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POLICY GUIDELINES REGARDING THE PAN AMERICAN CENTERS

The 95th Meeting of the Executive Committee considered a report from the Pan American Sanitary Bureau which presented the need to initiate actions to increase the efficiency of the use of resources at the Pan American Centers, including the establishment of new administrative and personnel systems which are acceptable to the Member Governments now providing support to the Centers.

After thorough discussion, the Executive Committee requested that the report be revised before presentation to the Directing Council and adopted the following Resolution XXIII, which is presented to the Directing Council for its consideration:

THE 95th MEETING OF THE EXECUTIVE COMMITTEE,

Having seen the report of the Director on policy guidelines for the Pan American Centers (Document CE95/11), and having requested the PASB to revise Document CE95/11 prior to its presentation to the XXXI Meeting of the Directing Council to reflect the views and concerns expressed at the 95th Meeting of the Executive Committee,

RESOLVES:

To recommend to the XXXI Meeting of the Directing Council adoption of a resolution along the following lines:

THE XXXI MEETING OF THE DIRECTING COUNCIL,

Noting that the XVIII and XX Pan American Sanitary Conferences drew up general guidelines for the establishment and operation of multinational centers;

Recognizing that the Pan American Centers are integral components of the respective PAHO programs and constitute an effective mechanism for combining the functions of advisory services, teaching, research and dissemination of information in accordance with the needs of the countries;

Considering that the Pan American Centers are justified for fulfilling specific activities until such time as the countries and/or national institutions acquire the technical and institutional capacity for carrying out the corresponding functions whereby the Centers would no longer be needed;

Considering the need to improve efficiency and obtain maximum use of resources; and

Noting the contents of the Director's report and the progress made to date on these matters, especially in the Pan American Zoonoses Center,

RESOLVES:

1. To request the Director to continue to improve the cost-effectiveness and efficiency of the Centers, including improvements to personnel and administrative systems.

2. To confirm the Organization's long-term goal of working towards the transfer of the administration of the Centers to host countries, if and when national institutions are able to maintain the quality and quantity of services provided to Member Countries under existing administrative arrangements.

3. To report to the next meeting of the Directing Council on actions taken and progress made on this matter.

The Director is pleased to submit to the Directing Council the revised report:

POLICY GUIDELINES FOR THE PAN AMERICAN CENTERS: ADMINISTRATIVE AND PERSONNEL SYSTEMS

1. Introduction

Policies concerning the Pan American Centers have been discussed extensively by the Governing Bodies in the past. The general policies of the Organization towards the Centers are clear. It is expected that in the future the countries of Latin America and the Caribbean will achieve the technical capacity and intercountry mechanisms of collaboration which will lessen the need for the Centers to be administered directly by PAHO. The immediate issue is increasing the cost-effectiveness and efficiency of the Centers, including actions to establish new administrative and personnel systems. These changes are necessary to reduce the growing costs of the Centers, to increase the effectiveness of the Member Countries' contributions to the support of the Centers, and to increase the benefits derived from external financing.

The Director is undertaking studies of each Center to identify any legal, administrative or personnel questions that must be addressed before any changes are made. The results of several of these analyses are presented in the report.

2. Background

The current and future role of the Pan American Centers has been the subject of extensive discussions by the PAHO Governing Bodies during the past several years. These Centers have been recognized as an integral component of the respective PAHO programs and constitute an effective mechanism for combining the functions of advisory services, teaching, research, and dissemination of information, in accordance with the needs of the countries and the state of technological developments in the field. The Centers also play a unique role in furthering technical cooperation among developing countries. The XVIII Pan American Sanitary Conference in 1970 adopted Resolution XXXIII (Annex I), which contained general guidelines for the establishment and operation of multinational centers. The XX Pan American Sanitary Conference in 1978 reviewed the establishment and operation of Pan American Centers and adopted Resolution XXXI (Annex II), which further refined PAHO policies on such Centers. The PAHO Directing Council at its XXIX Meeting in 1983 considered the restructuring of INCAP and adopted Resolution XXVII (Annex III), which confirmed the Organization's policy of working towards a gradual assumption of the administration of Centers by the Member Countries in the future.

3. Historical Origins and Juridical Bases of Pan American Centers

Each Pan American Center has been established with the approval of the PAHO Governing Bodies. A separate agreement was signed for each Center between the government or governments involved and PAHO. Each agreement provides the juridical and administrative basis for the administration and operation of the Centers. Each agreement provides that the Secretariat--the Pan American Sanitary Bureau (PASB)--is responsible for the administration of the Center.

4. Policy Considerations

The general policies with respect to the Pan American Centers are well defined in the resolutions of the Governing Bodies and have been followed in practice. It should be clearly stated that at present there is no specific proposal, plan or time schedule to transfer the full responsibilities for any Center to a government or a group of national institutions. In the longer term, however, the expectation is that the countries of Latin America and the Caribbean will reach the technical and institutional capacity and develop sufficiently strong intercountry mechanisms of collaboration which will decrease the justification for Centers administered directly by the Organization.

As a consequence, there are two major considerations to be kept in mind. The first is the Organization's general policy to assist the Member Governments, as a part of its technical cooperation, to assume responsibility for the Centers, if and when that is feasible. Such a step would be taken only after careful evaluation and with approval of the Governing Bodies, as required by the appropriate resolutions. The second consideration is more urgent, that is, the need to initiate actions to increase efficiency in the use of available and prospective resources for the Centers, including the establishment of new administrative and personnel systems which are acceptable to the Member Governments now providing support to the Centers.

The general policy towards the Centers, therefore, is clear. The immediate question is their administrative efficiency and personnel costs. The costs of the administrative and personnel systems of the United Nations are significantly higher than those of most countries in the Region. These systems include salary scales, staff benefits, and pension and termination indemnities set on a worldwide basis. For example, a recent decision by the United Nations to implement a single wage scale for all of Brazil, instead of the previous locally-based scale, will cost the Organization approximately \$800,000.

5. Administrative Systems of Centers

The long-range nature of the Organization's policy of working towards a gradual assumption of the administration of Centers by the Member Countries requires that actions be taken to place these Centers in the best possible situation for any eventual transfer. In addition, the Director is undertaking studies of each Center to identify any legal, administrative or personnel aspects that could present difficulties to improving the efficient operations of the Centers.

A. CAREC

The agreement states that "PAHO/WHO shall establish the policies or procedures governing the conditions of employment of the staff of the Centre." The locally recruited staff in CAREC were not appointed as PAHO staff members under the UN system but continued as local employees of the Center subject to the labor laws of the Government of Trinidad and Tobago. As a result, the current authorization of PAHO staffing under the UN system at the Center consists of 12 professionals.

B. INCAP

The Institute of Nutrition of Central America and Panama has been administered by PAHO since 1949. The local general service staff are not employees of PAHO but employees of INCAP, which has its own legal identity. This personnel system includes INCAP wage scales and staff rules established and approved by the Institute's Council. In addition, the professional staff at INCAP, except the Director and Administrative Officer, are employees under individual contracts with INCAP.

C. PANAFTOSA

The Inter-American Institute for Cooperation on Agriculture (IICA) in 1983 completed a study on the possible transfer of PANAFTOSA to IICA. It recommended that PANAFTOSA remain in PAHO. Although there were a variety of factors which led to the adoption of this recommendation, the staff members' status in the UN system appears to have been a substantial factor in this decision.

D. CEPANZO

A PAHO Working Group visited CEPANZO in January 1985 to study the legal and personnel management aspects of alternative systems for the staffing of the Center. In addition, the Working Group reviewed the legal and administrative structure of the Center. This visit was preceded by an Administrative Management Survey in April 1984 and the establishment of a framework for an alternative staff contractual services system by a Headquarters team in July 1984.

The Working Group contacted Government agencies and other institutions in Buenos Aires, such as the U.S. Embassy, the UNDP Resident Representative's Office and local personnel agencies for the purpose of reviewing and collecting information on their personnel systems, working conditions, and also to review the application of pertinent Argentine labor laws. The Basic Agreement between the Government of Argentina and PASB/WHO for the establishment and operation of CEPANZO was also reviewed.

The use of a contractual arrangement to mobilize human resources for CEPANZO operations subject to Argentine labor laws was explored. The increased use of UN volunteers, associates and fellows, and assignment of personnel by governments and other interested institutions on a reimbursable basis, or without salary costs to PAHO, was given consideration. The use of technical personnel on sabbatical leave was also explored.

The new contractual arrangements are likely to provide a significant increase in flexibility for the management of the Center and should provide significant savings in personnel costs. It is intended that the new contractual arrangements be initially utilized for employment against vacant PAHO posts, which will be abolished in due course. In order to protect the rights of the current staff, the new contractual arrangements will be implemented on an attrition basis as PAHO posts become vacant.

E. CLAP

It is planned that the Latin American Center for Perinatology and Human Development (CLAP) in Montevideo, Uruguay, will be the next Center to be reviewed.

Currently, there are four authorized PAHO posts in CLAP. Additional staffing is provided through local contractual arrangements on a part-time basis, funded by PAHO, the University or the Government. A substantial amount of professional time is provided to CLAP by the services of seconded personnel paid directly by the University.

6. Conclusion

The anticipated administrative actions and changes will be accomplished within the prerogatives already authorized to the Director by the PAHO Constitution and policies established by the PAHO Governing Bodies. Any proposal for a change of status of a PAHO Center will be thoroughly explored and will be submitted to the Executive Committee and the Directing Council together with a complete study, as required by operative paragraph 4 of Resolution XXXI of the XX Pan American Sanitary Conference.

The Directing Council is asked to take note of the planned studies indicated above, to endorse the Director's continuing actions to increase efficiency in the use of available resources, including the establishment of new administrative and personnel systems at the Pan American Centers, and to confirm the Organization's long-term policy of working towards the transfer of the administration of Centers by their Member Countries, if and when national institutions are able to maintain the quality and quantity of services provided to the Member Countries under the existing arrangements.

Annexes

Resolution XXXIII

Multinational Centers

The XVIII Pan American Sanitary Conference,

Having studied Document CSP18/22 and annexes³⁵ containing guidelines for the establishment and operation of multinational centers recommended by the Executive Committee at its 64th Meeting;³⁶ and

Recognizing the value of multinational centers for dealing with health problems of interest to several countries,

Resolves:

1. To approve the following general guidelines for the establishment and operation of multinational centers:

a) For the purpose of these guidelines, a multinational center shall be defined as an institution or center administered by international staff and supported to a significant degree by international funds, which provides services for all the countries in the Region, or a group of them in a particular area.

b) The establishment and operation of multinational centers shall be based on the priorities arising out of the planning of the PAHO/WHO program. Under this system, each country's appraisal of its health problems shall determine the extent and nature of the international assistance that will best serve to support the health programs of the Member Countries.

c) Where the solution of a country's health problems requires services of a standard and capacity not existing in a country, PAHO/WHO will collaborate with the health authorities with a view to strengthening the national institutions in order to meet the needs of the country but resorting, in cases where this is not possible, to national institutions of other countries with sufficient resources.

d) Where there are no suitable national institutions to deal with problems of common interest, multinational centers will be planned and developed in consultation with the Governments in order to make maximum use of PAHO/WHO assistance.

e) In their own or related fields, multinational centers should support, assist, and supplement the programs of the countries and should promote international cooperation for the solution of common problems.

f) In view of the fact that multinational centers are institutions and are created only when there are no adequate national institutions, international financial assistance is regarded as a long-term obligation. Nevertheless, each multinational center should be reviewed regularly in planning the program and in the light of its importance in relation to the needs of the participating countries.

g) In planning a multinational center, the Director shall seek financial and other support from extra-budgetary sources, in addition to the regular budget. The host Government should provide premises and, as far as its resources permit, also contribute supplies, personnel, and funds. The choice of a location should take into account the resources of the potential host Government as well as any other factors affecting the services rendered to countries.

h) Proposals for multinational centers shall continue to be submitted as part of the PAHO/WHO program and budget to the Executive Committee and to the Directing Council or the Conference, for consideration and approval.

2. To thank the Director for his report on the program and activities of the existing multinational centers.

*(Approved at the tenth plenary session,
8 October 1970)*

Resolution XXXI

Pan American Centers

The XX Pan American Sanitary Conference,

Having examined Document CSP20/3, and annexes, concerning the institutions designated as Pan American Centers;

Considering that these institutions are an integral component of the respective PAHO program, and constitute an effective mechanism for combining the functions of advisory services, teaching, research, and dissemination of information, in accordance with the needs of the countries and the state of technological development in the field;

Noting that efforts of such Centers have a unique role in furthering technical cooperation among developing countries;

Recognizing that under certain circumstances a national center, by agreement between the Government and PAHO, may provide the functions of an international center, utilizing PAHO project support without requiring PAHO administration; and

Noting that the term "Pan American Center" has hitherto been applied indiscriminately both to centers entirely dependent on PAHO and to national centers,

Resolves:

1. To thank the Director for the comprehensive report on PAHO Centers.
2. To limit the term "Pan American Center" to those whose technical, administrative, and financial affairs are handled by PAHO.
3. To accept in principle the recommendations concerning: the criteria that distinguish a Center; the procedure for establishing and disestablishing a Center; and the standards and conditions for designation of an Associated National Center.
4. To direct that any proposal for the establishment, disestablishment, or transfer of any Pan American Center be routinely submitted to the Executive Committee and the Directing Council and be accompanied by a complete study.
5. To recommend that the Director study the specific recommendations for the improvement of operation of the Centers, noting that many of these recommendations relate to the total PAHO program and not to Centers per se, and to implement those recommendations that are feasible.
6. To request the Director to commence the regular evaluation process of each Center called for in the report and to entrust the Executive Committee with design of appropriate evaluation methods and review of the evaluation reports.
7. To request that the report presented by the working group be completed by describing in greater detail each individual Center, and to ask the Director to submit this to the next meeting of the Directing Council.

*(Approved at the fourteenth plenary session,
4 October 1978)*

Resolution XXVII

**Restructuring of the Institute of Nutrition
of Central America and Panama**

The Directing Council,

Having examined Document CD29/17 and Add. I on the technical and administrative restructuring of the Institute of Central America and Panama (INCAP);

Bearing in mind Resolutions III, VII, and VIII approved by the INCAP Council in its XXXIV Meeting, held in Panama City on 19 August 1983;

Noting the progress made in restructuring the Institute in its scientific and technical aspects and in its administration;

Bearing in mind that the INCAP Council has requested that the Institute continue to be administered by PAHO under the Basic Agreement signed in December 1953 and in accordance with the new administrative regulations and arrangements approved by the INCAP Council, which were noted by the XXI Pan American Sanitary Conference²²; and

Considering that temporary support of the request by the INCAP Council is justified, while maintaining the Organization's policy of working toward a gradual assumption of the administration of Centers by their member countries in the near future,

Resolves:

1. To take note of Resolutions VII and VIII of the XXXIV Meeting of the INCAP Council concerning the restructuring of the Institute.

2. To approve PAHO's continued support to INCAP by temporarily assuming responsibility for the administration of the Institute and, subsequently, appointing its Director and Administrator.

3. To recommend the provision of this administrative support under the Basic Agreement of December 1953 and the new regulations approved by the INCAP Council, and in accordance with the administrative arrangements for the restructuring of the Institute in the spirit of Resolution XXIV of the XXI Pan American Sanitary Conference.

4. To direct that this support of PAHO be provided until such time as the INCAP Council or the Governing Bodies of PAHO decide otherwise.

5. To request the Director to continue the support of PAHO to the operations of INCAP so that it will effectively accomplish its purposes and discharge its responsibilities to its Member Countries toward the provision of improved levels of food and nutrition for their population.

*(Approved at the eighth plenary session,
29 September 1983)*