



*executive committee of
the directing council*

PAN AMERICAN
HEALTH
ORGANIZATION

*working party of
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WORLD
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FUNCTIONS OF THE EXECUTIVE COMMITTEE

Introduction

At its 72nd Meeting (July 1974) the Executive Committee again discussed the nature and scope of its functions, more particularly those relating to the consideration of the Proposed Program and Budget of the Organization. The conclusions deriving from the several statements of the Members of the Committee may be summarized as follows:

- the need for a more accurate definition of the functions of the Committee;
- doubts concerning the real value of its recommendations to the Governments and, more particularly, to the higher organs of the Organization: the Directing Council and the Conference;
- a positive interest on the part of the Committee in devising new working procedures enabling it to fulfill more efficiently and effectively its responsibilities, in particular those relating to the consideration of the Proposed Program and Budget; and
- the likelihood that changes may be necessary in both the Constitution and the Regulations in order to achieve these purposes.

As a result of these discussions, the Committee adopted Resolution XXIX, according to which "Having heard the comments made by the members with regard to its functions; and Considering that there is a need to define those functions with greater clarity, and particularly to determine whether the procedures being followed are the most effective in order to fulfill its Constitutional responsibilities," resolved "To recommend to the Director that he prepare a document on the subject with a view to facilitating the

role and functions of the Executive Committee, especially in the review of the Program and Budget of the Organization."¹

The purpose of this paper is to comply with those instructions by providing analysis of the legal provisions, customary practices, analogous application and the structural relationships that have so far determined the functions of the Committee.

Constitutional Bases

The functions (and consequently the derived powers and inherent limitations) are specifically established in Chapter IV, Article 14, of the Constitution of PAHO. Financial Regulations Articles 3.5 and 3.6 refer to consideration of the Proposed Program and Budget and Article 6.9 requires the previous concurrence of the Committee to empower the Director to borrow funds. Similarly Article 16.1 requires prior confirmation by the Committee before the Council or the Conference can take action on amendments to the Financial Regulations proposed by the Director.

Entry into force of modifications to the Financial Rules is subject to confirmation by the Committee (Article 101.3). The Rules of Procedure of the Committee do not contain any provisions expanding or changing in any way the basic rules established in the above-mentioned instruments.

Careful examination of the functions of the Committee as thus defined makes it possible to group them into three categories, as follows:

- clear and precise executive functions: paragraphs A and B of Article 14 of the Constitution (To authorize the Director of the Bureau to convoke meetings of the Council; and To approve the provisional agenda of meetings of the Conference and of the Council);
- unspecific executive functions: paragraph E of the same Article (To discharge any other function assigned to it by the Conference or the Council); and
- advisory functions: paragraphs C and D of the above-mentioned Article (To consider and submit to the Conference or to the Council the proposed program and budget prepared by the Director of the Bureau with such recommendations as it deems advisable; and To advise the Conference or the Council regarding matters referred to the Executive Committee by those bodies or, on its own initiative, regarding other matters relating to the activities of the Conference, the Council, or the Bureau.

¹Final Report, Doc. CE72/FR, p. 40.

It is obvious that this classification is an arbitrary one since the work of the Governing Bodies is inseparable, both individually and collectively. It is governed by the provisions of the Constitution and grows with the Organization in its services to the Governments.

From this it is evident that all the activities of the Executive Committee are significant to the operation of PAHO/WHO. The functions of the second category will depend on the initiative of the Council or the Conference, which can be foreseen as increasing. Undoubtedly the advisory and auxiliary functions are those which have mainly occupied the attention of the Executive Committee in the last few years. For this reason it is important to determine their nature and value and ascertain whether or not they are truly executive in character or not.

Textual and Contextual Analysis

It has been held that the PAHO Executive Committee should not be designated executive because it does not really execute anything, the program of the Organization, for example. This observation is the result of a superficial application of grammatical analysis to the name of that body. In the context of the legal structure of the Organization, the Executive Committee executes (does, carries out, performs) the functions that that structure and the Constitution assign to it. This last point is particularly true with respect to the consideration, criticism and orientation of the Program and Budget of the Organization in which the Committee performs an effective directing and orienting role.

The particular functions of the other organs of the Organization--the Conference, the Directing Council, and the Pan American Sanitary Bureau--are defined in the Constitution. The Conference is "the supreme governing authority of the Organization," but between meetings of the Conference, the Council acts in its name with all the prerogatives of the Conference. The only significant difference between these two organs is that the Director is elected, and the quadrennial reports of the Director and of the Governments are presented, at the Conference, each of whose meetings marks the end of a governing cycle corresponding to the term of office of the Director. The Council is empowered to elect a Director ad interim in circumstances laid down in the Constitution.

The Conference, and on its behalf the Council, determine the general policies of the Organization (Article 4, Subsection B of the Constitution), that is, establish the doctrine and policy of the Organization and supervise its implementation. These functions are clearly executive and directive in terms of the carrying out acts implicit in this responsibility.

The administrative functions (the only ones that, in the normally accepted sense, could be characterized as really "executive") are reserved by

the Constitution for the Bureau, whose responsibilities are specified in the Pan American Sanitary Code, in addition to those assigned to it by the Conference and the Council.

Summarizing this contextual analysis, it may be said that the three Governing Bodies of the Organization are all executive, normative and directive.

Thus the interpretation of the adjectives "directing" for the Council and "executive" for the Committee is less important than their respective areas of jurisdiction and structural relationships.

Analogous Examination

It is justifiable to compare the WHO Executive Board and the PAHO Executive Committee. Although both organs are auxiliary to the higher organs of the two organizations (the World Health Assembly in WHO and the Conference and the Council in PAHO), the WHO Executive Board has been assigned more executive functions than the PAHO Executive Committee (See Article 28 of the WHO Constitution and Article 14 of PAHO Constitution); nonetheless, Chapters VIII, IX and XII include the responsibilities of the Executive Committee.

If in their operational aspects both organs are comparable, formally they are fundamentally different in that members of PAHO Executive Committee represent their Governments, whereas those of the WHO Executive Board act solely in an expert capacity. Whether as a result of its own initiative or so delegated by the Assembly, the Board considers questions which might be of importance if not to all countries at least to many. The legislator hoped that in this process its Members would not be influenced by national or international political thinking.

Experience shows that in the case of the PAHO Executive Committee, in spite of its representative nature, its decisions or recommendations frequently have implications for the whole Hemisphere and not simply national significance.

Structural Analysis

The organizational structure of PAHO may be considered to be a set of interdependent systems and subsystems, the reciprocal relationships of which have given rise over the years to natural laws regulating the functions of the parts and ensuring the harmony of the whole. They are divided into deliberative functions (legislative, directive, policy making), advisory (auxiliary) and executive (administrative).

It might be claimed that the legal structure of the Organization and the relationships between the various components of its organizational structure were established with a view to furthering the achievement of

PAHO's objectives. In the case of the Executive Committee, the object of study of this paper, whatever its qualifying adjective, its functions, the form in which it has been "executive" since its inception, and the consequences of its recommendations for the smooth running of the Organization, it is clear that they have been dictated by a healthy tradition, even if there is room for improvement.

The Committee and Consideration of the Program and Budget

It is in this area that in recent years the Committee has fully and efficiently discharged its constitutional duties. In practice, three-quarters of the time of the Committee's annual June-July meetings (and certain of them cover up to 10 sessions), are devoted to a careful consideration of the program of the Organization and its financial expression in the budget. Between 1964 and 1974, 717 individual statements on this subject had been recorded, that is, an average of 72 per meeting. In this task, the Committee has the support of the Director and the entire Secretariat. The presentation of the proposed programs involves examination of their nature in relation to the dynamics of the health problems of the Region and the various determining factors influencing priorities and justifying the distribution of the human and material resources of the countries and the Organization, all of which are dependent on the international political and financial situation.

In addition, the Director helps to orient members of the Committee, outlining in the case of each program pertinent factors and changes, as well as expansions of activities made possible by actual or potential investments.

It must be borne in mind that every year there are inevitable differences between projections and actuality, determined by circumstance, changes in authority, the priorities of the Governments, the practicalities of policies, and natural or other disasters which necessitate changes in the course of a development program in order to attend to more pressing needs. The process of health planning must in fact follow the desires of the Governments and the international organizations to direct decisions and effective resources to basic health problems, both in services to persons and to infrastructures.

It is customary for the Chief of Administration to give a detailed account of the structure of the document, the modalities of its composition and its funding sources.

Analysis of each program area is the responsibility of the chiefs of departments and specialists, who also answer questions raised by members of the Committee.

This system can of course be modified in keeping with the variations in methods of procedure for examination determined at each meeting. The most significant achievements in presentation of the budget document have resulted from such combinations of efforts.

The Committee was previously more involved in the Program and Budget, since it was in effect responsible for its preparation. Nonetheless, in practice, the Director actually prepared it, since the Committee, not being a full-time working body, could not carry out this function in its entirety. In order to regularize the procedure, the Committee itself, by Resolution CE34.R17 of May 1958, suggested to the XV Pan American Sanitary Conference that it adopt a constitutional amendment assigning the preparation of the budget to the Director and its consideration and transmittal to the Conference or to the Council, to the Committee. The Conference adopted the amendment in Resolution CSP15.28 (October, 1957). These changes also stemmed from similar provisions in the WHO Constitution.

Consideration of the Program and Budget is translated into resolutions directed to the Conference or Council, as the case may be, with recommendations for their approval, together with the report of the meeting of the Committee. This consists of minutes of the statements of participants, as corrected by them, on all the items on the agenda of the meeting. It must be recognized, however, that this document does not give a clear picture of the comments of the Committee as a whole on the Director's proposals regarding the Program and Budget.

Here, it might be possible to follow the WHO practice in which the Board prepares an ad hoc report of its views on the budget as a whole and its components. To this end, the Committee would previously have to determine the form of the report in order to ensure that its contents were consistent with procedure followed in consideration of the budget document, and that it would answer those questions considered essential by the members for stating their views on PAHO's activities and investment in any particular year. The importance of this kind of genuine participation of the Executive Committee in the execution of the functions of the Organization needs to be stressed. In fact, if the Committee, after prior and careful consideration, poses what appear to be the vital questions before its statement on the Program and Budget, in its components and as a whole, the resulting report of its deliberations would enormously help the Council or Conference in what is, after all, one of the most important resolutions of its commitment. Such an exercise, based on pre-established norms reflecting the opinion of the Committee on what it considers essential to know and understand will, in turn, have significant repercussions on the activities of PAHO and their due development. It is worth reiterating, however, that it is up to the Committee to indicate its areas of interest and the relevant information it requires.

In this way, the preoccupation expressed on a number of occasions by members of the Committee, that is, their genuine desire to fulfill their constitutional responsibilities in order to better serve the purposes of the Organization, can be satisfied. Of course this suggestion should be taken into account along with those relating to the other functions of the Committee outlined in this paper.

In principle, as we interpret the Constitution, the Governing Bodies have the right and the duty to be closely involved in the principles, objectives, approaches and strategies of each program on which their general and specific policies are based. This being the case, the emphasis should be on analysis of programs rather than of specific projects, since the latter normally originate from the Member Governments and their formulation and execution is a matter of understanding between the country or groups of countries and the Secretariat.

The Governing Bodies could, for example, periodically analyze the health planning process and current methods involved. In the Americas, the system of quadrennial projections forms part of this process and allows the Governments to determine what they require and expect of PAHO/WHO. If the Committee, Council or Conference were to review and evaluate these approaches, they would be assisting the authorities of each country to turn to the Organization and, by analogy, to all the other international technical, financial and advisory bodies, with genuine priorities in view. In other words, their requests for advisory services would reflect their real health needs.

The Governing Bodies, in exercising their responsibilities, must be informed of whether this process takes place and whether, where PAHO/WHO cooperation is concerned, it is effective and efficient in the case of each program. These ideas have been pointed out and stressed repeatedly by the Director General of WHO. In order to put them into practice, it is essential that the Conference, the Council and the Committee give prior notification of the methods and procedures they propose to adopt for revising a strategy, system or program. To this end it is obvious that the Secretariat would have to provide the Governing Bodies with all the necessary background to help them select whatever working techniques would ensure the establishment of the most appropriate policy at any given moment in the life of the Organization.

The preparation of the budget for a specific year actually begins two years previously in the countries. As already pointed out, where there is an active health planning process, the quadrennial projections system and the evaluation of each program and project help the Government to indicate its requirements of the Organization. This in turn leads to a series of revisions, including regional and intercountry programs, at the Zone and Central Office levels. The projects total is then submitted to the Director General, whatever their source of funding, including those financed by the regular budget of WHO. Once these have been approved by the World Health Assembly, the consolidated Program and Budget is presented for consideration by the Executive Committee and then transmitted, together with the Committee's report, to the Council or Conference.

Under the Constitution, the Director is assigned to prepare the budget, but its proposals, a process in itself, should be analyzed and modified by the Governing Bodies. This system has so far operated smoothly and should not be changed as regards differentiating clearly between the

legislative function of the government organs and the executive function of the Pan American Sanitary Bureau. In other words, the present Rules of Procedure are effective in that the Program and Budget is presented as a cohesive unit by the Director for consideration by the Executive Committee and then submitted for decision to the Conference or Council on the basis of the Committee's observations.

Nevertheless, the formulation of the Program and Budget could be improved both at the preparation stage, and this largely depends on the nature of country health planning, and at the analysis stage, where the clearer and more precise the questions raised by the Governing Bodies before study the more productive these improvements would be.

As local programming is perfected and contacts between the national health authorities and representatives of the Organization are improved and intensified, there is no doubt that the activities of the Organization will increasingly reflect the result of an orderly process of planning and evaluation. We believe that the work of the Committee will then be much more involved with the general orientation of the program and its ramifications than to each individual project. For that purpose, and notwithstanding its representative nature, the Committee will work as a group of health experts.

Other Areas of Action by the Committee

Within the compass of its constitutional powers (to advise "on its own initiative," Article 14, paragraph D), the Committee may undertake special studies aimed at more efficient conduct of the programs of the Organization or improvement in the productivity of its administrative structures. These studies may be of two kinds:

- studies on technical and administrative aspects of programs and projects; and
- studies on the structure and function of the Pan American Sanitary Bureau.

Studies of the first type would in actual fact be analyses of or critical approaches to some of the more important health problems of the Hemisphere and the Organization's current methods of studying and dealing with them.

This analysis would also serve to emphasize the role of PAHO/WHO and other international agencies. As an example, there are the areas of malaria, tuberculosis, zoonosis, environmental sanitation, formulation and implementation of food and nutrition policies, manpower resources development, health systems, regionalization of combined teaching and care activities, planning and integrated rural care and so on.

To decide upon the advisability, feasibility and actual usefulness of these studies, the Committee should bear the following circumstances in mind:

- the Organization is constantly conducting studies of this type through the Secretariat or in seminars, study groups or other technical meetings;
- the Technical Discussions of the Council or of the Conference have the same end in view;
- the Committee itself is not composed of experts in all fields of health, and therefore to undertake a study of any of these fields the Secretariat would have to provide the background information or, in the case of a highly specialized field, it would have to appoint a specialist; and
- it is desirable to avoid at all costs duplication of expenditure and efforts.

Nevertheless, the Committee may deem it necessary to study a particular problem in depth with regard to its current situation, the prognosis for its evolution and the possible contribution for its solution of research currently undertaken or to be undertaken. What is essential, however, is that the Committee indicate to the Secretariat beforehand those areas which are of particular interest because they are directly related to the present or future work of the Organization.

Studies of the second type appear, on the other hand, to be more in line with the role of the Committee as laid out in the Constitution. These studies could be related to the structure of PASB in its administrative practices, institutional relations within the inter-American system and the United Nations, and other similar matters of increasing complexity. For the purpose of illustration, we mention the following areas:

- analysis of the various components of the structure of the Pan American Bureau;
- relationship between the Central Office, Zone and country levels;
- study of the actual benefit to Governments of Regional or intercountry projects and their financial expression in the budget;
- periodic study of the institutions or centers administered by the Organization. Over the last few years the Executive Committee has both heard and commented on the Director's report on these establishments. We believe that if, with prior notice, members of the Committee indicated the particular area of activities of these centers

- they were interested in, there would be more beneficial effects on the centers, on the basis of the background information gathered to this effect by the Secretariat. In certain cases it is possible that members of the Committee would wish to visit a specified center and form an impression of its activities in situ and relay the information to the Committee. If this eventuality were to arise, it would of course be in relation to regional programs, or programs involving a number of countries;
- study of traditional practices relating to agreements, letter-agreements, plans of operations, and other similar documents signed with the Governments for the conduct of projects and specifying the commitments of all parties;
 - the relations of the Organization with international or bilateral funding sources;
 - short-term consultants, their functions, work methods and results of their recommendations;
 - the process of health planning and the system of quadrennial projections;
 - evaluation of the Ten-Year Health Plan 1971-1980;
 - the relations of the Organization with subregional health agreements and their agencies: Conference of Ministers of Health of Central America and Panama, Hipólito Unánue Agreement on Cooperation in Health Matters between the Countries of the Andean Area; Conference of Ministers of Health of the Caribbean Area; Meeting of Ministers of Health of the River Plate Basin; and with bilateral and multi-lateral border agreements;
 - awards of fellowships and implementation of the system; awards to nationals studying in their countries of origin;
 - PAHO Research Program: its aims, results and financing. The PAHO Research Advisory Committee and its work;
 - coordination of PAHO with other organizations within the inter-American system and the United Nations;
 - PAHO publications;
 - the Regional Libraries of Medicine and the Pan American Biomedical and Social Information Network; and
 - PAHO/WHO methods of procedure, including the assignment of international activities to nationals in their own country.

The conduct of these and other studies by the Committee represent its collaboration with the Organization as a whole. The reports of the Committee on these questions would have to be submitted to the Conference or the Council and whatever the final decision these studies and reports would in any event be a valuable source of information for the Governments.

Methods of Work of the Committee

The Committee carries out its work through:

- its annual meetings;
- its recommendations to the Conference or the Council, the Director and the Governments themselves;
- the annual report of its Chairman to the Conference or the Council;
- providing the Director with consultations in the interval between its meetings, in accordance with current regulations; and
- the presence of its Chairman or other member designated by the Committee at the meetings of the Conference or the Council.

The present arrangements for meetings of the Committee do not need to be changed if its activities are not increased. Experience shows that the annual June-July meeting, now extended to 10 working days, is sufficient for dealing with the items on the agenda, particularly consideration of the Program and Budget, which will always be its major responsibility. If the Committee decides to conduct studies like those proposed here or elsewhere, the session devoted to consideration of the respective reports may have to be extended by one or two days. Whatever the arrangement adopted, the costs involved for the Organization and the obligations involved for the members of the Committee should be taken into account.

At its July 1974 meeting, some members of the Committee again expressed doubts about the real value of its recommendations to the other organs and to the Governments themselves. A comparative analysis of the resolutions forwarded by the Committee to the Council or Conference and those approved by the said Governing Bodies does not confirm this impression. For this analysis we have reviewed all the Executive Committee resolutions tabled between 1964 and 1974. In order to determine their outcome in terms of decisions taken by the Council or Conference we have classified them into the following four categories:

- a) those approved without modification;
- b) those involving a change of form only, that is, in which the essential facts and features arising from discussions were accepted without change;

- c) those involving basic modifications, where the Council or Conference either did not accept the proposal of the Committee, which is unusual, or edited it with substantial differences involving repercussions on the policy of the Organization and its subsequent instructions to the Secretariat; and
- d) those not forwarded: this is to a certain extent a miscellaneous group including resolutions of the Committee on questions examined in the following year in the light of new information; or not forwarded because their content was outside their sphere of competence; or as in the case of the Council meetings which followed the II and III Special Meeting of Ministers of Health, the time available in session did not allow for consideration of the matters proposed by the Committee.

Obviously, like any classification, this is an arbitrary one. Nonetheless it relates to the cardinal theme which is to determine to what extent the work of the Committee directly influences the resolutions of the Council and the Conference. On the basis of the foregoing categories, of the total of 194 resolutions tabled by the Committee between 1964 and 1974 and forwarded to the Council or Conference, 80% were approved without modification of substance or form and only 20% were substantially modified. The relevant data are given in the following tables:

DECISIONS ON EXECUTIVE COMMITTEE RESOLUTIONS
FORWARDED TO THE DIRECTING COUNCIL OR TO THE
PAN AMERICAN SANITARY CONFERENCE, 1964-1974

<u>Years</u>	<u>No Modification</u>	<u>Modification in Form</u>	<u>Modification in Substance</u>	<u>Not Forwarded</u>	<u>Total Resolutions</u>
1964	6	5	4	-	15
1965	4	9	3	2	18
1966	3	6	4	5	18
1967	4	6	5	6	21
1968	6	5	3	7	21
1969	9	7	9	2	27
1970	6	10	3	2	21
1971	11	1	2	9	23
1972	14	2	2	6	24
1973	12	6	5	1	24
1974	16	4	2	7	29
Total	91	61	42	47	241

PERCENTAGE DISTRIBUTION OF DECISIONS ON EXECUTIVE
COMMITTEE RESOLUTIONS FORWARDED TO THE DIRECTING
COUNCIL OR TO THE PAN AMERICAN SANITARY CONFERENCE

<u>Years</u>	<u>No</u> <u>Modification</u>	<u>%</u>	<u>Modification</u> <u>in Form</u>	<u>%</u>	<u>Modification</u> <u>in Substance</u>	<u>%</u>	<u>Not For-</u> <u>warded</u>	<u>%</u>	<u>Total Reso-</u> <u>lutions</u>
1964-1974	91	37.8	61	25.3	42	17.4	47	19.5	241

The outcome of any of these recommendations depends on its inherent quality, feasibility and the sphere of competence in which it was elaborated. Given the already stated advisory nature of the Committee it is reasonable to admit in principle that what it proposes is in general destined for ultimate decision by the other Governing Bodies of PAHO and WHO. It must be remembered, however, that on occasions even more important than the resolution itself is the analysis of the background, of which the resolutions are the synthesis. For this reason the views of members of the Committee as representatives of their Governments are of vital importance to the resolutions approved by the Council or the Conference. In that they act as specialists in the health field, their experience, translated as views, is of paramount significance.

The survey carried out indicated that normally the comments made by members of the Committee were satisfactorily answered during sessions or carefully considered by the Director and later embodied in the programs and projects of the following years. It has been customary for the Director and staff of technical and administrative departments to study the resolutions of the Governing Bodies in the weeks following the various meetings. From this study, which includes the suggestions of members of the Governing Bodies, there emerges the practical measures to be taken within the framework of the policy and objectives and methods of procedure of the Organization.

The presence of the Chairman or other Member of the Committee designated by him at the meetings of the Conference or the Council has not up to now been used to best advantage to emphasize the responsibilities assumed by the Committee in relation to its sphere of competence on matters included in the agenda of the other Governing Bodies. We believe that it is worth formalizing the activities of the representative to the Council. In general the representative should not feel limited to speak only when requested to do so but should ask for the floor whenever he needs to explain the activities of the Committee, or any other time he considers it necessary.

At the Conference the agenda is covered by two committees, and contains topics already studied by the Committee. The representative should express the opinion of the Committee before deliberations begin. This practice is successfully followed at the World Health Assembly.

This paper proposes that an ad hoc report be prepared by the Committee on its consideration of the Program and Budget and that this be summarized by the Chairman who would outline its essential features to the Council or Conference. This should also apply to the special studies here recommended for expanding the functions of the Committee for the benefit of the Organization as a whole.

The reading of the Annual Report of the Chairman of the Committee to the Conference or the Council is a long-established practice. Usually the report is approved without discussion, probably because it is essentially a narrative document without critical content. Undoubtedly this procedure could be improved if the Committee decides to expand its sphere of action within the terms of the Constitution. We would also suggest that members of the Committee consider the form of the presentation they wish to make to the other Governing Bodies through the intermediary of the Chairman. In other words, the Committee should outline its views and relevant questions, which would undoubtedly further the preparation of the report in that the essential comments made on the agenda would be included. Furthermore, if agreement was reached on greater participation of the Chairman or Committee member at the Council or Conference sessions, the Committee's commitment would be further enhanced.

The foregoing proposals are put to the Committee for consideration in accordance with the wishes of its Members, as expressed at the 72nd and 73rd Meetings. We believe we have correctly interpreted their genuine desire to place all their knowledge and experience at the service of PAHO and WHO as they exercise their responsibilities in their own Governing Body. If these proposals are accepted or modified, or if others are elicited as a result of study of this paper, the overall result will be to stimulate more dynamic activity on the part of the Committee, expand its sphere of action, raise its status within the Organization, and help it to contribute more actively in the areas of direction and orientation.

The implementation of these proposals does not require constitutional changes since they are based on current provisions. Their implementation will depend on the initiative of the Committee itself and the support it receives from the other Governing Bodies and the Secretariat.

Summary and Conclusions

The Constitution of PAHO defines the functions of the Executive Committee in an unequivocal manner, which does not leave room for alternative interpretations. According to that definition, the Committee is an advisory and auxiliary organ of the Council and the Conference.

The designation "executive" poses a purely semantic problem which does not change the nature and scope of the functions assigned to it within the general context of the legal structure of the Organization.

Just as the Conference and the Council are deliberative and directing organs, so too is the Committee; but it is so by delegation from those organs, since the majority of its decisions must be confirmed by one or the other.

Its function as advisor to the Conference or the Council may be the result either of an express request from them or of its own initiative. This provision offers broad and varied opportunities to the Committee and justifies a review of its responsibilities and the possible modifications and extensions thereof as suggested in this document.

The main function of the Committee is the consideration of the Program and Budget of the Organization, in which significant advances have been made over the last 10 years. This is brought to light by the analysis of the work undertaken by the Committee during that period: the survey shows that, of the resolutions tabled, 80% were approved integrally or with slight modifications of form by the Conference or Council. Furthermore, the observations of the Members were carefully considered by the Director and put into action with consequent effect on the programs of the following years.

Nonetheless this process can be improved and some suggestions to this effect are presented in this document.

As we have pointed out, in accordance with the provisions of the Constitution the Director is responsible for preparing the Program and Budget for a specific year, in consultation with the Governments, through a continuous step by step process, and in keeping with the form previously approved by the Governing Bodies. The Committee has the delicate and vital task of reviewing the Program and Budget in depth, in its entirety and in its essential components, whatever the financing sources; and in this task it enormously assists the final decision of the Council or Conference. This paper also provides a number of ideas on new approaches to carrying out this activity.

In addition to its principal function, the Committee may also provide valuable assistance by means of special studies or reports on technical, administrative or structural aspects, or specific activities of PAHO/WHO.

With this in mind, and indeed for the purpose of consideration of the Program and Budget, it should be stressed that it is essential that the Committee determine in advance those matters of interest to it and the nature and volume of information required so that the Bureau can provide it and thus further its conclusions.

The method of work followed by the Committee so far is the result of the self-imposed limitation of its functions. If these functions are enlarged along the lines proposed or in any other way, present procedures will have to be modified and improved for the good of the Organization.

The representative nature of the Committee, as opposed to that of the WHO Executive Board, is not a fundamental impediment to the performance of its functions, providing its members act, policywise, as independent health experts. This is what has happened in the past and experience has shown that it was a wise decision. We feel that this practice should continue and will be the more effective if the Governments designate health experts.

The suggestions presented in this paper do not require constitutional changes. If changes were at any time necessary in order to redefine or redistribute functions among the Governing Bodies, the strength of the natural laws or relationships between the component parts of a governing, directing and executing structure should not be overlooked.



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FUNCTIONS OF THE EXECUTIVE COMMITTEE

Proposed Amendment to Rule 14 of the Rules of Procedure of the Executive Committee

Rule 14

The Executive Committee shall be represented at meetings of the Directing Council or of the Conference by its Chairman. The Chairman may be accompanied by as many as two others appointed by the Committee from among its members. The Committee may also designate alternates in the event that either the Chairman or the other members designated are unable to attend the pertinent meeting of the Directing Council or the Conference.

The representative(s) of the Committee shall be responsible for making appropriate reports on the actions and discussions of the Executive Committee, containing such information as may be useful in the deliberations of the Council or Conference. In particular, the representative(s) of the Committee should present the Committee's views on the program and budget proposed by the Director, should summarize its essential features, and make recommendations on the proposed program and budget as a whole.



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FUNCTIONS OF THE EXECUTIVE COMMITTEE

Amendment to Rule 14 of the Rules of Procedure of the Executive Committee,
as approved by the Committee on 30 June 1975

Rule 14

The Executive Committee shall be represented at meetings of the Directing Council or of the Conference by its Chairman and by as many as two others appointed by the Committee from among its members. The Committee may designate alternates in the event that either the Chairman or the other members designated are unable to attend the pertinent meeting of the Directing Council or the Conference.

The representative and the other members designated by the Committee shall be responsible for making appropriate reports on the actions and discussions of the Executive Committee, containing such information as may be useful in the deliberations of the Council or Conference. In particular, the representative and the other members designated by the Committee should present the Committee's views on the program and budget proposed by the Director, should summarize its essential features, and make recommendations on the proposed program and budget as a whole.