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TECHNICAL COOPERATION AMONG DEVELOPING COUNTRIES

Guidelines for the Promotion of TCDC/ECDC in the Health Sector with the
Collaboration of PAHO

This report has been prepared to serve as a guide in implementing actions of Technical Cooperation among Developing Countries/Economic Cooperation among Developing Countries (TCDC/ECDC) in the health sector. It proposes general measures and specific joint actions in some of the priority areas set forth in the Plan of Action for Health for All by the Year 2000.

It identifies guidelines for the promotion and support of TCDC/ECDC by PAHO and its Member Governments, such as: establishment of country information systems to identify "needs" and "potentials" for TCDC/ECDC, mobilization of financial resources to support TCDC/ECDC, and cooperation with existing regional integration processes, and bilateral intercountry agreements. It emphasizes the key role which the governments' political will--clearly expressed in agreements among themselves and with the Organization--will play in transforming TCDC/ECDC in a vital mechanism for social and health sector development, as well as for the attainment of national and collective self-reliance.

In Chapter III of the document specific areas of action are identified, such as: health research, development and training of human resources, exchange of scientific and technical health information, food and nutrition, essential drugs, medical equipment and supplies.

PAHO's role is seen as supportive and catalytic, stimulating institutional development, identifying national centers of excellence in terms of research and training, utilizing national experts and institutions, promoting the establishment of networks of institutions and centers, and purchasing nationally-produced equipment, materials and supplies.

The original document was presented to the Subcommittee on Long-Term Planning and Programming which endorsed the recommendations contained in it and forwarded it to the 92nd Meeting of the Executive Committee. The document was discussed and considered an important source of information, analysis and action guidelines for Technical Cooperation among Developing Countries. The Committee also approved Resolution XVI (Annex II) which, in turn, recommends to the Directing Council the approval of a Resolution regarding this subject.

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I. INTRODUCTION

PAHO's Administration has established as a priority that "the Organization will give increasing and effective support to actively promote cooperation among countries. National "...centers'..." with particular potential for cooperation will be given the incentive and support to enable them to meet international responsibilities in priority action areas for PAHO and the countries."*

In addition, in the Plan of Action for Health for All by the Year 2000, the Governments identified "specific areas which may be addressed through (collective intercountry action)..., such as problems common to several countries (communicable and non-communicable diseases, and environmental problems), development of human resources, production and purchasing of critical supplies and equipment, and development of research and technology. The most effective mechanisms to develop and implement these joint activities will be through the bilateral and sub-regional pacts and agreements, and through Technical and Economic Cooperation among Developing Countries (TCDC and ECDC)."

This document, entitled "Guidelines for the Promotion of TCDC/ECDC in the Health Sector with the Collaboration of PAHO," has been prepared to serve as a guide in implementing these actions. It proposes general and specific actions, but by no means an exhaustive list, designed to facilitate, encourage, and systematize the utilization of TCDC and ECDC mechanisms in the solution of certain priority problems in the implementation of HFA/2000 strategies in the countries of the Region of the Americas.

The document proposes some specific areas of action in the context of the priorities set by the Member Governments and in accordance with the guidelines established by PAHO's administration.

To provide a better understanding of TCDC/ECDC, there are attached hereto, as Annex I, in certain cases verbatim, the TCDC concepts adopted by the Governments, at the highest level, in the Buenos Aires Plan of Action, a document which has been endorsed by the United Nations General Assembly and the Governing Bodies of WHO and PAHO.

Based on the concepts laid down by the Governments in the Buenos Aires Plan of Action or emanating from it, PAHO will direct its efforts towards the promotion of TCDC and ECDC in the health sector in accordance with the priorities established by its Governing Bodies, especially those contained in the HFA/2000 Plan of Action.

*Declaration of Principles Dr. Carlyle Guerra de Macedo, 1982.

Since it is not possible to cover all fields simultaneously, it is necessary to establish priorities, taking into consideration the two modalities of TCDC: joint actions between two or more countries, with the utilization, where applicable, of existing subregional organizations (CARICOM, Andean Group, SELA, etc.), and bilateral agreements in which countries cooperate between themselves in accordance with their respective capacities and needs. Both modalities require that the Organization continue to foster greater use of national resources in extending its cooperation to each country. This catalytic role involves stimulating institutional development, identifying national centers of excellence in research and training, utilizing national experts and consulting firms, government execution of projects, and procuring domestically-produced equipment, materials, and supplies.

II. GENERAL MEASURES

1. Policy Decision

Negotiated at the highest level and explicitly expressed in appropriate policy statements. PAHO actions of support and promotion of TCDC/ECDC should be based on negotiations and agreements between the Organization and the highest political levels of each government. The policy decision of the government should be expressed in written commitments, without in any way limiting national sovereignty, but with sufficient force to overcome obstacles which frequently impede TCDC/ECDC.

2. Information

The national health plan and health programming in each country should identify specific external technical cooperation "needs", including those that can be satisfied through TCDC/ECDC. PAHO using AMPES (American Region Programming and Evaluation System) strategic analysis, and statistical data will survey the areas in each country that may benefit from intercountry cooperation in the spirit of TCDC/ECDC.

Each country, for its part, will have to establish a system to provide basic information on its "capacities" in the health area, covering experts, consulting firms, research and training institutions, and manufacturers of equipment, drugs, and other inputs. PAHO will promote and support those capability assessments.

The responsibility for compiling the above information lies with the Governments: the ministries of health and health-related sectors. To facilitate this process, each ministry should establish a high level TCDC focal points, for instance in the international health unit, or the planning office of the Ministry or at the national planning agency.

PAHO, in association with UNDP, will cooperate in setting up with each ministry of health a simple, low-cost information system on TCDC/ECDC. This activity should be started in a small number of countries and could focus on priority areas determined by the Office of the Director within the context of the HFA/2000 Plan of Action.

3. National Panel of Health Experts for TCDC/ECDC

Each Ministry of Health should consider establishing a panel or committee of experts on TCDC/ECDC drawn from both the public and private sectors and reporting to a senior official. The committee would analyze the information, examine the opportunities for TCDC/ECDC, and stimulate intercountry exchanges among various governmental agencies and the community at large, including universities, centers, consulting firms, industry, and labor. It also would propose legal and administrative measures to facilitate TCDC and ECDC and consider solutions to problems arising within the process.

4. Regional Working Group to Examine Intercountry Cooperation

The importance of support by the more developed countries in the field of TCDC/ECDC has been recognized by Governments in both global and regional discussions. For this purpose, a working group should be established. Participants would include countries with a recognized technical potential in the sector, based on innovative, appropriate, and low-cost technology applicable in other countries. These experts will perform the following tasks:

- a) Analyze the specific technical cooperation capacity of those countries.
- b) Analyze the constraints and obstacles (institutional, technical, and legal) to intercountry cooperation.
- c) Propose strategies and mechanisms to facilitate cooperation.
- d) Design specific and concrete action proposals.

PAHO will provide the logistical, bibliographic, administrative and technical support that may be necessary. At an specified time, the results would be reviewed and consideration given to a detailed plan of action in the priority areas proposed below or those arising from the study.

5. Application of the Network Concept

PAHO, in conjunction with the countries, will identify health research and training institutions or centers that might be recognized as collaborating centers of excellence. It will sign agreements, or letters of understanding with those institutions or centers so as to recognize formally this mechanism of exchange and provide for joint action in specific areas. With the endorsement and support of the Governments, a national inter-institutional network will be progressively established in selected areas. These institutions will be recognized by PAHO/WHO as collaborating centers.

6. Actions with Intergovernmental Agencies for the Promotion of TCDC and ECDC

PAHO will discuss with regional or subregional intergovernmental organizations and bilateral agencies, such as the following, the use of TCDC and ECDC mechanisms in priority areas:

a) Regional Organizations

ECLA/ILPES
UNDP: Latin American Office
UNICEF: Regional Office
UNEP
UNFPA
Inter-American Development Bank
Organization of American States
Inter-American Institute for Cooperation in Agriculture (IICA)
Inter-American Commission of Women (CIM)

b) Subregional Organizations

CARICOM
Cartagena Agreement Board
Hipólito Unanue Agreement
SELA
Central American Bank for Economic Integration
Caribbean Development Bank
Andean Development Corporation
Subregional Conferences of Ministers of Health
Inter-American Social Security Organizations
Nongovernmental agencies
Others

c) Bilateral Organizations

Agency for International Development of USA (AID)
Agency for International Development of Canada (CIDA)
Other bilateral agencies

ECLA/ILPES (United Nations Economic Commission for Latin America/Latin American Institute of Economic and Social Planning) is of particular interest because it is reexamining all aspects of TCDC/ECDC, especially new financing mechanisms for intercountry undertakings.

The Latin American Office of UNDP and UNDP Representatives in each country have potentially important roles in spurring TCDC/ECDC. At the regional level, PAHO TCDC proposals can be presented for UNDP regional funding. At the local level, the Office of the UNDP Representative can be of decisive help since some countries have allocated a percentage of their Indicative Planning Figures to TCDC. Also, the Resident Representatives are able to assist in intersectoral actions, such as in the areas of food, nutrition, and essential drugs.

UNEP, UNICEF, UNFPA, and other United Nations agencies have declared their adherence to the principles of TCDC and have sponsored TCDC activities. In the light of the agreements between PAHO and these agencies it may be possible to identify interagency action in TCDC/ECDC.

The Inter-American Development Bank, through its Technical Cooperation Department, has supported TCDC projects by providing grants to individual countries.

The existing geopolitical subregional organizations, CARICOM, the Cartagena Agreement Board, the Hipólito Unanue Agreement, constitute a valuable source of collaboration for TCDC/ECDC. There is also a potential for collaboration with other multilateral entities, including the Conference of Ministers of Health of Central America and Panama, for which PAHO acts as Secretariat. SELA is an organization with which PAHO has had little contact but which has great importance for ECDC, since it is authorized to promote activities enjoying strong political support by the governments.

7. Seminars to Provide Orientation to National and PAHO Staff on TCDC/ECDC Concepts and Mechanisms

These country or intercountry seminars will be conducted by PAHO in collaboration with UNDP, and will utilize the Manual of Instructors for TCDC. Past observations indicate a serious lack of knowledge among governmental health professionals concerning the concepts and potential of TCDC/ECDC. In order to keep costs down and achieve greater benefits, these seminars may be conducted as a part of other meetings on mobilization of external resources, project management, or AMPES orientation.

8. Financing

In view of the need to promote the financing of TCDC/ECDC activities, PAHO will undertake the following actions:

- a) Budget regional financial resources to catalyze and facilitate TCDC/ECDC activities. This decision already has been taken and approved by the Executive Committee for the 1984-85 Budget.
- b) Propose to the countries that they allocate a percentage of their PAHO/WHO budget to TCDC activities, especially of a bilateral type.
- c) Recommend to the Governments that they allocate funds in their national budgets of the ministries of health and other public health institutions for TCDC activities.
- d) Promote the mobilization of resources of other international agencies for TCDC and ECDC programs.

e) Accept the invitation of ECLA/ILPES to study most appropriate financing strategies and mechanisms for intercountry cooperation within the framework of TCDC/ECDC.

f) Maintain a register of experiences regarding new financing alternatives for the purpose of promoting their replication.

9. PAHO Financial and Administrative Mechanisms for Promoting and Supporting TCDC/ECDC

In mobilizing PAHO financial resources for the purposes indicated in point 8, existing mechanisms will be utilized and adapted and others will be proposed:

a) Agreements for the provision of technical services. Description of research and other technical services (Official formats of WHO/PAHO).

b) Agreements between countries with the involvement or participation of PAHO.

c) Agreements between national institutions of several countries with PAHO participation.

d) Models for the assignment of national experts offered by national institutions in one country for cooperation in other countries.

e) Grants

f) Revision of PAHO norms related to the procurement of goods for developing countries without reduction in quality or increase in costs.

g) Designation of participating centers to integrate the networks of cooperation.

h) Guides for PAHO/WHO Representatives in their soliciting support from national institutions which are potential providers or receivers of horizontal technical cooperation.

i) Redefinition of the category of "temporary advisor" to provide greater flexibility for their use in TCDC/ECDC.

III. PRIORITY ACTION AREAS

In light of the priorities set forth in the HFA/2000 Plan of Action, of PAHO's mission, of the socioeconomic reality of the Latin American and Caribbean countries, and on the basis of epidemiological

information enabling the identification of underserved, "at risk" groups, certain action areas will be given preference in the promotion of TCDC/ECDC.

a) Operational Health Services Research: In view of the heterogeneous levels of development in the Latin American and Caribbean countries, the instrumentation of the strategies for attaining the goal of HFA/2000 demand new research. Research must be directed to initiating and establishing changes throughout the health sector in order to achieve equity, efficiency, and effectiveness in the health services.

When research is viewed as a change agent, it becomes apparent that countries need to expand their ability to identify problems and to formulate innovative alternatives for the provision of health services in each country. Simultaneously, the exchange of experiences and resources on a regional scale must be strengthened. Research needs include analysis of the population's health requirements and demands of appropriate technologies suited to the nature of existing problems, and structural and organizational adjustments of resources for the delivery of services. The establishment of interrelations among these three fields is vital to rationalize the management of health services.

The utilization of TCDC in this area requires, as a prerequisite the establishment of a network of centers or institutions with recognized "capacities" in health services research. Appropriate agreements will be needed to establishing formal linkages among those institutions. The principal functions of this network would be:

- Identification of priorities
- Design of protocols on selected subjects
- Development of approaches and methods
- Implementation of research projects
- Exchange of experiences and resources for the implementation of studies
- Dissemination of the results and support for their application in the management of services
- Evaluation of the process as a whole
- Training of personnel
- Mobilization of financial resources from national or international sources.

As a result of the Study on Research Trends in Health Services in 17 countries in Latin America and the Caribbean, the Organization will be able to identify centers and institutions as potential network participants. Although these institutions may be at different stages of development, they still would be capable of beginning the process of constructing a network which subsequently could be extended to cover all of the countries of the Continent.

b) Research in other Priority Health Areas: This will be carried out under an approach similar to that described above and will include, for instance, malaria, endemic diseases, acute respiratory infections, chronic diseases, and environmental health, etc. Groups of countries remain to be identified.

c) Research in Technology and Technological Development: The countries of the Region face extremely varied technological problems, dominated by the lack of an independent capacity to develop their own technologies. This inadequacy, once linked to advanced levels of health, results in a growing dependency on technologically advanced countries.

Although some countries have achieved adequate technological development in the field of health, such as in the production of biological agents, drugs, biomedical equipment, etc. The absence of raw materials represents a severe restriction which maintains their external dependence.

Within the Technology Program, special importance is attached to biotechnology targetted on solving problems which affect the socioeconomic development of the countries of the Region. The application of new techniques such as the production of recombinant DNA (gene insertion), production of monoclonal antibodies, protein engineering, etc., will permit the development of new vaccines and diagnostic and therapeutic reactive agents to aid in disease control and health promotion. For these reasons, primary importance is assigned to strengthening centers in the Region dedicated to the study of molecular biology. The goal is to create a regional network to permit biotechnology development and the training of personnel. To achieve this goal, the following objectives must be attained:

- To strengthen national centers dedicated to research and development in biotechnology to resolve critical problems in the Region.
- To promote cooperation among the different research and training units.
- To promote the development of basic science, such as microbiology, molecular biology and genetics, which support biotechnology.
- Stimulate the public and private sectors to invest in biotechnology.
- To compile, analyze and distribute information about biotechnology and its applications to various groups within the Region.

d) Development of Institutions and Programs for the Training of Personnel: Significant number of innovative projects have sought to reorient health workers in the Americas. These experiences can be compared and contrasted as a key element in a dynamic process of intercountry exchange. That exchange can gradually incorporate more and more institutions. It offers a significant potential for information dissemination among all the countries. Various components, inter alia program development, educational research, technological evaluation and direct training, may be included. The following are concrete proposals in this field:

- Reorientation of personnel training for health systems, to cover initially public health training programs in Mexico, Colombia, Brazil, and Argentina. The curriculum would be based on an extensive review of the contents and methodology for the teaching of planning and strategic management. The object would be to adjust the curriculum to the plan of action for attaining Health for All. This initial network would be enlarged gradually to cover all the Latin American and Caribbean countries in accordance with financial possibilities.

More specifically, this action is directed at:

- Advancing regional and national capabilities for the preparation and training of human resources specialized in developing health systems, and establishing a regional network of national centers with reciprocal cooperation.
- Adjusting the preparation of human resources to the requirements of the process for achieving the goal of Health for All/2000, taking into consideration possible equivalences among training programs.
- Retraining health systems development personnel in the policies and national and regional strategies of primary health care.
- Identifying those gaps in the knowledge of socioeconomic phenomena, and of the structure and operation of the health sector and its institutions which impede system development; carrying out the type of research that would really address existing problems.
- Exchange teaching personnel, ensuring their participation in the implementation of national programs, and exchange of experiences and information in an atmosphere of reciprocity and mutual support.
- Training of teachers in multidisciplinary and specialized fields within the context of the Regional Strategies for HFA/2000.

- Promotion of teaching and in-service training in the health sciences through a network of selected institutions in most of the countries in the Region, emphasizing the exchange and development of common protocols for the evaluation of procedures and performance. In this proposal, the evaluation would be based on an analysis of how the technology was actually used in the training of different levels of personnel, measured by levels of achievement. A non-governmental organization (The Pan American Federation of Faculties and Schools of Medicine) will participate in this program along with PAHO, and it is hoped that financial support will be forthcoming from a foundation.

e) Latin American Health Bibliography Information Network: The network will build upon the past work to consolidate BIREME as the largest repository of biomedical information and as the unit responsible for collection, indexing, and dissemination under a Latin American referral system. It will seek to strengthen the national nuclei of the network in all countries and promote a two-way flow of health information to take place among the 397 associated libraries, linked to the ministries of health and among related services, universities, and social security institutions. In addition to the conventional information already available, emphasis will be placed on developing banks of non-conventional information, usually unpublished or not collected on a regular basis throughout the Region.

The development of similar networks is envisaged for the field of educational technology, and particularly to health and health legislation.

f) Nutrition and Food: The unevenness in the availability and consumption of food in the countries of the Region leads to nutrition deficiencies and chronic malnutrition, particularly in the poorer segments of the population and, within these, among mothers and young children. Chronic malnutrition is present among these and other high risk groups, especially in urban populations.

Basic food availability and consumption depends essentially on the production of farm products through two well-defined channels:

1. Small subsistence producers, with deficient technologies and inputs, and
2. Medium-capacity and industrial producers, with greater access to technological developments, capital and other inputs, and land of good quality generally oriented toward production of exports, including food. Food input policies and programs to cover periodic deficits also frequently reduce and discourage local food production.

Perhaps the most important problem, even beyond those pertaining to crop and livestock production, are the inefficient marketing and distribution of foods, which raise the price of products to low-income groups, the consumers' low level of food education, and their low purchasing power.

In view of these determining factors, the following strategies for improving the situation are proposed:

- Increase the supply and improve the quality of basic foods;
- Improve the efficiency of food marketing and distribution systems;
- Increase the consumption of basic foods;
- Maximize the biological utilization of the food consumed;
- Orient consumers' food conduct and habits toward the satisfaction of their nutrition requirements.

In this context, TCDC/ECDC represents a valuable, far-reaching instrument for establishing a regional network of national food and nutrition centers to make it possible to develop and maintain a critical mass of scientific and technological resources in support of the Region's food programs.

The conclusion of intercountry agreements providing for bilateral cooperation and a concentration of subregional and regional resources for the purpose of identifying the critical areas for food and nutrition intervention will make it possible to strengthen priority activities in the following fields:

- Development and training of human resources in food and nutrition;
- Performance of research--basic, applied, and operational--directed to the solution of prevailing problems;
- Dissemination and exchange of experience and information on scientific and technological advances in food and nutrition;
- Studies to evaluate strategies and programs aimed at improving the food intake of poor segments of population;
- Technical and financial complementarity in support of national food and nutrition programs directed to increasing the production, supply, and consumption of basic foods, including food hygiene and nutrition quality control;
- Development of information and monitoring systems for the monitoring and evaluation of national food and nutrition programs.

g) Essential drugs: Promote the signing of agreements between countries with similar levels of development of their pharmaceutical industries and marketing systems, so as to ensure the availability and accessibility of essential drugs at a

reasonable cost to the population. TCDC/ECDC will enable the participating countries to achieve economic levels in the production and procurement of raw materials and finished products and reduce the sector's dependency on external technology.

Such agreements will encompass the following activities:

- Definition of a listing of essential drugs and standardized forms of presentation;
- Exchange of information on availability, costs, prices and market;
- Development of quality control systems, establishment of reference centers, and regulatory systems;
- Mechanisms for achieving compatibility and complementarity in lines of production and research;
- Establishment of joint purchasing and distribution mechanisms.
- Exchange information on training of health providers in the use of drugs.

Following is a preliminary classification of countries by levels of production and marketing:

- | | |
|---------------------------|--|
| First type of countries: | Argentina, Brazil, and Mexico |
| Second type of countries: | Andean area countries |
| Third type of countries: | English-speaking Caribbean countries or
Central American countries and Panama |

Within this last group of countries, it is proposed to obtain and provide drugs needed to permit the achievement of health for all. At present, the countries of the Isthmus invest US\$250 million annually for drugs. It is hoped to diminish this large amount which serves to increase the foreign debt by expanding national production, using common markets, and carrying out quality control programs. To achieve this objective, the following actions are suggested:

- Reduce the consumption and pattern of utilization of medicines.
- Modify the manufacturing infrastructure.
- Increase the production of essential drugs.
- Guarantee the quality and efficacy and safety of drugs.
- Promote investment and development of an outline of medicinal plants.

It is also very important to promote agreements and collaborative mechanisms among countries at different levels of development, offering opportunities which are nonexistent or very limited at present.

h) Equipment and supplies: The central purpose of the Plan of Regional Action for attaining the HFA/2000 goal is to improve the accessibility of health services, with emphasis on providing service to underserved groups in rural and marginal urban areas. This implies, first of all, a significant increase in the availability of services. Taking the growth of the population into account, if availability indices were to remain at current levels it would be necessary to nearly double the existing installed capacity, especially in basic or peripheral units and in general hospitals of an intermediate type. This assumes an enormous investment which the countries can ill afford to make, burdened as they are by economic-financial crises resulting from world inflation-recession as well as domestic economic conditions.

In this context, equipping the health establishments is an item of fundamental importance within the process of resource-rationalization which the countries will have to undertake in order to develop the physical infrastructure of their services.

With regard to technical cooperation between countries, the basic need in this field is for both exchange of experiences in equipment programming methods and for joint compilation and analysis of the most frequently utilized types of equipment, instruments, tools, and medical and surgical supplies which can serve to stimulate the development of national industries based on wider potential markets. This will contribute to the alleviation of situations of technological dependency. A clearly defined field of activity for the Organization, therefore, should:

- Stimulate, promote, and support the joint development of methodologies for programming the equipping of health facilities.
- Promote and support the establishment of training programs in this field to be shared by several countries.
- Establish basic categories, by type of health facilities, which can help to simplify a given process and which can serve as a basis for drawing up specific listings reflecting the characteristics of services in urban and rural situations.
- Foster the exchange of experts in support of national activities, based on a similarity of development levels.
- Promote the exchange of information on costs, prices, market characteristics, and availability, as well as the establishment of joint quality-control mechanisms and, possibly, joint purchasing procedures and forms for purchasing and distribution as well as for maintenance.

- Facilitate and support the compilation and analysis of information to be made available to national and intercountry organizations whose activities are related to industrial development and production.

i) TCDC: Bilateral or Intercountry, with PAHO in a catalytic and supporting role.

- Exchange of experts/consultants
- Fellowships
- Exchanges in kind
- Exchange of health science information

With regard to exchange of experts and to fellowships the Organization's assistance would be limited to the priority areas of the HFA/2000 Plan of Action and would be implemented through tripartite agreements under which the role of PAHO would be that of a catalyst and facilitator.

j) TCDC under the Organization's regular program: The TCDC concept and mechanisms should be included as a necessary and increasing complement in PAHO/WHO programs. They should be identified from the first phase and through all phases of planning and programming with at least the following obligations required:

- Promoting the establishment of networks;
- Facilitating intercountry exchanges of information on the progress, problems, and results of the overall program or its components;
- Facilitating the exchange of experts and the awarding of fellowships by one country to another;
- Quantifying the national costs and those to be borne by PAHO;
- Evaluating results.

IV. EVALUATION

The Organization's performance in the promotion of TCDC/ECDC oriented toward operational activities should be evaluated annually qualitatively and quantitatively. Their results should be measured against the proposed objectives in each area or program. Problems encountered and their solutions will be identified and recommendations for the future will be proposed. The TCDC/ECDC activities carried out under the program chosen will be publicized in selected PAHO publications and brought to the attention of the Governing Bodies.

V. SUMMARY

The general guidelines which have been described in the previous chapters have the following purpose: to propose criteria or standards for the promotion and support of TCDC/ECDC by PAHO and its Member

Governments. Recognizing that TCDC/ECDC is not an end in itself, but one of the instruments available to address the problems of the development process, general criteria are proposed in Chapter II for its use in any of the areas which were chosen and highlighted in Chapter III. Some of these criteria are fundamental to the concept of TCDC/ECDC. They include criteria such as the governments's political will, clearly expressed in agreements among themselves and with the Organization; establishment of country information systems to identify needs and potentials for TCDC/ECDC; mobilization of financial resources to support TCDC/ECDC, taking into consideration the existing integration processes and bilateral intercountry agreements.

In Chapter III specific action areas are identified. Some of these require joint actions whose purpose is to solve problems common to several countries. These problems would be more difficult to solve if each country were to approach them in an isolated manner.

The first group of specific action areas address such issues as health research, and development and training of human resources. Likewise, it deals with actions to increase, to make more accessible and to exchange scientific and technical health information.

Given the special characteristics of the problems addressed in the second group of action areas, these require--beyond TCDC--certain components of economic cooperation among countries (ECDC). These are, for instance, the cases of food and nutrition, essential drugs, and medical supplies and equipment.

Furthermore, it is recognized that the potential for bilateral TCDC is quite considerable. In fact, this is a process which--in different fields--is now underway with different degrees of emphasis. There is a need to systematize the Organization's cooperation, bearing always in mind the policies of each individual government, in addition to the fact that PAHO's role must be a catalytic and supportive one.

Finally, it is proposed that PAHO's programs should include, as far as possible, TCDC components. It is also recommended that the Organization's technical cooperation and TCDC must complement each other. TCDC was never intended to be a substitute for previous forms of technical cooperation. They must all try to stimulate national and collective self-reliance in the different technical fields.

To sum up, these criteria are intended to accelerate and to strengthen cooperation among countries--something which, in these times of international economic crisis is becoming more important every day--and to accelerate the process toward the goal of HFA/2000.

I. CONCEPTUAL ELEMENTS

1. What is TCDC

It is a means (mechanism) of building communication and of promoting wider and more effective cooperation among developing countries. It is a vital force for initiating, designing, organizing and promoting cooperation among developing countries so that they can create, acquire, adapt, transfer and pool knowledge and experience for their mutual benefit and for achieving national and collective self-reliance, which are essential for their social and economic development.*

TCDC is a multidimensional process. It can be bilateral or multilateral in scope, and subregional, regional or interregional in character. It should be organized by and between Governments which can promote, for this purpose, the participation of public organizations and, within the framework of the policies laid down by Governments, that of private organizations and individuals.*

In the above context, TCDC signifies an agreement for mutual cooperation for the purpose of carrying out a common undertaking in a development area.

Bilateral cooperation among developing countries represents an important form of TCDC and an instrument for forging links between national and collective self-reliance. Therefore, the main aim of recommendations concerning bilateral cooperation is to stimulate, intensify and improve it in substance, form and mechanisms.*

It should therefore be understood that TCDC is neither an end in itself nor a substitute for technical cooperation with developed countries or with multilateral international organizations.*

2. Forms of TCDC

Technical cooperation among developing countries may assume any of the following three forms:

- reciprocity;
- exchange;
- contribution.

*An asterisk identifies a direct quotation from the "Buenos Aires Plan of Action for Promoting and Implementing Technical Cooperation in Developing Countries (TCDC)."

Reciprocity. Reciprocity involves bilateral or multilateral cooperation in which two or more governments agree to assist one another in their respective areas of excellence. These endowments are not necessarily shared on a one-to-one basis, but within the context of a general agreement a mutual cooperation. The reciprocal assistance may be provided either concurrently or for specified periods.

Exchange. Exchange takes place when two or more Governments agree to cooperate in a common undertaking through the exchange of information and technology geared to a common goal embodied in a program or project.

Contribution. Contribution is the transfer of resources or technology from one country to another or others in the spirit of developing collective self-reliance through the application of the latter's own experience and knowledge. In this type of relationship there is no expectation of immediate reciprocity or exchange.

3. Mandate for Technical Cooperation among Developing Countries by the Organizations of the United Nations Development System in their Respective Fields*

The governing bodies of the organizations of the United Nations Development System are committed to making every effort to mobilize their organizations (design and implement strategies) in order to contribute to implementing the Buenos Aires Plan of Action on a continuing and intensive basis, both in their respective fields of competence and in multidisciplinary joint action. Such efforts should focus on promotional, coordinating, operational, and financial issues and should inter alia be aimed at:

- a) Identifying, through joint analysis with governments, TCDC, solutions, or TCDC contributions to solutions, for specific development problems, inter alia by incorporating TCDC aspects into international meetings and/or organizing when necessary international meetings on specific fields of interest to developing countries with relevance to TCDC;
- b) Applying TCDC approaches and techniques in their programs;
- c) Supporting on request the preparation and execution of TCDC projects;

*An asterisk identifies a direct quotation from the "Buenos Aires Plan of Action for Promoting and Implementing Technical Cooperation in Developing Countries TCDC)."

d) Developing and promoting new ideas and approaches for realizing the full potential of TCDC and, for this purpose, undertaking the necessary studies and analysis;

e) Developing, strengthening or reorienting specific sectoral or subregional and regional information systems, and establishing functional linkages between such systems and the UNDP Information Referral System with a view to their effective utilization;

f) Organizing and assisting public information support for TCDC in their respective areas of competence;

g) Monitoring and reviewing the implementation of their TCDC activities;

h) Utilizing to the maximum extent possible the inputs available locally and those from other developing countries.

4. Maximization of the use of Developing Countries' Capacities*

In designing, formulating, and executing technical cooperation projects, governments and, at the request of developing countries, intergovernmental and other organizations concerned with supporting international development efforts should: a) make the greatest possible use of local capabilities, including local expertise and consultancy firms; b) where institutions and expertise of the requisite level, quality and relevance are not available locally, developing countries should have the option of obtaining such technical resources from other developing countries, taking due account of factors of quality, cost, delivery schedules and other related conditions. Similarly, the placement of fellowships and the procurement of equipment should also be directed towards other developing countries, wherever their facilities and experience are suitable.

5. Internal Arrangements for TCDC in the Organizations of the United Nations Development System*

In order to pursue vigorously TCDC policies and measures at all levels in different sectors of development, all organizations and bodies of the United Nations Development System should, if they have not already done so, reorient their internal policies and procedures in order to respond adequately to the principles and objective of TCDC. These organizations should also make the necessary internal adjustments and arrangements in their secretariats in order to integrate TCDC in their programmes of work. These arrangements should be result-oriented and should promote TCDC in the operational activities of these organizations.

II. INFORMATION SYSTEM FOR TCDC

Gaps in the information needed for operational purposes are one of the factors hindering TCDC. In response to this state of affairs, a recommendation was included in the Buenos Aires Plan of Action calling for the establishment of an Information Referral System in the Special TCDC Unit at UNDP Headquarters to compile data on capacities, and the 77 Group has decided to mount a multisectoral information system on "needs." Both are global efforts whose results are uncertain. There is an urgent need to design and set in motion a system to provide information on capacities and needs, the means and opportunities with respect to TCDC, if better cooperation is to be achieved among governments and institutions of developing countries.

1. Clarification of Concepts

In order that the nature of the information required for TCDC/ECDC may be understood, it is advisable to clarify the meaning of its components, which in practice are reduced to two:

a) Definition of the Term "Capacities" in Connection with TCDC

When used in connection with TCDC, "capacities" means the practical knowledge, skills, and experience that the developing countries have accumulated in the course of their efforts towards achieving progress. These "capacities" or resources are expressed in terms of experts, consulting firms, research and training institutions, development-financing institutions, equipment and inputs industry, etc.

b) Definition of the Term "Needs"

In connection with TCDC the term "needs" is applied to the case of a developing country that seeks solutions to problems it has encountered and, with this purpose in view, endeavors to find appropriate capacities (practical knowledge, experience, and skills) in another developing country.

2. National and International Sources of Information

The sources of information on TCDC may be classified in three categories:

a) national sources;

b) international sources of technical cooperation:

- United Nations System;
- Pan American System.

For many years, a major portion of the technical cooperation among developing countries has taken place pursuant to bilateral agreements between nongovernmental organizations and professional and technical organizations. These channels of cooperation constitute a rich repository of data for TCDC activities.

Countries may obtain useful and systematized information on TCDC capacities through national mechanisms from the following sources:

- embassies;
- government ministries and cabinet departments;
- international organizations;
- professional and technical organizations, associations, and institutes;
- directories;
- official missions;
- economic communities and integration movements.

The basic information on capacities may be recorded under the following general categories:

- education and training;
- technological resources and development;
- appropriate technology
- research facilities;
- consultancy services;
- information on manufacturers;
- sources of information on legal, administrative, and other aspects of TCDC and ECDC.

III. FINANCING FOR TCDC ACTIVITIES

The primary responsibility for financing TCDC activities falls on the developing countries themselves. However, the economic difficulties faced by those countries, accentuated today by the international economic crisis, pose a serious obstacle to the mobilization of resources for TCDC. The channeling of required funds from external sources is therefore important. PAHO's potential role in this field is outlined elsewhere in this document.

IV. ROLE OF DEVELOPED COUNTRIES

Developed countries and their institutions should give their full support to TCDC initiative by inter alia:*

- a) Increasing their voluntary contributions to the operational programs of the United Nations Development System in order to permit a greater quantum of multilateral technical cooperation funds to be devoted to supporting TCDC.
- b) Providing financial support on a voluntary basis to technical cooperation between two or more developing countries and to institutions in developing countries that have a TCDC outreach potential.
- c) Accelerating the process of untying their aid resources, so as to make possible more rapid progress in the promotion and strengthening of TCDC.
- d) Giving, in their economic and technical cooperation activities, due priority to intercountry projects and programs at the bilateral, subregional, regional and interregional levels which promote TCDC.
- e) Making qualitative improvements, if they have not yet done so, in their policies and procedures related to technical cooperation, in order to be able to support TCDC activities and projects at the request of participating developing countries so as to contribute to a greater reliance by those countries on resources available locally or in other developing countries.



EXECUTIVE COMMITTEE OF
THE DIRECTING COUNCIL

PAN AMERICAN
HEALTH
ORGANIZATION

92nd Meeting

WORKING PARTY OF
THE REGIONAL COMMITTEE

WORLD
HEALTH
ORGANIZATION



92nd Meeting

CD30/15 (Eng)
ANNEX II

RESOLUTION XVI

REPORT OF THE SUBCOMMITTEE ON LONG-TERM PLANNING AND PROGRAMMING
OF THE EXECUTIVE COMMITTEE OF PAHO

Guidelines for the Promotion of TCDC/ECDC in the Health Sector
with the Collaboration of PAHO

THE 92nd MEETING OF THE EXECUTIVE COMMITTEE,

Having considered Document CE92/16, which describes the discussions and conclusions of the Meeting of the Subcommittee on Long-Term Planning and Programming of the Executive Committee of PAHO and which includes the documents examined by the Subcommittee, particularly the paper on "Guidelines for the Promotion of TCDC/ECDC in the Health Sector with the Collaboration of PAHO";

Recognizing that the mechanisms of TCDC/ECDC and the need to increase their application are supported by resolutions of the Directing Council of PAHO, the Governing Bodies of WHO and, in particular, the Plan of Action for HFA/2000; and

Bearing in mind that the document on Guidelines for TCDC/ECDC represents an important source of information, analysis and action guidelines for technical cooperation,

RESOLVES:

To recommend to the XXX Meeting of the Directing Council adoption of the following resolution:

THE XXX MEETING OF THE DIRECTING COUNCIL,

Having considered the document containing guidelines for the promotion of TCDC/ECDC and the report of 92nd Meeting of the Executive Committee;

Sharing the conviction that TCDC/ECDC are basic mechanisms for the achievement of HFA/2000; and

Recognizing that TCDC/ECDC is a dynamic instrument for mobilizing scientific, technical, managerial and financial resources to generate and strengthen national and collective capabilities to improve the health of the people,

RESOLVES:

1. To express appreciation to the Director for the Guidelines on TCDC/ECDC and to recommend their use as a basis for action in this field.

2. To urge the Member Countries to take the appropriate institutional, legal, administrative and financial steps to promote, facilitate and undertake collective and bilateral actions using the mechanisms of TCDC/ECDC relative to the Strategies and the Plan of Action for HFA/2000.

3. To recommend that the Director take the necessary technical and administrative steps to collaborate with Member Countries in TCDC/ECDC in the priority areas of health noted in the Guidelines and such other steps as may be necessary.

4. To request the Director to report to the Governing Bodies on Member Countries' progress in the use of TCDC/ECDC and on the support provided by PAHO/WHO.

(Approved at the sixth plenary session,
27 June 1984)