 000	6 900 000	0%	0%
CUW	Curaçao	250 000	250 000	0%	0%
DMA	Dominica	660 000	710 000	8%	10%
DOM	Dominican Republic	6 700 000	7 080 000	6%	8%
ECC**	Office of the Eastern Caribbean Countries	7 000 000	7 350 000	5%	**
ECU	Ecuador	7 700 000	8 060 000	5%	6%
SLV	El Salvador	5 600 000	6 020 000	8%	10%
FDA	French Departments in the Americas	350 000	350 000	0%	0%
GRD	Grenada	600 000	650 000	8%	10%
GTM	Guatemala	13 000 000	13 650 000	5%	5%
GUY	Guyana	6 800 000	7 020 000	3%	3%
HTI	Haiti	32 500 000	32 500 000	0%	0%

Entity ID	Country/territory	Previous biennia approved budget (USD)	Proposed and approved 20–21 budget space (USD)	% change from previous biennia approved budget vs 20–21 approved budget	% change from previous biennia according to Budget Policy *
HND	Honduras	14 000 000	15 050 000	8%	10%
JAM	Jamaica	5 500 000	5 500 000	0%	0%
MEX	Mexico	9 500 000	10 050 000	6%	8%
NET***	Netherlands territories	200 000	200 000	0%	0%
NIC	Nicaragua	12 500 000	12 500 000	0%	-10%
PAN	Panama	5 700 000	6 130 000	8%	10%
PRY	Paraguay	9 400 000	9 400 000	0%	0%
PER	Peru	11 600 000	11 600 000	0%	0%
PRI	Puerto Rico	500 000	500 000	0%	0%
KNA	Saint Kitts and Nevis	590 000	640 000	8%	10%
LCA	Saint Lucia	660 000	710 000	8%	10%
VCT	Saint Vincent and the Grenadines	700 000	760 000	9%	10%
SXM	Dutch Sint Maarten	350 000	350 000	0%	0%
SUR	Suriname	5 280 000	5 680 000	8%	10%
TTO	Trinidad and Tobago	4 500 000	4 500 000	0%	-7%
UKT****	United Kingdom territories	1 500 000	1 500 000	0%	0%
USA	United States of America	500 000	500 000	0%	0%
URY	Uruguay	4 200 000	4 520 000	8%	10%
VEN	Venezuela (Bolivarian Republic of)	8 500 000	9 110 000	7%	9%
<b>Total</b>		<b>250 100 000</b>	<b>258 730 000</b>		
<b>Average</b>				<b>3.56%</b>	<b>3.77%</b>

\* "% change from previous biennia according to Budget Policy" was taken from Annex D of the BP20-25 document CE164/14. It did not provide a % change figure (i.e., was left blank) for Aruba, Canada, Curaçao, France territories, Netherlands territories, Puerto Rico, Sint Maarten, United Kingdom territories, and United States of America.

\*\* ECC was not included in the Budget Policy projections.

\*\*\* NET is not an Entity. It refers to the overseas territories of the Netherlands of Bonaire, Sint Eustatius, Saba.

\*\*\*\* UKT is not an Entity. It refers to the United Kingdom territories (Anguilla, Bermuda, Cayman Islands, Montserrat, Turks and Caicos, and British Virgin Islands) that are aggregated.

**Table A6. Comparison of BP20-25 target percentage increase/decrease per country/territory and approved budget percentage increase/decrease, 2024–2025**

Entity ID	Country/territory	Previous biennia approved budget (USD)	Proposed and approved 20–21 budget space (USD)	% change from previous biennia approved budget vs 20–21 approved budget	Expected % change from previous biennia according to Budget Policy
ATG	Antigua and Barbuda	760 000	830 000	9%	10%
ARG	Argentina	6 990 000	8 200 000	17%	6%
ABW	Aruba	350 000	370 000	6%	0%
BHS	Bahamas	2 890 000	3 100 000	7%	0%
BRB	Barbados	760 000	1 580 000	108%	10%
BLZ	Belize	5 380 000	5 950 000	11%	10%
BOL	Bolivia (Plurinational State of)	11 460 000	13 000 000	13%	0%
BRA	Brazil	18 600 000	19 900 000	7%	0%
CAN	Canada	500 000	530 000	6%	0%
CHL	Chile	5 060 000	5 650 000	12%	10%
COL	Colombia	12 370 000	14 700 000	19%	2%
CRI	Costa Rica	3 870 000	5 200 000	34%	10%
CUB	Cuba	6 900 000	7 200 000	4%	0%
CUW	Curaçao	250 000	260 000	4%	0%
DMA	Dominica	710 000	880 000	24%	10%
DOM	Dominican Republic	7 080 000	8 800 000	24%	0%
ECC*	Office of the Eastern Caribbean Countries	7 350 000	7 700 000	5%	
ECU	Ecuador	8 060 000	9 100 000	13%	0%
SLV	El Salvador	6 020 000	7 100 000	18%	7%
FDA	French Departments in the Americas	350 000	370 000	6%	
GRD	Grenada	650 000	710 000	9%	10%
GTM	Guatemala	13 650 000	16 300 000	19%	0%
GUY	Guyana	7 020 000	8 200 000	17%	0%

Entity ID	Country/territory	Previous biennia approved budget (USD)	Proposed and approved 20–21 budget space (USD)	% change from previous biennia approved budget vs 20–21 approved budget	Expected % change from previous biennia according to Budget Policy
HTI	Haiti	32 500 000	35 940 000	11%	0%
HND	Honduras	15 050 000	17 300 000	15%	4%
JAM	Jamaica	5 500 000	6 900 000	25%	0%
MEX	Mexico	10 050 000	10 500 000	4%	0%
NET**	Netherlands territories	200 000	210 000	5%	0%
NIC	Nicaragua	12 500 000	13 310 000	6%	-5%
PAN	Panama	6 130 000	6 700 000	9%	10%
PRY	Paraguay	9 400 000	10 500 000	12%	0%
PER	Peru	11 600 000	12 600 000	9%	0%
PRI	Puerto Rico	500 000	530 000	6%	0%
KNA	Saint Kitts and Nevis	640 000	700 000	9%	10%
LCA	Saint Lucia	710 000	770 000	8%	10%
VCT	Saint Vincent and the Grenadines	760 000	830 000	9%	10%
SXM	Dutch Sint Maarten	350 000	370 000	6%	0%
SUR	Suriname	5 680 000	6 600 000	16%	10%
TTO	Trinidad and Tobago	4 500 000	4 800 000	7%	0%
UKT***	United Kingdom territories	1 500 000	1 580 000	5%	0%
USA	United States of America	500 000	530 000	6%	0%
URY	Uruguay	4 520 000	4 900 000	8%	10%
VEN	Venezuela (Bolivarian Republic of)	9 110 000	13 500 000	48%	0%
<b>Total</b>		<b>258 730 000</b>	<b>294 700 000</b>		
<b>Average</b>				<b>14.82%</b>	<b>1.85%</b>

\* ECC was not included in the Budget Policy projections.

\*\* NET is not an Entity. It refers to the overseas territories of the Netherlands of Bonaire, Sint Eustatius, Saba.

\*\*\* UKT is not an Entity. It refers to the United Kingdom territories (Anguilla, Bermuda, Cayman Islands, Montserrat, Turks and Caicos, and British Virgin Islands) that are aggregated.

**Table A7. Absolute deviation between budget space and budget implementation, 2020–2021**

Country/territory	2020–2021 budget space (USD)	Base programs implementation (USD)	Absolute deviation
Antigua and Barbuda	700 000	256 500	63%
Argentina	6 500 000	4 417 165	32%
Aruba	350 000	189 145	46%
Bahamas	2 890 000	2 995 644	4%
Barbados	700 000	443 164	37%
Belize	5 000 000	2 749 756	45%
Bolivia (Plurinational State of)	11 320 000	8 149 217	28%
Brazil	18 600 000	10 706 639	42%
Canada	500 000	136 686	73%
Chile	4 700 000	2 591 325	45%
Colombia	11 500 000	7 469 047	35%
Costa Rica	3 600 000	3 377 895	6%
Cuba	6 900 000	2 669 767	61%
Curaçao	250 000	106 731	57%
Dominica	660 000	634 484	4%
Dominican Republic	6 700 000	5 161 932	23%
Office of the Eastern Caribbean Countries	7 000 000	5 151 123	26%
Ecuador	7 700 000	4 550 847	41%
El Salvador	5 600 000	3 176 891	43%
French Departments in the Americas	350 000	84 063	76%
Grenada	600 000	1 002 049	67%
Guatemala	13 000 000	11 224 381	14%
Guyana	6 800 000	5 792 595	15%
Haiti	32 500 000	22 567 889	31%
Honduras	14 000 000	8 817 785	37%
Jamaica	5 500 000	4 689 701	15%
Mexico	9 500 000	5 743 336	40%
Netherlands territories	200 000	81 206	59%
Nicaragua	12 500 000	6 457 093	48%
Panama	5 700 000	3 835 499	33%
Paraguay	9 400 000	7 441 361	21%
Peru	11 600 000	6 690 802	42%
Puerto Rico	500 000	200 184	60%
Saint Kitts and Nevis	590 000	600 221	2%
Saint Lucia	660 000	653 076	1%
Saint Vincent and the Grenadines	700 000	832 762	19%
Dutch Sint Maarten	350 000	263 486	25%



Country/territory	2020–2021 budget space (USD)	Base programs implementation (USD)	Absolute deviation
Suriname	5 280 000	3 502 451	34%
Trinidad and Tobago	4 500 000	3 594 803	20%
United Kingdom territories	1 500 000	1 020 218	32%
United States of America	500 000	128 530	74%
Uruguay	4 200 000	2 146 393	49%
Venezuela (Bolivarian Republic of)	8 500 000	5 463 385	36%
<b>Total</b>	<b>250 100 000</b>	<b>167 767 227</b>	<b>36.28%</b>

**Table A8. Absolute deviation between budget space and budget implementation, 2022–2023**

Country/territory	2022–2023 budget space (USD)	Base programs implementation (USD)	Absolute deviation
Antigua and Barbuda	760 000	1 084 162	43%
Argentina	6 990 000	7 120 291	2%
Aruba	350 000	212 980	39%
Bahamas	2 890 000	2 719 448	6%
Barbados	760 000	1 372 546	81%
Belize	5 380 000	6 397 609	19%
Bolivia (Plurinational State of)	11 460 000	9 938 744	13%
Brazil	18 600 000	13 788 505	26%
Canada	500 000	162 663	67%
Chile	5 060 000	4 492 917	11%
Colombia	12 370 000	9 664 008	22%
Costa Rica	3 870 000	5 051 241	31%
Cuba	6 900 000	3 500 507	49%
Curaçao	250 000	175 645	30%
Dominica	710 000	1 128 447	59%
Dominican Republic	7 080 000	8 126 937	15%
Office of the Eastern Caribbean Countries	7 350 000	6 246 898	15%
Ecuador	8 060 000	7 336 070	9%
El Salvador	6 020 000	4 389 665	27%
French Departments in the Americas	350 000	102 776	71%
Grenada	650 000	1 305 712	101%
Guatemala	13 650 000	15 010 030	10%
Guyana	7 020 000	6 735 703	4%
Haiti	32 500 000	25 154 209	23%
Honduras	15 050 000	13 899 191	8%
Jamaica	5 500 000	7 286 915	32%
Mexico	10 050 000	6 961 271	31%
Netherlands territories	200 000	88 154	56%
Nicaragua	12 500 000	9 040 504	28%
Panama	6 130 000	3 715 157	39%
Paraguay	9 400 000	8 331 209	11%
Peru	11 600 000	10 188 330	12%
Puerto Rico	500 000	256 647	49%
Saint Kitts and Nevis	640 000	969 859	52%
Saint Lucia	710 000	1 312 497	85%
Saint Vincent and the Grenadines	760 000	995 672	31%

Country/territory	2022-2023 budget space (USD)	Base programs implementation (USD)	Absolute deviation
Dutch Sint Maarten	350 000	469 901	34%
Suriname	5 680 000	3 351 066	41%
Trinidad and Tobago	4 500 000	4 720 246	5%
United Kingdom territories	1 500 000	574 078	62%
United States of America	500 000	177 222	65%
Uruguay	4 520 000	3 901 105	14%
Venezuela (Bolivarian Republic of)	9 110 000	10 900 015	20%
<b>Total</b>	<b>258 730 000</b>	<b>228 356 752</b>	<b>33.59%</b>

# Annex 2: Evaluation matrix

Table A9. Evaluation matrix

	Evaluation questions	Indicators	Sources of information	Data collection methods
Relevance	<ol style="list-style-type: none"> <li>1. Has PAHO allocated resources (in the period 2020–2025) across the functional levels of the Organization (country, subregional, regional) and individual country offices in accordance with the BP20–25?</li> <li>2. To what extent does the BP20-25 provide country offices and PASB with a tool <b>useful</b><sup>1</sup> to develop budget allocations?</li> <li>3. How relevant is the BP20-25 in ensuring that the needs, expectations, and capacities of country offices are considered during budget formulation?</li> </ol>	<p>Allocation of the program budget by functional level for each biennium</p> <p>Allocation of the country portion of base programs by country office for each biennium</p> <p>Deviation of the actual funded budget from the approved budget for the first two biennia</p> <p>Role of Budget Policy in the budget formulation process</p> <p>Perception of country offices about how well the budget allocations cover their needs and expectations</p>	<p>PAHO staff</p> <p>PAHO's budgetary and strategic planning documents</p> <p>PAHO's official reports, evaluations, and databases</p> <p>Country office representatives</p>	<p>Key informants interviews</p> <p>Documentation analysis</p> <p>Online survey</p>
Coherence	<ol style="list-style-type: none"> <li>4. Can the BP20-25 be improved by adopting practices used in the WHO's budget allocation policies?</li> <li>5. Is the BP20-25 compatible with PAHO's RBM framework?</li> <li>6. Is the BP20-25 compatible with PAHO's program budget structure?</li> </ol>	<p>Comparison of the factors used to determine budget allocations by PAHO and WHO</p> <p>Duplication of administrative processes to meet both RMB and the Budget Policy</p> <p>Percentage of the program budget that the Budget Policy informs</p>	<p>PAHO staff</p> <p>PAHO's budgetary and strategic planning documents</p> <p>PAHO's official reports, evaluations, and databases</p>	<p>Key informants interviews</p> <p>Documentation analysis</p>

<sup>1</sup> As set out in paragraphs 5 and 7 of Document CD57/5; Pan American Health Organization. PAHO Budget Policy [Document CD57.R3]. 57th Directing Council, 71st Session of the Regional Committee of WHO for the Americas; 30 September–4 October 2019. Washington, D.C.: PAHO; 2019. Available from: <https://iris.paho.org/handle/10665.2/58123>.

Effectiveness	<p>7. How has the BP20-25 been impacting each functional level (country, subregional, and regional)?</p> <p>8. To what extent has the implementation of the BP20-25 reflected the principles of equity, solidarity, and Pan-Americanism<sup>2</sup>?</p> <p>9. What effect did the BP20-25 have on promoting the principles of equity, solidarity, and Pan-Americanism in the budget allocation for priority/key countries?</p> <p>10. To what extent were the recommendations of the 2018 budget policy evaluation<sup>3</sup> considered and integrated into the new policy and subsequent years?</p> <p>11. To what extent does the BP20-25 provide country offices and PASB with an <b>evidence-based</b><sup>4</sup> tool?</p>	<p>Changes in the allocation of the program budget by functional level for each biennium</p> <p>Changes in the allocation of the country portion of base programs by country office for each biennium</p> <p>Allocation of the country portion of base programs for priority/key countries for each biennium</p> <p>Changes in the allocation of the country portion of base programs for priority/key countries for each biennium</p> <p>Appropriateness of factors used in the Budget Policy to measure the healthcare needs of Member States</p> <p>Appropriateness of factors used in the Budget Policy to measure the administrative needs of Member States</p> <p>Perception of country offices about how well the Budget Policy facilitates higher allocation of resources to countries with higher or emerging healthcare needs</p> <p>Perception of PAHO's health policy experts about how well the Budget Policy facilitates higher allocation of resources to countries with higher or emerging health needs</p> <p>Extent of the implementation of the recommendations of the 2018 budget policy evaluation</p>	<p>PAHO staff</p> <p>PAHO's budgetary and strategic planning documents</p> <p>PAHO's official reports, evaluations, and databases</p> <p>Country office representatives</p>	<p>key informants interviews</p> <p>Documentation analysis</p> <p>Online survey</p>
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2 The principles of equity, solidarity, and Pan-Americanism will be evaluated from a holistic perspective that calls for a higher allocation of resources to countries with higher or emerging healthcare needs.

3 Pan American Health Organization. Evaluation of the PAHO Budget Policy [Document SPBA12/3]. 12th Session of the Subcommittee on Program, Budget, and Administration of the Executive Committee; 21-23 March 2018. Washington, D.C.: PAHO; 2018. Available from: <https://iris.paho.org/handle/10665.2/51015>.

4 The principles of equity, solidarity, and Pan-Americanism will be evaluated from a holistic perspective that calls for a higher allocation of resources to countries with higher or emerging healthcare needs.

<p><b>Efficiency</b></p>	<p>12. Does the BP20-25 facilitate the budget allocation process?</p> <p>13. To what extent does the BP20-25 provide country offices and PASB with a <b>transparent</b><sup>5</sup> tool?</p>	<p>Availability of the data and the supporting calculations used in the Budget Policy</p> <p>Perception of PBE and country offices about how much the Budget Policy facilitates and/or hinders budget formulation</p> <p>Level of understanding from country offices about how the Budget Policy works</p> <p>Compliance with the transparency requirement set in the Budget Policy, such as providing detailed information on the use of escape clauses<sup>6</sup></p>	<p>PAHO staff</p> <p>PAHO's budgetary and strategic planning documents</p> <p>PAHO's official reports, evaluations, and databases</p> <p>Country office representatives</p>	<p>Key informants interviews</p> <p>Documentation analysis</p> <p>Online survey</p>
<p><b>Sustainability</b></p>	<p>14. Is the BP20-25 fit for the purpose of addressing Member States' (evolving) future health needs?</p> <p>15. To what extent does the BP20-25 provide country offices and PASB with a tool that is flexible<sup>7</sup> enough to ensure that PASB can remain responsive and proactive in allocating resources to maximize impact on public health?</p>	<p>Extent to which the escape clauses allowed in the Budget Policy have allowed flexibility</p> <p>Extent to which the use of the escape clauses has followed the criteria established in the Budget Policy</p> <p>Periodicity in which the data used to conduct calculations for the Budget Policy are updated</p> <p>Perception of PBE and country offices about how much the Budget Policy allows adapting to evolving needs and emergencies</p>	<p>PAHO staff</p> <p>PAHO's budgetary and strategic planning documents</p> <p>PAHO's official reports, evaluations, and databases</p> <p>Country office representatives</p>	<p>Key informants interviews</p> <p>Documentation analysis</p> <p>Online survey</p>

5 The principles of equity, solidarity, and Pan-Americanism will be evaluated from a holistic perspective that calls for a higher allocation of resources to countries with higher or emerging healthcare needs.

6 Document CD57/5, Resolution CD57/R3, defines escape clauses within the BP20-25 as a manual tool that can be used to bypass formula calculations "when the results of the budget formula, even with the variable component, do not respond to the recognized situation of a specific country." The BP20-25 requires that the use of escape clauses must be accompanied by "the respective justification presented to Member States for their consideration."

7 The principles of equity, solidarity, and Pan-Americanism will be evaluated from a holistic perspective that calls for a higher allocation of resources to countries with higher or emerging healthcare needs.

# Annex 3: List of documentation

**Table A10. List of documentation**

No.	Document number/title	Detail
1	A75/8 - 17 May 2022	WHO Programme budget 2022–2023: revision
2	A76/18 - 10 May 2023	WHO Financing and implementation of the Programme budget 2022–2023 and outlook on financing of the Programme budget 2024–2025
3	CD57/5 - 26 July 2019	PAHO Budget Policy
4	CE164/14 - 26 April 2019	PAHO Budget Policy 2019
5	CE167/INF/1 - 24 August 2020	PASB Management Information System (PMIS): Lessons Learned
6	CE174/12 - 17 June 2024	Preliminary Report of the End-Of-Biennium Assessment of the PAHO Program Budget 2022-2023 / Second Interim Report on the Implementation of the PAHO Strategic Plan 2020-2025
7	CSP28/7 - 24 July 2012	PAHO Budget Policy 2012
8	CSP30/7, Add. I - 1 August 2022	Report of the End-Of-Biennium Assessment of the PAHO Program Budget 2020-2021 / First Interim Report on the Implementation of the PAHO Strategic Plan 2020-2025
9	EB152/27 - 9 January 2023	WHO Draft Proposed Programme Budget 2024–2025
10	EIH Dashboard links	Document with access to key databases
11	Evaluation of the Pan American Health Organization response to COVID-19 2020–2022. Volume I. Final report.	Evaluation of the Pan American Health Organization Response to COVID-19 2020–2022.
12	Evaluation of the Pan American Health Organization results-based management framework implementation. Volume I. Final Report	Evaluation of the Pan American Health Organization results-based management framework implementation.
13	Health in the Americas: Country profiles	PAHO website with key data for multiple countries
14	Internal Audit of Resource Mobilization in PASB (OIA report no. 07/23)	Internal audit of resource mobilization in PASB
15	PAHO Evaluation Policy	PAHO E-manual policy on evaluation 2021
16	PAHO/WHO Interoffice Memorandum - PBE-2023 - 0045	Budget allocations & flexible funding for 2024–2025

No.	Document number/title	Detail
17	PBE information session - 28 May 2024	PowerPoint presentation
18	PLISA: Regional Health Data in the Americas	Open Data portal of the Pan American Health Organization (PAHO/WHO)
19	PMA Budget Tool	Multiple spreadsheet databases with budgetary data
20	PMIS	PASB Management Information System database
21	Program Budget of the Pan American Health Organization 2018–2019	Program Budget of the Pan American Health Organization 2018–2019
22	Program Budget of the Pan American Health Organization 2020–2021	Program Budget of the Pan American Health Organization 2020–2021
23	Program Budget of the Pan American Health Organization 2022–2023	Program Budget of the Pan American Health Organization 2022–2023
24	Program Budget of the Pan American Health Organization 2022–2023: Proposed amendments	Program Budget of the Pan American Health Organization 2022–2023: Proposed amendments
25	Program Budget of the Pan American Health Organization 2024–2025	Program Budget of the Pan American Health Organization 2024–2025
26	SOP-2.3.1-Process-Operational-Planning-2024-2025	SOP Operational Planning 2024–2025
27	SPBA12/3 - 11 January 2018	Evaluation of the PAHO Budget Policy
28	Strategic Plan of the Pan American Health Organization: Championing Health: Sustainable Development and Equity	Strategic Plan 2014–2019
29	Strategic Plan of the Pan American Health Organization: Equity at the Heart of Health	Strategic Plan 2020–2025
30	The PAHO Program Budget Portal	PAHO website with open budgetary data



## Annex 4: List of interviewees

All interviewees were granted anonymity. For that reason, the list of interviewees in Table A11 does not specify the exact interviewee from each office, entity, or country. Considering that some offices, entities, or countries had more than one interviewee, the total number of interviews was higher than the 17 rows listed in Table A11.

**Table A11. List of interviewees**

No.	Document number/title	Detail
1	PBE - Budget	Multiple interviewees
2	Communicable Diseases Prevention, Control, and Elimination (CDE)	Director and/or relevant informants on budget matters
3	Social and Environmental Determinants for Health Equity (DHE)	Director and/or relevant informants on budget matters
4	Health Systems and Services (HSS)	Director and/or relevant informants on budget matters
5	Evidence and Intelligence for Action in Health (EIH)	Director and/or relevant informants on budget matters
6	Noncommunicable Diseases and Mental Health (NMH)	Director and/or relevant informants on budget matters
7	Innovation, Access to Medicines and Health Technologies (IMT)	Director and/or relevant informants on budget matters
8	External Relations, Partnerships, and Resource Mobilization (ERP)	Director and/or relevant informants on budget matters
9	General Services Operations (GSO)	Director and/or relevant informants on budget matters
10	Country and Subregional Coordination (CSC)	Director and/or relevant informants on budget matters
11	Country office 1	PWR, PMN, or Administrator
12	Country office 2	PWR, PMN, or Administrator
13	Country office 3	PWR, PMN, or Administrator
14	Country office 4	PWR, PMN, or Administrator
15	Country office 5	PWR, PMN, or Administrator
16	Country office 6	PWR, PMN, or Administrator
17	Subregional office	Director and/or relevant informants on budget matters

## Annex 5: Interview guide – technical entities

1. Please provide a general overview of your budgeting process.
  - 1.1. PROMPT: How do you allocate their budgets across countries?
  - 1.2. PROMPT: What is the role of RBM in budget allocation for technical entities?
2. Are you aware of the BP20-25?
  - 2.1. PROMPT: Do you know about the functional distribution of the budget and the functional targets of the BP20-25?
  - 2.2. PROMPT: Do you know about each of the components of the BP20-25 (floor, needs, resource mobilization, and variable)?
  - 2.3. PROMPT: Do you know the difference between base and special programs?
3. Is the BP20-25 relevant to your budgeting processes?
  - 3.1. PROMPT: If so, understand how and whether it is helpful or burdensome.
  - 3.2. PROMPT: Has it pushed resources to be allocated one way versus another
4. How does the fact that a country is considered a “key country” affect budget allocation for technical entities?
5. How much do the specific situation and needs of country offices change during the three biennia for each country? For example, do some country offices change significantly in how much they need assistance from your specific line of programs?
  - 5.1. PROMPT: If they do change, how is this addressed in the budget?
6. How credible is the approved budget? In other words, how much does your budget tend to change after it is approved and before the end of the biennium?
7. Do you think budget information is transparent and readily available?
  - 7.1. PROMPT: What works in terms of transparency, and what should be done differently?

## Annex 6: Interview guide – country offices

In this short conversation, we want to discuss in depth a few aspects that we asked about in the survey.

1. First, we want to know a bit more about how you think the budget allocations respond to your country office's operational needs and other factors, such as your agenda with the Member State and your resource mobilization capacity. In the survey, I noticed you answered [INSERT BRIEF ON THEIR ANSWERS].
  - 1.1. PROMPT: How do you think the process could be different so that the needs of your country office get better consideration?
2. Second, we want to know about what channels a country office has to communicate their needs or changing situations so that budgets reflect them. How would you say this communication works?
3. Third, in the survey, you said that you are [INSERT UNDERSTANDING OF THE BUDGET POLICY]. You also said that [INSERT ANSWER] about the allocation targets for country, subregional, and regional, and that [INSERT ANSWER] about the fact that the budget policy considers estimations of operational needs, health needs, and resource mobilization. Can you tell me how you learned about the details of the budget policy? [OR Can you tell me why you think the details of the budget policy are unclear to you and others?]
4. Finally, do you think that having a budget policy, even if some people don't know its details, facilitates agreement on the distribution of the budget across countries?

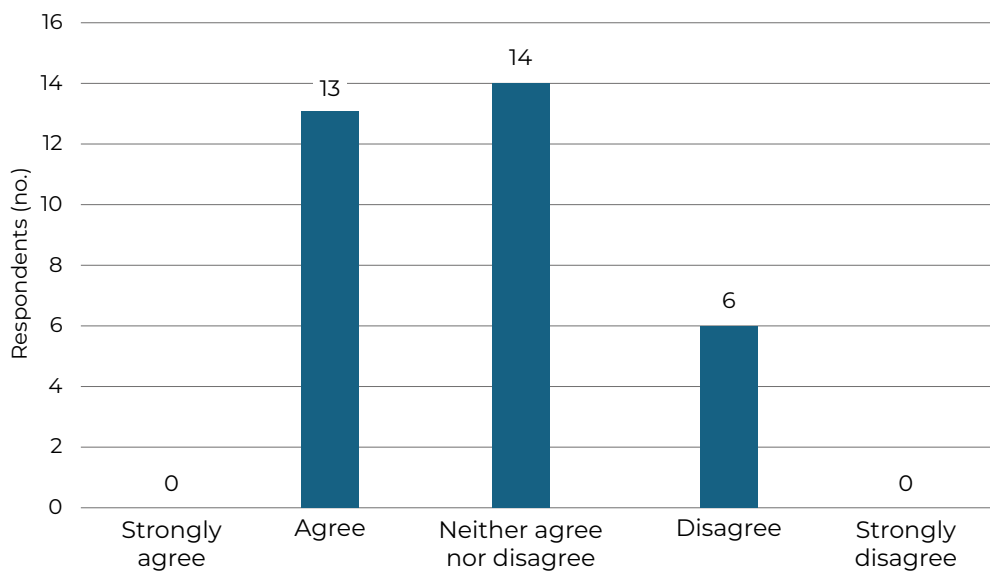
# Annex 7: Survey results

The first two questions of the survey asked about personal information, which remains confidential. The results presented in this annex show graphical summaries of all multiple-choice questions and a brief overview of the answers to open-ended questions, focusing on aspects raised by at least two survey respondents.

## SECTION I. PROGRAM BUDGET CEILINGS

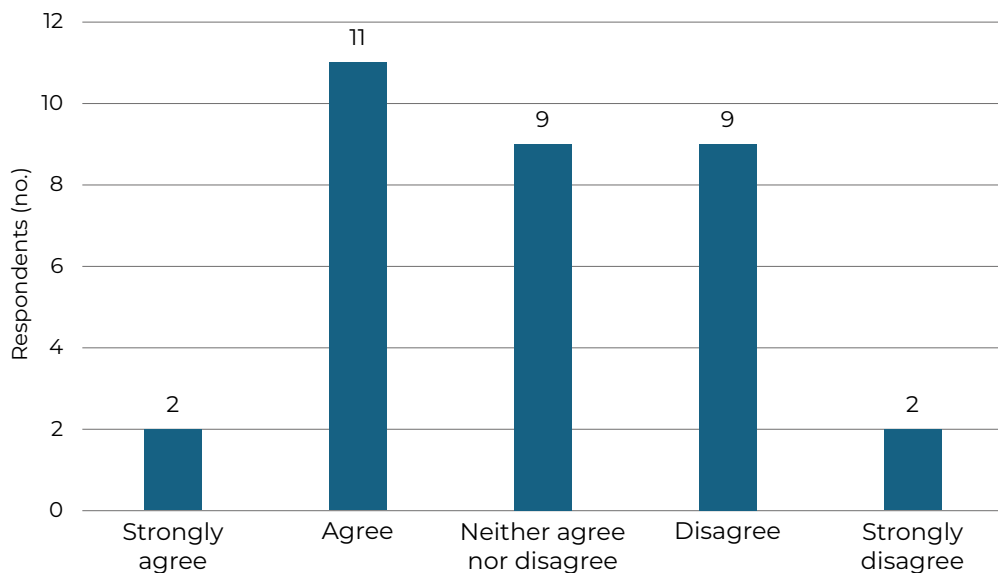
**Question 3.** The Planning, Budget, and Evaluation (PBE) department submits its recommended biennial Program Budget ceilings to the Subcommittee on Program, Budget, and Administration of the Executive Committee (SPBA) in March of the year before the next biennium. Prior to this, would you say that the PAHO country office where you are located has an accurate expectation of the budget ceiling that you will receive?

Figure A1. Answers to survey question 3



**Question 4.** Do you believe you understand how PAHO defines the proposed Program Budget ceilings?

**Figure A2.** Answers to survey question 4

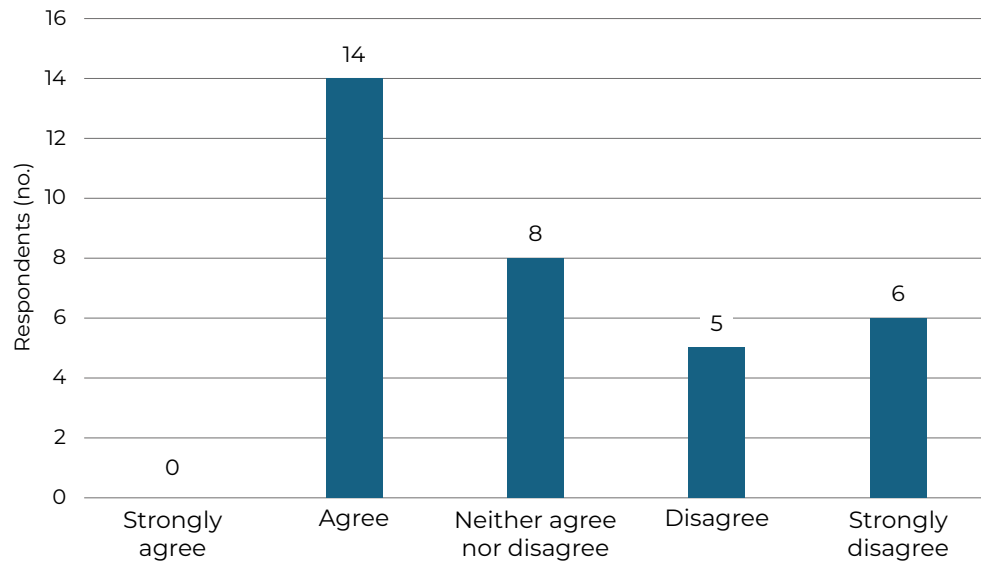


**Question 5.** What factors do you think PAHO uses to define the proposed Program Budget ceilings? Describe briefly your understanding of the process.

For this open-ended question, 23 out of 33 respondents included some backward-looking factors, such as historical budget figures and budget implementation ratios; 18 respondents mentioned prioritization of countries and/or outcomes; 14 respondents mentioned forward-looking factors such as strategic plans and operational needs.

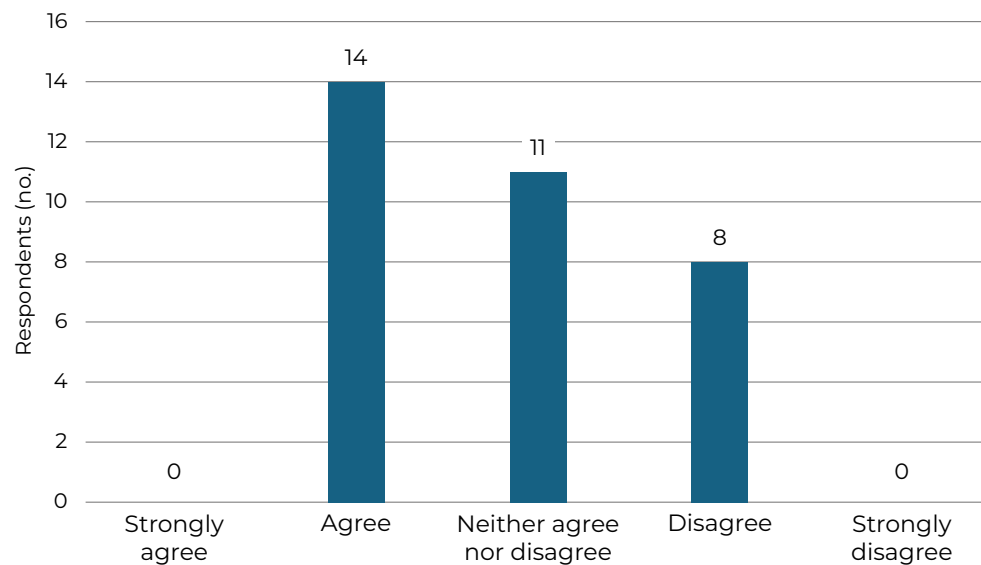
**Question 6.** Do the Program Budget ceilings properly account for the base needs (core staff and general operating expenses) of the PAHO country office where you are located?

**Figure A3.** Answers to survey question 6



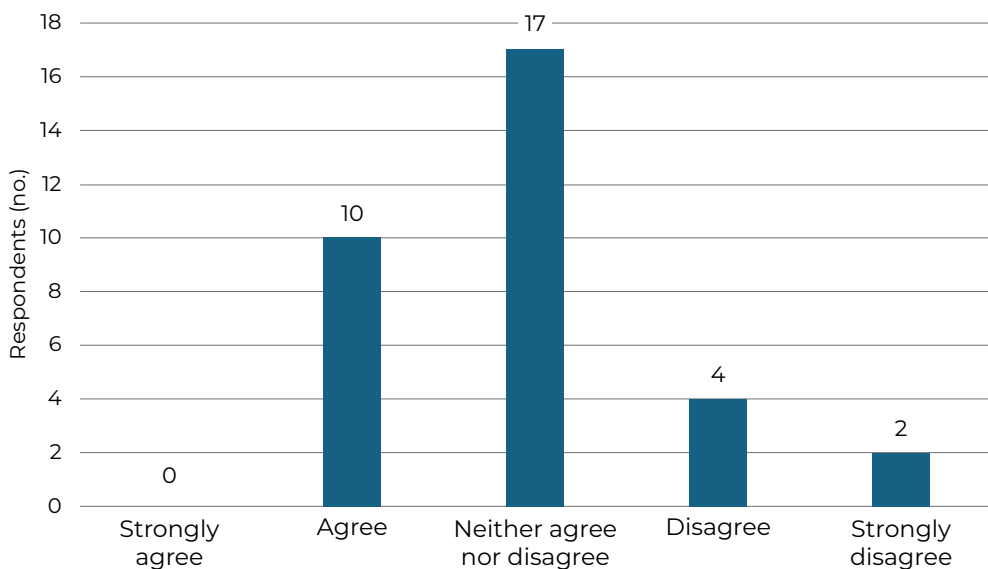
**Question 7.** Do the Program Budget ceilings properly account for the health needs of the Member State where you are located?

**Figure A4.** Answers to survey question 7



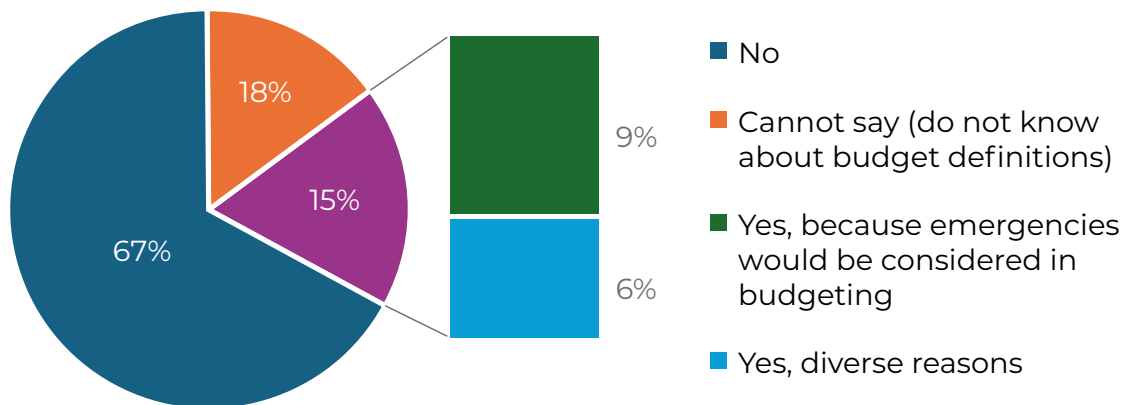
**Question 8.** Do the Program Budget ceilings properly account for the resource mobilization capacity of the PAHO country office where you are located?

**Figure A5.** Answers to survey question 8



**Question 9.** Would any of your last three answers change if, instead of referring to the Program Budget ceilings, we refer to the Integrated Budget? Please explain briefly why or why not.

**Figure A6.** Answers to survey question 9



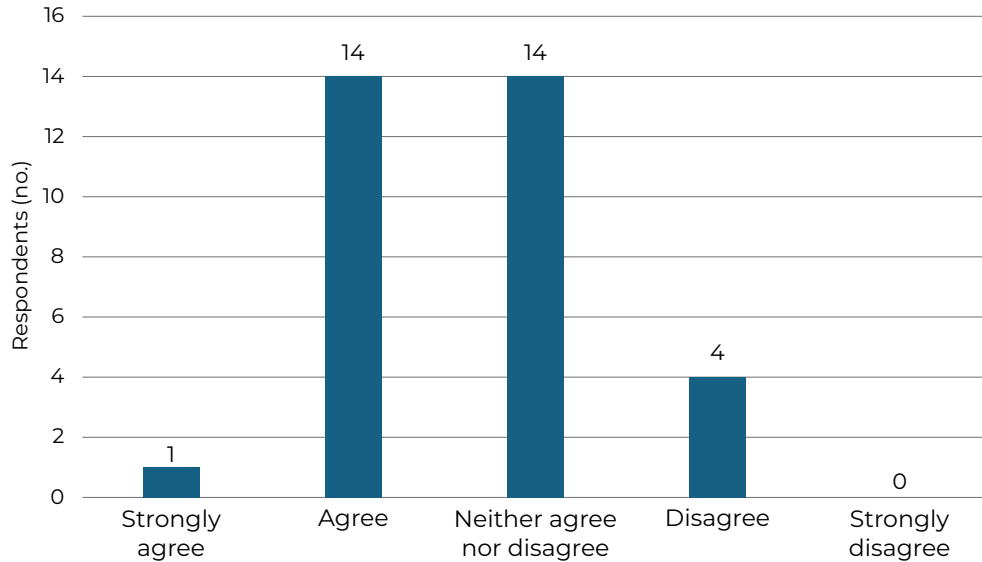
**Question 10.** Do you have any additional comments you want to share related to your answers to the questions in this section of the survey (questions 3–9)?

Only seven respondents provided additional comments. The only aspect mentioned more than once is that each country’s capacity to generate voluntary contributions should be further considered.

## SECTION II. EQUITY AND FAIRNESS IN BUDGET ALLOCATIONS

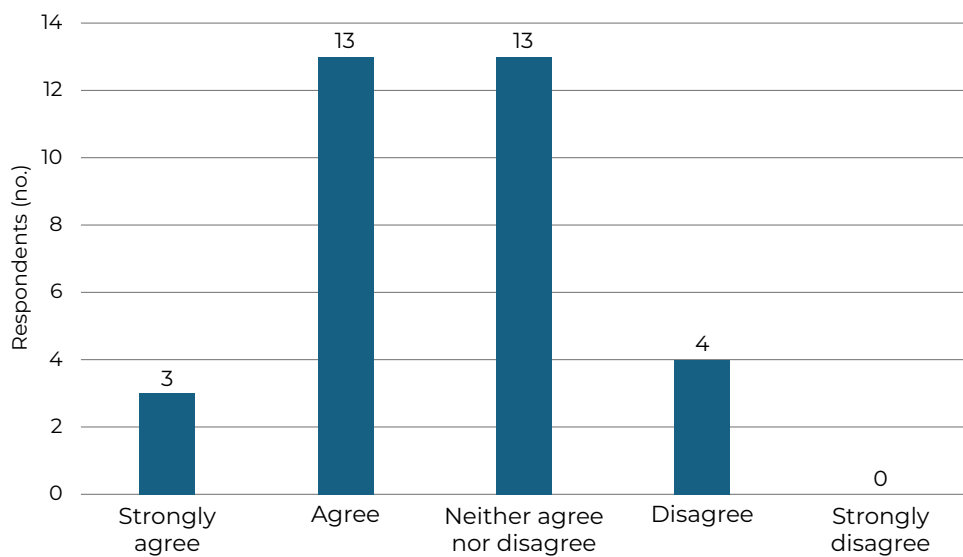
**Question 11.** Do you believe the Program Budget ceilings are allocated equitably across PAHO country offices?

**Figure A7.** Answers to survey question 11



**Question 12.** Do you believe that “priority countries” (Belize, Bolivia [Plurinational State of], Guatemala, Haiti, Honduras, Nicaragua, Paraguay, and Suriname) receive an appropriate share of the budget when determining the Program Budget ceilings?

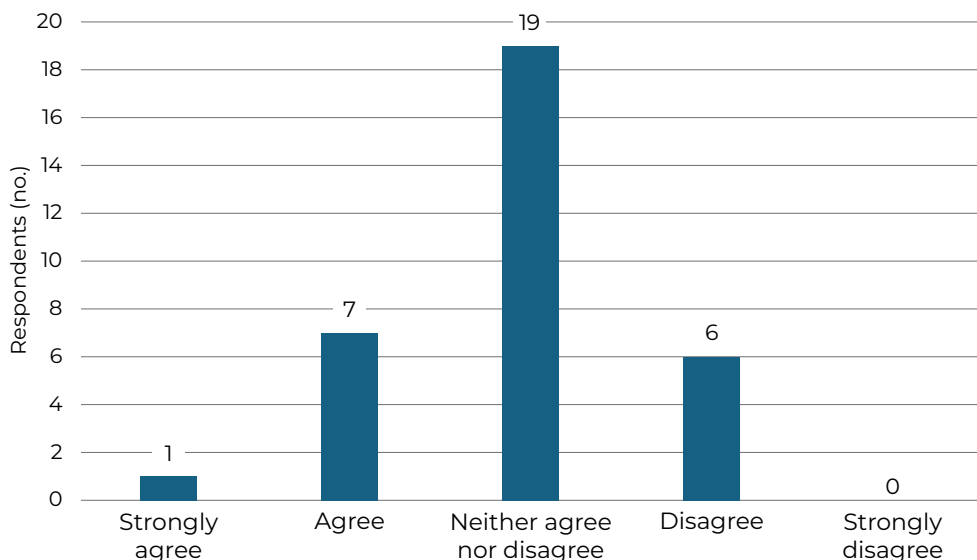
**Figure A8.** Answers to survey question 12





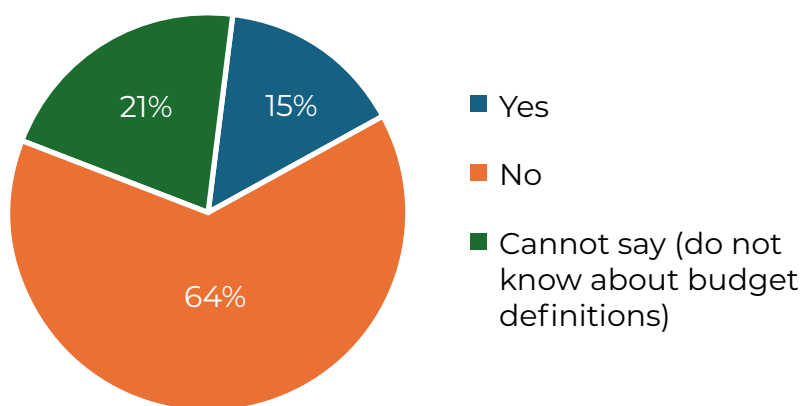
**Question 13.** Do you believe that PAHO country offices that are **not** “priority countries” receive an appropriate share of the budget when determining the Program Budget ceilings?

**Figure A9.** Answers to survey question 13



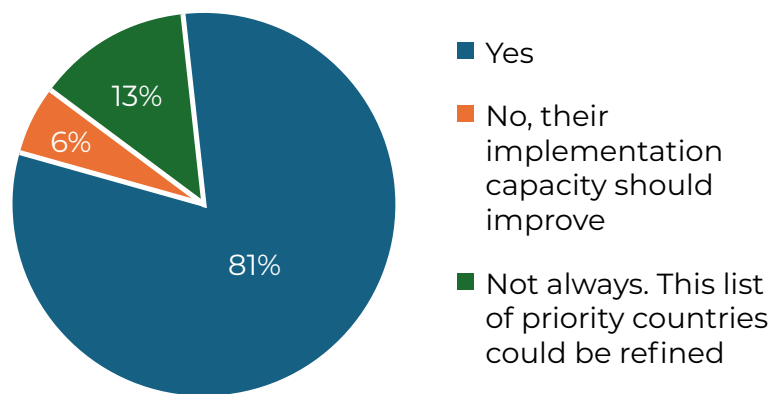
**Question 14.** Would any of your last three answers change if, instead of referring to the Program Budget ceilings, we refer to the Integrated Budget? Please explain briefly why or why not.

**Figure A10.** Answers to survey question 14



**Question 15.** Do you think it is equitable for “priority countries” (Belize, Bolivia [Plurinational State of], Guatemala, Haiti, Honduras, Nicaragua, Paraguay, and Suriname) to get budgetary priority? Please explain briefly why or why not.

**Figure A11.** Answers to survey question 15



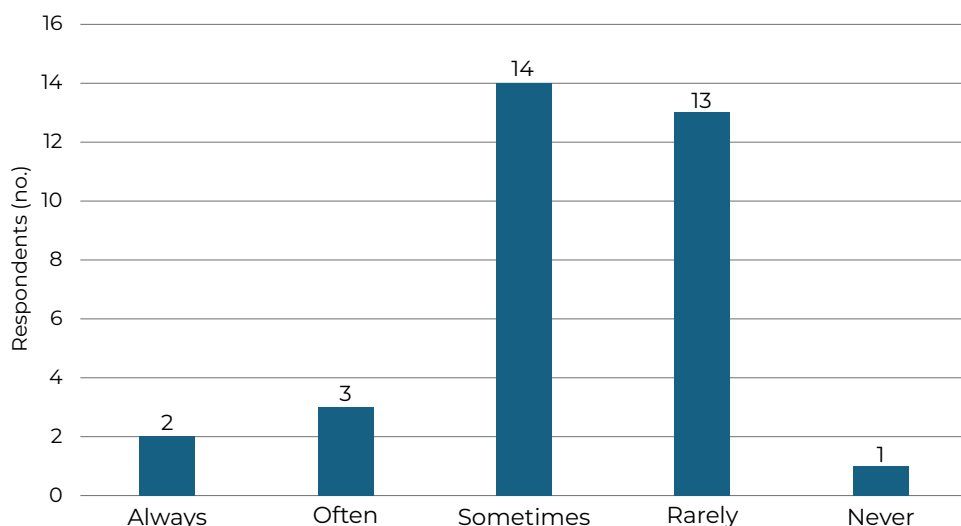
**Question 16.** Do you have any additional comments you want to share related to your answers to the questions in this section of the survey (questions 11–15)?

Only four respondents provided additional comments. No aspect was mentioned more than once.

### SECTION III. BUDGET EXECUTION

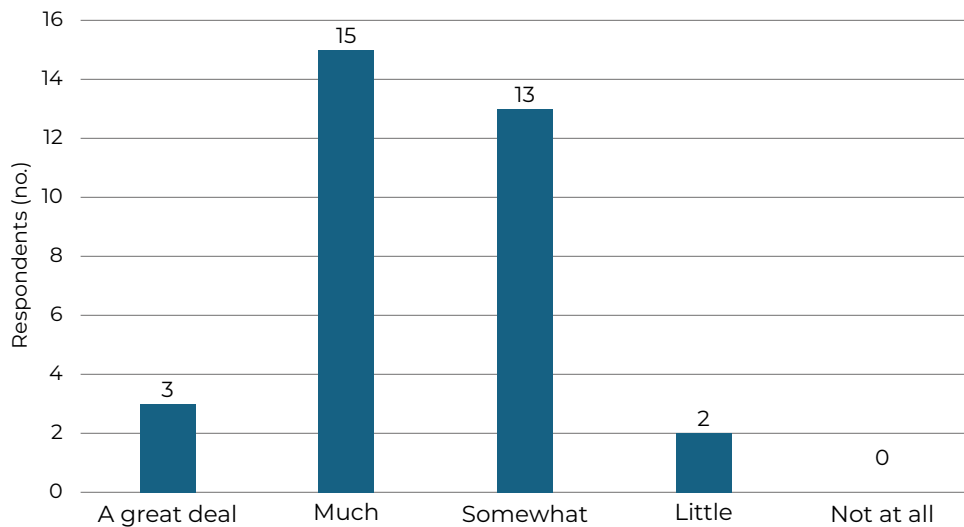
**Question 17.** How often does the PAHO country office where you are located incur general operating expenses that were not planned when preparing the biennial budget?

**Figure A12.** Answers to survey question 17



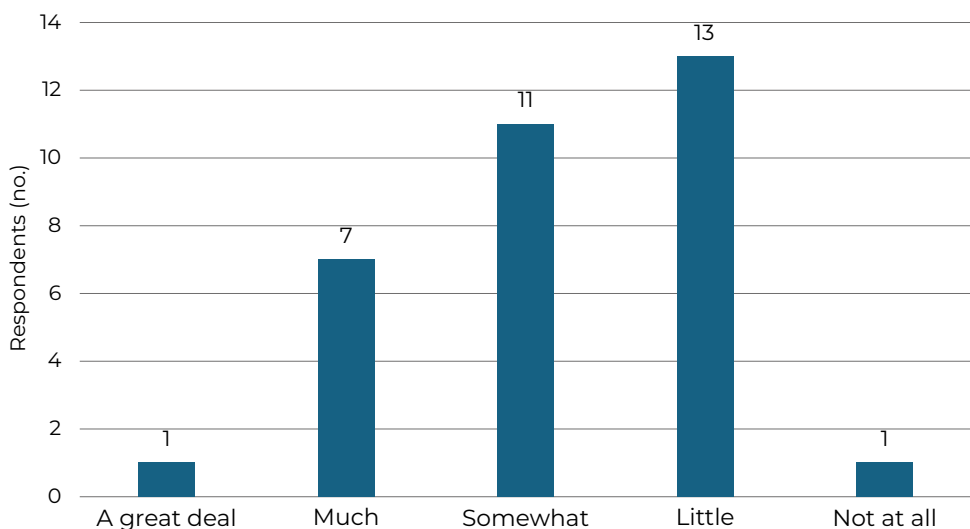
**Question 18.** How much do the health needs of the Member State where you are located change during a biennium?

**Figure A13.** Answers to survey question 18



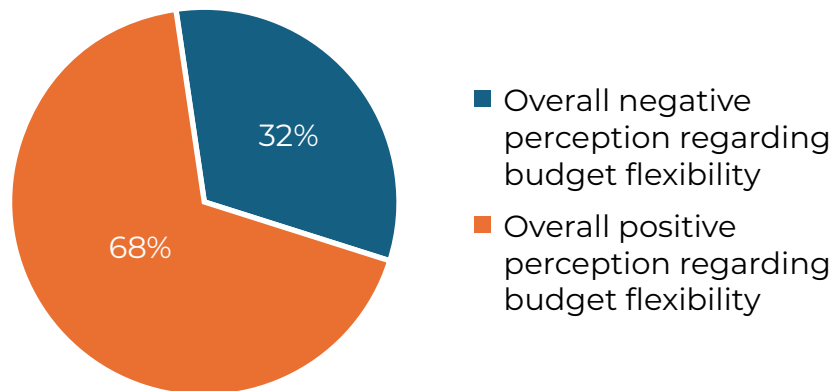
**Question 19.** How much does the resource mobilization capacity of the PAHO country office where you are located change during a biennium?

**Figure A14.** Answers to survey question 19



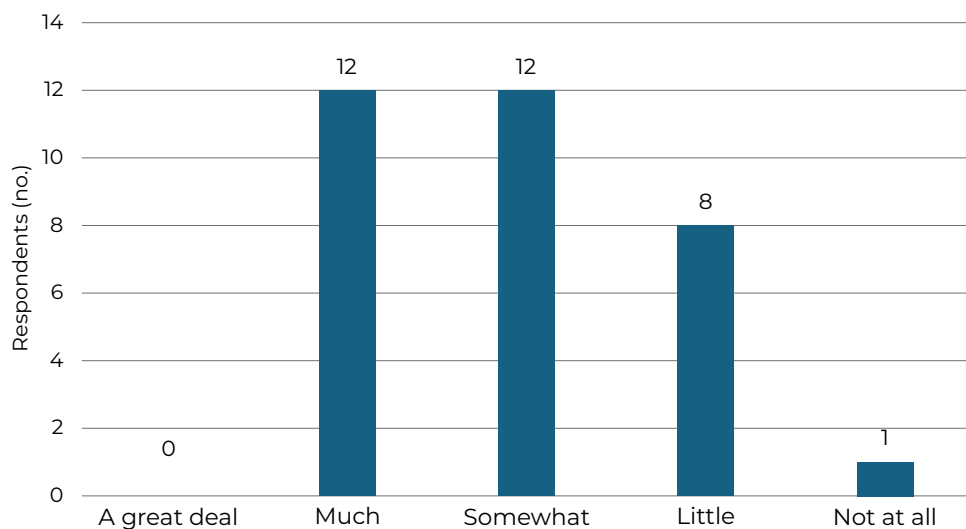
**Question 20.** If the general operating expenses and/or the health needs change during the biennium, is there enough budget flexibility to adapt to changing circumstances? Please explain briefly why or why not. Please consider all sources of funding.

**Figure A15.** Answers to survey question 20



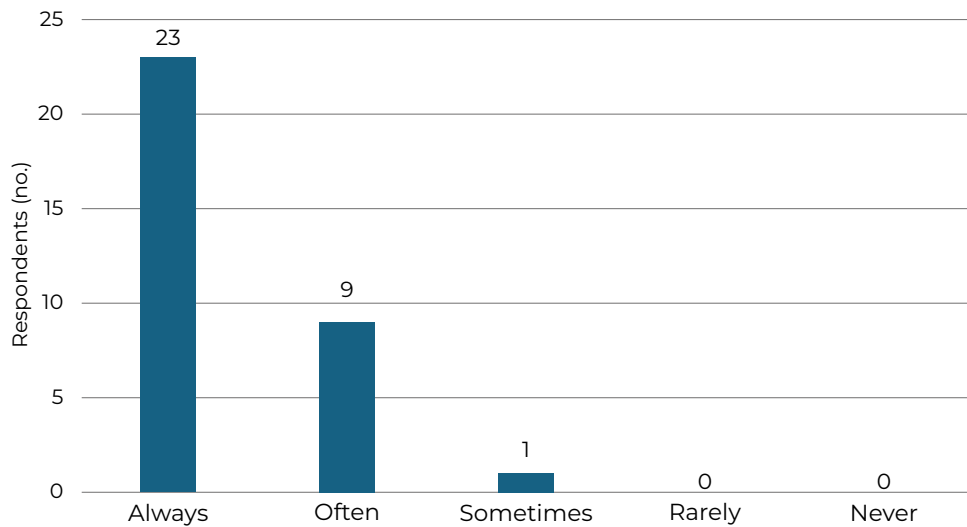
**Question 21.** How much does the biennial budget of the PAHO country office where you are located change during its execution? Please consider all sources of funding.

**Figure A16.** Answers to survey question 21



**Question 22.** Is the PAHO country office where you are located usually able to execute its budget? Please consider all sources of funding.

**Figure A17.** Answers to survey question 22



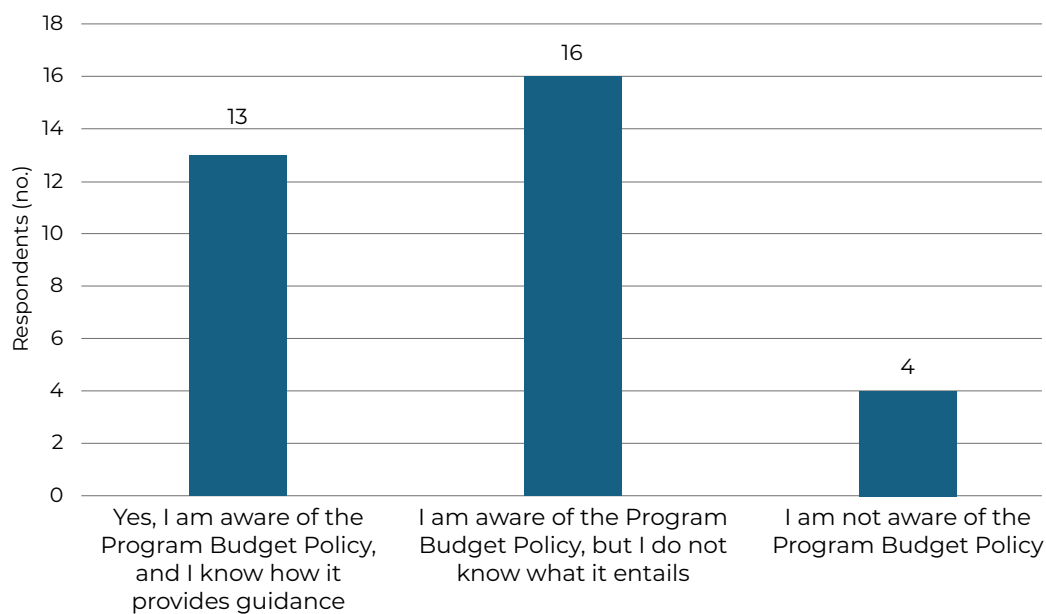
**Question 23.** Do you have any additional comments you want to share related to your answers to the questions in this section of the survey (questions 17–22)?

Nine respondents provided additional comments. The only aspect mentioned more than once is that countries may face significant volatility in their capacity to raise contributions.

## SECTION IV. RELEVANCE OF PAHO'S BUDGET POLICY

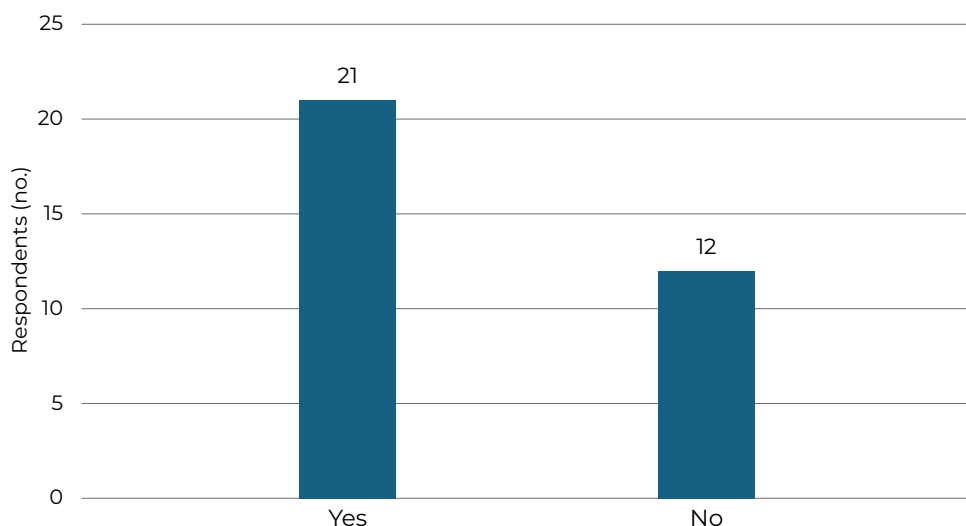
**Question 24.** Are you aware of PAHO's Program Budget Policy and of the guidance it provides in allocating resources?

**Figure A18.** Answers to survey question 24



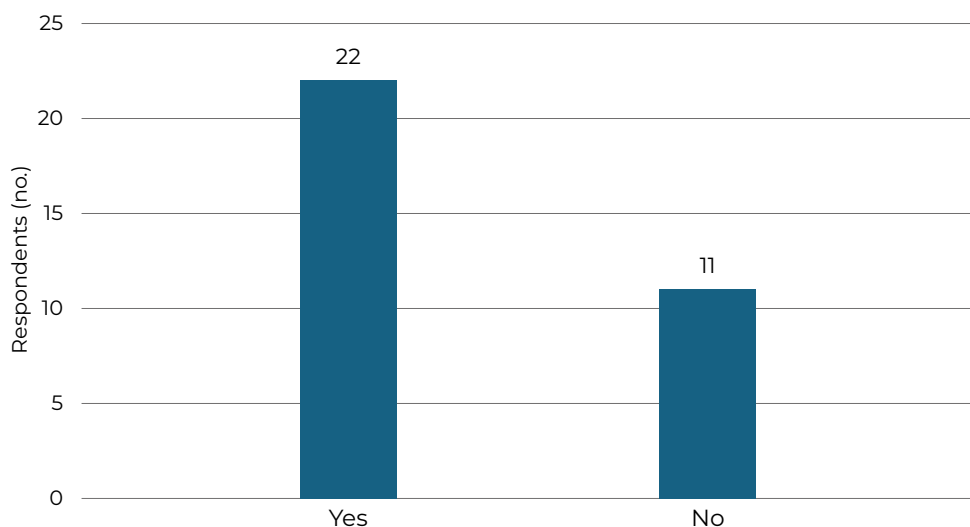
**Question 25.** Are you aware that PAHO's Program Budget Policy sets targets for what percentage of the program budget should be allocated to regional, subregional, and country levels?

**Figure A19.** Answers to survey question 25



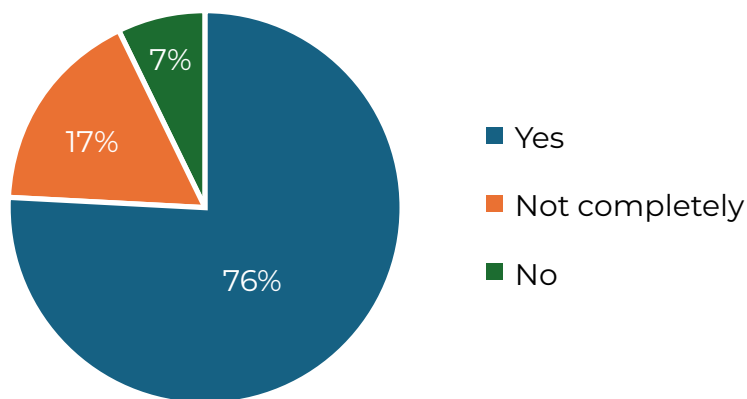
**Question 26.** Are you aware that PAHO's Program Budget Policy sets target allocations for each Member State based on estimations of their operational needs, their health needs, and their resource mobilization capacity?

**Figure A20.** Answers to survey question 26



**Question 27.** Is PAHO's Program Budget Policy relevant for budget allocation in the PAHO country office where you are located? Please explain briefly why or why not.

**Figure A21.** Answers to survey question 27



**Question 28.** Do you have any additional comments you want to share related to your answers to the questions in this section of the survey (questions 24–27)? Note: This question is optional.

Only five respondents provided additional comments. The only aspect mentioned more than once is that additional training should be provided to ensure that knowledge about basic processes is better disseminated.

This document presents the annexes to the publication *Evaluation of the Pan American Health Organization Program Budget Policy 2020–2025. Final report.*

The Pan American Health Organization (PAHO) introduced the Budget Policy (BP20-25) in 2019 to guide budget allocations from 2020 to 2025, aiming to ensure equity, fairness, and transparency. This evaluation examines the policy's effectiveness in meeting Member States' needs, focusing on improvements in budget allocation processes across PAHO's country, subregional, and regional levels. The evaluation employed a mixed-methods approach, combining quantitative and qualitative analyses, to assess the policy's influence.

Findings indicate that although BP20-25 offers a consistent structure that reduces subjectivity and fosters trust among stakeholders, its effectiveness is hindered by outdated data, lack of clear metrics for compliance, and insufficient communication about the policy's specifics. Many stakeholders were unaware of the policy details, impacting its transparency and overall effectiveness. The evaluation highlights that while BP20-25 provides a structured framework for budget formulation, its impact on actual budget allocations was limited due to significant deviations during implementation.

Key recommendations include setting functional allocation targets that exclude special programs, simplifying country-level guidance to reflect marginal budget changes, and updating the policy every two years with the latest data. Additionally, recalibrating the policy's components to better assess changes in each country's needs, producing biannual transparency reports, and developing accessible educational materials are suggested to enhance understanding and transparency.

Despite its limitations, the BP20-25 has contributed to a more orderly and efficient budget process within PAHO. The evaluation underscores the importance of continuous improvement and adaptation to ensure the policy remains relevant and effective in guiding budget allocations.

**PAHO**

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