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**AMERICAN REGION PLANNING, PROGRAMMING, MONITORING,
AND EVALUATION SYSTEM (AMPES)**

The purpose of this document, which was presented to the 24th Meeting of the Subcommittee on Planning and Programming (SPP) in April 1995, is to report to the Executive Committee on the American Region Planning, Programming, Monitoring, and Evaluation System (AMPES); to analyze recent developments in the methodology; and to discuss the perspectives for the future.

For many years AMPES has been the basic managerial tool for programming the Organization's technical cooperation, and its development has been reported to the Subcommittee.

The SPP reviewed the AMPES in 1985 and 1987; since then the methodology has been revised. One of the changes has been the incorporation of the elements of the Logical Approach to Project Management in PAHO. This has facilitated the identification of a hierarchy of objectives that permeates all the AMPES components.

Three planning stages are identified in the AMPES: policy planning, reflected in the Ninth General Program of Work of WHO and the Strategic and Programmatic Orientations for PAHO, 1995-1998; strategic planning, included in the biennial program budget (BPB); and operational planning, included in the annual operating program budget (APB).

The relationship established in all these planning instruments allows for monitoring, evaluation, and reporting to the Governing Bodies on the status of each.

The development of AMPES during the last few years has been significant. However, much is yet to be done to incorporate it into the Organization's management information system as the program management tool that will provide the information necessary for taking key decisions.

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EXECUTIVE SUMMARY

The development of AMPES in the Organization has taken several years. The original design of AMPES emphasized the Secretariat's programmed activities for a given period and the resources necessary for carrying them out. Several elements have gradually been incorporated into AMPES, thereby relating the technical cooperation activities to the policies established for the Organization.

In recent years, moreover, the activities programmed in AMPES have been part of technical cooperation projects designed with the application of the Logical Approach to Project Management in PAHO.

The design of the Logical Approach was based on the Logical Framework, a methodology widely utilized by other organizations and particularly by many of those that finance projects in PAHO.

Use of the Logical Approach has facilitated the stages of pre-analysis and project evaluation based on identification of problems and stakeholders. It also makes it possible to identify a hierarchy of objectives and the causal relationship between the activities, outcomes, purpose, and goal of a project.

AMPES incorporates this hierarchy of objectives, establishing a relationship among the various stages of the planning process:

- *Policy Planning:* The strategies for achieving Health for All, the policies of WHO's Ninth General Program of Work, and the Strategic and Programmatic Orientations for 1995-1998.
- *Strategic Planning:* The technical cooperation projects in the biennial program budget (BPB), derived from the SPOs.
- *Operational Planning:* The activities in the annual operating program budget (APB), derived from the expected outcomes of the biennial projects, with specific programming of resources in accordance with the PAHO's Classified List of Programs.

The monitoring and evaluation concentrates on the achievement of the project outcomes and purpose through indicators, while at the same time contributing in the hierarchy of objectives to the monitoring and evaluation of the higher-level objectives.

The advantages offered by AMPES with the modifications described above are the following: some countries are adopting the same planning methodology, which facilitates the creation of a common language with national counterparts and other institutions; the relationship between the Ninth General Program of Work of WHO, the SPOs, the BPB, and the APB provides the foundations for monitoring and evaluation; the hierarchy of objectives clarifies the levels of responsibility assumed by the Secretariat, while maintaining its commitment to the achievement of higher objectives; and the emphasis on identifying indicators from the very beginning of the planning process makes it easier for the monitoring and evaluation to focus on the results of technical cooperation instead of a list of activities and resources.

AMPES must continue to be updated if it is to become the center of a management information system to which all the Secretariat's administrative support activities contribute.

1. Introduction

For many years the American Region Planning, Programming, Monitoring, and Evaluation System (AMPES) has been the basic managerial tool for programming the Organization's technical cooperation. Its development has been reported to the Subcommittee on Planning and Programming of the Executive Committee (SPP).

Originally designed in 1976, the AMPES focused on detailed programming of activities and resources in the annual operating program budget (APB). It included a year-end evaluation of the activities programmed, with specific information on implementation of problems. Detailed information was also given on the reasons activities were not carried out, for example, national changes or lack of resources.

The AMPES has progressively encompassed other instruments, namely the biennial program budget (BPB) and the four-month plan of work (PTC). More emphasis has been given to the expected results of the Organization's technical cooperation activities than to the detailed program activities.

In 1985 the Secretariat informed the Subcommittee on Planning and Programming (SPP) that a new AMPES would be developed based on the experience of the previous one. At that time the Secretariat indicated that PAHO's system of planning, programming, and evaluation had not developed its potential with regard to an adequate mechanism to accomplish the Organization's mission. Therefore, the AMPES would encompass long-term plans, medium-term programs, biennial program budgets, annual operating program budgets, quarterly work plans, and procedures for monitoring and evaluation. Furthermore, AMPES would provide for a clear link between programming content and budgetary implications. This facilitated the simultaneous programming of activities and allocating of resources (1).

In 1987, the Secretariat reported again to the SPP on the developments in AMPES, particularly in relation to making AMPES compatible with national health programs and with the collective programming priorities established by the Governing Bodies. The AMPES had at that time incorporated the regional and country Analysis of the Situation and the Strategy for Technical Cooperation as the diagnostic stage from which all technical cooperation programs were derived. It also established that the Orientation and Program Priorities for PAHO during the Quadrennium 1987-1990 was the basis for the preparation of the annual operating program budgets (APB) (2).

The Governing Bodies expressed concern on several occasions about the dispersion of the Organization's activities, which precluded seeing how the Secretariat's scarce resources could make a real impact on the national health development processes. They also saw the need for streamlining the Organization's management, taking into

account the global changes outlined in the *WHO Response to Global Changes (3)*, and for fostering a careful review of the program management instruments in PAHO.

In the process of evaluating the Strategic Orientations and Program Priorities for PAHO for the Quadrennium 1991-1994 (SOPP), it was determined that AMPES had not fulfilled its role of supporting the monitoring and evaluation of the SOPPs. This made it necessary to revise the AMPES so that it would become the backbone of the Organization's program management, and to provide the necessary tools, not only for planning and programming technical cooperation but also for monitoring and evaluating the new Strategic and Programmatic Orientations, 1995-1998 (SPO), approved by the Governing Bodies.

The purpose of this document is to report to the Subcommittee on Planning and Programming (SPP) on the American Region Planning, Programming, Monitoring, and Evaluation System (AMPES), to analyze recent developments in the methodology, and to discuss the perspectives for the future.

2. Logical Approach to Project Management in PAHO and its Application in AMPES

Based on an evaluation carried out in 1991 on externally financed projects, the need to strengthen the Organization's capability on project management became even clearer. A methodology for project management was then designed and was called The Logical Approach to Project Management in PAHO.

The same areas for improvement identified in the management of externally funded projects applied to all program management in PAHO, and since 1992 AMPES has gradually incorporated the elements of The Logical Approach to Project Management in PAHO. This approach was developed based on the logical framework, which is a project design method used widely in other organizations.

The logical approach provides a clear and comprehensive method for the design of complex projects and assists in implementation and evaluation. It facilitates analysis and planning in project design, facilitates directing, controlling, and communicating during project implementation, and provides an adequate base of comparison for project evaluation. In the initial stages of project planning, the logical approach provides the necessary elements for problem and stakeholders analysis as the basis for the decision to develop the project. This approach uses a matrix which features vertical components to explain the reasons for the project and horizontal components to demonstrate what is going to be produced, how success can be measured, and the assumptions which affect the project.

In the matrix, the major objectives of a project are identified. These objectives are classified as the project goal, purpose, and expected results; to achieve these it is necessary to specify activities and their associated resources, as well as indicators, means of verification, and assumptions.

The hierarchy of objectives constitutes the vertical logic of the project and must meet the requirements of internal consistency. The vertical logic is verified by determining the cause and effect relationship of one level of the hierarchy with the next level. The horizontal logic of the project incorporates the indicators, their means of verification, and the associated assumptions. Combining all these, the project team is able to state: (a) *if* the activities are completed *and* the assumptions hold true, *then* the expected results for the project will be achieved; (b) in addition to achieving these expected results, several other things must happen if the project is to achieve its purpose, including assumptions which are beyond the direct control of the project team; and (c) if the purpose is achieved and the associated assumptions hold true, then the project will make a meaningful contribution to the goal.

In describing the project in this manner, the managerial responsibility of the project manager is established, i.e., the project manager is specifically responsible for achieving the expected results. The project purpose depends on factors outside the limits of the project; hence, the project manager cannot be held responsible for achieving that purpose. Nonetheless, the project manager has a commitment to monitor the external environment of the project and report to top management any changes in the assumptions which may affect the successful implementation of the project. The commitment of the project manager is to the purpose and goal of the project (4).

The incorporation of these elements in AMPES has facilitated the identification of a hierarchy of objectives, where the attainment of one level of objectives contributes to attaining the objectives of the level above. Thus, the expected results and project purposes outlined in the biennial program budget must contribute to achieving the objectives of the SPOs; and the achievement of objectives in the SPOs must contribute to achieving the goals established in the Ninth General Program of Work of WHO (9GPW) and, consequently, the goal of health for all by the year 2000 (HFA/2000).

3. Planning, Programming, Monitoring, and Evaluation Methodology

The successive revisions and development of AMPES seek to strengthen the managerial process in the Organization with the aim of making technical cooperation effective, with the understanding that, to accomplish this, that cooperation must have some structure and organization (5).

The process of planning and programming technical cooperation in AMPES is based on the principles stated by WHO, which in 1977 replaced the concept of technical assistance with the concept of technical cooperation, "whereby the Member States cooperate with their Organization, as equal partners, to define and achieve their health goals through programs that are determined by their needs and priorities and that promote their self-reliance in health development" (6).

Thus, the various components articulated in AMPES are developed in a joint participatory process between the Secretariat and Member States.

These components refer to three different planning stages: policy planning, strategic planning, and operational planning, which are linked in a hierarchical manner providing a structured framework for the Organization's program management.

Policy planning provides main policy and program orientation through the Ninth General Program of Work of the World Health Organization (9GPW) and the Strategic and Programmatic Orientations for the Pan American Health Organization, 1995-1998 (SPO).

Strategic planning establishes technical cooperation projects in the biennial program budget (BPB) which are derived from the SPO and allocates the necessary resources.

Operational planning establishes the yearly implementation plan of the biennial projects by activities in the annual operating program budget (APB) and allocates the resources necessary to implement them. Further detail of the activities planned for the year is provided in the four-month program of work (PTC).

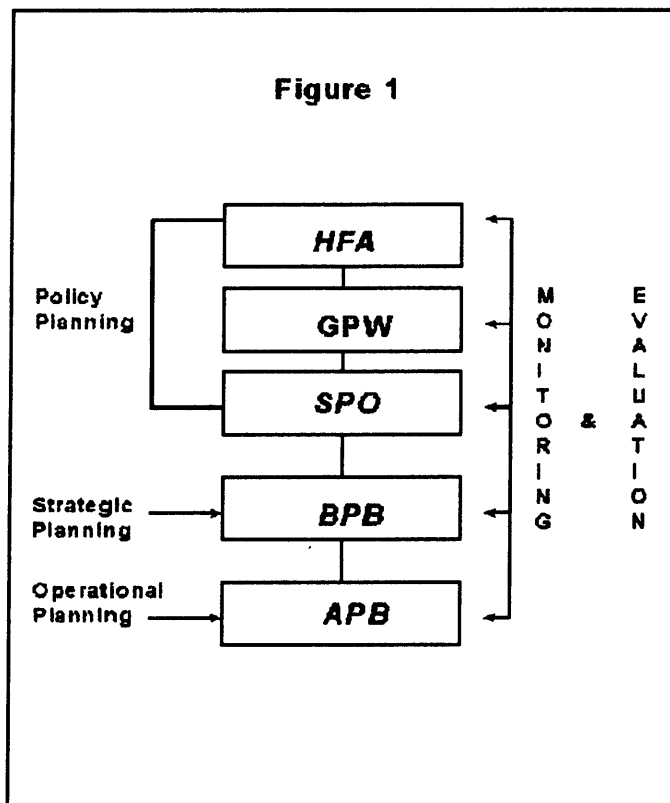
Implementation of the operational plans (APBs) is decentralized to managers at the country level (PWRs), at the centers, and in regional units.

Monitoring and evaluation is one area the Organization still needs to strengthen. However, the emphasis given in AMPES to the structure of planning instruments will provide the basis for monitoring and evaluation at all levels of the hierarchical structure. Currently, monitoring and evaluation in AMPES is done through the four-month progress reports (IPC) and the annual evaluation of the technical cooperation program (EAP).

Figure 1 illustrates the AMPES hierarchy of objectives in the structure of the three planning stages.

3.1 Policy Planning

The Ninth General Program of Work of the World Health Organization for the period 1996-2001 (9GPW) identifies four interrelated policy orientations to focus the actions of the Organization, providing the framework for identifying the Secretariat's own priorities for its work and the types of product that it should deliver during the period (7). Based on the 9GPW, a new classified list of programs (CLP) has been established in WHO which serves for the allocation of resources within the framework of the four priority orientations.



For the Region of the Americas, the 9GPW has been adapted to the regional situation in the Strategic and Programmatic Orientations for 1995-1998 (SPO), approved by the Pan American Sanitary Conference in 1994. The SPO formulation process

included the participation of national counterparts and the Secretariat staff at country and regional levels, as well as review and discussion by the Governing Bodies (Subcommittee on Planning and Programming, Executive Committee, and Pan American Sanitary Conference).

During the April 1994 meeting of the SPP, participants stressed the need to establish a close relationship between the SPOs and other planning and programming instruments in AMPES (8). Therefore, the SPOs will be the basis upon which all planning and programming, monitoring, and evaluation will be done for the quadrennium. A close link has been established between the SPOs, the BPB, the APB, and evaluation and reporting to Governing Bodies.

The SPO identifies five major strategic orientations to guide the efforts of the Organization in achieving health for all with equity. These are health and human development, health systems and services development, health promotion and protection, environmental protection and development, and disease prevention and control.

For each of the five strategic and programmatic orientations, major areas of work have been identified representing the commitments for the Organization as a whole (Governing Bodies and the Secretariat) to concentrate its resources and efforts for the quadrennium. For each area of work, lines of action for the technical cooperation program that the Secretariat will offer to the Member States have been identified (9).

The WHO Classified List of Programs has been revised for the Region of the Americas to better reflect the SPO. This list establishes seven sections (five of which correspond to the five strategic orientations), 20 programs (two-digit level) which identify the programmatic contents of the sections mentioned above, and 61 allotment codes (three-digit level) which provide specific information on the purpose of the resources applied for each of the programs.

3.2 *Strategic Planning*

The biennial program budget (BPB) serves as the mechanism for translating the 1995-1998 SPO, the Ninth General Program of Work of WHO, and other policy statements into a program of technical cooperation allocating resources for a period of two years.

For the biennium 1996-1997 the BPB to be submitted to the Governing Bodies is a strategic planning document which focuses on the Secretariat's technical cooperation with respect to the SPO established for the quadrennium.

Given the SPOs approved for 1995-1998 and in view of the commitment the countries have made to concentrate their efforts in the SPO areas of work, as well as the

mandate for the Secretariat to concentrate on the SPO lines of action, the formulation of the BPB defines technical cooperation projects reflecting how the Secretariat will contribute to achieving the objectives stated in the areas of work.

Furthermore, the two annual operating program budgets (APBs) for the biennium will be derived from the approved BPB, further detailing the activities to be carried out during the year to achieve the results programmed in the technical cooperation projects of the BPB.

The structure of the BPB incorporates the elements of the logical approach to project management in PAHO, establishing a hierarchy of objectives for the program of work of the Organization which is reflected in biennial technical cooperation projects with the following levels:

Goal: HFA/2000 (the goal to which all technical cooperation projects contribute)

Purpose: which describes the expected impact of technical cooperation. The purpose of the biennial projects is derived from the SPO areas of work.

Expected results: which describe what the Secretariat commits to achieve in the biennium. The expected results are derived from the SPO lines of action.

In this hierarchy of objectives, the accomplishment of the expected results should contribute to attaining the stated purpose.

The project purpose and the expected results should include indicators with elements of quantity, quality, and time (QQT) which provide the basis for the monitoring and evaluation of the work plans.

The BPB formulation process takes place at the country level in a participatory exercise between the Secretariat and the national counterparts, and at the regional level including the regional Centers and headquarters units.

The formulation of the country's BPB originates with an analysis of the situation including aspects of demography, health status indicators, factors affecting health status, status of each of the five SPO areas of work, and plans and priorities for national health development.

In formulating the BPB, PWRs and national counterparts define national priority areas for technical cooperation in health and identify the national priorities for technical cooperation from PAHO. Those national priorities that require technical cooperation from PAHO should derive from the SPO areas of work to which the countries are committed.

The response of the Secretariat to the national priorities for technical cooperation is structured in technical cooperation projects which include:

- A project purpose. The basis for establishing the project purpose is the national priority for technical cooperation from PAHO. The purpose of a technical cooperation project should describe the impact the technical cooperation will have in the country; it is beyond the scope of responsibility of the Secretariat. The project purpose includes indicators described with elements of quantity, quality, and time (QQT) establishing the basis for monitoring and evaluating.
- Expected results of PAHO's technical cooperation for the biennium. These expected results are derived from the relevant SPO lines of action and describe what the Secretariat expects to contribute to achieving the purpose. They should include indicators with elements of quantity, quality, and time (QQT).
- For each project, the total human and financial resources that the Organization will allocate are estimated. Each country BPB also establishes a strategy for delivering the technical cooperation identifying the functional approaches that will be applied.

The regional component of the BPB is also formulated based on an analysis of the regional situation for the five SPO strategic orientations leading to a definition of the technical cooperation strategy that the Secretariat will adopt in delivering its work plan in accordance with the functional approaches. Similar to the country component, the regional BPB includes biennial technical cooperation projects which describe the project purpose, derived from the SPO areas of work and expected results derived from the SPO lines of action.

The functional approaches (strategic approaches) used in describing the Secretariat's technical cooperation strategy provide a classification and systematization of technical cooperation activities (10). The following six functional approaches have been defined: mobilization of resources; dissemination of information; training; development of norms, plans, and policies; research promotion; and direct technical cooperation.

Finally, the projects established in the BPB are the basis for arriving at the biennial budget.

The identification of human and financial resources in the BPB will be done at the program level (two-digit) of the CLP providing for further flexibility in the allocation of resources at the time of the operational planning of the APB. The regrouping of activities and staff at the two-digit level of the CLP will result in economies of scale.

3.3 *Operational Planning*

Formulation of the technical cooperation program that the Secretariat will carry out during each financial year (APB) facilitates annual adjustment in the BPB.

The APB further expands the technical cooperation projects established in the BPB, defining the activities and resources needed to achieve the expected results for the biennium.

The process of formulating the APB is carried out by PWRs with the participation of national authorities in defining operationally the concentration of resources in high priority areas so as to achieve the maximum possible impact on health development processes at the national level.

The resources programmed in the APB provide more accurate information on the purpose of those resources since they are identified with programmatic allotment codes derived from the CLP (three-digit level).

Furthermore, each activity programmed in the APB is identified with one of the six functional approaches, which provide systematic information on the utilization of the financial resources.

The execution of approved APBs is delegated to program managers in the Secretariat who further disaggregate it into four-month work plans (PTCs). The PTC is a local managerial tool which helps managers to detail the APB activities into concrete tasks, including specific dates and resources needed to implement them.

Biennial and annual proposals are formulated as the product of a collaborative effort between national counterparts, PWRs, and regional units. PWRs meet in Washington at the end of November every year in a process of refining work plans and negotiating and coordinating regional support, which involves all levels of the Secretariat. This process seeks to maximize the utilization of resources and foster an integrated approach to the delivery of technical cooperation at the country level.

Figure 2 graphically shows the contents of the BPBs and APBs and their relationship with the SPOs.

3.4 *Monitoring*

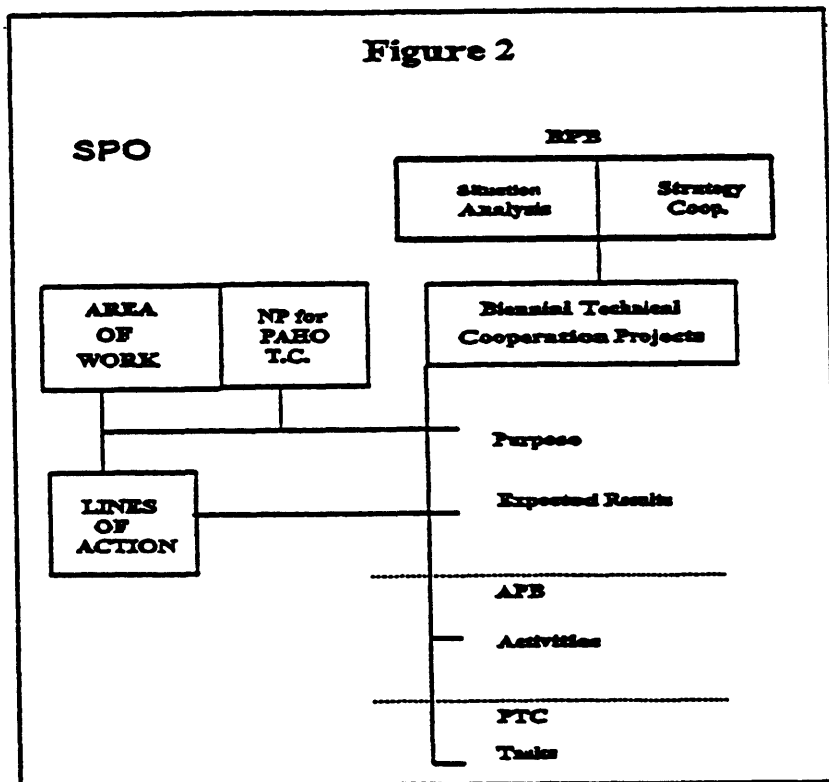
The purpose of the IPC formulation is to provide an opportunity for the Secretariat to look back at the project purposes and expected results established in the

BPB and refined in the APB, to ascertain that the delivery of the program of work during the past four months is conducive to attaining the results and purpose.

The need for reprogramming or redirecting the work plans is ascertained and, following established procedures of delegation of authority, managers may make the necessary adjustments to redirect the technical cooperation.

The main focus of the monitoring process is to determine the level of achievement of the expected results through the established indicators, based on the current situation of the country or the Region as a whole.

IPCs are widely distributed in the Secretariat so that technical units and PWRs may keep abreast of the delivery of technical cooperation at all levels.



3.5 *Evaluation*

The nature of technical cooperation is such that there is an intrinsic difficulty in establishing cause and effect in terms of impact on government policies and programs and its effect on traditional health indicators. This type of difficulty is recognized in all social areas and health is no exception (11).

There are several places in the Organization where evaluation of the technical cooperation takes place. Within AMPES two major evaluation processes are carried out: evaluation of regional programs and evaluation of country programs.

The focus on the annual evaluation is in keeping with the thesis that decisions on resource allocation and priorities for the forthcoming year should be based on the evaluation of the past year.

The annual evaluation exercise is based on the following premises:

- all units of the Secretariat participate in the exercise;
- the units of analysis for the exercise are the projects established in the BPB and refined in the APB;
- technical cooperation projects have been so developed that the results to be achieved during the year can be clearly identified and the indicators of their achievement can function as such.

The results of the evaluation exercise are important for decision-making, but the process itself and the preparatory work are of value to the unit itself.

The annual evaluation provides the necessary information for the elaboration of the Annual Report of the Director. This is a strategic reporting mechanism used by the Secretariat to report back to the Governing Bodies on the original policy and strategic plans approved by them. Based on the annual evaluation carried out by the Secretariat, the Annual Report of the Director updates the regional situation in the context of the SPO and the BPB.

The recent development in the methodology of AMPES, linking the biennial and annual programming to the SPOs, provides the basis for monitoring and evaluation of the annual and biennial programs of work as well as of the quadrennial strategic and programmatic orientations.

Thus, the Secretariat should in the future be able to report back to the Governing Bodies on the status and achievement of the objectives established by them in policy and strategic planning instruments, namely, the achievement of expected results and project purposes defined in the BPB and the achievement of the lines of action and areas of work of the SPO.

3.6 *Automated Systems*

The advances of technology have facilitated the development of a multiuser software for AMPES which includes relevant information on the SPO, BPB, APB, PTC, IPC, and EAP.

The automated system reflects the linkage between the different programming instruments, since the data from one programming cycle is stored for the next to facilitate the necessary revisions and updates of its contents in accordance with the changing situations in the countries and the Region.

4. *Advantages of the AMPES*

The revisions made to the AMPES methodology have provided the following advantages:

- some countries are adopting the same methodology for their own planning and programming processes, which facilitates the interaction between the Secretariat and national counterparts;
- the logical approach elements has provided a common language with the donor community for project proposals and evaluations;
- the link between 9GPW, SPO, BPB, and APB provides the basis for ongoing monitoring and evaluation of each of the planning instruments;
- the hierarchy of objectives provides clear understanding of the level of responsibility of the Secretariat, while establishing the commitment to achieve higher objectives.
- the establishment of indicators from the initial stages of the planning and programming process serves as the basis for monitoring and evaluation, which focus more on the results of technical cooperation than on the listing of activities and resources.

5. Perspectives for the Future

The development of AMPES during the last few years has been significant. However, much is yet to be done.

Although planning and programming in AMPES is derived and directly linked to the SPOs, it will be necessary that each country in the Region establish the appropriate indicators for the SPO areas of work. These indicators will provide the basis for the monitoring and evaluation of the achievement of the SPO objectives in each individual country and the Region as a whole. Only then will the SPO also serve as the basis for monitoring and evaluating the 9GPW and consequently the monitoring and evaluation of HFA.

Some elements of the logical approach to project management have been incorporated in the design of technical cooperation projects in AMPES; however, there are still more to be included. Those are the means of verification, which provide the sources where the indicators may be verified, and the assumptions, which are external to the project. The definition of a hierarchy of objectives where a causal relationship is established between the different levels is too simplistic and unrealistic if the assumptions are not included. PAHO's technical cooperation is not delivered in isolation, and there is a need to identify, in the surrounding environment, those key elements that are beyond the project manager's control but which are crucial to the achievement of expected results and project purposes.

The development of AMPES in incorporating these new elements requires a participatory learning process between the Secretariat staff and national counterparts. One of the difficulties encountered in this new approach has been how to clearly establish the level of responsibility of the Secretariat vis-à-vis the responsibility to be assumed by the Member Countries. Although the distinction must be made, the Secretariat must keep its commitment to attaining the desired impact with the delivery of technical cooperation in the national health processes.

Another area that still needs further development in AMPES is to make it the basis for a program management information system to which all administrative actions contribute. The challenge in this area is to maintain the principle that the technical cooperation program establishes the budget and finances of the Organization, and that information systems serve to support the timely and efficient delivery of technical cooperation, as well as provide the basis for the program management decision processes.

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