



directing council

PAN AMERICAN
HEALTH
ORGANIZATION

XII Meeting

Havana, Cuba
August 1960

regional committee

WORLD
HEALTH
ORGANIZATION

XII Meeting



CD12/13 (Eng.)
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Topic 9: PROPOSED PROGRAM AND BUDGET OF THE PAN AMERICAN HEALTH ORGANIZATION FOR 1961

In accordance with the financial regulations the proposed program and budget for the Pan American Health Organization for 1961 was submitted to the 40th Meeting of the Executive Committee for examination. The recommendations of the Executive Committee are contained in its report (Document CE40/12, Rev. 1) which is attached hereto and is submitted in accordance with Resolution XIV which reads as follows:

"The Executive Committee,

Having studied in detail the provisional draft of the proposed program and budget of the Pan American Health Organization for 1961 contained in Official Document No. 28, with the modifications thereto appearing in Document CE40/3, both prepared by the Director; and

Considering the terms of Article 12-C of the Constitution and paragraphs 3.5 and 3.6 of Article III of the Financial Regulations,

RESOLVES:

1. To submit to the XII Meeting of the Directing Council the proposed program and budget of the Pan American Health Organization for 1961, prepared by the Director (Official Document No. 28 and Document CE40/3), together with the report, Annex I (Document CE40/12, Rev. 1), containing the observations and recommendations made by this Committee.

2. To recommend that the Directing Council establish the budget level for 1961 at \$4,800,000."

The proposed program and budget for 1961 contained in Official Document No. 28 and CE40/3, has been incorporated into Official Document No. 31, which has been distributed separately and is submitted for consideration by the Directing Council.



*executive committee of
the directing council*

PAN AMERICAN
HEALTH
ORGANIZATION

*working party of
the regional committee*

WORLD
HEALTH
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REPORT OF THE EXECUTIVE COMMITTEE TO THE DIRECTING
COUNCIL ON THE PROPOSED PROGRAM AND BUDGET OF THE
PAN AMERICAN HEALTH ORGANIZATION FOR 1961

Introduction

At the fourth, fifth, sixth, and seventh plenary sessions of its 40th Meeting, the Executive Committee examined the proposed program and budget of the Pan American Health Organization for 1961 (Official Document No. 28 and Document CE40/3), prepared by the Director of the Pan American Sanitary Bureau.

The Director presented to the Executive Committee some considerations of a general nature on the afore-mentioned proposed program and budget. In this respect, he recalled that a preliminary draft of the proposed budget, amounting to \$4,500,000 for program activities, was presented to the XI Meeting of the Directing Council for its consideration. This represented an increase of 9.76 per cent with reference to 1960, and an additional amount of \$300,000 was proposed for the Working Capital Fund, in accordance with resolutions adopted previously by the Governing Bodies in this connection.

The Council, in Resolution XXVI, pointed out that although the preliminary draft comprised well-conceived and much needed health projects, greater emphasis should be given to environmental sanitation activities. Also, having heard the opinions of several delegations that the difficulty their countries were having in meeting their quota assessments forced them regretfully to insist that there be no increases in the program for 1961, the Council resolved to take note of the aforesaid provisional draft and instructed the Director, in preparing his proposed program and budget for that year, and in his consultation with the governments on this matter, to give due consideration to the recommendations expressed by the various delegations with regard to the content and level of the budget. In accordance with the Council's instructions, the zone representatives were requested to keep in mind constantly the problem of budgetary limitations in their consultations with Member Governments. As the result of these consultations, and of personal interviews held by the Director, he has reached the conviction that the governments consider the projects included in the preliminary draft to be essential and that the governments are willing to endorse and support such an increase. Furthermore, an appreciable number of requests, amounting to over \$2,000,000, cannot be met even with the proposed increase. The Director, therefore, has deemed it his duty to present a draft program and budget at the same level as that foreseen in the aforementioned preliminary draft.

As for the nature of the 1961 program, he pointed out that, beside the normal development of activities in the fields of control and eradication of communicable diseases, strengthening of basic public health

services, and education and training, he would like to single out for special mention certain equally basic public health activities which the Organization had not previously been able to carry out because of limited resources. Among these are the expansion of nutrition work through the appointment of new advisers, medical care activities through the designation of a regional consultant, the intensification of tuberculosis and environmental sanitation programs, in accordance with the recommendations of the Governing Bodies, and the appointment of a mental health consultant for the purpose of meeting increased demands from countries for this kind of service.

General Comments

New Organizational Structure of the Pan American Sanitary Bureau

In response to a request, a chart showing the present organization of the Bureau's services was presented^{1/}. Under this structure, the Director, while he continues to assume the responsibilities assigned to him by the Constitution and the Governing Bodies, has delegated direct administrative and supervisory functions in the Bureau's activities, so as to allow him the necessary time for over-all direction of the Organization's work and for liaison with the Governing Bodies, the Member Governments, and the other international organizations related directly or indirectly with public health activities in the Hemisphere. Public Information, including Visual Aids, is the only office answerable to him directly. The functions related to field programs are now under the direct supervision of the Assistant Director and those related to planning, the establishment of standards, the evaluation methods, etc., are

^{1/} See Annex

under the Secretary General. As a result, the six zones offices and the El Paso Field Office come under the former, as does INCAP and the Pan American Zoonoses and Foot-and-Mouth Disease Centers. The Division of Administration is also under the Assistant Director since the greater portion of its work is related to field programs. To this Division, which comprised the Management and Personnel, Finance and Budget, General Services, and Supply Branches, has been added a Conference and Publications Branch, which carries out most of the activities of the former Information and Publications Branch.

Under the Secretary General are the Divisions of Public Health and of Education and Training, as well as the Reports Office. The Division of Public Health is comprised of the Communicable Diseases Branch (including the Epidemiology and Statistics Section), the Environmental Sanitation Branch, the Health Promotion Branch, and the Malaria Eradication Office. The Division of Education and Training comprises the Fellowships Branch and the Professional Education Branch; to the latter have been added the Library and the office of the Scientific Editor.

The members of the Committee took note of the structure as presented and requested that they be kept informed of any new change that may be introduced in the organizational chart.

Decentralization of Activities

At the time the items related to the zone offices were discussed, several members of the Committee referred to the cost of operating those offices, the extent to which the functions have been decentralized, and

the advantages this decentralization represents for the Member Governments.

Mention was made that it might be advisable to consider a possible reduction in the zone offices, by appointing a larger number of consultants or representatives in each country. It was pointed out that during the past few years the Organization has followed a marked trend toward decentralization, as reflected in the fact that in 1958, 44 per cent of the expenditures were for headquarters, whereas this percentage decreased to 39 per cent in 1959. At the same time, the portion for field programs increased from 49 to 56 per cent from 1958 to 1959. After some discussion on this matter, the Committee adopted a resolution requesting the Director to prepare a study on the financial and technical aspects of the present system of decentralization and submit it to the Executive Committee for consideration and appropriate action.

Relation between Salaries of International and Local Staff

In examining the budgetary items connected with the Zone I Office, in Caracas, the Committee asked why there are secretaries' salaries which are higher than that of the accounting and budget officer. In reply, it was pointed out that under the United Nations scheme, salaries of locally recruited personnel are net, while internationally recruited personnel receive, in addition to salary, certain allowances, such as post-adjustment (for differences in living costs in various places), dependents' allowances (e.g. for wife and children), assignment allowance (in lieu of transportation of household goods). As a result of these allowances, the total remuneration of the internationally recruited staff is generally in a proper relationship to that of the local staff. In the budget document the salary is shown

opposite the post and allowances are shown as a separate item. However, it should be borne in mind that the salaries of locally recruited personnel are computed in their entirety for pension purposes, while for international staff only basic salary, plus 5 per cent, is taken into consideration. Therefore, it can happen that the pension which a local staff member receives on retirement may be higher than that received by an international staff member, despite his higher grade. This problem is under study by a special committee of the United Nations.

WHO Regular Budget

Several members of the Committee called attention to the fact that the estimates contained in the WHO regular budget for the Region of the Americas for 1961 represented an increase of only 4.1 per cent over 1960. One delegate pointed out that a large part of the WHO budget increase had to go for the new building and that, with other demands on the budget, only a limited amount of the increase could be available for the regions. The Committee was informed that, because of the existence of the Pan American Health Organization, and the generous contributions of some Member Governments to the Special Malaria Fund, the Americas have an advantage as compared with that of the other WHO regions. Nevertheless, the portion of the WHO regional budget which this Region receives is comparable to that of other Regions. In this connection, the Director reported that he had requested the Director-General to increase the budget for program in the Region of the Americas for 1962 by at least 10 per cent, and that he is hopeful that this increase will be obtained.

Technical Assistance Funds

The Committee expressed its concern over the trend toward a reduction in the funds of the United Nations Technical Assistance Program assigned to public health activities, particularly in view of the fact that the estimates for 1961 for the Region of the Americas represent a decrease of 4.74 per cent as compared to 1960. In this respect, it was pointed out that the Director had forwarded a communication to the Member Governments requesting them to make a study of the health projects to be included in the Technical Assistance Program for 1962, and sent them a copy of Resolution IX adopted by the Directing Council at its XI Meeting, whereby the Director was requested to approach the Ministries of Health and of Foreign Affairs of the Member Governments for the purpose of having them, at the level of their National Technical Assistance Boards, strive to expand the public health programs. In the long run the proportion of Technical Assistance funds devoted to health within each country depends on the vigor with which the health authorities of the Member Countries press their case before these Boards. After careful study of this matter, the Committee adopted a resolution requesting the Director, in approaching the Member Governments of the Organization, to call attention to the reductions in the funds of the United Nations Technical Assistance Program which have occurred in the last few years with respect to public health activities, and to invite them, at the same time, to give these activities the priority they merit when planning their national Technical Assistance requests.

Smallpox Eradication

With reference to the smallpox eradication projects, attention was called to the persistence of this problem in some areas. Various factors, such as difficulties with regard to production, control, preservation and transportation of vaccines, as well as different social circumstances, have a bearing on this problem. A large part of the former difficulties have been overcome and the extinction of this disease in the Hemisphere is nearing reality. In this connection, it was pointed out that it would be advisable for the Organization, in the assignment of funds, to give preference to this kind of program in the countries that have already made a great effort in this regard, in order to help them reach a definitive solution. Stress was also laid on the advisability of establishing criteria governing the official declaration that smallpox has been eradicated in a country. The Director stated that, on the basis of the resolution adopted on this subject by the Directing Council at its last meeting, contact has been established with the WHO for the purpose of establishing uniform criteria. It is hoped that it will be possible to present a concrete formula in this respect at the next meeting of the Directing Council.

During the discussion of project Brazil-38, the representative of Brazil said that the Ministry of Health in his country has great interest in eradicating smallpox. The Oswaldo Cruz Institute had in 1959 succeeded in increasing the production of lymph for smallpox vaccine from 4,000,000 to 10,000,000 doses, and at the same time improved the quality of the vaccine. In addition, the laboratory in Rio Grande do Sul is producing lyophilized vaccine on a small scale. He expressed his appreciation for all the collaboration given by the Organization in this work.

Aedes aegypti

The Director stressed the fact that the Aedes aegypti eradication program is still one of the basic programs of the PAHO. It was established in 1947 by decision of the Governing Bodies and has been in continuous operation for 13 years. It can be affirmed that, in terms of territorial area, 80 per cent of the pre-established objective has been attained. In 1959 Guatemala and Honduras declared their territories free of Aedes aegypti. Colombia and El Salvador have completed their programs; only the formality of the official declaration is pending. Costa Rica and Chile are in the final phase of the program. Venezuela and the Caribbean area in general are well advanced in their programs. The problem has been reduced considerably in Mexico. And in 1959, the Government of Cuba decided to undertake an eradication campaign and will assign to it a sum of one million dollars annually. Also, at the meeting of the Mexico-United States Border Public Health Association held recently, the Surgeon General of the United States and the Secretary of Health and Welfare of Mexico exchanged views on this matter.

The Bureau has given impetus to the programs in operation and the governments show a constant interest in them. In order to protect the areas where A. aegypti has been eradicated, the Bureau makes available advisory services on the best measures to avoid reinfestation, although the best protection of course, will be the successful conclusion of the campaign throughout the Hemisphere. Approximately \$315,000 has been set aside in the proposed budget for 1961 for the aegypti eradication campaign.

During the discussion by members of the Committee, it was pointed out that Colombia has completed its campaign, with only certain investigations yet to be undertaken in the border area of Cúcuta in order to be able to declare the country free of A. aegypti. It is expected that this declaration will be made during the XII Meeting of the Directing Council. It was also reported that, to protect the country against the risk of reinfestation, agreements were signed with the countries bordering on Colombia. Funds assigned to date for the campaign against A. aegypti will be transferred, on completion of this campaign, to anti-trypanosomiasis activities.

Filariasis

In reply to queries raised on project AMRO-232 (Filariasis), it was stated that, although the project refers to all of Zone I, only limited provision has been made for fellowships because the consultant who is studying the problem has not yet submitted his report. The consultant will indicate in which country it is more advisable to start the project and, logically, this is the place to begin the fellowship program. However, if there should be more than one well-qualified candidate, it would be possible to grant more fellowships under the general fellowship program of PAHO.

Trepcnematoses Eradication

The Committee noted with satisfaction the progress made in the yaws eradication projects under way in the different countries. It was pointed out that the team provided for in project AMRO-160 has a

dual purpose: to ascertain the prevalence of this disease in some countries, as for example the Central American countries, where the extent of the problem is not well known, and to confirm the status of the eradication programs in Ecuador and Colombia, as well as in Haiti and the Dominican Republic, whose programs are already in the advanced phase. Evaluation will also be made of the programs in Trinidad and the other islands of the Caribbean.

In this connection, the representative of Colombia stated that it was important for his country that this evaluation team begin to operate at once, since extensive work for yaws eradication has been carried out along the entire Pacific coast, and particularly the Chocó region, and these are areas through which the Pan American Highway is to run in the near future.

Medical Education

The study of project Haiti-19 led to various observations and comments on medical education. In answer to a question as to why a project in so important a field was being reduced, the Secretariat explained that the project was initiated in 1955 after a visit by a WHO staff member, followed by a committee meeting in Haiti with the collaboration of ICA, the U.S. Public Health Service, and the Rockefeller Foundation, along with PAHO/WHO staff. Subsequently a long range plan of operations was developed and an agreement signed with the Organization. A visiting physiology professor was sent and several fellowships were awarded.

In 1959 the interested Government again requested the visit of consultants to the country to revise the plan since it was clear that the rate of development which had been foreseen could not be maintained. There is, at present, a plan under study which it is envisaged will be developed more gradually than the previous one. For this reason it has been decided to eliminate the post of one of the visiting professors.

The Director emphasized the importance given by the Organization to the problem of professional training of physicians. The scope of activities carried out in this field is limited only by the availability of funds in the budget. With those available at present, stress is laid as much as possible on assistance in the teaching of preventive medicine so as to give to the future physician an outlook that may be in accord with the social function he is to perform. The Director added that, if more funds were available, more emphasis would be given to the Bureau's collaboration in the development of the basic branches of medicine and this would extend to the entire process of medical education. The Director recalled that at the XI Meeting of the Directing Council he had suggested the advisability of creating a special fund for medical education activities, to which contributions could be made by private individuals and institutions and by official agencies, aside from ministries of public health. To date, the necessary information has been compiled and a study made of the manner in which contributions could be obtained for this activity, which is of transcendental importance for the Bureau with respect to the future.

Several representatives called attention to the importance of the Bureau's assistance in medical education activities and agreed with the Director in his affirmation that, insofar as possible, the Bureau should not be restricted to merely supporting a single facet of that activity, but should support the activity as a whole and cooperate so that the physician of the future may acquire an attitude in keeping with the development of public health. The good results of the Organization's work in this field have been noted in several countries and it is to be hoped that the activity may be continued and expanded as much as possible.

The Committee expressed its satisfaction with the Director's statements regarding the work carried out in connection with the project for the creation of a special fund for medical education and also expressed the hope that he may be able to report at future meetings on contributions to that fund.

Radiological Health

Explanations were requested on the addition of a second radiological health officer assigned to the Division of Public Health. In this connection, the Director stated that the Bureau had been in direct or indirect contact with 150 experts in this field to occupy the first post of radiological health officer approved by the Directing Council in 1957, but that it had not been able to fill the vacancy because of the competitive demand for qualified personnel. As a result, through a competitive selection among the Bureau's medical officers, the former chief of the Fellowships Branch was chosen and he

is now completing his training at the University of Rochester in the U.S.A. After that, he will participate in field activities for three or four months and will be ready to assume his functions toward the end of this year. The Director has reached the conclusion that the first activity the PAHO should undertake in the field of radiation is fundamentally related to the hazards to health through extensive use of X-rays. As a result, it is deemed advisable to have available the services of a health physicist specialized in these matters who could collaborate in all the activities related to ionizing radiation. The Committee was also informed that the Organization has, with respect to these matters, been in touch with the Inter-American Nuclear Energy Commission of the OAS, as well as with the Atomic Energy Commission of the United States. In addition, the World Health Organization has relations with the International Atomic Energy Agency. Through these contacts duplication of effort can be avoided.

Mental Health

In the study of project Venezuela-2 (Mental Health) the question was raised as to whether the consultant assigned to it is the same one who works at headquarters. The reply was to the effect that the officer referred to is not the Headquarters consultant but a special consultant who will spend two months in the country to study mental health problems. The headquarters consultant is responsible for the over-all mental health program and is therefore unable to remain in any one country for extended periods.

Chronic Diseases

In studying project Uruguay-16, the Secretariat reported that the Government of that country has shown increased interest in chronic diseases, as a result of the decrease in communicable diseases. Some 50 per cent of the deaths in Uruguay are due to diseases in the older age groups. It is therefore necessary to carry out a detailed study on chronic diseases, particularly cancer and the cardiovascular diseases. The problem in Uruguay is very different from that encountered in other countries of the Hemisphere, since over 75 per cent of the population reside in urban zones.

The Committee expressed satisfaction over the fact that the Bureau has initiated activities in this field.

Environmental Sanitation

Surprise was expressed that the program for sewage and stream pollution was so small in view of the Organization's interest in expanded work in environmental sanitation. In reply it was noted that the bulk of environmental sanitation work was carried out by the zone and project engineers and that this specific program, like the ones on Food Sanitation and Garbage Disposal, was planned to explore the field and to stimulate the interest of the Governments in this problem.

Furthermore, the Director noted that, in total, a substantial portion of the program and budget was planned for environmental sanitation, involving \$143,150 for specific projects, more than \$250,000 for the sanitation portion of integrated health projects, plus the efforts of the headquarters and zone engineering staff. To the foregoing should be added the generous contribution made by the Government of the United States, amounting to \$200,000, for community water supply development. Collaboration with governments in this field will include advisory services of experts in the administrative, financial, legal, and technical aspects, fellowships and other training facilities for national engineers, and the holding of seminars for engineers of both the public health services and the public works services.

In the discussion of project AMRO-62, it was reported that the activities to be carried out in collaboration with the Inter-American Housing Center, established in Bogota, would cover all aspects of both urban housing and rural housing, with special emphasis on the latter.

With respect to project AMRO-235, Food Sanitation, the Committee stressed the importance of such projects. It was explained that the consultant provided for this project will be responsible for studying municipal food sanitation procedures and for preparing a guide for the drafting of legislation on this subject and for establishing inspection

standards and procedures, to the end that the governments may review and bring up to date their own legislation. This is a new function and it is to be hoped that the standards set by the consultant will be of value to the programs of integrated public health services in which the Bureau collaborates.

The Committee was also informed that the Manual on Sanitation Standards for Tourist Centers will be published in the near future.

Administrative Methods and Procedures in Public Health

The Committee expressed interest in learning of the activities connected with administrative methods and procedures, since in the majority of the countries problems of this nature pose obstacles to the work of the public health services.

The Director recalled that the Directing Council, at its meeting in 1957, approved a resolution authorizing the Pan American Sanitary Bureau to undertake cooperative activities with the governments in this field. The Organization, he added, had already started such activities in that year in the malaria eradication field because, shortly after the start of this program, Member Governments realized that some of their most far-reaching problems were essentially of an administrative character. It might well be that countries of the Americas waste very large amounts of money because of administrative deficiencies. It is not the fault of the personnel, because they have not been offered the same training opportunities as those provided to the experts in the biological disciplines. Therefore, the Organization

considered that the way to meet the problem was to establish, within each country, training facilities for the majority of administrators, with training abroad for those in the higher echelon.

From this starting point, in 1959 the Chief, Administrative Management and Personnel Branch, carried out a survey on the public health administrations in several countries. He has this far visited the countries of Zone III and Zone VI. In the ten countries visited up to the present,

the ministers and national directors of health felt that the problem was of such importance that advisory services and training were urgently needed. In developing the program contact has been maintained from the very first with the United Nations Department of Public Administration in order to avoid duplication of effort. The Director also reported that a seminar has been organized for National Directors of Health and

Administrative Chiefs of the six countries of Central America and Panama. The seminar will take place in November 1960 at San José, Costa Rica in the School of Advanced Administrative Studies for Central America and Panama.

The usual system will be adopted of sending a consultant to make a prior visit to each of the countries, to gather data on the organization and methods used, and the seminar will be devoted to analyzing the administrative problems inherent to the national and local public health services of this area.

The Organization is certain that these activities will arouse increasing interest in the six countries and that the report of the consultant will clarify the specific conditions in each country for establishing

its own school for the training of personnel. In some countries of Latin America the teaching of administration is carried out by the Schools of Economics and, in others, the Law Schools. The Organization believes it necessary to utilize professors in public administration, as well as professors in public health as such.

El Paso Field Office

The representatives of Mexico and the United States stressed the unostentatious but very effective work being carried out by the El Paso Field Office. The border between the two countries extends for 2,000 miles, and last year there were at least 77 million crossings, which obviously aggravates public health problems. They also called attention to the importance of the activities of the U.S.-Mexico Border Public Health Association, whose success is due, in large measure, to the work of the El Paso Field Office. As an example of the excellent coordination established between the public health services on both sides of the border, mention was made of the recent outbreak of rabies which was rapidly brought under control through the efforts of the respective national and local authorities and the cooperation of that Office.

Intercountry Projects

Several delegations expressed interest in the criteria used in developing intercountry as distinct from country projects. It was noted that in certain areas the geographic, linguistic, and cultural conditions may favor the development of intercountry projects. It was also noted

that in Zone III, for example, because of geographic features and the fact that the same language is spoken throughout the zone, conditions are particularly conducive to intercountry collaboration, which explains why there are eleven such projects there. In other zones, such as Zone I and Zone II, the problem is very different since the countries comprising them are widely separated geographically and several languages may be spoken. In this connection, it was pointed out that there is no policy reason why, under appropriate circumstances, a country outside a zone may not be invited to participate in a project in that zone.

Boletín of the Pan American Sanitary Bureau

The Committee stressed the importance of the PASB Boletín as a source of information for the public health service personnel throughout the Hemisphere. In this connection, the Committee recommended that in the future a section be carried in the Boletín that would give wide coverage to the meetings of the Governing Bodies, the activities of the Organization, and its relationship to other international agencies in the Americas.

The Committee was informed that although the budget shows a slight reduction in the amount for the Boletín the fact that possibly it will be published in the future outside the United States, at reduced cost, will allow increase in its size and press-run.

Working Capital Fund

The Committee carefully studied the proposed contribution from the regular budget of \$300,000 to the Working Capital Fund, pursuant to the

resolution adopted on this subject by the Directing Council. It was pointed out that, even with the transfer to the Fund of the surplus from the previous fiscal year, the Fund does not reach even half the authorized level of \$2,460,000 for 1960.

Several members of the Committee expressed concern over the fact that additional amounts would have to be assigned in future years to the aforesaid Fund, if there is no improvement in the collection of pending quota payments. In this connection, stress was laid on the need for the Member Governments to make every possible effort to make payment of their quotas, which would make it possible to raise the Fund to the established level.

Recommendations

The Committee accepted the various parts of the proposed Program and Budget as constituting an adequate and satisfactory whole. The members of the Committee agreed that the budget level proposed for 1961 was necessary for the proper development of the Pan American Health Organization and the Committee recommends its adoption to the Directing Council.

On the other hand, the Committee expressed concern relative to future increases in view of the need to respect the limitations in the financial capacity of governments. It was recognized, nevertheless, that the program and budget of the PAHO could not be static in the face of the constantly expanding interest of governments in solving public health problems. The Committee, therefore, recommends that the Director keep these two factors in mind in preparing future programs and budgets.

ORGANIZATIONAL CHART OF THE PAN AMERICAN SANITARY BUREAU

