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COLLABORATION OF THE PAN AMERICAN SANITARY BUREAU IN ADMINISTRATIVE
PRACTICES OF NATIONAL HEALTH SERVICES

The Director has the honor to present a report on the PAHO program in public administration which derives from a resolution of the X Directing Council of the Pan American Health Organization in 1957. This resolution, No XXXV, as approved by this Governing Body of PAHO, stated:

"THE DIRECTING COUNCIL,

Considering that the progress made by the public health services has demonstrated the growing importance of administrative functions;

Recognizing the need for improving, in the national health services, the administrative machinery and procedures necessary to ensure the efficient operation of the programs; and

Considering that it is essential to offer the administrative personnel opportunities for training and for specialized study,

RESOLVES:

1. To recommend that the Member States give their attention to the improvement of administrative practices related to public health programs.
2. To give emphasis, within the general policy of the Pan American Sanitary Bureau, to collaboration in matters concerning administrative methods and procedures in public health services.
3. To request the Director, when preparing the program and budget, to take the necessary steps to provide this collaboration on a gradual basis."

The action by the Directing Council established the basis for the current program in advisory service in administration and gave impetus to the efforts in this direction which had started shortly before the meeting.

First Developments

As a first effort, in mid-July 1957, just two months before the meeting of the Directing Council, the Bureau had initiated the program of consultative assistance in public administration to the Member Governments of PAHO by the inclusion of an element for administration in the malaria eradication programs being undertaken by a majority of the countries of the Hemisphere. Two persons were appointed as administrative consultants, one with assignment to the PAHO Zone III area, covering the countries of Central America and Panama, and another with a base in Lima, assigned to the PAHO Zone IV, covering certain of the countries of Western South American and Paraguay.

The responsibilities of these two administrative consultants were founded, in the main, on tendering advice and consultation on the entire range of administration of a public health campaign whose success would be, in heavy measure, related to good management. The PAHO consultants advised on the development of budget estimates, the institution of budgetary and financial control systems, the creation of procurement and supply facilities, space and transport management, records and the operation of personnel systems, reports practices, and other aspects of the administration of an activity wherein logistics (and the daily movement of persons, supplies and materials) were of fundamental concern. A third consultant, appointed in 1957 in Haiti, undertook to give such advice and, in addition, assumed direct operating responsibility for the coordination of the internal administration of the campaign. In these activities, the PAHO consultants, at times, joined forces with representatives of the United States International Cooperation Administration, who also were giving counsel to some of the malaria campaigns, and related their efforts to the broader trans-ministerial programs of consultative service in public administration of both ICA and the United Nations.

In 1958, the problem of advising in transport management having become greater than the competence and the available time of the three consultants, a specialist in this field was added to the group of administrative consultants in the PAHO malaria eradication campaign. His area of responsibility covered automotive, maritime, and aerial equipment, such beasts of burden and transport as were required for terrain impassable by motor vehicles, and the personnel handling these activities. The post of advisor in transport management has continued to this date and is concerned with advising countries on the care, maintenance, and utilization of the more than 4,078 vehicles and 3,786 beasts of burden and transport in the national malaria campaigns, the training and supervision of transport and

maintenance personnel, and the facilitation of operations of the malaria program through the most effective and economical employment of men and equipment.

The administrative consultants in the malaria program gave considerably of their time in training national malaria administrative personnel and assisting the latter in the establishment of continuing training programs for subordinate personnel. For the most part, these training programs were of the on-the-job type, but formal international training meetings on administration were held in Tegucigalpa and Port-of Spain in 1958 for the administrators of the programs in Central America (PAHO Zone III) and the PAHO Zone I (Venezuela and the Caribbean dependencies of the United Kingdom, the Netherlands, and France) countries respectively. Similar international meetings on transport were held in Lima, Tegucigalpa, and Port-of-Spain in 1958 for the transport officers of campaigns in South and Central America and the Caribbean.

Administration also was included as one of the parts of an English-language training program for senior officers of malaria eradication campaigns established in Kingston, Jamaica, under the sponsorship of ICA, PAHO, and WHO and co-administered by the first two agencies. Ten half-days of a 12 week course were set aside for administration in a course directed toward giving the malariologists, engineers, entomologists and others from the Eastern, as well as the Western Hemisphere, a grounding in basic administration. A senior administrative officer of PAHO, at times assisted by ICA administrative officers, gave the sequence in administration, which featured an historical introduction to public administration, with emphasis on principles and the historical development of the discipline of administration. Particular sessions were set aside for the major elements of administration --policy and doctrine, legislation, malaria's place in the total government program and budget, supervision and direction, planning, budgeting, finance, personnel, procurement and supply, transport, communications and records, space and property, and organization and methods. The presentation of each area of the administrative discipline was developed from the point of view of principle and general significance, and then presented in detail in relation to the prosecution of a malaria eradication campaign. The case study was employed as a basic technique and every effort was made to adapt universal principles to the varying requirements of malaria eradication campaigns undertaken in countries vastly different in administrative development, but concerned, in common, with the problem of malaria. Of special interest to public administrators was the emphasis in the teaching at the Malaria Eradication Training Center on the use of other than modern techniques, for many of the campaigns were in operation in countries where automotive equipment could not be used and where transport required beasts of burden or human carriers and where modern communications had to give way to runners. The range in presentation necessarily ran the gamut from the use of most modern techniques and equipment to the effective employment of practices in use several millenia.

A similar, but abbreviated course, was given from 1958 through 1963, at the MEIC to sanitarians, who have administrative responsibility at a somewhat lower level than the malariologists, engineers, and entomologists. The presentation emphasized the managerial activities of the sanitarians and special review was given to supervision, reporting, and other activities of the foreman range of endeavour, in addition to a short period on a number of the items in the curriculum for the senior personnel.

UN-PAHO Agreement

In 1959, discussions were held between the Director of the Pan American Sanitary Bureau and officials of the Division of Public Administration of the United Nations, concerning collaboration in the field of public administration for the ministries of health of the Americas. It was agreed that there was an area of common interest and that the plans of PAHO for rendering advisory service in administration to public health ministries in the Americas would in no way conflict with the activities of the United Nations in giving general advisory services in administration to these governments.

During these discussions the Director noted PAHO's interest in surveying the state of administrative organization, staffing, and procedure in the ministries of health and of determining means of assisting the governments in the betterment of these services. He also declared the need for reviewing the educational facilities in the countries of the Americas for training administrative personnel and for assisting institutions in their efforts to provide such training. It was agreed in September 1959 that PAHO and the United Nations could be of mutual assistance and that a common effort would be in the interest of the Member Governments of both agencies, since the United Nations' programs and PAHO's complemented each other, and working arrangements could be established for cooperative effort.

The current program represents a unique example of inter-agency collaboration in the field of public administration by agencies of the Inter-American and United Nations systems.

Survey of Situation and Recommendations

The PAHO Zone III (Central America and Panama) and Zone VI (Paraguay, Uruguay, Argentina, and Chile) were selected in 1959 as first areas for consultative service and it was agreed that a representative of PAHO should visit these countries and undertake a review of the organization, processes, and staffing of the administrative machinery of the health services, of opportunities for training in administration, and offer recommendations as to points and activities of concentration.

These surveys confirmed the need for assistance at the earliest practical moment. As a result, it was recommended in 1960 that PAHO in

collaboration with the United Nations, go forward on a modest, multiphase program of assistance in public administration. The essence of the recommendation included the following: (i) consultative service to ministries of health, (ii) sponsorship of meetings and seminars, (iii) assistance in training, including granting of fellowships and scholarships, (iv) preparation of manuals and guides, and (v) establishment of a clearing house of information on administration and management for the health services of Latin America. It was also recommended that the activity be coordinated at Washington headquarters under a chief of administrative consultative services. This arrangement came into being in 1961, but in 1962 the post was abolished and the program direction was assumed by the Chief of Administration of PAHO. The program recommendations were approved, have become the objectives for the current program of PAHO in this field, and have been reflected in the several budgets of the Organization since the date of approval.

Consultative Services

Progress toward the realization of the several goals in this program of assistance has been geared to the availability of funds and professional competence -- twin factors of meaning for international agencies as they are for other enterprises. In the area of consultative service, assistance has been given the Ministry of Health of Paraguay from 1958 to 1963. The consultant, who concluded his work in 1963, aided specifically in the establishment of a system of programming and budgeting, a personnel office and system of personnel records, procedures for financial accountability, and a transport system and motor repair facility, in addition to serving as adviser in all aspects of management and administration to the senior officers of the ministry.

Assistance was given the Chilean health service in 1961-62 by a consultant in personnel management who surveyed the legislation and practice of this establishment and offered recommendations on the introduction of a program fitted to the requirements of the service. In addition, in 1964 a short survey of the records management system was undertaken.

A survey was made of the administrative services of the Ministry of Health of the Dominican Republic in 1963 and a report was submitted including suggestions as to priority activities to be undertaken in a program for the betterment of these services. In 1964, a consultant was appointed to the post of advisor to the Ministry in all aspects of administration. In addition, a consultant was appointed to assist in the administration of the malaria eradication campaign.

Assistance in the formulation of health legislation in Trinidad was initiated in 1959. Another consultant in administration during 1961-62 advised two provincial governments in Argentina on legislation to strengthen the structure and process of local health establishments. Amendments to

sanitary codes were also formulated in El Salvador, Honduras, Guatemala and Costa Rica. Assistance in the field of public health legislation were undertaken in Jamaica in 1962.

A survey was made in 1961 of the administrative services of the Ministry of Health in Haiti and the advisability noted of assisting that ministry in its program of administration.

Advice was given the Government of Peru in 1962 by three consultants who served on an expert committee on the reorganization of the Health Ministry. Since that date an administrative consultant has assisted in broad coverage, including legislation reform, modernization of personnel processes, introduction of program budget, development of accounting support services of the program budget, and procurement and supply systems.

In 1963, a consultant was appointed to Zone VI and undertook to build on the work accomplished in Paraguay and to initiate work in the other countries of the Zone. In Uruguay a study was undertaken of records management and in Argentina a broad training program was initiated. In Paraguay, concentration continued in the budget and personnel fields. In addition, during 1963 a consultant performing similar functions was appointed to Zone I.

Later in 1963, a consultant entered on duty in Zone III. As a first effort, he coordinated planning of the May 1964 meeting in Guatemala for the ministries of the countries of Zone III. In addition he began concentration on several specific areas of activity in the Zone.

In Panama, consultative service in both the general and malaria fields moved at a rapid pace in 1962 and 1963 and a significant beginning was set in training and operation effort in both areas.

During the period 1960-62, the areas of interest of the three consultants then employed in the general aspects of administration of the malaria campaign and the expert in transportation of the malaria eradication program of PAHO were enlarged to permit service to the ministries as a whole. This action made possible assistance to the general health establishments in Peru, Ecuador, Bolivia, and Colombia, as well as to the malaria eradication programs in these countries.

In addition, during 1962, it was sufficiently apparent that the consultative service of PAHO in the burgeoning community water program in which this international agency is assisting governments in the planning of urban water establishments, urgently required administrative talent. A consultant having regional responsibility for advising all Member Governments in the Hemisphere was employed and undertook to give advice and counsel to a number of countries on the organization and management of water works.

During 1960, the Organization devoted considerable time to the study of water-financing methods. A course on the financing and administration of water supply was given at the Robert A. Taft Sanitary Engineering Center, Cincinnati, Ohio, with 35 engineers in attendance. A similar course was held in the School of Engineering, University of Mexico, Mexico City attended by 60 engineers. A third course with 65 engineers in attendance was held at the School of Hygiene and Public Health, University of São Paulo, Brazil. In addition, a seminar on water rates was conducted at Montevideo, Uruguay in 1960 with 60 engineers participating. Short-term consultants in organization and finance were provided to assist with the development of a full water supply and sewerage disposal system in Arequipa, Peru.

During 1961, consultant services on the legislation, organization, and financing of public water supply services were provided to Bolivia, Peru, Colombia, Costa Rica, El Salvador, Haiti, Panama, and Venezuela, and the islands of Saint Lucia and Grenada.

Throughout 1962, consultative services related to all phases of the administration of water supply and sewer disposal continued to be rendered to many of the governments. In addition, numerous publications and guides pertaining to the water supply organization, financing and suggested procedures on administrative matters were issued.

By the year's end, it was evident that the burden on the regional consultant was too great and plans were completed to assign another administrator. This assignment was made on a provisional basis on 1 February 1963, immediately prior to a meeting on the administration of water works held in Medellin, Colombia, on 11-23 February 1963. Definite assignment of the new consultant was made effective 1 April.

By June 1964, PAHO had 9 administrative consultants giving service to its Member Governments in general administration, malaria eradication, and community water supply programs. It was recognized that such advisory service was still in a first stage, and that time and experience would offer proof of the merit of this as of other efforts, in international consultation in public health.

Meetings and Seminars

By May of 1964, PAHO, in cosponsorship with the United Nations, had held four major international seminars on the organization and administration of public health services. The first of these, for the countries of Central America and Panama, was held at the Advanced School for Public Administration of Central America (ESAPAC), San José, Costa Rica, 14-25 November 1960; the second, for the countries of South America, was held from 3-7 December 1962 at the Luis Angel Arango Library of the Bank of the Republic, Bogota, Colombia; the third, held at the University of the West

Indies in Kingston, Jamaica in November 1963, for the English-speaking countries of the Caribbean, and the fourth, held in Antigua, Guatemala, in May 1964, as a follow-up to the 1960 Central American Meeting. Attending these meetings were officials at the ministerial and director-general levels and the senior administrative employees of the ministries of health. Also in attendance were representatives of the United Nations and PAHO who organized the meetings and contributed papers which served as the basis of discussion.

The meeting at San José, was two weeks in duration, and featured reports by each of the country representatives on the state of the administrative machinery and of the organization of the Ministry. These reports were uniformly detailed, frank and represented a keen appreciation of the situation in each of the ministries. They covered background information on the geography, population, mortality and morbidity, and then referred in extenso to the structure, organization, assignment of responsibility, levels of authority, and procedures of the health service. Additional information was rendered on legislation, financing, budget patterns, personnel recruitment, placement, salary and classification, tenure, and training, procurement and supply, property management, and the general service functions. Following detailed preliminary survey and discussion with a meeting coordinator in the months prior to the meeting, each of the countries presented a written report, several running more than 100 pages of statistical and narrative detail, of invaluable information for an understanding of the operation of these agencies. The oral reports, synthesizing these submissions, gave emphasis to conditions of special meaning and served as a connective bridge to similar offerings by other delegates.

Following these national reports were a series of technical papers on a variety of subjects. Included among these were presentations on "Organization and Coordination", "Control, Inspection, and Audit of Public Health Services", "Importance of Systems of Registry, Evaluation and Information in Public Health", "Systems of Procurement and Supply in Public Health Services", "Administrative Aspects of Local Public Health Services", "The Administration of Personnel in Programs of Public Health", "National Health Planning in Honduras", "Financing and Budgetary Administration of Public Health Programs", "The Fellowship Program of PAHO", and "Training in Public Health". The technical discussions, as well as the national reports, elicited many interventions and wide participation by both the specialists in public health and those in public administration. The final report, a succinct five and a half pages in length, stated with cogency and directness the sense of the meeting.

It was recognized in this final report of the San José meeting as basic to good administration of health establishments that there be adopted and applied technical norms and procedures based on modern principles of public administration, in order to achieve desired program objectives in public health with a maximum of efficiency. Organization and coordination were emphasized, and it was held there was a need to unite

technical and administrative functions within a harmonious plan. It was also felt a prime requirement that there be promulgated regulations defining with clarity these technical and administrative functions and giving officials authority commensurate with the responsibilities assigned them. Mention was made of the general lack of uniformity concerning the administrative structure within the ministries of health.

It was clear that administrative units were to be found in the countries at various levels. In some countries they also served as the private office of the minister and were so designated. The conclusion reached on this point was that within each public health department an administrative unit should be established, with the scope and extent of the programs for which the department was responsible.

The need for relating organization and administration to planning, programming, and operation also was noted. It was maintained there was a lack of coordination which led to duplication and confusion in the discharge of administrative responsibilities at various levels. The evaluation of progress on program objectives was held important, as was the necessity for the modernization of sanitary codes.

It was stated in the final report of the San José meeting that a career service in health was necessary. It was maintained that another clear need was the establishment of offices for personnel and of the introduction of modern personnel practices. Emphasis was given to the desirability of the creation of merit systems, full-time service, and training programs.

Basic planning with more appropriate financing was also demarked as important to the proper functioning of the public health service. Further, it was averred that funds appropriated for the health services should be utilized for the prosecution of those services, and not for other activities. It was felt that the budget estimates should contain sufficient information concerning program and should be an effective guide for operations. It was held that consideration should be given to the introduction of a program type of budget.

The final report of this meeting also noted the particularly important role of proper procurement and supply procedures in the health services. It was felt that modernization was required in these fields and that systematization and standardization were also of great consequence.

For all areas of administration, it was asserted that steps should be taken to establish proper offices with clearly defined responsibilities and staffed with trained and competent personnel appointed to these posts on the basis of qualification. In conclusion, it was recommended that the directors of health bring this report to the attention of the ministers of health of their respective countries and that the latter make this subject of discussion at the next meeting of Ministers of Health of Central America and Panama to be held in Tegucigalpa, Honduras, in 1961.

The action recommended to the ministers was followed and at the VI Meeting of the Ministers held a few months later, a resolution was taken that "there existed an imperative necessity for implementing the principles and norms of administration in order to achieve the greatest success in the programs and campaigns in public health". The final report of the seminar in San José was approved and a series of 12 recommendations, covering most major areas of administration, were adopted. These reflected the recommendations contained in the final report of the San José meeting and added, in conclusion, "That note was taken of the offer of the PAHO to give technical assistance to the ministries in matters relating to public administration".

The second seminar in the program under the sponsorship of the United Nations, PAHO, and the Government of Colombia was held in Bogotá from 3-7 December 1962 for the health ministries of South America. More than 60 persons participated in this meeting in the conference suite of the Luis Angel Arango Library of the Bank of the Republic, including representatives of national and local governments, and members of the secretariats of several international agencies. Seven basic areas of public administration were reviewed in their relation to public health, and the interdependence of public health and public administration was established as a fundamental requirement for the health services of South America.

The tone of the meeting was established in the lead presentation by the Director of the Ministry of Health of Colombia who traced the development of the current structure and operation of the Colombian health establishment and set the basis for a discussion of the organization, levels of responsibility, delegation of authority, financing, planning, staffing, and systems of operations of the South American ministries of health. The following papers were then presented: "Organization and Methods in the Administrative Problems of Health", which emphasized the need for continuing analysis of structure, process, and technique in order to achieve effective performance and maximum utilization of funds in the health ministries; "Budget and Finance in the State Health Function", in which the essentials of planning and budgeting were reviewed and the relation established to the general national efforts in planning under the Alliance for Progress; a study on the management of personnel, as well as an analysis of the particular problems of procurement and supply in health establishments.

The management of buildings and installations was discussed and emphasis was given the capital investment of health establishments running into thousands of millions of dollars. Participants were called upon to hold constantly before them their responsibilities as managers of tremendous public enterprises. Other papers noted the importance of records, communications, and related activities, and of transport management.

The final report of the Bogotá meeting called for the initiation of programs of planning for health, and reiterated the intimate association of the national plans in health to total economic and social planning now being pressed vigorously in each of the countries of South America as part of the Alliance for Progress. It was emphasized that all ministries had need of administrative as well as technical establishments, placed significantly in the agency hierarchy and staffed with trained, professional administrators. It was recognized that every effort should be devoted to the introduction of effective budgetary and financial processes, from estimate through expenditure control, and that these processes should be employed in the continuing evaluation of program performance.

In this report, it was also declared necessary to apply modern principles and techniques of personnel administration to the public health services, including the establishment of career service for health personnel of all ranks, and the initiation of programs of training for personnel at all levels in these ministries. The important and unique role of procurement in health establishments was reviewed and it was recommended that systematization, standardization and modern methods be introduced at an early date. The compelling need for organization and methods work as a continuing process was also asserted, and it was indicated that steps should be taken to establish organization and methods units in the ministries of health. It was further recommended that there be introduced manuals of operations defining functions, responsibilities and authority of hierarchal levels and of units of organization, detailing policy and process.

Attention also was given in the final report of this meeting to the tremendous capital investments in buildings and installations and the cost of maintenance. It was held fundamental that both short and long-term plans be established to cover these activities, such plans being coordinated with total national planning in the construction field. Mention was made of the effort in the general services field, especially of the need for upgrading the character of services in the automotive and the archives and records fields. As a concluding recommendation, it was suggested that a meeting be held under the auspices of PAHO, with the object of reviewing administrative terminology currently in use and of establishing a uniform nomenclature for the administrative elements and activities in the field of public health.

The third in the series of seminars was held in Kingston, Jamaica, 18-22 November 1963, at the University of the West Indies. The series, sponsored by the United Nations and the Pan American Health Organization, had as co-sponsors the Government of Jamaica and the University. Based upon papers presented and discussions held, the representatives of 16 Caribbean countries approved a series of recommendations relating to the several topics under discussion. The most important of these were directed toward the place of health in development and the management of health establishments. It was declared that health is of first importance in socioeconomic development and that every effort should be extended to place a health personality

in the governmental central coordinating committee on development, in establishing planning units in health ministries, and to creating health plans and assuring their incorporation into overall government plans.

It was asserted, as well, that health was a large enterprise in the public sector and required managerial talent. The role of administration in health had been neglected and there was a need to provide adequate structure and staffing in order to achieve a balanced health organization. Recommendation was offered that the PAHO/WHO, the UN and the University of the West Indies undertake studies of alternate patterns of organization and procedures of the health establishments in the Caribbean with the end in view of establishing general guide-lines for the governments represented at the meeting.

It was affirmed that planning was fundamental to the effective management of the health establishments. Planning should start at the bottom of organization and must concern every echelon and every activity. It was declared that a planning course for health personnel in the Caribbean was sorely needed and PAHO/WHO and the University of the West Indies were called upon to take steps to establish such a course.

Program budgeting was recommended as an essential to the success of planning and the management of the health establishment. PAHO/WHO was asked to study health costs in the Caribbean in order to arrive at norms for the health services. A career service in health was declared a requirement, and tenure and remuneration, especially, were noted as areas necessitating consideration and remedial action. Adequate provision for coordination also was held necessary at every level of operation.

It was maintained that the governments of the Caribbean should exchange statistical and narrative information on health, with PAHO/WHO acting as clearing house and coordinator of the effort.

Legislation was held basic to the success of many of the efforts in health. Consideration, it was felt, should be given to introducing such legislation and regulations in order to have an authoritative foundation for action.

It was declared that the seminar was very valuable and that another should be held within a two year period. The UN and PAHO/WHO were requested to use their good offices to insure this future meeting. It was further requested of PAHO/WHO, UN, and the University of the West Indies that they undertake steps for such a meeting.

The fourth meeting on the organization and administration of public health services, for the countries of Central America and Panama, was held in Antigua, Guatemala, 18-23 May 1964. The meeting was sponsored by the Government of Guatemala, the United Nations, and Pan American Health Organization.

The meeting was directed toward three basic objectives: (1) a review of the progress in the betterment of administration in the health services since the earlier meeting in San José, Costa Rica in November 1960; (2) an in-depth treatment of the administration of personnel, and (3) an analysis of planning in health as an element in socioeconomic development in Central America and Panama.

The final report of the meeting indicated that progress had been made in the modernization of sanitary codes in several countries and the general movement forward in planning in all of the six countries. In addition, certain advances had been made in individual countries in some areas of administration, but in the main there remained considerable to be accomplished to meet the goals established in San José in 1960 and reaffirmed at the VI Meeting of Ministers of Health of Central America and Panama in 1961 in Tegucigalpa, Honduras. The objectives of San José and Tegucigalpa were redeclared and it was agreed every effort would be pressed to achieve them.

Training

The third of the major activities in the PAHO program for assistance to ministries of health in the field of public administration is in the training of administrative staff. In a number of countries, of which Chile is a prime example, opportunity existed for the training of administrative personnel at academic institutions and on the ministry site, but such efforts were not continuous and where they existed were only for certain elements of the staff. In order to meet this critical need and to complement the national programs in training, provision has been made in the PAHO budget, as part of the regular fellowships activities of the Organization, for a limited number of awards for administrative personnel of the national health services. To date, since the origin of this phase of the program in 1958, 52 awards have been granted. These have permitted administrative personnel of the national agencies to pursue studies in a variety of administrative fields and to attend meetings on administrative subjects.

In addition to the fellowships activity, a start has been made in the development of training programs at the national level, where several times the number receiving fellowships have been assisted in training. The consultants to the national health services in a number of countries, and those assisting in the malaria eradication campaigns, have helped establish national programs of training of personnel in the ministries and have also aided in the placement of personnel in training facilities of bilateral and other agencies giving courses and instruction.

Among the areas covered in such training have been various aspects of motor transport maintenance, financial record keeping, elements of budgeting, archives and mail, and personnel records and procedures.

The need for the expansion of these programs is clearly evident and is reflected in the reports of the meetings at San Jose, Costa Rica in 1960, and at Bogota in 1962, Kingston, Jamaica, in 1963, and Antigua, Guatemala, in 1964 in which representatives of the governments attending these meetings called for increases in the current efforts in training and noted the clear need for action at virtually every level of the administrative establishment.

In the debate on the agenda item "Training for Participation in the Administration Services in Public Health" at the San Jose meeting in 1960, and reiterated in principle at meetings since that date, it was affirmed that the general level of preparation of the senior administrative officers was inadequate to meet the responsibilities of the posts they held. It was apparent that higher level education, with a minimum of university graduation, as well as specialized training in the administrative fields were necessary requirements for appointment to senior administrative position. It was pointed out that there were institutions of higher learning in all countries of Central America giving university training and that, in addition, there were a number of countries in Central America offering courses in public administration which met the need of a local training facility for a career in public administration in the health establishments. The need for professionally trained personnel directors with a background in public administration, psychology, and personnel management was emphasized and the requirements in advanced accounting, budgeting, and public finance for the chief fiscal officer were noted. It was added that the senior administrative officers of the ministries of health should possess not only the broad, general, training of the university graduate, with graduate specialization in their respective fields of competence, but also should hold the master's degree or other advanced degree in public health. "This combination of educational background", it was stated, "will give the officer (i) the general education, (ii) the administrative subject knowledge, and (iii) an appreciation of the special problems so necessary for effective participation in a modern service devoted to health".

A similar appeal was made to meet the requirements of training in the middle management areas, with the declaration that the "junior administrator of today is the director of administration of tomorrow". It was further maintained that the great body of administrative personnel, ranging from 70 to 90 per cent of the total, was composed of the clerks, typists and custodial employees of public health services and that these personnel required competence and experience in certain mechanical and technical activity in order to prepare them for proper service in the health ministries.

Mention was made, as well, of training after appointment and note was taken of the arrangements in several countries for training of personnel. It was stated in the paper which served as the inspiration for the debate "that there is need for training during employment in the administrative units of the public health services. This includes the usual modest orientation type of training in which a new employee is taught the

details of his job, to the more formal academic course type of training. The first, in rudimentary form, is to be found in most establishments and is acknowledged as a part of initiation into the job. The other, more formal type of training, is being given greater prominence in training plans".

It was further declared that "arrangements have been made in a number of countries for personnel assigned to mechanical or technical work to obtain training. These courses for the most part are given at high schools and special vocational schools. They have been established for the development of the skills of typists, stenographers, mimeograph and multilith operators, records, personnel, and clerks in the finance, procurement, and other fields. These have usually been short, intensive courses with emphasis on building the skill of the clerical staff. In some ministries, such training has taken place physically at the ministry, has been directed by the ministry staff, and has emphasized ministry procedures and practices as well as the technical and mechanical skills necessary for proper service".

The final report of the Bogota meeting established a similar need for the better preparation of administrative personnel before appointment and the introduction of training courses both in the ministries and elsewhere for all ranges of skills. Particular reference was made to the training of the custodial force in addition to the higher-level administrative personnel. It was said that a great percentage of the funds of the Organization were being expended in construction and maintenance of plant and that there was a grave need for maximum effectiveness in order to avoid waste of resources in this area. In essence, the 1962 meeting repeated the recommendations of that of 1960, and called upon the Pan American Health Organization and the ministries to do all possible to offer training opportunities for administrative staff of the health establishments. At Kingston in 1963 and at Antigua in 1964, the same principles were asserted and have served as inspiration to the direction of the Bureau in the development of its program of training in administration.

Other Activities

The remaining activities in the PAHO program of consultative service in administration include programs in the publication of manuals, guides, and standards, and the development of a reference clearing house. Both activities, established as objectives in the plans of 1960 as of secondary priority to the consultative service meeting and training activities, are in the first stages of development and cannot be declared to have advanced far beyond this point. Manuals are in preparation on personnel management and in procurement and supply for health establishments. It is hoped to have covered all of the basic areas of administration of health establishments by the end of 1966. These manuals are to contain statements relating to the principles of each of the administrative fields, with particularization and adaptation to the health field. The critical areas of

activity in each administrative field are defined, and a brief treatment is to be given to the important elements of each activity. These are to serve as simple guides to administrative personnel in the ministries, and are to be possible of adaptation for the needs of the individual ministry.

The clearing house, envisaged as a center for bibliographic reference on the organization and administration of public health establishments also is in its first stage of development. A library of a few hundred items, devoted to general administration, Latin American administration of health establishments, and the subject areas of administration, has been established in the Washington office of PAHO. Material and bibliographic references are available to the PAHO consultants and to administrators in the national health establishments. A modest program of selection and purchase of pertinent materials is in process and plans are being developed for the expansion of this service.

Conclusion

This, then, in summary form, is a review of an effort to unite work in public health and public administration to the end of assisting the Governments of PAHO to provide efficient and economical service in health to the peoples of the Americas. The activities enumerated above represent first steps to realize on the mandate from the Directing Council that work go forward in this field. The program and budget of PAHO, for the years 1964-65, reflect the desire of the Director of PASB, to achieve, in good season, the objectives established in this mandate. The success to date of this program to better administrative organization and practices in the health ministries of the Americas gives hope, and serves as an augury of a truly meaningful contribution by this international organization in a fundamental area of management.