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REPORT ON HEALTH ACTIVITIES CARRIED OUT IN CONFORMITY WITH THE CHARTER OF PUNTA DEL ESTE AND THEIR FUTURE PROSPECTS

The cardinal purpose of the Alliance for Progress, as set forth in the Charter of Punta del Este, is to bring a better life to the peoples of the Americas by accelerating economic social development. To achieve that purpose the American Republics have agreed to work toward certain fundamental goals in the present decade. They have recognized that in order to reach those goals the rate of economic growth in any country of Latin America must not be less than 2.5 per cent per capita per year and, more important still, that well-being and welfare can no longer be belated consequences of that economic growth. They have further agreed that there is a mutual relationship between economic development, living standards, and well-being and that, because past economic development has not automatically resulted in homogenous social betterment, economic growth must go hand in hand with social progress.

Health activities within the framework of the Charter

The objective of the Charter in the field of health is as follows:

"To increase life expectancy at birth by minimum of five years, and to increase the ability to learn and produce, by improving individual and public health."

To reach it, it will be necessary:

"... to provide adequate potable water supply and drainage to not less than 70 per cent of the urban and 50 per cent of the rural population; to reduce the mortality rate of children less than five years of age to at least one-half of the present rate; to control the more serious transmissible diseases, according to their importance as a cause of sickness and death; to eradicate those illnesses, especially malaria, for which effective cures are known; to improve nutrition; to train medical and health personnel to meet at least minimum requirements; to improve basic health services at national and local levels; to intensify scientific research and apply its results more fully and effectively to the prevention and cure of illness."^{1/}

The measures that Governments are recommended to adopt in this endeavor are set forth in Resolution A.2 Ten-year Public Health Program of the Alliance for Progress (See Annex I). They include the completion and expansion of projects under way, the formulation of projects for gradual development, and the preparation of national health plans for the present decade. However, it must be emphasized that "the formulation of plans should not, by any means, interrupt those activities aimed at the solution of current problems. On the contrary, programs should be continued and expanded not only because they serve an immediate social purpose but also because they will be included in a well conceived national plan." In the formulation and implementation of programs and in establishing systems of health planning the Pan American Sanitary Bureau has been assigned specific responsibilities.

This report on the activities the Bureau has undertaken in fulfillment of its responsibilities under the Charter of Punta del Este follows the same pattern as in Resolution A.2. It deals in turn with short-range and long-range measures, but only in broad outline, since the Quadrennial Report and Annual Report that will be presented at the XVI Pan American Sanitary Conference will contain both a succinct account of the background and a detailed treatment of current activities.

Continuation and expansion of current activities

The Bureau's current activities aimed at priority problems in all the major health fields in the Americas have been continued and expanded. Major advances have been achieved in malaria eradication programs, many of which are entering or have already entered the consolidation phase. Programs for eradication of Aedes aegypti have been strengthened, and activities in the field of yaws, smallpox, tuberculosis, leprosy, and other chronic diseases have been augmented. Advisory services for the strengthening of local and national health services have been improved and increased. Greater emphasis has been given to specific fields such as health statistics, medical care, nursing, mental health, and radiation protection, and occupational health. In the field of education and training special importance has been placed on promoting training of auxiliary personnel and advisory services have been continuously provided to professional and sub-professional schools. Detailed reporting of work in each of these areas will be found in the Annual Report of the Director for 1961, (Official Document No. 44). Special mention should also be made of water and basic sanitation projects, the formulation and execution of which have gained impetus since the Inter-American Development Bank and other institutions such as World Bank, Export-Import Bank, and Agency for International Development, have undertaken to finance water supply and sewage disposal projects.

As a result of the funds allocated for water in the Loan Program of the Inter-American Development Bank there has been already a substantial number of requests for loans for construction and improvement of water supply systems presented to the Bank from the Governments. In the preparation of an action on many of these requests the PASB has given help

through regular staff and short-term consultants to both the Bank and the Member Governments in the field of pre-investment studies, preparation of loan requests, and review of these requests. It is anticipated that the volume of this type of service will increase. With the construction now in prospect or in progress it is evident that there will be a growing demand for consultive services to assure adequate post-investment management, maintenance, and continued growth of the systems in response to need. To prepare for this the Organization has already added an Engineering Consultant specializing in management, and plans are being developed which will assure the provision of adequate consultant services as well as necessary training programs for the Member Governments.

In the field of research a further step has been taken with the establishment of an office of Research Coordination. This office is already reviewing health research programs and needs throughout the Americas with particular attention to manpower, material, and other research resources and requirements. This study is being done with the aid of specialized groups to deal with particular diseases or subject matter areas, and will be reviewed by the PAHO Advisory Committee on Medical Research, composed of some of the outstanding research scientists and administrators of the Hemisphere. From this will develop a program for PAHO which will permit the Organization to provide the greatest support to Member Governments in the field of health research. At the same time it is anticipated that this study will indicate further fields in which the staff of the Organization should engage in research, in collaboration with scientists of the Member Governments in projects of an international nature which must be carried out in order to contribute to this solution of health problems.

Projects for gradual development

Among the task forces for programming that were envisaged by Resolution A.4 (See Annex II) to undertake investigations and studies and, drawing on the experience of the Governments, to prepare reports and adopt conclusions of a general nature that might serve as a basis in preparing national development plans, the Bureau was assigned the specific responsibility of organizing the task force on health. The terms of reference of that task force were to analyze the above-mentioned general health objective of the Charter; to consider the most effective measures for reaching its component goals; and to formulate concrete recommendations for the Governments and for international health organizations.

Because the Charter's general health objective comprises several goals, it was deemed advisable to convene a number of advisory groups. In the past three months, these advisory groups, consisting of highly experienced persons from the countries of the Continent as well as from international health organizations, both public and private, have met and dealt in turn with environmental sanitation, medical care, medical education, nutrition, and health planning. Their reports are at present being reviewed and will be submitted to the Governments in due course. It goes without saying

that these advisory groups have sought to deal with the problems solely from a regional standpoint: it will be for the Governments themselves to translate their conclusions and recommendations into national terms.

In addition, the Bureau's staff working on information supplied by the Governments and by the field staff, have been engaged in similar studies of other problems that received high priority in the Charter, such as maternal and child health, malaria, smallpox, and tuberculosis, as well as leprosy, treponematoses, schistosomiasis, and plague.

These reports will, it is hoped, serve as guide lines for program planning and execution by the Governments and the international agencies collaborating with them.

Health planning

Among the major long term measures Governments were recommended to adopt were the preparation of national health plans for the present decade and the creation of planning and evaluation units in the Ministries of Health with appropriate representation in the national agencies for the overall planning of economic development and social progress, in order to ensure due coordination. Planning, the considered assignment of priorities for the allocation of resources, is not an end in itself; it is only a method, a mechanism for channelling investments towards the attainment of specific goals. But the process of planning is a dynamic one; for the attainment of one goal is but the starting point for the attainment of another. It is thus necessary to continuously review the progress achieved; planning and evaluation are therefore complementary, two faces, as it were, of the same coin.

The Bureau has already provided consultant services to the Governments of Haiti and the Dominican Republic to cooperate in the development of national health plans. Further steps are being taken to provide consultant services to Ecuador. Members of the Bureau have begun to work with the panel of planning experts established in accordance with the Charter of Punta del Este to consider the health aspects of the national development plans already presented by several of the Governments.

The Bureau has also made a start on arrangements for the training of the officials who will staff health planning and evaluation units. Negotiations have been completed with the Latin American Institute for Economic and Social Development, established under the aegis of the United Nations Commission for Latin America, and the Inter-American Development Bank, in Santiago, Chile, and the first intensive, three-month training course will be held in October 1962. The Bureau will provide 20 fellowships a year for the next five years to enable senior officials of Ministries of Health and members of the faculties of Schools of Public Health to attend those courses. Negotiations are now under way with the School of Hygiene and Public Health, Johns Hopkins University and AID to work out a joint short-term training course in planning for health personnel to complement that of ECLA. It is hoped that the first class of 20 can be instituted in early 1963 and that three-month courses per year can be given.

In addition, in association with the Centro de Estudios del Desarrollo (CENDES) at the Central University of Venezuela, in Caracas, a manual dealing with the principles and methods of planning has already been prepared and, after review and practical experience, will, it is hoped, serve as a guide in the formulation of health plans within the framework of national development plans.

Planning services

The Bureau's planning services are likewise being strengthened so that it may provide Governments with the advisory services they need in the field of health planning and may fulfill its role as the specialized agency for health planning in the Hemisphere. Moreover, consideration is being given to, and arrangements are being contemplated for, closer Bureau cooperation with the economic missions to the Member Countries in order to ensure that the health aspects of national development plans are taken fully into account.

Conclusion

These then are the main lines along which the Bureau has been working in fulfillment of its specific responsibilities under the Charter of Punta del Este. They are predicated on the conviction that health must take its rightful place among the components of economic development and social progress. In order for this to happen Ministries of Health must be sure that there is an understanding by decision making bodies of the interdependence between health, economic development, and social well being. There must be made known the fact that "improvements in health conditions are not only desirable in themselves but they are an essential pre-requisite for economic growth and that therefore they must be an integral element in any meaningful development program for the region."

In health planning the main tasks of Governments will be the establishment of priorities for the investment of resources, both those available domestically and those available in the international capital market; and it will be for the Governments to press, as they have done so successfully in the case of water, for the inclusion of further health projects in requests for loans from international credit institutions.

The Bureau's endeavors in the spirit of the Charter are thus already bearing fruit and are bringing home the realization that funds devoted to health are a form not of consumption but of investment, an investment that must be made if the objectives of the Charter are to be attained.

Finally in the spirit of the Charter of Punta del Este PAHO is moving forward in close collaboration with the other organs of the Inter-American system, the UN system, with the Governments, with the Agency for International Development and with other public and private agencies, foundations, and professional groups. The objective of this effort is to assist in bringing about the greatest returns to the Governments in terms of improved health for the citizens of the Americas, through, to quote from the Charter of Punta del Este, "the use of other means of technical assistance whether multilateral or bilateral available to the countries of this Hemisphere."

Enclosures: Resolutions A.2 and A.4

RESOLUTION A-2

TEN-YEAR PUBLIC HEALTH PROGRAM
OF THE ALLIANCE FOR PROGRESS

WHEREAS:

A mutual relationship exists between health, economic development, living standards, and well-being;

There is an agreement between the governments of the American States for the simultaneous planning of economic growth and social progress during the decade which started in 1960;

It is essential, for this purpose, that arrangements be concluded in advance for the preparation of national plans that contemplate the problems of primary importance to societies;

Programs in process of execution should not be interrupted while these plans are being prepared, but should, on the contrary, be extended to other communities, and other plans having economic and social significance should be undertaken giving priority to emergency plans in some of the countries;

It is essential to coordinate the various activities that contribute to individual and collective well-being, not only in national plans but also in projects that are already being carried out and in those to be undertaken in the future;

The Group of Experts of the Organization of American States on Planning for Economic and Social Development in Latin America determined "that improvements in health conditions are not only desirable in themselves, but they are an essential prerequisite for economic growth, and that therefore, they must be an integral element in any meaningful development program for the region"; and

The Council of the Organization of American States recommended that governments, in planning and negotiating the financing of their economic development, should include public health programs essential and complementary to their economic programs, and also recommended the technical advisory services of the Pan American Sanitary Bureau for the formulation of such programs (Resolution VII, Second Meeting of the Committee of 21),

The Special Meeting of the Inter-American Economic and Social Council at the Ministerial Level

RESOLVES:

1. To recommend to the governments the following long-term measures for the prevention of diseases, and the protection and recovery of health:

- a. To prepare national plans for the present decade.
 - b. To create planning and evaluation units in the Ministries of Health, with appropriate representation at the national agencies for the over-all planning of economic development and social progress, to ensure due coordination.
 - c. To improve the collection and study of vital and health statistics that will serve as a basis for the formulation and evaluation of national health programs.
 - d. To give particular importance to the education and training of professionals and their assistants who engage in activities related to the prevention and cure of diseases. To this end it will be necessary:
 - i. To determine the number of experts required in the various categories for each activity or profession;
 - ii. To provide in-service training to present staff members, and progressively train a minimum number of additional personnel; and
 - iii. To expand or create the necessary educational centers.
 - e. To improve the organization and administration of national and local health services by combining the functions of prevention and curing; to obtain a better return from medical assistance services; to create the necessary services gradually; and to ensure financial accessibility to therapeutic means for the prevention of disease.
 - f. To adopt legal and institutional measures to ensure compliance with the principles and standards of individual and collective medicine for the execution of projects of industrialization, urbanization, housing, rural development, education, tourism, and others.
 - g. To make the best possible use of information obtained through scientific research for the prevention and treatment of diseases.
2. To recommend that the governments carry out the following measures to take immediate effect:
- a. To complete projects that are now being executed, particularly those related to the control or eradication of transmissible diseases, sanitation, nutrition, medical attention, mother and child care, sanitary education, and other projects for the protection of health, giving priority to the emergency programs of certain countries.

- b. To formulate projects for gradual development for the following purposes:
 - i. To supply potable water and sewers for at least 70 per cent of the urban population and 50 per cent of the rural population during the present decade, as a minimum;
 - ii. To reduce the rate of mortality in children under 5 years of age to one-half of its present rate;
 - iii. To eradicate malaria and smallpox from the Hemisphere and intensify the control of other common infectious diseases, such as enteric ailments and tuberculosis;
 - iv. To make substantial improvements in the feeding and nutrition of the most vulnerable sectors of the community by increasing the consumption of animal or vegetable proteins, and
 - v. To take measures for giving increasingly better medical assistance to a larger number of patients, by improving the organization and administration of hospitals and other centers for the care and protection of health.
3. To establish as the broad goal for health programs during the present decade an increase of five years in the life expectancy at birth of every person.
4. To recommend that governments, whenever they consider it advisable, utilize the technical advisory services of the Pan American Sanitary Bureau, Regional Office of the World Health Organization, in the preparation and execution of the aforementioned plans. Furthermore, it is recommended that they give support to the projects of that organization for establishing systems of health planning in the countries of Latin America.
5. To recommend, furthermore, the use of other media of technical assistance, whether multilateral or bilateral, available to the countries of this Hemisphere.

RESOLUTION A.4

TASK FORCES FOR PROGRAMMING

RECOGNIZING:

It is essential to obtain adequate national programming in such basic fields as education and professional training, public health, labor standards and labor relations, marketing, cooperative movements, land use and land tenure, public administration, investment programming, mobilization of domestic resources, discouraging capital flight, incentives for suitable industrialization, housing and community facilities for low income groups, adequate credit facilities, and others;

The highly specialized nature of these subjects and their need for detailed consideration by experts is recognized;

In many cases analyses based upon field investigations and careful evaluations by experts will prove invaluable to governments in the formulation of national plans and programs; and

BEARING IN MIND:

That the carrying out of these studies would be included in the financing offered by the United States, referred to in Title Two, Chapter IV. 3 of the Charter of Punta del Este,

The Special Meeting of the Inter-American Economic and Social Council at the Ministerial Level

RECOMMENDS:

1. That the Secretary General of the Organization of American States immediately establish task forces to undertake investigations and studies and, drawing on the experiences of the member states, to prepare reports and adopt conclusions of a general nature for Latin America in the fields of education, land reform, and public health that may serve as a basis for the member states in preparing their national development programs. It is understood that studies will not be initiated in any country without the previous consent of that country.

2. That the task force on education study the status of educational development programming and the best means for improving it; propose promising projects of a regional character; suggest appropriate guidelines for the best uses of external assistance to supplement local resources; appraise all potential sources of external support from international and private organizations and the unique capabilities and best potential contributions of each; and formulate conclusions with respect to means

to secure a continuous, vigorous and well-coordinated total effort to advance educational, scientific, and cultural development throughout Latin America.

3. That the task force on land reform and agricultural development, in cooperation with the Economic Commission for Latin America, the Food and Agriculture Organization, and the Inter-American Institute of Agricultural Sciences, reach conclusions with respect to the best means of bringing about early and substantial increases in agricultural productivity and measures to assure that the benefits of greater productivity be available to those who work the land, and, in general, to attain the objectives set forth in Chapter I, paragraphs 5 and 6, of Title I of the Charter of Punta del Este.

4. That the task force on health, organized through the Pan American Sanitary Bureau, appraise prevalent problems, and suggest general lines of action of immediate effect in relation to the control or eradication of communicable diseases, sanitation, particularly water supply and sewage disposal, reduction of infant mortality and, especially, of the new-born, improvement of nutrition; and also recommend actions for education and training of personnel and improvement of health services.

5. That the General Secretariat, in collaboration with the Economic Commission for Latin America and the Inter-American Development Bank, identify additional subjects also needing most urgent attention at this time and promising most fruitful fields for action proposals, giving particular consideration to the topics listed in the first paragraph of the Preamble.

6. That the General Secretariat organize for these subjects, or arrange to have organized within the next six months, as many expert task forces as possible, consistent with the resources which can be allocated to these endeavors, such task forces to be composed of private specialists in each subject and of the government technicians deemed necessary as appropriate, in order to undertake investigations and studies leading to recommendations of a practicable nature.

7. That the task forces coordinate their efforts with the activities that, in their respective fields of action, are carried out by the United Nations and its Specialized Agencies.

8. That each task force submit a report to the Secretary General and to the Inter-American Economic and Social Council of its conclusions and such other reports as may be deemed appropriate.

9. That the Secretary General, through the Executive Secretary of the Inter-American Economic and Social Council, at the end of the six-month period, submit a progress report to the members of the Inter-American Economic and Social Council summarizing the progress made in carrying out this resolution.

10. That the Secretary General accept such resources as may be made available to the Organization of American States for the achievement of the aims and objectives of the Alliance for Progress and enter into agreements accepting contributions for specific activities.

11. That the contributions referred to in the immediately preceding paragraph be administered by the Secretary General under the authorization given him in Article 85 of the Regulations of the Pan American Union as special funds in separate accounts, and be utilized under the terms of such agreements and as directed by him.