Chapter 2 Gorgas Memorial Institute and Laboratory

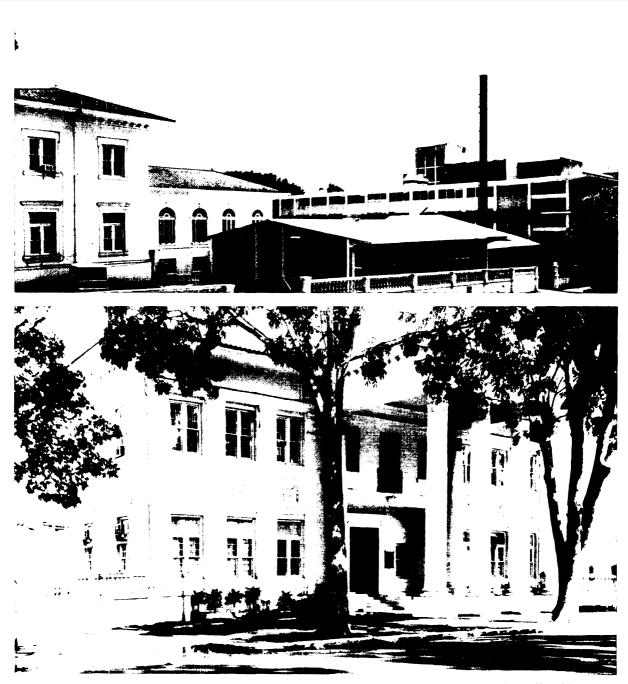


Photo credits: Gorgas Memorial Laboratory

Front entrance to the Gorgas Memorial Laboratory, in Panama City, Republic of Panama (bottom photo). Photo at top shows the Laboratory complex in Panama City. At the extreme left is the side of the administrative offices; the lower connecting structure houses the Library; to the right rear are the research laboratories. The complex also contains animal buildings and an insect facility (insectory)

Gorgas Memorial Institute and Laboratory

The Gorgas Memorial Institute of Tropical and Preventive Medicine, Incorporated (GMI), a private, nonprofit organization, was incorporated in Delaware and registered in the Republic of Panama in 1921 as a memorial to Major General William Crawford Gorgas (47).

The Gorgas Memorial Laboratory (GML), GMI's research arm and primary function, was established in 1928 in the Republic of Panama, with resources made available by the Governments of the United States and Panama and by several national and international agencies. The establishment of GML was made possible by an act of Congress (Public Law 70-350), which authorized a permanent annual contribution for the facility, provided that a site and building were made available from other sources, and by action of the National Assembly of the Republic of Panama, which granted land and a building on the condition that the property be used for a research laboratory (47),

The contribution made annually by the U.S. Government to GMI, which constitutes the core support for the maintenance and operation of GML, is administered by the Fogarty International Center (FIC) of the National Institutes of Health (NIH). Public Law 70-350, as amended, authorizes Congress to provide up to \$2 million for GMI. In fiscal year 1983 GMI received \$1.8 million through FIC, an increase from the fiscal year 1982 allotment of \$1.692 million. Although GMI asked for \$1.9 million in core support for GML in fiscal year 1984, the latest fiscal year 1984 NIH budget request targets no funds for GMI (47,115).

GML also receives grants and contracts supporting specific research projects from a variety of United States, Panamanian, and international organizations. In fiscal year 1982, total U.S. contributions including research grants from the U.S. Army, Navy, NIH, and the Agency for International Development totaled approximately \$2,225,200, or 96.9 percent of all direct financial support for GMI/GML (see tables 3A and 3B).

Panamanian support for GML, which largely comes in the indirect form of property grants and a tax-favored status, is more difficult to tabulate. In 1930, the appraised value of the land donated by the Republic of Panama was \$126,750. Estimates of the current value of the land and facilities have gone as high as \$20 million by one senior Panamanian official, but no exact figure is available. In 1979, FIC estimated the value of the "in-

 Table 3A.—Sources of Financial Support for the Gorgas Institute and Laboratory Fiscal Years 1975-82 (dollars in thousands)

	1975	1976	1977	1978	1979	1980	1981	1982	1975-82 total
U.S Appropriation		\$1,360				\$1,700.0		\$1,692.0	\$11,759.0
National Institutes of Health,	929.1	174.8	228.1	248.4	333.3	255.9	305.1	219.2	2,693.1
Health and Human Service (HEW	/) .		. – –		4.4	4.7	0.9	_	10.0
U.S. Army	223.4	203.5	111.7	130.2	145.2	187.5	257.8	228.6	1,488.0
U.S. Navy	35.0	33.8	25.0	25.0	30.0	35.0	35.0	35.0	235.8
AID .,	120.0	5.5	-	_	8.1	23.3	45.2	_	202.1
Subtotal Federal support	,		\$1,764.8 \$2.7		\$2,221.0 \$58.3	\$2,205.5 \$89.5	\$2,444.0 \$58.6	\$2,174.9 \$ 50.3	\$16,406.3 \$ 271.1
Total U.S. support	2,022.3	\$1,781.9	\$1,767.6	\$1,803.6	\$2.279.2	\$2,295.0	\$2,502.6	\$2,225.2	\$16,677.5
Government of Panama	_	\$ 59.3	\$ 17.2	\$ 37.1	\$ 1.0	\$ 308.4	\$251.0	\$22.5	\$696.5
WHO/PAHO	7.7	4.4	16.0	36.9	118.2	57.0	47.8	49.0	336.9 6.8
Wellcome Laboratories				(a)	6.9	1.0	-	-	1.0
Total non-U.S. Support \$	7.7	\$ 63.7	\$ 33.2	\$ 80.8	\$ 120.2	\$ 365.4	\$ 298.8	\$ 71.5	\$ 1,041.3
Total support	2,030.0	\$1,845.6	\$1,800.8	\$1,884.5	\$2,399.5	\$2,660.4	\$2,801.4	\$2,296.7	\$17,718.7

[&]quot;Less than \$50

	1975	1976	1977	1978	1979	1980	1981	1982	1975-82 average
U.S Appropriation	34.9	73.7	77.7	74.3	70.8	63.9	64.3	73.7	66.4
National Institutes of Health	45.8	9.5	12.7	13.2	13.9	9.6	10.9	10.0	16.7
Health and Human Service (HEW)	—	_	—	—	0.2	0.2	(a)	-	0.1
U.S. Army	11.0	11.0	6.2	6.9	6.1	7.0	9.2	10.0	8.4
U.S. Navy	1.7	1.8	1.4	1.3	1.3	1.3	1.2	2.0	1.4
AID	5.9	0.3	-	-	0.3	0.9	1.6	—	1.1
Subtotal Federal support	99.3	96.3	98.0	95.7	92.6	82.9	87.2	94.7	92.6
Other U.S. support	0.4	0.2	0.2	-	2.4	3.4	2.1	2.2	1.5
Total U.S. support	99.6	96.5	98.2	95.7	95.0	86.3	89.3	96.9	94.1
Government of Panama	_	3.2	1.0	2.0	(a)	11.6	9.0	1.0	3.9
WHO/PAHO	0.4	0.2	0,9	2.0	4.9	2.1	1.7	2.1	
World Bank	—		—						1.9
Wellcome Laboratories	_	—	—	(a)	(a)		-	-	(a)
Total non-U.S. Support	0.4	3,5	1.8	4.3	5.0	13.7	10.7	3.1	5.9
Total suppport	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

 Table 3B.—Sources of Financial Support for the Gorgas Institute and Laboratory Fiscal Years 1975-82 (as of percent)

*Less than 0.05 Support.

SOURCE: Gorgas Memorial Institute, 1983

direct services" provided each year by the Panamanian Government to be \$175,000.

GMI is required by law to make an annual report to Congress on the activities and expenditures of the laboratory, The U.S. General Accounting Office (GAO) audited all GMI/GML financial statements until 1980 (47).

GML is currently engaged in an effort to cut costs and broaden its financial base of support. This issue is being addressed in the related GAO study, and will not be covered in this technical memorandum. Plans call for the the closure of Building 265, which cost an estimated \$279,102 to maintain in fiscal year 1982 (see table 4); however, modifications to accommodate the relocation of the virology program formerly housed in the building are estimated at a one-time cost of *\$250,000* (table 5 shows this figure, as well as other projected costs for fiscal year 1984).

The Laboratory has just finished terminating the employment of some 29 of GML's employees and staff. The closing of the entire bacteriology department eliminated three Panamanian scientists with 10 to 22 years tenure at GML (121). GMI sought relief from the Panamanian Minister of Health and Minister of Labor from penalty charges attributable to early termination of Panamanian employees (47), but waivers were not granted. GMI has established a Development Committee to explore fund-raising possibilities in the private sector. Because of the completion of a number of commissioned projects, revenues from research grants and contracts dropped from \$995,641 in fiscal year 1981 to \$594,224 in fiscal year 1982. As a result of this decline, the proportion of total funding represented by U.S. core support rose from 64.3 percent of all revenues in fiscal year 1981 to 73.7 percent in fiscal year 1982.

Of the \$1,884,824 spent by GMI/GML over the 12-month period ending July 1983 after the reduction-in-force, over half (\$928,101) went towards salary costs. Utility charges, including those for Building 265, came to \$413,257. Administrative costs accounted for \$130,732, and another \$163,258 was spent to maintain the GMI office in Washington, D.C. The "direct" nonsalary research dollars amount for the laboratory was \$209,476 (121).

At its headquarters in Washington. D. C., GMI is governed by a 47-member Board of Directors, which includes officials of the Governments of the United States and Panama, representatives of national and international agencies active in areas of common interest, and U.S. and Latin American scientists and professionals. The board meets annually to determine the policies of the organiza-

	Fiscal ye	Fiscal year 1982		Fiscal year 1983	
	Budgeted	Actual		Budget	
	(1/20/82)	unaudited	Old	New	
Revenue: Contribution by the United States Research grants and contracts Other	\$1,692,000 609,407 2,500	\$1,692,000 594,224 10,442	\$1,800,000 346,209 10,000	\$1,800,000 346,209 10,000	
Subtotal	2,303,907 386,888	2,296,666	2,156,209 390.930	2,156,209 524,011	
Total revenue required Expenditures:	2,690,795	2,296,666	2,547,139	2,680,220	
Core— Infectious Disease Program					
Parasitology	275,390 105,765 78,515 21,430	340,752 110,826 85,053 21,585	383,547 114,741 79,565 35,364	374,146 183,052 73,920 48,166	
Clinical	71,297	81,809	60,366	67,688	
Total Ecology & Epidemiology Program	552,397	640,025	673,583	746,972	
Ecology	110,216 42,474 17,000 494 143,839	95,840 39,831 15,801 6,664 158,478	105,155 41,039 18,029 9,331 139,477	106,586 41,039 18,029 9,331 139,477	
Total Primatology & Laboratory Animals Program	314,023	316,614	313,031	314,462	
Animal Models	46,254 73,546	47,350 81,969	57,754 85,977	53,954 88,427	
Total Education & Technical Support Program	119,800	129,319	143,731	142,381	
Educational Programs	5,425 57,991 63,416	4,346 56,829 61,175	6,139 62,451 <u>68,590</u>	5,639 71,056 76,695	
Data Processing	43,712	36,777	39,551	45,738	
Washington, D.C	161,256 326,647	146,242 256,095	163,258 313,609	,	
Total	487,903	402,337	476,867	494,023	
Panama	232,992 309,693	269,449 279,102	277,804 290,583		
Total	542,685 25,000	548,551 21,028	568,387 15,000		
Total core expenditures Direct grant and contract expenditures.	2,148,936 . 541,859	2,155,826 445,089	2,298,740 248,399	, ,	
Total expenditures Excess revenue over/(under)		2,600,915	2,547,139		
expenditures	.\$-0-	\$ (304.249)	\$-0-	\$-0-	

Table 4.—Gorgas Memorial Institute of Tropical and Preventive Medicine, Incorporated: Operating Budgets Fiscal Years 1982 and 1983

tion, review the managerial and fiscal operation, approve budgets, and elect officers, Board members, and advisors. Between meetings, the Board's functions are delegated to the 9-member Executive Committee, which meets monthly under the chairmanship of the President of GMI, Dr. Leon Jacobs, a Scientist Emeritus of NIH. The 24-member Advisory Scientific Board, consisting of scientists in various disciplines, is to advise on the development and review of scientific programs

Table 5.—Gorgas Memorial Institute of Tropical and Preventive Medicine, Incorporated: Projection Fiscal Year 1984

Revenue:	¢1 900 000
Contribution by the United States	300,000
Other	10.000
	- ,
Subtotal	2,209,000
Additional revenue required	18,000
Total revenue required	62,227,000
Expenditures:	
Core—	
Epidemiology	180,509
Microbiology	276,237
Tropical Ecology	326,553
Applied Pharmacology	165,699
Administrative Services & Training—	
Panama,	913,553
Administration—Washington, D.C	177,000
Total core expenditures	. 2,039,551
Direct grant and contract expenditures	187,449
Total expenditures	'2,227,000
Excess revenue over/(under) expenditures	\$ -0-

aIncludes \$250,000 for anticipated facilities renovation SOURCE: Gorgas Memorial Institute, 1983

ORGANIZATION

The organization of research activities of GML is currently undergoing change. Previously (and still officially) GML was divided among four scientific programs (see fig. 1). The Infectious Diseases Program was divided into Virology, Bacteriology, Parasitology, Immunology, and Clinical sections. The Ecology and Epidemiology Program was responsible for Vertebrate Zoology, Entomology, Epidemiology, and Vector Biology. Animal Models, Primate Biology, and Animal Colony research were under the Primatology and Laboratory Program. Education and Technical Support programs handled the Library, Photo-Laboratory, and Educational sections. In additon, GML maintained administrative and data processing sections.

Tentative plans for departmental reorganization have been drawn up, but will not be implemented until GML's financial situation is more secure (121). The new organization will include divisions for epidemiology, laboratory sciences (e.g., immunology, parasitology, serum bank), environmental biosciences (e. g., vector bionomics, ecology), clinical therapeutics (e.g., animal and, if plans are fulfilled, to serve as an editorial review board for GML staff's scientific manuscripts. * The officers, members, and advisors serve without compensation (47).

In 1972, the Middle American Research Unit, which had been in existence since about 1960 in the Canal Zone as an offsite laboratory of the National Institute of Allergy and Infectious Diseases (NIAID), was merged with GML. At the end of fiscal year 1975, NIAID concluded its support for the work formerly done by this unit with a resulting loss of senior personnel and financial support for GML (11 O).**

models, clinical investigation), and support services (library, administration, etc.). Figure 2 illustrates the proposed organization.

The interdisciplinary scientific staff of six Americans, nine Panamanians, and one Peruvian includes entomologists, arbovirologists, parasitologists, and other specialists (see table *6*). One U.S. Navy medical officer and one Navy Ph. D. parasitologist are currently on GML's scientific staff. The director of GML, Raymond H. Watten, M. D., previously the commanding officer at the Navy's Medical Research Unit in Cairo, oversees a total of 94 staff members and employees (121).

GML is strategically located for studies of disease transmission and movement in tropical America. Panama is a crossroad of transportation in the region and GML itself is in close proximity to the field. GML also benefits from an available supply of *Aotus* monkeys, a simian valuable for the study of human malaria (110). The U.S. Fish and Wildlife Service classifies the *Aotus* as an animal which could become endangered by international trade.

 $[\]bullet$ See the GAO report for a review of the activities of the Advisory Scientific Board.

^{* *}Because of a deteriorating political situation, the Centers for Disease Control was forced to close its own Central American Research Center located in El Salvador in 1981 and relocate to a smaller research and trainin, unit in Guatemala (53).

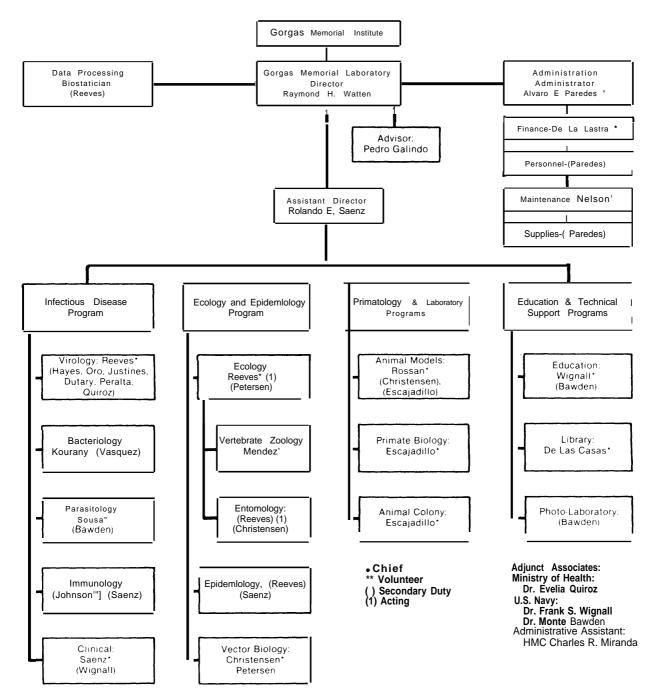
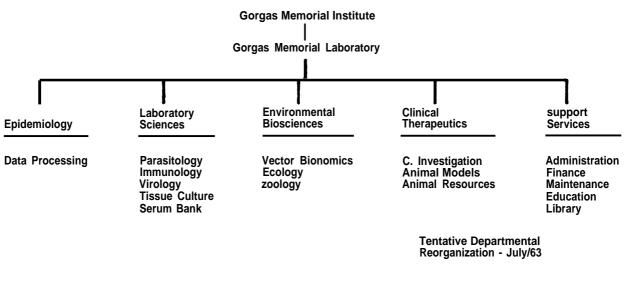


Figure 1.-Gorgas Memorial Institute Organization (currently official, but in process of being changed)

SOURCE GorgasMemorial Institute July 1982





SOURCE Gorgas Memorial Laboratory, 1983

Table 6.—Gorgas Memorial Laboratory Information on Scientific Staff as of July 1983

Watten, Raymond H., M.D. (U. S.) Director Saenz, Rolando E., M.D. (Panamanian) Assistant Director Adames, Abdiel J., Ph. D. (Panamanian) Ecologist-Entomologist Christensen, Howard A., Ph. D. (U. S.) Entomologist Dutary, Bedsy C., Ph. D. (Panamanian) Arbovirologist Escajadillo, Alfonso, D.V. M. (Peruvian) Medical Veterinarian Justines, Gustave, Ph. D. (Panamanian) Virologist Kourany, Miguel, M. P. H., Ph. D. (Panamanian) Bacteriologist Mendez, Eustorgio, Ph. D. (Panamanian) Vertebrate Ecologist Ore, Gladys, M.S. (Panamanian) Microbiologist Peralta, Pauline, Ph. D. (U. S.) Virologist Petersen, John L., Ph. D. (U. S.) Insect Geneticist Reeves, William C., M.D. (U. S.) Medical Virologist Rossan, Richard N., Ph. D. (U. S.) Parasitologist-Primatologist Sousa, Octavio E., Ph. D. (Panamanian) Parasitologist Vasquez, Manuel A., M.D. (Panamanian) Physician-Microbiologist

SOURCE" Office of the Director, Gorgas Memorial Laboratory, July 1983,

ACTIVITIES OF GML

The activities at GML can be characterized as basic and applied biomedical research, public health and medical services, and training, Projects use the laboratory, the clinic, and the field as bases. Neither the types of activities nor the areas where they are carried out are entirely categorical or mutually exclusive. The border between basic and applied research, for instance, is not a clean line. Basic biomedical research, as used in this paper, refers to work that seeks to advance the state of knowledge about the vital processes that underlie the normal functioning of organisms and their malfunctioning in disease. Applied biomedical research draws upon basic information to develop means of prevention, treatment, and cure of disease (4).

At the two ends of the *research* spectrum, the distinction is clear. Observing and characterizing the physical and metabolic behavior of a malarial parasite is basic research. Using the information gained in that way to design an intervention, e.g., a vaccine or drug therapy, is applied research. Further down the line, e.g., testing the drug or vaccine in nonhuman primates, a major line of research at Gorgas, the work falls farther toward the applied end of the spectrum. A clinical trial of the intervention in humans is a final step before research turns to practice. Even during a clinical trial, however, observations can be made that would fit the definition of basic research, in furthering the basic knowledge of normal and abnormal human functioning. Marking the checkpoint between basic and applied research in the process described is all but impossible, and to spend a great deal of time attempting to do so is unproductive.

Many projects at GML have both research and service components. About 1,000 patients per year are treated in the clinic, providing an important service to the community. Observations of those patients are an important source for learning about the natural history and treatment of diseases, many of which cannot be adequately studied elsewhere.

GML began as a traditional tropical medicine research institute concentrating on studies of malaria, trypanosomiasis, and leishmaniasis. In recent years, attention has been increasingly directed to arboviruses and their vectors (110). Currently, GML also is involved in research projects concerning sexually transmitted diseases, specific cancers, and ecological studies (see table 7 for a more detailed listing of areas of activity). In the past, GML has been called on to serve as a reference center for the region (76). GMI also offers "Medicine in the Tropics," a 6-week tropical medicine training program offered primarily to physicians from the U.S. Navy, intended to prepare the medical officers for operational assignments in tropical areas. GML also hosts predoctoral and postdoctoral students and scientists. In 1981, students came from Venezuela, Costa Rica, Panama, and the United States; in 1982, from Kenya, Hungary, Argentina, Brazil, Cuba, Panama, and the United States. In the past 12 months, GML lists these training figures (121):

- 30 Students, Medicine in the Tropics (6-week course)
- 25 Visiting scientists
- 1 Postdoctoral student
- 2 Predoctoral students 3 Bachelor-level students
- 6 Trainees and graduate students

GML has working relationships with the Medical Entomology Research and Training Unit in Guatemala, the Centers for Disease Control, NIH, Louisiana State University (LSU), Johns Hopkins University, and other academic and scientific institutions. Most of these arrangements are "inforreal," but GML has a Memorandum of Agreement with LSU, Yale University, Johns Hopkins, and the University of Panama (121).

Area of activity	Active/recent	Funding
Animal colonies	А	Core
Malaria drug testing (<i>Aotus</i> studies) (also under Malaria)	А	U.S. Army contract
dose of human diploid vaccine	R	Core, with MOH
Arbovirus survey in Tabasara River Basin Various projects relating to characterization of arboviruses and investigating outbreaks	R	Contract
Aseptic meningitis	R	Core
Vector competence of S. <i>quadrivittatum</i> for O. <i>volvulus</i>	R	Core, with Johns Hopkins University
Feeding habits of known and potential vectors	А	Core and WHO TDR
Survey of this important cause of diarrhea in Panama	R	Core
Human T-cell leukemia virus.	А	Core and NCI grant
Cervical and penile cancer in Herrera ProvinceAssociation with HTLV; and with herpes simplex	А	Core
Cervical cancer and Herpes simplex		Core, with McMaster University
Culturing of Sloth kidney cells Culturing of <i>haemogogus</i> equinus cells Chagas' disease:	A	Core
Study of risk of infection and human manifestations of Chagas' disease transmitted by <i>R. pallescens</i> (Central Panama) and T. <i>dimidiata</i>		
(Western Panama)Biological and Isozyme characterization of	А	WHO TDR grant (partial)
<i>T. cruzi</i> and <i>T. range/i</i> strains Clinical diagnosis and treatment (approximately 1,000 cases per year) Data Processing:	A A	Core Core, with MOH
National Cancer Registry (Panama) Cervical cancer project National serologic survey	A	Core, plus miscellaneous
Bayano Lake clinical surveillance project Malaria chemotherapy project STD Project		
Environmental Impact Assessment: Tabasara Hydroelectric Project	R	Contract
Fortuna River	R	Contract
services and surveillance		Core, with MOH
Identification of vector special; identification of reservoir (porcupine) Isozyme electrophoresis diagnosis of strain and species of <i>Leishmania</i>		Core and WHO TDR grant
and identification of leishmaniasis vectors Library: Reference service and collection available to staff and	A	Core and WHO TDR grant
outside researchers	А	Core and grant from Panama
In Vitro cultivation of infectious agent	R	AID grant
Antimalarial Drug Testing in <i>Aotus</i> monkey Phlebotomus fever:	A	U.S. Army contract
Serologic surveys of U.S. troops and Panamanians for Chagres and Punta Toro Fevers.	R	Coro
Comparison of Punto Toro and Rift Valley Fevers	R	Core Core
Identification of amplifying host vertebrates	R	Core
Retinochoroiditis due to Toxoplasmosis	R	Core
Serum Bank Reference Collection	A	Core

Table 7.—Recent Activities of Gorgas Memorial Laboratory

Area of activity	Active/recent	Funding _
Sexually transmitted diseases (STDS):		
Gonorrhea—survey of prostitutes on prevalence and		
penicillin resistance	R	Core
Epidemiology of STDS in Panama (prevalence; maternal STD		
and effect on pregnancy outcomes)	А	Core, with MOH
Shigellosis:		
Study of drug resistance in shigella isolates.	R	Core
St. Louis encephalitis (SLE):		
Study of how virus is maintained in the tropics	R	NIH grant
Studies with olivaceous cormorant	R	NIH grant
Susceptibility to infection of Panamanian vector with three geographic		
isolates of SLE virus	R	NIH grant
Virulence testing and RNA fingerprinting of Panamanian SLE		-
virus isolates	R	NIH grant
Fraining:		
Medicine and health in the Tropics	А	U.S. Navy
riatoma Colony maintained for xenodiagnosis	А	Core
rypanosomiasis	А	Core and WHO grant
/enezuelan equine encephalitis (VEE):		-
Search for epizootic virions from enzootic strains	А	Core
/ertebrate zoology		
Survey of Mammalian Fauna of Panama.	R	Core
Long-term survey of rodents (zoogeography)	А	Core
Studies of Ectoparasites	А	Core
fellow fever:		
Monitoring of animal reservoirs	А	Core
Monitoring of epizootics in Spider monkeys		
Monitoring of variations in vectors' ability to transmit virus	А	Core
Genetic studies of jungle vectors		NIH grant
Longevity and age structure of Sylvan Yellow fever vectors	R	NIH grant

Table 7.- Recent Activities of Gorgas Memorial Laboratory-Continued

KEY AID-U S Agency for International Development, MOH-Panamanian Ministry of Health NC1-National Cancer Institute NIH-National Institutes of health, TDR-Special Programme for Research and TraInIng in Tropical Diseases (WHO), WHO-World Health Organization

SOURCE Off Ice of Technology Assessment, 1983 Information provided by Gorgas Memorial Laboratory WHO and Gorgas Memorial Laboratory fiscal year 1981 and 1982 reports