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PAN AMERICAN  
HEALTH  
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ADMINISTRATIVE RATIONALIZATION IN THE PASB

The Director has the honor to report on the progress of a program for the rationalization of the administrative processes and organization of the Pan American Sanitary Bureau. This program has as its objective the streamlining of the structure, procedure, and techniques in the administrative activities of the Bureau to the end of realizing the most effective and economical operation in these services. As a consequence of such action, the economies effected in administration will permit enlarged investment of the resources of the Bureau in direct assistance to the Governments of PAHO in the effort to achieve the goals established in the Charter of Punta del Este and the mandates of the Governing Bodies of PAHO.

The current program in administrative reorganization is based on the recognition that the public services in health, in this era of rapid socio-economic change, are undergoing a constant evaluation and that close and continuing regard must be given both to the place of health in the evolving socio-economic order and to the internal structure and operation of health establishments. The organization, procedures, and practices of a generation ago, deeply meaningful and proper for the needs and resources of that date, tend to be somewhat less than adequate today. The dynamic of development requires the PASB, an international agency, to meet evolving needs, as it requires institutions at local and national levels to appreciate the force of change and to adapt structure and practice to meet the needs of a new era.

As background, there was clear recognition of the expanded requirements established by the Governments for the Pan American Health Organization during the past decade which witnessed growth of the Organization from a \$2,000,000 in 1950 to a \$16,000,000 operation in 1963, from a staff of 300 in 1950 to approximately 1,000 at the beginning of 1963, from a limited activity to a complex of more than 300 projects operating throughout the hemisphere and covering a vastly more diverse program of public health services than that established and in being at the beginning of the decade of the fifties.

This, then was the situation - a growing organization, meeting the dynamics of expansion and required to give service to governments and personnel throughout the hemisphere.

The program of review of the administrative process, initiated to meet the needs of the emergent PASSB, was undertaken by the staff of the Bureau and has comprised a detailed study of virtually every type of administrative operation in the Bureau, both in Washington and the field. This study has resulted in the introduction and expansion of mechanization, consolidation of operations, use of multi-purpose forms and procedures, elimination of duplication and of non-meaningful practices and records, introduction of refinements in process such as budgeting by program, and a literal change in system from the individual clerk's desk to the point of executive action in the administrative field. Throughout the action taken, continuing regard has been given to the charge on the administrative staff for the prudent handling of the funds and other resources of the Organization, and for the maintenance of efficient service.

The program of rationalization of the administrative structure and procedures of the Pan American Sanitary Bureau has derived from a general review of the total operation of the Bureau and the designation by the Director of administration as the first area of activity to undergo definitive analysis as to the volume and character of the service rendered, the manpower and structure required, and the methods and techniques employed.

There was recognition, as well, of the changes in technology - in transport, communications, equipment, supplies - all of which intimately affect the rendering of the administrative support services and of the changing nature of practice and procedure in the budget, finance, personnel, procurement, and other elements of the administrative process.

Initial concentration was directed toward the Washington establishment, and the fundamental objectives of better and more economical ways of serving the Governments through the program of the Organization, were employed as guides to action. Organizational changes effected in 1959-60 included the elimination of the 3-man Travel Unit of the General Services Section and arrangements with a commercial travel service to assume this responsibility without charge. During the same period, the Reproduction Unit of the General Services Section was reduced from 7 to 1 post and all multilith and mimeograph service was placed on contract with private firms, with the exception of emergency mimeograph work.

In 1961, the Washington administrative establishment, heretofore a three-branch structure, was reduced to two branches, with the abolition of the Conference and Publications Branch and the posts of Chief of Branch and secretary to the Chief. The functions of the Branch were reassigned, with the Conference and Translation activity being placed as a Section under the responsibility of the Chief, Management and Personnel Branch.

The editorial functions of the former Conference and Publications Branch were placed under the Chief, Professional Education for it was recognized that the publications of the Bureau serve an essential educational purpose and should be related to other activities in education and training. The information responsibilities were assigned to the Assistant Director at the same time.

In a further effort to streamline the operations of the Washington Office, the General Services and Supply Office, heretofore under the immediate direction of the Chief, Division of Administration, were designated as Section under the Chief, Management and Personnel Branch. In 1962, the General Services and Supply Sections were united into a single Services and Supply Section and the Management Section was abolished, two professional posts were dropped, and a local post transferred to the Personnel Section. The elimination of the Management Section was made possible by certain changes in the system of maintaining the administrative manual and the assumption by the Chief, Management and Personnel Branch of responsibilities in the management survey area. In the same year, the Administrative Consultative Services (AMRO-198) Headquarters office was eliminated, the two posts assigned thereto dropped, and the functions of the office were assumed by the Chief of Administration. In addition, posts of Administrative Officer in the Office of Research Coordination and the Malaria Eradication Branch were replaced by posts for technical officers.

The current structural organization of the Washington administrative staff is that of two branches, Budget and Finance, and Management and Personnel, reporting to the Chief of Administration. The Budget and Finance Branch contains two sections, Budget Section and Finance Section. The Management and Personnel Branch contains three sections Personnel, Services and Supply, and Conference and Translation.

Other changes in post assignment included the complete reorganization and restaffing of the Personnel Section, permitting the dropping of 2 additional posts. The changes in posts in the administrative area 1959-62, therefore, at the Washington headquarters, resulted in a net reduction of 17 posts. It is estimated that salaries and allowances for these posts<sup>1/</sup> would, using budgetary averages, amount to approximately \$160,000 which has been diverted to the substantive program of service to the Governments of PAHO.

Following directly behind the streamlining of structure and process in Washington was the introduction of the rationalization of administration in the field. A series of actions from 1952-57 had deposited much of the routine of administrative service on the administrative staffs in the six zone offices. These offices performed fiscal, budget, personnel, procurement and other functions, and by 1962 had a total of 57 persons, exclusive of custodial and chauffeur personnel, engaged in these activities. Some

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<sup>1/</sup> This is exclusive of the 6 posts eliminated in the Reproduction Unit since the personnel cost is offset by the cost of contractual services.

of the administrative operations and controls were duplicated at Headquarters, and much of the zonal effort had to undergo review and approval at the Washington level.

On 1 January 1962, following months of discussion and testing, a trial absorption into the Washington system was initiated of the payroll and related records for INCAP professional personnel funded by PASB. This test having proved successful, a further trial in two zones was undertaken. On 1 May 1962, there was introduced in Zone IV a program for the return of the administrative operation for mechanization and absorption into the central process and on 1 June 1962, this program was extended to Zone V. On 1 November 1962, it was introduced in the remaining four zones in the PASB. As an initial action, the payroll, earning record controls, and related documentation, were transferred along with responsibility for the preparation of all types of personnel actions on the international staff. As a next step, the controls, cards, and ledgers on allotments were transferred to Washington for incorporation into the central machinery. Provision was made for the movement of the inventory of physical property after a final reconciliation in the field at the end of 1962. Arrangements were made for the control clearance of claims for travel, health insurance, and other matters and for the closing of certain field bank accounts. The field was relieved of the time-consuming burden of the arithmetics of zonal budgetary submissions and plans were in development by early 1963 for relieving the zone offices of the responsibility of paying fellows and for the redistribution of documents. A program type of budget was initiated, as well, in an effort to provide the Governments and the management of the Organization with a more effective instrument for planning and reviewing program.

On 1 August 1962, there was introduced on a trial basis in Zone IV a program for the decentralization of certain responsibilities in the technical area, which had administrative implications. This program was based on the establishment of country representatives of PAHO/WHO in Colombia and Peru, who were charged with the coordination of all facets of organization program in these countries. These new officers in PAHO/WHO hold virtually identical responsibilities to those established by WHO in its program for WHO country representatives in other regions. In addition to the new responsibilities in technical coordination, the PAHO/WHO country supervisors for Colombia and Peru were assigned responsibility for certain routine administrative matters, such as control and approval of time and leave, planning and approval of travel of subordinate staff, and a number of other functions of a similar character. With the new charge of responsibility came the provision for direct communication with Washington on all administrative matters, thereby obviating the necessity of the traditional movement in administration from country to zone. The resultant action has meant greater decision on routine administrative details at the country level, swifter action as well on more complex matters requiring policy decision in Washington, while keeping the Zone Representative informed.

The program in Peru and Colombia is about to be extended immediately to Ecuador and Bolivia, and plans have been formulated for the extension to approximately ten additional countries during 1963. With the establishment of the new direct line, country to Washington, on administrative matters, and the mechanization and absorption into the central administrative process of the significant finance, personnel, procurement, budget, and inventory activities heretofore performed at the zone offices, it will be possible to reduce substantially the administrative structure and staff at the zone offices. The Zone Representative in turn, will be able to realize more fully on the significant elements of his charge of responsibility in serving the Governments of PAHO at a high liaison level on the planning and evaluation of programs, in the coordination of the Bureau zonal program, in the immediate direction of the zone AMRO projects, in the support and guidance of PAHO/WHO country representatives, and in advising the Director on policy and program.

At this date, a beginning has been made in this process with the elimination of the P.4, Administrative Officer and P.2, Budget and Accounts Officer posts in the Zone IV Office, the P. 4 in Zone V, and the P. 2 administrative officer in the El Paso field office. A start also has been made in the reduction of the local personnel, as the administrative work has diminished in the zone offices. The target date for the completion of the phase-out of all but the custodial and minor administrative services in the zone offices is the period from the end of 1963 to the end of the first quarter of 1964. Arrangements are being made for the reassignment or outplacement of all personnel affected in the process. It is anticipated that it will be possible to operate the new system with a reduction of a total of approximately 40 administrative posts in the field and an estimated savings of approximately \$274,000 per annum. The estimated saving in personal service and allowances for administrative posts eliminated in Washington, \$160,000, and that of \$274,000, for field administrative posts, making a total estimated annual savings in personnel services and allowances of \$434,000, have been offset to a modest degree by the addition of 1 WL7 clerk in the Washington Finance Section to assist in the operation of the new accounting machines, 1 WL6 clerk in Property Services Unit responsible for inventory control, and a CL6 clerk to assist the country coordinator in Colombia. It is anticipated there may be need for 1 or 2 additional personnel in the Washington establishment in the period 1964-65 to meet both the continuing rise in workload resulting from the growth of the organization and the mechanization and centralization in the Washington Office of the administrative activities in the budget, finance, personnel, inventory, and other fields noted in this presentation.

A simultaneous effort has been directed toward obtaining a higher qualitative performance of the staff through the introduction of in-service training courses for the secretarial and clerical staff in the areas of

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1/ A reduction of 17 posts was realized by the end of February 1963

records disposition, speeding correspondence, writing of letters, and telephone techniques and other activities. During 1962 a Stenographic Training Center was established for the training, and retraining as necessary, of the stenographic staff. In addition, continuous effort is being made to encourage staff members to attend evening classes especially in the various administrative fields, such as budget management, accounting, personnel, data processing and other computer operations, and in the languages field to develop their potential and thereby increase their contribution to the efficient operation of the Bureau and prepare them for advancement to higher level positions.

This has been the progress to date in the attempt to streamline the structure, refine the processes, and improve techniques in the administrative area in the PASB. The effort has stemmed from the realization that the rapidly-developing health programs in the countries of the Americas require a PASB organization and process able to meet the needs of this day. Systems and structures of the PASB which met the requirements of an earlier day are not quite adequate - as it is apparent the innovations noted herein will not be fully adequate a dozen years hence. The dynamic of development requires constant surveillance of administrative and technical machinery, and the institution of new patterns to meet emerging needs. In the present period of burgeoning health activity under the Charter of Punta del Este and the force of socio-economic development there is a clear mandate to serve the countries of the Americas to the full measure of available resources. Prudent management dictates for the officers of the PASB, as for those in national health establishments, the discovery and implementation of the most effective and economical practices. A beginning has been made; the effort will be continued relentlessly in PASB to find the best and the most economical way to give service in health to the peoples of the Americas.