

“GOVERNANCE OF PAHO”

A PAPER

PREPARED FOR

**THE WORKING GROUP OF THE
EXECUTIVE COMMITTEE**

ON

PAHO IN THE 21ST CENTURY

BY THE

GOVERNMENT OF BARBADOS

JANUARY 2005

The following recommendations/suggestions are provided for consideration/discussion by the Working Group of the Executive Committee on PAHO in the 21st century. They were made in relation to some of the specific issues outlined in the Governance of PAHO paper.

A. Structure and Governing Bodies

Specific Issue 1: Improve communication within governing bodies and amongst Member States.

Governing Bodies

Recommendations/Suggestions:

1. There must be timely sharing of information before and after Executive Committee Sessions by the elected members of the Executive Committee with the other Member Governments as well as a feedback and feed-forward mechanism to solicit the other Member States' Comments, recommendation and suggestions on activities going before this Committee.
2. A Caucus meeting system may also have to be established for the Member States to meet prior to the start of sessions of the Conference, Council or the Bureau.
3. PAHO must ensure that it provides all policy documents along with records of management decisions and resolutions of Governing Bodies sessions via the internet in a timelier manner for rapid and easy access by users inside and outside the Organization.
4. The Regional Integration Organizations of the different Sub-regions (CARICOM, etc) could also be represented at the sessions of the Executive Committee to channel and disseminate all the information and correspondence of the Executive Committee's sessions to non-elected or non-represented government from their political bloc.
5. Member States need to participate more in the Secretariat's agenda, with more of a bottom up approach in policy, planning and decision making activities. In instances where the bottom up approach is not feasible, involve the Member States in the design and implementation phase of policies, plans and programmes being design and implemented by the Secretariat. The Director of the Bureau must involve all the Member States in the operations of the Secretariat either through dialogue or through their active participation in the Bureau activities.
6. The Constitution of PAHO may have to be amended and provision made for the inclusion and active participation of the Civil Society Partners into the Governing Bodies of PAHO.
7. The Constitution may have to be amended and provision made for

not only health professional from the national health authority to comprise the delegation appointed to the governing bodies but other professionals from other arms of government as well. However, the health specialists must retain the leadership role in any delegation appointed to PAHO.

Specific Issue 2

Organizational and budgetary structure to fulfil the mission of the Governing Bodies and meet the needs of the countries.

Recommendations/Suggestions:

1. A more formal transparent process for selecting the senior staff may have to be introduced, which will take other attributes into consideration other than political factors (for e.g. a technical process based on countries identifying candidates with considerable knowledge, skills and experience in the field of public health combined with the quality and quantity of public health work done by the candidate, or using a process of election similar to that instituted for selecting the members of the Executive Committee).
2. PAHO should disseminate the results, and implement any feasible recommendations from the study entitled "The distribution of budget allocation and other PAHO strategies for increasing the rate of collection of quota assessment." Furthermore, there need to be clear criteria for the distribution of budget allocation to countries along with transparency in selecting the indices for determining need/priorities in countries including the criteria and indices used for the priority countries (Haiti, Guyana, Bolivia, Nicaragua and Honduras).
3. There is a need to re-examine voting privileges based on budgetary quota contributions.
4. There should be more delegating of programmatic and financial authority to PWRs with clear criteria and accountability processes in order for them to function effectively and quickly respond to countries' need.
5. The Member States need to be brought more into the auditing, monitoring and evaluating of PAHO's functions for greater accountability and transparency of its operational, managerial and financial practices and to ensure greater administrative and operational efficiency. This auditing and evaluation shall in addition to expenditure review, also look at performance review for the assessment of efficiency, effectiveness, impact, and outcome as well as for measuring the success of programmes.
6. There shall be the establishment of a standing Audit and Evaluation Committee comprising elected representatives from among the

Member States, Participating States, Associate Members, the Bureau and an independent organization. This will initiate a participatory approach to auditing and evaluation and guarantee the dissemination of the auditing and evaluation results to all stakeholders, ensuring optimal use of the two processes and their results.

7. Formalise the links between financial reporting and effective evaluation through the simultaneous production of an evaluation report on the implementation of the programme budget and the financial report for the same programme budget period to show Members States and other stakeholders that they are getting value for money with regards to funds invested in the organization.
8. PAHO must also institute measures to reduce cost and minimise wastage in the Organization to make up for the reduction in funding from various sources and to redirect funds to technical priority programmes.

Specific Issue 3

Assessment of regional centres.

Recommendations/Suggestions:

1. The Regional Centres' programmes must be designed and implemented in consonance with national programmes and those of the Country Offices. An integrated approach and shared agenda by the Regional Centres and Country Offices is needed when programming to avoid duplication and for the pooling of all resources toward addressing national needs and regional priorities as well as for the achievement of global targets.
2. The Country Offices will have to be the main coordinating and implementation entity for the programmes in countries, but through this new integrated approach, the regional centres will play a supporting role in terms of conducting research, information management and specialised training within countries to increase regional evidence base decision making for projects and programmes combined with the implementation of certain sections of programmes.
3. Apart from the assessment of regional centres, Country Offices also need to be reviewed.

B. Function

Specific Issue 1

Enhancing efficiency of PAHO by the use of country offices to build

partnerships, capacity building and strengthening of institutions particularly for developing states.

Recommendations/Suggestions:

1. In order to ensure that the Country Offices meets the needs of both the Member States and the Organization in an efficient and effective manner, PAHO through its Secretariat and its Governing Bodies must:
 - Develop guidelines for relations between Country Offices and Ministries of Health as well as other health institutions to promote a multi-sectoral approach to health development.
 - Develop an integrated country programme in collaboration with PAHO Specialized Centres, including definition of needs, policies and priorities of the country to facilitate more efficient, result oriented programme planning and implementation.
 - Assess priority health needs and develop the country plan in consultation with country leadership and other partners of the international Community.
 - Guarantee country participation in the selection process for PAHO/WHO Representatives as well as systems for formal clearance by the recipient country before the appointee can take up the position. The Country should have the final decision on the matter.

Specific Issue 2

Bringing focus to the operational side of what PAHO does.

Recommendations/Suggestions:

1. PAHO must upgrade connectivity, cooperation and communication among the PAHO/WHO secretariat, country office, regional centres and national health institutions, and exploit the advantages of information technology in order to achieve optimal knowledge management.
2. New mechanisms of technical cooperation need to be created and employed to promote greater participation of the different partners in the formulation and implementation of national, regional and global priorities as well as to promote, support and monitor the formulation and implementation of cooperative programmes among partners, especially those aimed at reducing poverty and achieving equity in health. The tools and systems needed for the above processes need to be designed collectively by PAHO and the Member States.
3. Developing country specific plans, which will combine the efforts of different programmes and ensure coherent technical support based on country needs.

4. In keeping with the Pan American Sanitary Bureau's core values of equity, excellence, solidarity and integrity, there should be a new focus on programme management:

I. Priority setting following the concept of utilitarianism needs to be done. Criteria for establishing priorities will also need to be outlined.

II. Programming by objectives based on the orientation of the General Programme of Work, setting priorities according to national objectives and global targets as well as setting targets for outcome (products). For this to be achieved PAHO's process of work must move from the process (measuring) of output to the process (measuring) of outcome and involve a reassessment of targets and a re-examination of need.

III. Global targets such as the Millennium Development Goals will need to be integrated into countries priorities and programming to ensure that both the national and global targets, which the countries commit themselves to are achieved. This approach gives programme managers programmes that give effect to policy contained in the General Programme of Work, reflecting the needs of Member States and embodying a global vision.

IV. Strategic budgeting/planning (3-5 Years) by specifying products or outcome on which work will be undertaken in the biennium consistent with the priorities and by which budgetary provision for major programmes can be made. Impact can be measured by utilising this approach.

V. Improving accountability through systematic monitoring of implementation, progress and expenditure, and evaluation of relevance, efficiency, effectiveness, and where appropriate assessing the impact of outcome (measure and evaluate success).

VI. Establishing good knowledge and information management systems through PAHO and its Member States. Investing in information technology and communication systems for the rapid access to and processing of information. This will be crucial if there is to be decentralization in the organization.

Specific Issue 3

Evaluation of the implementation of PAHO's Mandate.

Recommendations/Suggestions:

1. Studies are needed to assess PAHO's evaluation process and the types of evaluations that are or should be undertaken by the Organization. This will provide pertinent information for making conclusions,

formulating alternative approaches to policies and programmes and assist with the dissemination of the information. PAHO's stakeholders, especially the Member Governments, should conduct these studies. **See Structure and Governing Bodies, Specific Issue 2, suggestions 5 and 6** for the types of evaluations that shall be undertaken by PAHO and who shall participate in these evaluations.

Specific Issue 4

Evaluation of Strategies and allocation of resources to carry out mandate.

Recommendations/Suggestions:

1. See above recommendations/suggestions at Specific Issue 3 (Evaluation of the implementation of PAHO's Mandate)

C. Process with regards to relationship with stakeholders

Specific Issue 1

Relationship between PAHO and WHO

Recommendations/Suggestions:

1. One international health organization but two Constitutions (one for the Regional Office of the Americas and another for headquarters), PAHO can establish its own priorities and programmes. Reduced fund allocation from WHO to PAHO. Although the two Constitutions are similar, there may now be a need for one governing Constitution for PAHO and WHO.
2. There must be more inclusion of PAHO into WHO's committees, etc.
3. When and where appropriate, there must be One Programme of Work as is currently being implemented through the Country Cooperation Strategy. The CCS is one mechanism for improving relations between the two organizations.
4. Studies should be conducted to determine the restraining and driving forces impacting on the relationship between PAHO and WHO.....

Specific Issue 2

Reaffirm commitment as Member States to the Organization.

Recommendations/Suggestions:

To reaffirm commitment as Member States to the Organization the:

1. Finance Ministries should allocate funds to the organization and make

payment of financial contribution to the organization in a timely manner.

2. National Health Authorities should continue to actively participate in the sessions of the Governing bodies, assist the Secretariat with the negotiation and implementation of its work in the countries and provide political support when necessary.
3. Ministry of Foreign Affairs should use international relations to negotiate health in the international arena, establish links and networking with national, regional and global institutions interested in PAHO's work and participating in the organization's technical meetings.
4. Congresses and Parliaments should provide legislation and regulations for better promotion of health, highlight the importance of health and development as part of their political agenda and press for funding for health at the regional and international levels.

Specific Issue 3

What is the view of the other Stakeholders of PAHO?

Recommendations/Suggestions:

A Review of the Sub-regional Cooperation Strategy for Barbados and the Eastern Caribbean should be done in order for the results, recommendations, best practices and lesson learnt from this exercise to be shared and implemented in other sub-regions and Member States. The stakeholders that participated in this strategy represented the European Union, USAID, CIDA, IDB, Caribbean Development Bank, UNDP, FAO, UNICEF, UNIFEM and IICA.

1. A major Survey for the entire region should be conducted with selected stakeholders from Member Government, bilateral agencies, multilateral agencies, the scientific community, Political and regional integration institutions, civil society Organizations and among PAHO's staff, centres and country offices.

Specific Issue 4

Decentralization of resources and staff from Headquarters to Country Offices.

Recommendations/Suggestions:

There should be:

1. Some decentralization of technical staff and resources from Headquarters to the country level in order to strengthen the performance of country offices, improve the use of PAHO's resources within countries and for the development of a more strategic approach

to PAHO cooperation with countries.

2. The development of a more efficient financial management system that integrates regular and extra budgetary resources.
3. The empowerment of Country Offices with adequate financial & programmatic authority in responding to country needs. This must include reviewing the level of responsibility that is delegated to PWRs and Centre Directors to efficiently coordinate operations at the country level in harmony with the Plan of Work developed by the Member States and Country Offices.
4. A study on and evaluation of PAHO's recruitment policy needs to be conducted to address the geographical distribution inequalities in hiring staff from the Region. The study shall be designed to determine the factors inhibiting wider recruitment of nationals from all Sub-regions and recommendations should be made to redress any geographical recruitment inequality. This will ensure that recruitment is not only in consonance with PAHO's Constitution and its Core Values but also that there is greater language and cultural diversity in the Organization as well as an equitable distribution of staff from Latin America, the Caribbean and North America.
5. The establishment of formal, transparent processes and systems for the transfer, exchange or hiring of national technical staff for cooperative activities. This will involve changes in both PAHO and governmental rules and procedures for facilitating exchange of technical expertise. These new systems must include governmental commitment to the full release of employees for cooperative efforts as well as performance management and development through compensation and incentives, (such as staff development and training opportunities, praise/performance/recognition awards, comfortable working conditions, supportive working environment, etc) from both PAHO and Member Governments for national technical staff on assignments.
6. The Organization will need to adopt more flexible employment contracts to ensure that the latest skills and knowledge are available for the work of the Organization. In achieving this objective, PAHO must ensure that the contract holders are not disadvantaged with reference to social security coverage, salaries, allowances, termination indemnity and job security. The terms of the contractual arrangements for temporary appointments to project activities limited in time and/or funding must be clearly outlined and understood by all parties to avoid conflict and grievance in the organization.
7. There must be a formal, transparent process for staff to move between posts, countries and sub-regions. Candidates should be assessed not only for their technical competencies, but also for their ability to work in different cultural settings. When possible, reassignment to different locations and probably to different programme areas should be

encouraged, as this could broaden the understanding and capabilities of PAHO staff, promote an international perspective and increase the Organization's flexibility.

Recommended list of studies to be undertaken by PAHO.

A. Structure and Governing Bodies

Specific Issue 3

Assessment of regional centres.

1. The field office in El Paso Texas needs to be studied and assessed for viability, effectiveness and efficiency in relation to the contemporary operation of PAHO. Also, the Office of Caribbean Programme Coordination should be evaluated to ascertain its efficiency and responsiveness to all the small developing states it serves in the Caribbean.

B. Function

Specific Issue 3

Evaluation of the implementation of PAHO's Mandate

Recommendations/Suggestions:

1. Studies are needed to assess PAHO's evaluation process and the types of evaluations that are or should be undertaken by the Organization. This will provide pertinent information for making conclusions, formulating alternative approaches to policies and programmes and assist with the dissemination of the information. PAHO's stakeholders, especially the Member Governments, should conduct these studies.

Specific Issue 4

Evaluation of Strategies and allocation of resources to carry out mandate

Recommendations/Suggestions:

1. Studies similar to those outlined at the aforementioned specific issue need to be conducted. PAHO's stakeholders, especially the Member Governments, should conduct these studies.

Process with regards to relationship with stakeholders

Specific Issue 1

Relationship between PAHO and WHO

1. Studies should be conducted to determine the restraining and driving forces impacting on the relationship between PAHO and WHO.

Specific Issue 3

What is the view of the other Stakeholders of PAHO?

1. A major Survey for the entire region should be conducted with selected stakeholders from Member Government, bilateral agencies, multilateral agencies, the scientific community, Political and regional integration institutions, civil society Organizations and among PAHO's staff, centres and country offices, to provide information and evidence for this specific issue.

Specific Issue 4

Decentralization of resources and staff from Headquarters to Country Offices

1. A study on and evaluation of PAHO's recruitment policy needs to be conducted to address the geographical distribution inequalities in hiring staff from the Region. The study shall be designed to determine the factors inhibiting wider recruitment of nationals from all Sub-regions and recommendations should be made to redress any geographical recruitment inequality.

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