

SIAPS BANGLADESH

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PROCUREMENT PROCEDURE MANUAL AND SUPPLY MANUAL LAUNCHED



DGFP
Procurement
Procedure
Manual



Two essential supply chain management manuals—the *Procurement Procedure Manual* and the *Supply Manual*—were formally launched in early February at the Ministry of Health and Family Welfare (MOHFW). Key leaders in attendance included the Ministry's Senior Secretary, Mr. Md. Humayun Kabir; the US Agency for International Development (USAID)/ Bangladesh Office Director, Mr. Gregory Adams; and the Additional Secretary of Development and Medical Education, Ms. Aktari Mamtaz.

The Director of the Logistics and Supply (L&S) Unit of the *Directorate General of Family Planning* (DGFP), Mr. Md. Kafil Uddin, gave a welcome address. He expressed wholehearted satisfaction that stock-outs of commodities, including contraceptives, have not been an issue since 2010. Mr. Uddin noted that the procurement and logistics management systems in Bangladesh have vastly improved and increased their effectiveness and efficiency.



USAID
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SIAPS
Systems for Improved Access
to Pharmaceuticals and Services

Mr. Md. Saiful Islam, Additional Director of the Central Warehouse, DGFP, provided an overview of the *Supply Manual*. He said that the impetus for revising the manual emerged from users at all levels; the improved manual incorporates updated procedures, systems, and good practices.

What are these manuals and why are they integral to the nationwide health system? The Systems for Improved Access to Pharmaceuticals and Services (SIAPS)/ Bangladesh team provides answers to these questions.

What are the *Procurement Procedure Manual* and the *Supply Manual*?

The *Procurement Procedure Manual* (PPM) is a reference material that provides instructions and guidance on procurement policies, procedures, and practices for all officials dealing with the procurement of medical goods and services. The manual is already being used by DGFP officials involved in procurement. The *Supply Manual* is a job aid for the DGFP. It helps staff effectively manage warehousing, inventory, and distribution systems at all levels.

Why are these materials needed in Bangladesh?

Procurement of medical products is a specialized area that requires a high degree of knowledge and skill among those who are engaged in the process. Even though procurement performance in the DGFP has been strong, a significant number of procurement specialists have not had access to needed guidance. This is because procurement officials in the DGFP need to review scores of documents to perform their day-to-day activities. The PPM has been specifically designed for DGFP procurement personnel as a quick and convenient reference guide.

The *Supply Manual* documents all the information needed by DGFP personnel to undertake their responsibilities and ensure good warehousing and distribution practices for family planning commodities, in particular. It also provides guidance to ensure that an effective logistics system is in place at all tiers of the DGFP.

What is their importance and how do they fit into the health system?

The objective of the PPM is to ensure that public resources

are used with attention to economy, efficiency, and transparency in procurement management. By using this reference book, MOHFW may improve its institutional and human capacity and be better prepared and empowered to identify and overcome procurement bottlenecks and challenges. The manuals will also help MOHFW realize better value for money in the procurement process, for example, through solicitation of bids from all eligible sources. In this way, effective governance, accountability, and transparency in the public sector are ensured.

An effective and efficient supply chain management system is addressed in the revised DGFP *Supply Manual*. The integrated network of activities that move products from the central level to the end user should be carried out at the right time, in the right place, with attention to good quality, and providing for the proper quantity of medical products, as information is transmitted throughout all levels of the supply system. This systematic communication of information is crucial to sustain and expand program capacity, improve patient outcomes, and save lives. The *Supply Manual* is a tool that can be used to enhance the quality of products and improve cost effectiveness by reducing losses due to overstock, wastage, expiry, damage, pilferage, and inefficiency.

SIAPS worked with MOHFW to update and publish the two manuals. They are being made available to all staff involved in supply chain management at different levels of the health system.

LOGISTICS MANAGEMENT WORKSHOPS CONDUCTED ON THE REVISED SUPPLY MANUAL



A two-day workshop on logistics management for the staff of all 21 DGFP warehouses was held February 2–3, 2013, at the Prashikha Human Resource Development Centre, Koitta, Manikgonj. The L&S Unit of the DGFP organized

and facilitated the workshop, with technical and financial assistance from SIAPS. A total of 71 participants from the 21 warehouses, MOHFW, and DGFP's MIS and L&S Units attended the workshop and shared their experiences and thinking about the way forward.

The workshop was chaired by Md. Kafil Uddin, Director, L&S Unit. Mr. Faikuzzaman Chowdhury (Finance and Line Director, Field Service Delivery Program) took the chair as the chief guest, and Mr. Zahir Uddin Babar, Director, MIS, attended as a special guest.

The workshop objectives were to:

- Refresh the knowledge and upgrade the skills of the warehouse staff
- Review warehousing and distribution functions for the efficient management of inventory, such as:
 - The revised *Supply Manual*
 - Stock status
 - Optimum utilization of storage space
 - Buffer stock
 - Status of unusable, slow-moving, and obsolete items
 - Transport management
 - Rules and regulations: private transport, security, supplier contract, circulars, etc.
 - Supervision and monitoring
- Share experience and knowledge among the warehouses
- Technically review the Warehouse Inventory Management System
- Discuss how the Supply Chain Information Portal data may be used in decision making
- Critically review the LMIS (data mismatch, data error, reporting time, feedback mechanism, etc.)
- Discuss different logistics issues, including administrative and financial topics

The workshop started with participants introducing themselves, followed by clarification of the workshop objectives, and a welcome address by Md. Saiful Islam, Additional Director, Central Warehouse, DGFP.

Features of the training:

- The workshop was conducted in an atmosphere such that every participant had an opportunity to talk and share their experiences.
- Every session included a PowerPoint presentation followed by open discussion and obtaining consensus on a specific decision(s).
- Question and answer sessions were conducted between each presentation.
- After every discussion, senior DGFP officials tried to ensure that participants clearly understood the issues discussed and decisions reached.
- An official regulation (a government order) emanating from the workshop will be circulated among the stakeholders within two weeks of the workshop.
- A technical review of the warehouse tools was conducted and participants' recommendations were noted so that improvements to the tools may be made.

Workshop proceedings were developed, documenting discussions and decisions reached, which have been distributed to participants for implementation.

STANDARD REPORTING SYSTEM FOR THE MANAGEMENT OF TB MEDICINES INTRODUCED

In June–July 2012, an assessment of the management of tuberculosis (TB) medicines was conducted by a SIAPS consultant. The report, “Rapid Assessment on TB Pharmaceutical Management in Bangladesh,” recommended the development of an Excel-based monthly reporting form at the National Tuberculosis Control Programme (NTP) Central Warehouse for records of monthly stock distributions and available stock. The NTP needs actual medicine use data to prepare annual forecasts for the Global Drug Facility (GDF). Senior NTP management requested assistance from SIAPS to develop the new system.

The monthly reporting form was jointly developed by the NTP and its partners, especially staff of the NTP's Procurement and Supply Management (PSM) Unit. Country context and practices were taken into account in

its preparation. The following types of information are recorded: opening balance, quantities received and issued, closing balance, minimum and maximum stock levels, days out of stock, quantities expired, number of months covered, etc. The new form was shared with and endorsed by senior NTP officials, with approval from the director of the Mycobacterial Disease Control (MBDC) Unit of the Directorate General of Health Services (DGHS). A short orientation and on-the-job training were then provided to the NTP Central Warehouse assistant on completing the form and preparing the report.

Information in the report is essential for effective decision making to prevent stock-outs at all levels. For example, in June 2013, because of the potential for shortages of two important medicines for the treatment of multidrug-resistant TB (MDR-TB), the NTP made an emergency procurement. The new monthly one-page TB stock status report alerted NTP and World Health Organization (WHO) staff to the situation; they sought help from the

GDF for a three-month emergency supply of the two medicines. The NTP Central Warehouse prepares the monthly report, with graphic displays for easy comprehension of stock status.

SIAPS continues to provide technical assistance to the PSM Unit in response to its request for the establishment of a TB Logistics Management Information System (LMIS). (The monthly stock status report from the Central Warehouse was a first step in the development of the TB LMIS.) A nationwide TB medicines reporting tool is currently being prepared by SIAPS headquarters staff and will be available next year.

The new reporting system allows managers to know the stock status of TB medicines at the Central Warehouse on a monthly basis, thus reducing the potential for stock-outs and allowing adequate time to prepare a for procurement for the GDF. It is thus contributing to the assurance of an uninterrupted supply of TB medicines in the country.

ADR MONITORING CELL ESTABLISHED TO INTRODUCE DRUG REACTION REPORTING

An Adverse Drug Reaction Monitoring (ADRM) Cell has been established in the Directorate General of Drug Administration (DGDA). The committee is chaired by Mr. A. A. Salim Barami, Director, DGDA; other members include Ms. Nayer Sultana, Deputy Director, DGDA; Dr. Afsana Alamgir Khan, Bacteriologist, Drug Testing Laboratory; Mr. Akhter Hossain, Assistant Director, DGDA; and representatives from the Institute of Epidemiology and Disease Research and SIAPS. Dr. Afsana also acted as the focal person for the ADRM Cell.

The purpose of the ADRM Cell is to ensure the collection and recording of ADR reports in an online system and to analyze and review data to detect any causal relationship or a signal regarding a possible ADR. The ADRM Cell also closely monitors new medicines in the marketplace to look for any new ADRs, issue warnings, identify new indications or changes, and if necessary, advocate for the withdrawal of medicines following the issuance of recommendations by the Adverse Drug Reaction Advisory Committee (ADRAC).

The ADRM Cell assisted in the formation of the ADRAC and supports the issuance of notifications of

ADRs by MOHFW. The ADRM Cell facilitates ADRAC meetings and takes necessary actions to bring ADR reports before the Committee to assess any causal relationship and to make recommendations.

With support from SIAPS, the ADRM is now fully active and successfully facilitated the first ADRAC meeting. The updated ADR reporting form was presented and approved at this meeting. This is a key achievement of the ADRM Cell. In addition, 20 public and private hospitals around the country were identified at which the ADR reporting form will be initially introduced. To ensure proper reporting, focal persons from the hospitals have been designated by the hospital directors. They will be trained by the ADRM Cell, with support from SIAPS, to ensure proper reporting and rational use of medicines.

Another achievement of the ADRM Cell is the publication of the pharmacovigilance guideline for Bangladesh. The draft guideline has been finalized and was launched in September. Finally, the ADRM Cell is working to earn membership in the Uppsala Monitoring Centre, the international drug monitoring organization set up by WHO. The ADRM Cell facilitated submission of an application from the DGDA to MOHFW to recognize the ADRM Cell as the national drug monitoring centre for Bangladesh.

TRAINING OF TRAINERS AND BASIC TRAINING ON E-TB MANAGER

In February 2010, with cooperation and support from WHO and the NTP, six upazila health complexes (UHCs) were selected to pilot the e-TB Manager (e-TBM), a web-based tool to track data on TB patients for the programmatic management of TB and MDR-TB. The e-TBM provides key information consolidated online for NTP to manage cases, medicines, and other TB commodities at different levels, thereby allowing for rapid decision making and epidemiological surveillance where interventions are needed.

The e-TBM is currently functioning at 26 sites under the oversight of the NTP. The NTP decided to introduce the system at 80 new UHCs located in 35 districts in the country's 7 divisions. To roll out the system to these new sites, basic training for 240 UHC TB staff was required. To facilitate this training and to rapidly scale up use of the e-TBM, SIAPS organized a training of trainers (TOT) for master trainers.

The objectives of the TOT were to:

1. Build the capacity of master trainers so that basic training of TB personnel in the 80 UHCs can begin
2. Strengthen the human resource capacity of the NTP
3. Train participants in navigating the e-TBM system for the purposes of data entry
4. Emphasize the importance of the e-TBM's four modules
5. Emphasize the importance of entering accurate and proper TB data and monitoring case data

With the help of senior-level government officials from all regions, NTP management, and WHO staff conducting field visits, the SIAPS TB team identified high-performing personnel at existing UHCs that are using the e-TBM. Three TB and leprosy control assistants and one TB staff person from a nongovernmental organization (NGO) were selected from the 26 e-TBM sites. Because the international NGO BRAC plays an important role in the NTP and has a large implementation area (i.e., two-thirds of the

NTP network), three monitoring and evaluation-related TB personnel were selected from BRAC. The deputy director of the MBDC and the program manager for TB met with senior NTP management staff and decided to send 1 deputy program manager, 3 medical officers, and 1 statistical officer to participate, for a total of 12 participants in the TOT.

The TOT was conducted February 17–19, 2013. Dr. Md. Nuruzzaman Haque, Deputy Director, MBDC, and Program Manager-TB, NTP, DGHS, served as the resource person. The TOT was facilitated by the SIAPS team consisting of Mohammad Golam Kibria, Senior Technical Advisor, MIS; Dr. Md. Kamal Hossain, Technical Advisor, TB; and Dr. A. T. M. Sanaul Bashar, Senior Technical Advisor, TB. The training included presentations and demonstrations of the e-TBM portal, followed by exercises; case studies, open discussion, and role plays were also used. The role playing sessions were the most important part of the TOT for the trainees, during which facilitators observed the skill of the participants as they practiced covering the training content.



This training course covered the following topics:

- An introductory session, consisting of background on the e-TBM, the history of its implementation, and its importance in the overall TB program
- Technical sessions using PowerPoint presentations, introduction of the e-TBM portal, practice sessions on

entering cases, data management, and how to report and analyze data

The following are the major accomplishments of the TOT:

- Regionally-based government staff has been trained to conduct training on the e-TBM. Moreover, ownership of the e-TBM by an important NGO implementing partner was accomplished.
- Capacity of more central-level administrators has been built for the purpose of tracking TB cases and their management.
- Monitoring and supervision activities will be increased.

Basic training in the e-TBM began following the TOT. From March to the end of June 2013, a total of 240 staff from government and NGOs were trained in the e-TBM. In this way, use of this important management tool has been scaled up to an additional 80 UHCs.

TRAINING ON PROCUREMENT POST-REVIEW AND AUDIT TRAIL

The training on post-review and audit trail for the desk officers and procurement assistants in the L&S Unit of the DGFP was held on April 25, and for the Central

Medical Store Depot (CMSD) of the DGHS on April 27, 2013. The objectives of the training were to:

- Improve participants' understanding of the fundamentals of maintaining procurement records
- Increase participants' appreciation of the role of procurement post-review in monitoring procurement performance
- Allow participants to develop their own tools and checklists to use in their day-to-day work

The training program was developed by a local consultant, who:

- Developed a training module on the recordkeeping and documentation process to assist participants in managing the audit trail and procurement post-review
- Prepared and submitted a training report, as required by SIAPS

The L&S Unit of the DGFP and the CMSD of the DGHS are the designated purchasing entities for procurement and supply chain management under MOHFW. They are responsible for implementing the annual procurement plan with donor and Government of Bangladesh funds. The procurement activities of these agencies are audited every year by donors and the Government to ensure transparency, fairness, accountability, governance, and compliance with applicable rules and regulations of the procurement process. Recordkeeping and documentation of every procurement activity are very important to satisfy the needs of procurement post-review and audit. To improve or establish efficient processes, concerned staff in the two units needed to be trained in appropriate techniques and procedures.

The training program was designed to build knowledge and skills so that anyone can easily retrieve essential information from the files. The training program was divided into three parts: (i) basics of documentation; (ii) the provisions of recordkeeping and documentation in the Public Procurement Act, 2006, and the Public Procurement Rules, 2008; and (iii) documentation techniques. The training program was prepared in English, but lectures were conducted in both Bangla and

TRAINING FOR MOHFW PROCUREMENT DESK OFFICERS ON SCMP

As part of capacity building in procurement, 10 training sessions (5 days) were arranged under SIAPS-USAID through the Engineering Staff College (ESCB). The procurement materials were enriched by including some SCMP issues and a resource person from SIAPS who addressed the SCMP along with the ESCB trainers. The objective of the training was to improve knowledge in tender floating, receiving tenders, bid evaluation, preparing evaluation reports, awarding contracts, and record keeping. A total of 150 staff (6 courses with 25 students each) participated. Another 4 training sessions are planned for the next quarter.

English to ensure complete understanding by all participants, since attendees were from all levels of the hierarchy, from office assistants to officers and heads of units.



A total of 36 personnel (including 9 women) participated in the training for the DGFP on April 25; 19 staff (3 women) from the DGHS participated in the training on April 27.

Discussions with participants as well as issues raised during the training indicate that several improvements in the quality of documentation need to be addressed, including preparation of specifications, development of evaluation criteria, preparation of bidding documents, and evaluation reports for goods, and managing complaints.

At the end of the training, participants unanimously agreed to the following targets and commitments:

- They will keep and maintain procurement records and documentation in all new files from this date forward using techniques in which they were trained.
- They will prepare and completely index the content of all existing files within three months following the conclusion of the training.

DESK OFFICERS TRAINED ON LC PROCEDURES FOR IMPORT-EXPORT

The training on “Letter of Credit (L/C) Procedures for Import-Export & International Business & Trade” was conducted for MOHFW officials in two batches, on June 4–5 and June 7–8, 2013. Two very experienced and knowledgeable resource persons from the Dhaka Chamber of Commerce & Industry Business Institute (DBI) were

engaged to conduct the workshops. Logistical support and coordination were managed by Ms. Tamanna Sultana, Assistant Secretary and Course Coordinator. Other members of the DBI team assisted her; the Dhaka Chamber of Commerce & Industry management staff also guided and cooperated with the DBI team.

Md. Hossain Ali, Executive Director, DBI, was present at the workshops, chaired both trainings, and delivered the closing remarks. He said that the joint program with SIAPS, which is unusual for the DBI, concluded with the full satisfaction of both sides. DBI sincerely thanked SIAPS, its officials, and participants for coming to DBI and putting their trust in it. He said he also looked forward to strengthening such cooperation with SIAPS in the future, so that DBI may have the opportunity to disseminate up-to-date knowledge for the benefit of Bangladesh.



Most of the participants evaluated the workshop as excellent or very good with regard to the quality of presentations; achievement of the workshop goal; enhancement of self-knowledge; relevance to their current job; skill development; and overall quality of management. Some participants also provided additional comments in writing on the evaluation form, such as:

- Mr. A. K. M. Abdullah Imam Khan stated: “I am thankful to Mr. Md. Hossain Ali, Executive Director; Ms. Tamanna Sultana, Course Coordinator; Mr. Abul Bashar and Mrs. Rawsan Saleha; and the whole team of DBI for their excellent, whole-hearted support and services to all of us (the trainees) all through the two-day program. I wish them success in their professional and personal life in future.”

- Mr. Md. Lutfur Rahman stated, “Duration of the training was so short. In future, SIAPS may organize a three-day training course on L/C procedures.”

SUPPLY CHAIN MANAGEMENT PORTAL WORKSHOP FOR LINE DIRECTORS

Building the capacity of procurement personnel has been an ongoing challenge. A series of orientations and workshops were held to help line directors develop their procurement plans through the web-based Supply Chain Management Portal (SCMP).

A total of 192 line directors participated in an orientation session and two one-day workshops in May and June 2013. The trainings were facilitated by the AHM Samsuzzaman, Program Officer, PLMC; Ms. Badrunnesa, Joint Secretary for Development; and Mr. Md. Ayubur Rahman, Additional Secretary for Development and Medical Education, from MOHFW. SIAPS procurement team members were also present as facilitators. All the trainings were held in the MIS auditorium of DGHS.

Line directors can now develop and submit their procurement plans to the Ministry and the World Bank for approval, who can, in turn, electronically provide their approval of the procurement plans.

MONTHLY SUPPLY CHAIN MANAGEMENT MEETING FOR THE DGHS/CMSD

SIAPS facilitated a monthly procurement meeting at DGHS/CMSD in June 2013. As usual, a SIAPS advisor and the CMSD team finalized the meeting’s agenda. In this meeting, the constraints and obstacles of the procurement process were discussed and possible ways to improve it were proposed. Also, the CMSD director had 16 DGHS line directors provided an update on the status of the current procurement and the expected budget to be spent by CMSD. CMSD IT staff gave a presentation on software used for storage and maintenance of CMSD products. The meeting discussed the existing software and requested that SIAPS consider an upgrade. The monthly supply chain management meeting has been institutionalized at CMSD after SIAPS intervention. In these meetings, the constraints and obstacles of the procurement process are discussed, possible solutions are proposed, and important notes are taken by desk officers (procurement). Also, some decisions are taken regarding the improvement of the storage and logistics area. All the discussions and actions taken in the meeting reduce the lead time and improve procurement performance. Also, desk officers exchange their views and provide opinions on the procurement packages, so that they can learn from each other’s challenges and mistakes and move forward in dealing with complex procurement packages.

WE WOULD BE HAPPY TO HEAR FROM YOU

Please send comments to Md. Fazle Karim at fkarim@msh.org.

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