



*executive committee of
the directing council*

PAN AMERICAN
SANITARY
ORGANIZATION

*working party of
the regional committee*

WORLD
HEALTH
ORGANIZATION



*17th Meeting
Havana, Cuba
10-12 September 1952*

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Topic 11: PRELIMINARY REPORT ON EVALUATION OF THE ACTIVITIES OF
THE PAN AMERICAN SANITARY BUREAU

At the 16th Meeting of the Executive Committee of the Pan American Sanitary Organization, the Director was requested to prepare and submit within 60 days, i.e. not later than 30 June, to the Member Governments of the Executive Committee a plan for evaluating the activities of the Bureau, (Doc. CE16/54, Res. XVIII, Annex, Pg. 32). The Executive Committee, in the same decision, requested the Member Governments to submit within 30 days thereafter their opinions of the plan so that it could be undertaken and a preliminary report of the study be presented at the Meeting of the Directing Council.

In compliance with this request, the Director on 30 June 1952 sent a letter (Annex I) to the Member Governments of the Executive Committee which outlined the factors involved, included two sample plans for their consideration, and requested their opinion concerning the proposed survey.

The replies, other than acknowledgments, received are attached as Annex II.

CIRCULAR LETTER SUBMITTED TO
MEMBER GOVERNMENTS OF THE EXECUTIVE COMMITTEE

SGC-CL-50-52

30 June 1952

At the 16th Meeting of the Executive Committee of the Pan American Sanitary Organization, the Director was requested to prepare and submit to the Member Governments of the Executive Committee a plan for evaluating the activities of the Bureau. The Executive Committee requested the Member Governments to send their opinions within 30 days, so that a report of proposals could be presented to the Directing Council for decision.

In order to assist Member Governments in arriving at opinions concerning the scope of activities to be included in the evaluation, the extent of the survey into these activities, the type and number of experts, and the length of time to be used, the appropriate time for starting and the amount of money to be authorized, I have set forth below some of the relevant factors which require analysis.

Attached to this letter are cost estimates for two sample plans, one plan for a complete survey, using five experts for a period of 12 months and a second plan for more limited survey, using three experts for a period of 6 months. Other plans can be drawn to fit any combination of number of experts and length of time which may be considered appropriate to accomplish the task, depending upon the opinions of the Member Governments.

An evaluation of the activities of the Bureau involves a study of its activities in connection with, and its impact upon all the international health programs in the Western Hemisphere. This would include particularly programs whose administration is directly carried out in whole or in part by the Bureau, namely: (1) the Regular Program of the Pan American Sanitary Bureau, (2) the Regular Program of the World Health Organization, (3) the U.N. Expanded Program of Technical Assistance, and the Technical Assistance Program of the Organization of American States. It must be remembered that the Technical Assistance funds are for under-developed countries rather than under-developed organizations and that the Pan American Sanitary Bureau devotes a large amount of administrative activity to the organization and execution of programs from funds other than regular Bureau sources.

Consideration must also be given to relationships of the Bureau to other agencies which may grant funds to the Bureau for special purposes, or which carry out joint activities or coordinate their planning with the Bureau, namely such organizations as the United Nations International Children's Emergency Fund, the Institute of Inter-American Affairs, the Institute of Nutrition of Central America and Panama, the U. S. Public Health Service, the Rockefeller Foundation, and the Kellogg Foundation

Evaluation of the technical program should furnish a qualitative answer to the question: Do the PASB activities strengthen national health services by providing the assistance most urgently needed? The Executive Committee (Res. CEL6/33) has recognized the basic problem by approving.... "the development of a long-range program, based on continuous survey and evaluation of the needs and resources of the member countries,....."

Attention should be called to the study now being undertaken in program evaluation by the World Health Organization. The preliminary study was started one year ago. Arrangements have now been made for technical staff of the School of Public Health of the University of Michigan to undertake during the coming year surveys in selected countries in all parts of the world. The objective is to develop practical and effective methods of surveying needs and resources of countries, to be used as a basis for determining, in consultation with respective governments, which activities will contribute most to the strengthening of national health services.

In deciding the scope of the proposed study consideration should be given to the extent to which it should undertake to evaluate the technical program, and what use should be made of information from studies now being undertaken.

Evaluation of the efficiency of the Bureau in carrying out its activities involves a management survey to study organizational structure, technical and administrative procedures, nature and volume of workload in relation to the staff, etc. at the Washington Office, Zone Offices and on projects. Consideration should be given to the detail into which such a study should go, and, in addition to the Washington Office, which Zone Offices and project locations should be included. Consideration should also be given to the use to be made of management surveys already under way or completed.

The Bureau has a continuing type management survey already under way, in which the World Health Organization is collaborating. This survey is expected to show up any weaknesses and indicate where economy or greater efficiency can be achieved. This survey is a relatively slow process and will require another two years for completion. However, it has the advantage that it can be directed at management problems in the order of their urgency and in relation to the ability of the Bureau to effect the indicated improvements. The Bureau also has arranged for small surveys to meet specific needs, such as a survey of the record system of the Washington Office. Such surveys, although small, are particularly effective because the Bureau selects problems on which it is in a position to take immediate action on the recommendations obtained.

As stated earlier the type and number of experts will depend upon the scope of the study of the technical program and of management, the number of offices and projects to be studied and in what detail. It would be important to find internationally known experts highly competent in their respective fields of public health and management. Due regard should be given to the nationalities of experts and their knowledge of the problems of international organization.

One of the most important considerations is to decide the appropriate length of time and thoroughness of the proposed study, in order to produce valuable information and recommendations. A report which merely gives a photographic view of the activities of the Bureau at a given moment would have no value if it is done during a period of rapid change, so that the report would be out of date by the time it was issued.

While the Pan American Sanitary Bureau first came into being fifty years ago, its present scale of activity is so recent that it is still undergoing rapid change to cope with its responsibilities. During the past four years the budget of the Bureau has increased tenfold and in the same period the new programs financed from other sources have increased at an enormous rate. One of the principal organizational policy decisions has been to decentralize the Bureau by creating six zones. Four zone offices have been established, but they are not yet fully staffed. The Bureau is in the process of issuing the procedures to complete the decentralization of functions to the maximum extent feasible and is making the necessary personnel adjustments, transfers and appointments.

The final consideration is the amount of funds which should be recommended to be made available for an evaluation study. The attached sample estimates will give an idea of the cost of a rather limited survey and a rather complete survey. The opinions of Member Governments as to the amount of funds which may profitably be expended on an evaluation study will be reported to the Directing Council. Attention is called to the danger of making a survey which is too superficial. The report arising out of an inadequate survey would have little value and might do harm by creating wrong impressions.

I am sure that careful consideration will be given to this entire problem and I shall be pleased to receive the opinions of your Government as requested by the Executive Committee.

Yours sincerely,

M. G. Candau
Acting Director

PAN AMERICAN SANITARY BUREAU

EFFICIENCY SURVEY
SAMPLE PLAN I

Full and Complete Study

Experts:

Salary of 5 Experts (12 months) (3 Public health experts, 2 management experts)	\$ 60,000	\$
Estimated Payments for Terminal Leave	3,450	
Installation Allowance and Insurance	2,715	
Reimbursement of Income Tax (Estimated- eligible)	4,506	
Total Cost of Experts (Salaries, Allowances and Tax)		70,671

Duty Travel:

Fares (based on 1 round trip for each expert: Washington - Lima - Buenos Aires - Rio de Janeiro - Washington; and 1 round trip for each expert: Washington - Mexico City - Guatemala City - Washington)	\$ 7,000	
Side trips from Zone Office to Proyects	5,000	
Per Diem - 7 months - \$12.50 per diem	13,125	
Miscellaneous Travel Expenses	<u>500</u>	
Total Cost of Duty Travel		25,625

Initial Recruitment and Repatriation Travel (5 experts) 2,500

Secretarial Help:

Salary of 3 Secretaries (WL6)	\$ 9,450	
Estimated Payments for Terminal Leave	540	
Insurance and Provident Fund	679	
Reimbursement of Income Tax	<u>930</u>	
Total Cost of Secretarial Help		11,599

Translation and Printing of Report 5,000

Miscellaneous 2,600

Total Cost for Full and Complete Study \$ 117,995

PAN AMERICAN SANITARY BUREAU

EFFICIENCY SURVEY
SAMPLE PLAN II

Three-Man Six-Month Survey

Expert:

Salary of 3 Experts (6 months) (2 Public health Experts, 1 Management expert)	\$	18,000	\$
Insurance		1,376	
Reimbursement of Income Tax		4,090	
Total Cost of Experts (Salaries, Allowances and Tax)			23,466

Duty Travel:

Fares: One Trip for each Expert - Washington - Buenos Aires - Washington		3,240	
One Trip for each Expert - Washington - Guatemala City - Washington		900	
Field Trips from Zone Offices to Field Projects		2,000	
Per Diem - 3 months at \$12.50 per diem		3,375	
Miscellaneous Travel Expenses		<u>150</u>	
Total Cost of Duty Travel			9,665

Initial Recruitment and Repatriation Travel (3 experts) 1,500

Total Cost of Experts \$ 34,631

Secretarial Help:

Salary of 3 Secretaries (WL6) - six months	\$	4,725	
Payments for Terminal Leave		270	
Insurance and Provident Fund		334	
Reimbursement of Income Tax		<u>465</u>	
Total Cost of Secretarial Help			5,794

Translation and Printing of Report 2,500

Miscellaneous 1,300

Total Cost of Three-Man Six-Month Survey \$ 44,225

AIR MAIL

REPLIES OF MEMBER GOVERNMENTS
OF THE EXECUTIVE COMMITTEE

Ministry of Social Welfare
Republic of El Salvador

Ext. 04404
Clasif. 640

National Palace
San Salvador
22 July 1952

Subject: Opinion of the National Department
of Health on the plan for evaluation
of the activities of the Pan American
Sanitary Bureau

Dr. M. G. Candau
Assistant Director
Pan American Sanitary Bureau
Washington, D. C.

Dear Dr. Candau:

In letter No. 2259 of 14 July 1952 addressed to this Ministry, the National Director of Health stated the following:

"Mr. Minister: - With reference to your letter No. 7480 concerning the request made by the Pan American Sanitary Bureau to our Government for an opinion on the advisability of carrying out a plan to evaluate the activities of the Bureau, I believe that such an evaluation should not be made before the Directing Council of the Pan American Sanitary Organization has decided on the policy to be followed by the Bureau in accordance with Resolution XVIII adopted at its V Meeting. In effect, the programs as well as the general administrative policies that are at present being carried out are results of decisions taken by governing bodies of the Organization at previous meetings. This being the case, it seems logical that the Directing Council of the Organization should decide whether it is satisfied or not with the orientation the Council itself has given the Bureau, since the proposed evaluation would have to be carried out within pertinent terms of resolutions adopted by the Conference or the Council. In other words, the evaluation plan would "evaluate" the judgment and wisdom of the Council and not necessarily the competence of the Bureau. Very truly yours, - Juan Allwood Paredes, National Director of Health."

The above is quoted in reply to your letter SGC-CL-50-52 of 20 June 1952.

Sincerely yours,

(signed)
Dr. Eduardo Barrientos
Minister of Public Health and
Social Welfare

Amz-Jan.

CEL7/11 (Eng.)
ANNEX II
Page 3

Republic of Ecuador
MINISTRY OF SOCIAL WELFARE

No. 1238-S.

Quito, 23 July 1952

Dr. M.G. Candau, Acting Director
Pan American Sanitary Bureau
1501-15 New Hampshire Avenue N.W.,
Washington 6, D. C.

I take pleasure in replying to your letter SGC-CL-50-52 of 30 June 1952, in which you requested this Ministry to give an opinion on the plan for evaluation of the activities of the Pan American Sanitary Bureau.

It is our opinion that a period of one year should be allowed for the complete evaluation, provided that the Pan American Sanitary Bureau does not have a better procedure to suggest.

Very truly yours,

(Signed)
Dr. Julio Endara
Minister of Public Health
and Hygiene

hgnd/