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LESOTHO TRIP REPORT

FAMILY PLANNING MANAGEMENT TRAINING PROJECT

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Jenny Huddart
Management Sciences for Health

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LESOTHO TRIP REPORT

I. Introduction

The Family Planning Management Training (FPMT) Project, following its agreement to participate in the Lesotho FHS II project, was asked to send a representative to Lesotho in early February, 1988 to develop the management training component of the project.

The FHS II Project Paper specified that the in-country management training component would consist of the development and implementation of a course for approximately 20 senior family planning managers drawn from the Ministry of Health, the Private Health Association of Lesotho, the Lesotho Planned Parenthood Association, and the Lesotho Catholic Secretariat. This management course was to be implemented by a team of two persons - one US consultant to be provided by the FPMT project and one local consultant. Following the training course, the local consultant was to provide follow-up to the individual participants. A second training course was to be mounted some nine months after the first to review progress.

Accordingly, the consultant, Jennifer Huddart, spent the period of 1-12 February, 1988 in Lesotho, working with representatives of the USAID Mission, the Ministry of Health, other NGO's involved in family planning services in Lesotho, and a number of local training organizations. This report summarizes the results of this work and outlines the recommendations for management development activities under the FHS II project.

II. Organizations Contacted

In addition to USAID officers and staff, the consultant met with representatives of the following organizations during the assignment:

Ministry of Health - MCH/FP Unit
- Health Education Unit

Lesotho Planned Parenthood Association (LPPA)
Lesotho Catholic Secretariat (LCS)
Private Health Association of Lesotho (PHAL)
Lesotho Institute of Public Administration (LIPA)
Southern Africa Training and Development Consultants (SADCON)
Lesotho Distance Teaching Centre (SDTC)
Institute of Development Management (IDM)

A list of the individuals with whom meetings were held is given in Annex 1.

II. The Organizational Context of the Management Development Plan

Although the time available was very brief and the resulting analysis of necessity somewhat shallow, review of the documentation on Lesotho's family planning situation, together with discussions held with representatives of the various family planning service organizations, indicated the following:

1. The Government of Lesotho has not yet developed a formal, comprehensive national population policy, although the resolutions of the 1979 National Population Management Conference and policy statements made in the Third National Plan are explicit on the importance of family planning and the need to reduce population growth.

2. Some targets for reducing population growth and for the development of family planning services were established in 1979. These have not been revised since that time and are in need of review.

3. All of the organizations providing family planning services in Lesotho are extremely short-staffed at the central level (the only level of the services visited by the consultant). LCS, for example, employs two persons responsible for family planning: a Natural Family Planning (NFP) Co-ordinator and an NFP Trainer. PHAL employs two registered nurses who coordinate, train and support all the individual mission members' health services, including family planning activities (and PHAL institutions provide 60% of the health services in the country.)

4. The factors listed above have been at least partially responsible for an insufficient level of direction in the country's family planning program, a need for better coordination of resources and activities between the different organizations involved in family planning, and the need for an improved exchange of information between these organizations on donor activities. The number of organizations involved in the delivery of family planning services makes the need for careful planning and coordination particulary strong.

5. Given the lack of clarity over what is intended to be achieved by the family planning program, it is not surprising that all the family planning organizations commented on the problems they are experiencing with supervision. These problems appear to stem not only from the lack of direction, but also from poor definition of the roles and the working relationships between members of the different organizations.

6. The problems of supervision are compounded in Lesotho due to the arrangements for the management of health services below the central level. For the purpose of health service delivery, the country is divided into 18 Health Service

Areas (HSA's), each HSA centered around a general hospital which may be a government hospital or a mission facility. The Hospital Medical Officer, whatever his/her organizational affiliation, is responsible for the oversight of all health services within the HSA. While this is a pragmatic arrangement given the shortage of human resources in the country, it increases the need for clear and common understanding of national health goals and targets, demands that the central MOH provides strong guidance on these, and requires excellent coordination and co-operation between the different health agencies.

IV. Other Planned Donor Activities in Family Planning Management

The FHS II Project plans to draw upon technical assistance from the following centrally funded projects: PCS of Johns Hopkins University for IEC activities; the Center for Population and Family Health/Columbia University for operations research; Natural Family Planning Project/Georgetown University for NFP activities. These activities are all at the planning stage.

In addition, The Centers for Disease Control (CDC), together with ESAMI of Nairobi and John Snow (JSI) are providing technical assistance for the strengthening of the contraceptive logistics management system and of family planning reporting mechanisms. This latter activity is well underway, with an evaluation of progress due in the summer of 1988.

The Medex Group are due to start a new project in Lesotho during 1988 for the 'strengthening of District Level Management in primary health care'. They intend to work mainly at the HSA level to conduct management needs analyses, management systems development and training.

A World Bank team was in Lesotho conducting a program review during the weeks immediately prior to the current assignment. No detailed plans for World Bank support to family planning management were available other than their intention to provide some short-term assistance to the MOH's Health Education Unit in defining their role and in developing workplans.

Other agencies, such as UNFPA and WHO have also been supporting family planning efforts in Lesotho through the provision of commodities and training. During the current assignment, it was not possible to determine the plans of these agencies for their future involvement and support.

The overall impression is that the number of different planned efforts, which cover a wide range of activities affecting the management and delivery of family planning services in Lesotho, could cause some confusion and stress to the limited number of family planning management staff in the country unless these activites are carefully planned and coordinated and are forced to mesh in with and build upon each other.

V. Proposed Management Development Plan under FHS II

The following is a summary of the recommendations for the management development component of the FHS II project. These recommendations cover not only activities for the centrally funded FPMT project, but also other interventions aimed at strengthening the management of the national family planning program in Lesotho.

1. ESTABLISHMENT OF A NATIONAL FAMILY PLANNING POLIICY AND COORDINATING COMMITTEE

Given the current problems in the planning, coordination and monitoring of family planning activities in the country, it is recommended that a National Committee be established, under the Chairmanship of the Ministry of Health.

It would be important for this Committee to have executive powers, with both the responsibility and the authority to establish family planning policies and to mandate the implementation of these policies. The Committee should be chaired by a chief executive of the Ministry of Health and have representation from all of the family planning organizations and from other key government organizations with an interest in population and family planning issues.

The Committee members themselves, at their first meeting, should establish their terms of reference/charter, but this should include at least the following:

(a) To establish policies for the delivery of family planning services in the country;

(b) To establish, and periodically review, the national family planning program's goals and targets;

(c) To monitor and regularly evaluate the status of the family planning program's activities and achievements;

(d) To establish priorities for the family planning activities of the collaborating service delivery agencies;

(e) To determine priorities for donor resources for family planning;

(f) To establish special sub-committees as appropriate (eg. an IE&C sub-committee) and review the activities and reports thereby generated;

(g) To co-ordinate all family planning activities across all the collaborating organizations, including service delivery, IE&C, logistics, training, operations research, etc.

The Committee should have representatives from at least the following organizations:

Ministry of Health
- MCH/FP Unit
- PHC Unit
- Health Education Unit
- Planning & Statistics Unit

National Drug Supply Organization (NDSO)
Lesotho Planned Parenthood Association
Private Health Association of Lesotho
Lesotho Catholic Secretariat
Red Cross
Bureau of Statistics (BOS)
Bureau of Women's Affairs
Nurse Clinician Training Centre

In addition, the Committee would seek the participation of relevant donor agencies as "observers" or "honorary members". These would include:

USAID
WHO
World Bank
UNFPA
UNICEF

The Committee would meet at least quarterly (more often if the need is established, or to deal with special issues). Once a year, representatives from each of the Health Service Areas (HSA's) could be invited to attend a joint session with the Committee to review implementation, progress and problems.

A target for the first meeting of this Committee should be April, 1988.

2. FIRST NATIONAL FAMILY PLANNING MANAGEMENT SEMINAR

Soon after the first meeting of the National Family Planning Policy and Co-ordinating Committee, a one week seminar should be held for representatives from each of the family planning organizations. This first management seminar is provisionally scheduled to take place in June 1988. (This timing will need to be confirmed between the MOH and the USAID Mission as soon as other FHS II activities and MOH workplans are clearer).

Technical assistance for the preparation and implementation of this workshop will be provided from the FPMT project (1 person) working in conjunction with a local training organization (1 person).

The training objectives for this seminar would be as follows:

(a) To introduce participants to some simple management techniques for problem analysis, objective setting and action planning;

(b) To give participants the opportunity to practice these techniques through the assisted development of organizational action plans for the delivery of family planning services.

The anticipated outputs from the seminar would be:

(i) Revised national family planning goals and targets;

(ii) Specification of the roles of each of the collaborating organizations in the achievement of the national goals and targets, together with the mechanisms for coordination;

(iii) An outline plan for donor resource utilization;

(iv) Specific performance objectives and action plans for each of the collaborating organizations.

A draft schedule for the first family planning management seminar is as follows:

Day 1 Opening
Team Building/Inter-group communications
Family planning situation review

Day 2 Policy review and FP target-setting
Definition of organizational roles
Key results areas for each organization

Day 3 Techniques of problem analysis
Analysis of FP problems
Developing organizational performance objectives

Day 4 Developing innovative solution strategies
Action planning

Day 5 Monitoring
Final presentations
Closure

Participants to the FP management seminar would be approximately as follows:

Central MOH :	MCH/FP	3
	H.E.U.	1
	Planning & Statistics Unit	1
MOH/HSA	(MO/SNO/PHN)	15
LPPA		1
PHAL		1
LCS		1
Red Cross		1
Bureau of Statistics (BOS)		1
	Total	25

Preparation for the seminar would be done in-country by a team of two persons, one from the US-based FPMT project, one from a local training organization. (See section on local training consultants). This preparation would consist of assisting the participating family planning organizations in the preparation of a family planning situation analysis, the finalization of the training content and schedule, and the development and preparation of appropriate training materials.

3. FOLLOW-UP TO FIRST NATIONAL FAMILY PLANNING MANAGEMENT SEMINAR

Following the seminar, both consultants would spend one week working with the participating organizations and the USAID Mission in Lesotho to prepare a plan for follow-up management training and for individual participant consultations in relation to the implementation of their action plans. The participant follow-up (approximately 10 days) will then be conducted by the local consultant over the next 6 months.

4. SECOND FAMILY PLANNING MANAGEMENT SEMINAR

Although it is difficult at this early stage to be precise about either timing or content, an outline plan for a second family planning management seminar is given below.

This second management seminar should be held approximately six months after the first. By this time, the family planning reporting systems should have improved, some results from the operations research studies into the CBD program and family planning drop-outs should be available, and the original participants to the first management seminar should have had the opportunity to progress on their action plans.

Participation at the second seminar should be the same as for the first. The second seminar would be conducted over a two-week period; the first week devoted to a review of previously established action plans, the second to the development of monitoring and supervision skills. Provisional objectives for the second management seminar would be:

(a) To explore the key components of an effective monitoring and supervision system within the context of Lesotho's family planning delivery system;

(b) To introduce participants to the tools and techniques of supervision, including individual performance objectives and workplans, operating protocols, supervisory checklists, performance appraisal, etc.

(c) To assist participants to develop skills in supervision including delegation, coaching, communication and feedback, and motivation.

Potential outputs from the second management seminar would be:

(a) Revised organizational action plans based on a review of progress since the previous seminar, the results of the OR studies conducted, the results of interventions in the logistics and reporting systems, and progress on the IEC component of the FHS II project.

(b) Supervisory protocols for each level/organization, covering standards of service, stock levels, reporting, frequency of supervisory visits, etc.

Again, preparation for the second seminar would be done in-country by the same consultant team as before. This preparation would consist of 4 weeks by each consultant. Training would cover 2 weeks, with a further week of technical assistance provided for follow-up planning with the participants and with the USAID Mission.

A summary of the proposed schedule for management development activities under the FHS II project is given in Annex 2.

A budget for the management development component of the FHS II project, outlining the different sources of the funding required, is given in Annex 3.

An outline for the USAID support activities required to facilitate the management development plan is given in Annex 4.

VI. Local Training Organizations

The consultant visited and had discussions with representatives from the following training/consulting organizations in Maseru:

The Lesotho Institute of Public Administration
The Lesotho Distance Teaching Centre
The Institute of Development Management
Southern Africa Training & Development Consultants, (SADCON)

The Lesotho Institute of Public Administration (LIPA) conducts courses, both short and long-term, for civil servants in Lesotho. It has quite a heavy schedule of these courses already established for 1988. It has no track record in consulting or in the development of tailor-made management training/ development interventions for the non-government sector.

The Lesotho Distance Teaching Centre is already working with the Ministry of Health and with LPPA in the development of IE&C materials, broadcasting family planning/family health messages, and operations research. The involvement of LDTC with these organizations is planned to continue with the support of the FHS II project, and both PCS of Johns Hopkins University and the Center for Population and Family Health of Columbia University intend to involve LTDC in their activities in Lesotho. LDTC's experience is concentrated on "non-formal" education for rural development and the training of teachers in non-formal education methods. Despite the interest and experience of the Director, as an organization, the Centre has not had much experience in management training.

The Southern Africa Training and Development Consultants (SADCON), is a small private company which has offices both in in Maseru, Lesotho and Swaziland. It has two full-time staff and calls upon a network of independent consultants as required for some of its contracts. SADCON has conducted numerous organizational assessments and training needs analyses with commercial, non-profit and government institutions in Lesotho, Botswana and Swaziland. SADCON also runs a regular schedule of training courses in Lesotho on financial management, administrative skills and general management topics such as time management, planning, etc.. In the recent past, SADCON has conducted consultancy assignments, and conducted training, for LPPA, PHAL and the Ministry of Health.

The Institute of Development Management (IDM) is a regional training and development organization which has its headquarters in Botswana and has branch institutions in Lesotho and Swaziland. It conducts a regular schedule of courses in each of the countries as well as designing tailor-made interventions for private and government organizations. Several of its regular courses are devoted to the management of health services and the Lesotho centre has worked with PHAL, LPPA and the MOH in the recent past. Their technical staff number approximately 25, spread over the three countries of the network.

It would appear that the two organizations most appropriate for participation in the FHS II management development component are SADCON and IDM. Both would be acceptable to the participating organizations, although some questions were raised about SADCON's interest in providing the follow-up required. In addition, the family planning orgnanizations saw some benefit in developing a longer-term association with a training institute such as IDM because of its overall interest in development and its links and experience with other government bodies such as the Ministries of Agriculture and Education. SADCON may also have some difficulty in meeting the proposed schedule for the first family planning management seminar since the Director is planning to be out of the country for a number of months in the early summer.

Given these factors, and given the flexibility granted IDM by the size of its faculty, it would probably be better to consider IDM for the counterpart training organization to the FPMT project in Lesotho for the FHS II project.

It was also suggested that CAFS, in Nairobi, might also be an appropriate organization to participate in this effort. Certainly there would be financial advantages to the Lesotho Mission making use of CAFS services. On the other hand, a Kenya-based organization cannot be considered as "local" and could not fulfill the participant follow-up role envisioned under the FHS II project. In addition, if CAFS personnel are to be involved in the IE&C and operations research activities alongside JHU/PCS and Columbia (as is being proposed), then their resources may well be too stretched to contribute substantially to the management training effort.

It is proposed that the local training organization be involved in the FHS II project through the mechanism of a sub-contract to Management Sciences for Health/FPMT.

ANNEX 1

PERSONS CONTACTED IN LESOTHO

NAME	POSITION/ORGANIZATION
Mrs. Rodine Malibo	MCH/FP Program Coordinator, Central Ministry of Health
Mrs. Limakatso Mokhothu	Associate Executive Director, Lesotho Planned Parenthood Association
Sister Lucy Khuaoe	Natural Family Planning Coordinator, Lesotho Catholic Secretariat
Mr. Makara	Executive Director, Private Health Association of Lesotho
Mr. Paul Morolong	Director, Lesotho Distance Teaching Centre
Mr. P. L. Phakoe	Director, Lesotho Institute of Public Administration
Mr. Baholo	Director, Institute of Development Management
Mr. P. Walakira	Lecturer/Consultant in Management, Institute of Development Management
Mr. Gerry Weeraratna	Director, Southern Africa Training & Development Consultants

USAID

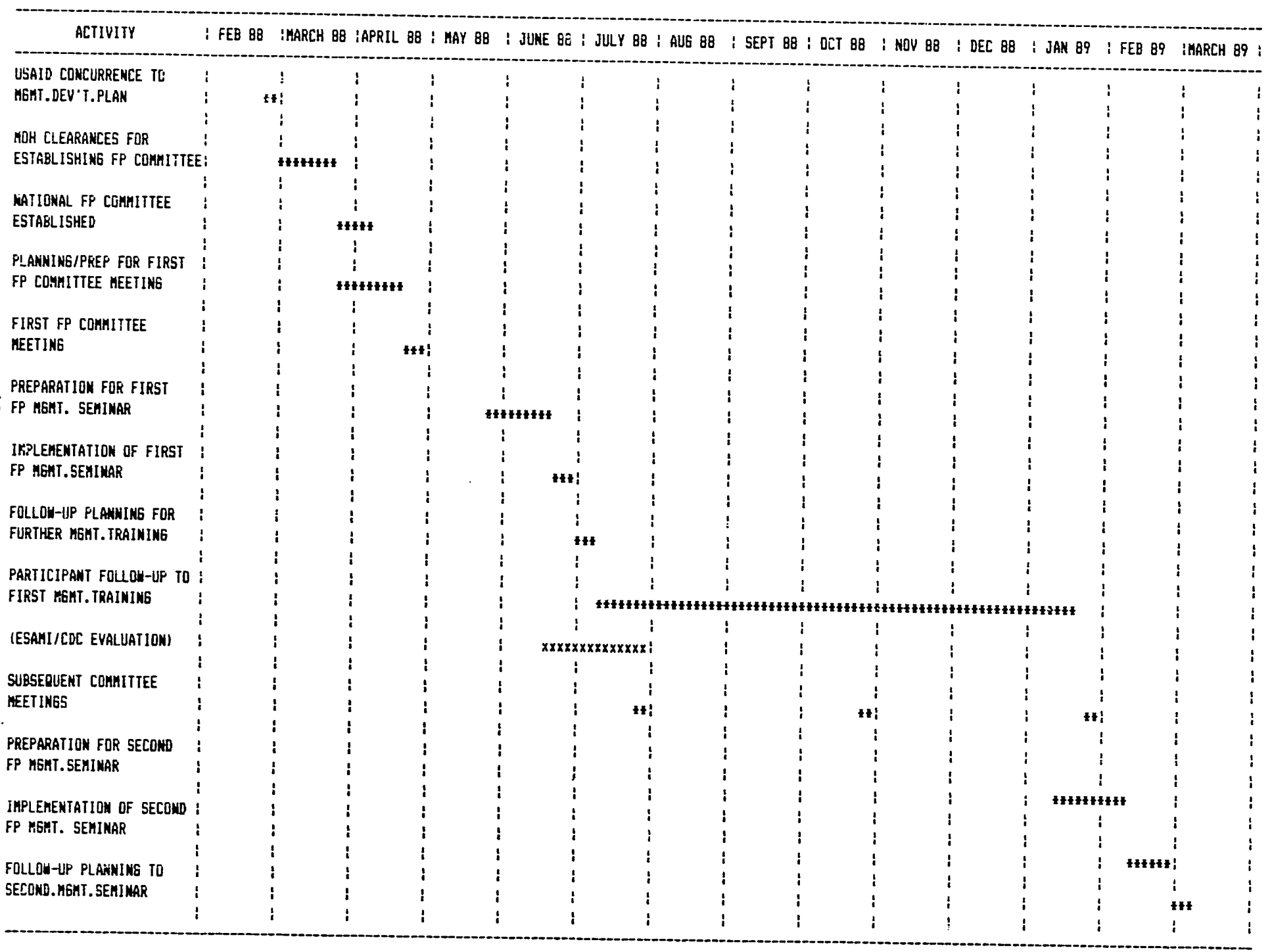
Mr. Jesse Snyder	Mission Director
Ms. Carol Tyson	Deputy Mission Director
Ms. Patsy Lane	General Development Officer
Ms. Alice Cole	Project Manager, FHS
Ms. Shirley Hill	Program Assistant, FHS
Mr. Art Danart	REDSO/FSA Population Officer

OTHER FHS II COOPERATING AGENCIES

Therese McGinn	Center for Population and Family Health, Columbia University
Victoria Jennings	NFP, Georgetown University
Wilma Lynn	Population Communication Services, Johns Hopkins University

LESOTHO FHS II PROJECT - MANAGEMENT DEVELOPMENT ACTIVITY SCHEDULE

ANNEX 2



ANNEX 2

DRAFT BUDGET FOR MANAGEMENT DEVELOPMENT ACTIVITIES
FHS II PROJECT

	FPMT CORE FUNDS	FHS II BUY-IN TO FPMT	FHS II DIRECT	TOTAL
PROJECT PREPARATION (2/88)				
T.A. (FPMT)	5,229			
Airfare	3,600			
Per Diem	1,240			
Other Direct Costs	1,000			
Indirect Costs	4,184			
Sub-Total	15,253			15,253
IST FP MANAGEMENT WORKSHOP				
T.A. (FPMT/35 days)	8,750			
Indirect Costs	7,000			
Airfare (FPMT consult.)		3,600		
Per diem		3,080		
In-country material prep.		2,000		
Other direct costs		3,000		
Local consultant (30 days)*		4,750		
Participant travel			2,250	
Participant per diem			4,500	
Training accomm/meals			2,000	
Participant wkshop supplies			500	
Miscellaneous costs			750	
	15,450	16,430	10,000	41,880

*10 days preparation
5 days training
15 days participant follow-up

DRAFT BUDGET FOR MANAGEMENT DEVELOPMENT ACTIVITIES
FHS II PROJECT continued...

2ND FP MGMT WKSHOP.(DEC 88)				
T.A. (FPMT/40 days)		10,000		
Airfare		3,600		
Per diem		3,640		
Material preparation i/c		4,000		
Other direct costs		3,500		
Indirect costs		8,000		
Local consultant (40 days)*		7,000		
Participant travel			2,250	
Particpant per diem			9,000	
Trg.accomm/meals			4,000	
Participant trg.supplies			1,000	
Miscellaneous costs			1,750	
Sub-Total		39,740	18,000	57,740
TOTAL	30,703	56,170	28,000	114,873

* 25 days needs assessment/training preparation
10 days training
5 days follow-up planning

Also includes $1,000 for travel costs, communications & supplies

USAID ACTIVITIES IN SUPPORT OF THE MANAGEMENT DEVELOPMENT COMPONENT OF THE FHS II PROJECT

MAJOR COMPONENT	USAID SUPPORT
Establishment of National Family Planning Policy & Co-ordinating Committee	1. Encourage & support MOH (MCH/FP) to obtain approval and support of top MOH officials to the establishment of the Committee. 2. Assist MOH to draft a constitution for the Committee, including membership. Constitution to include executive powers, terms of reference, frequency of meeting, etc. 3. Assist MOH to determine venue and schedule for meetings.
First meeting of National FP Policy & Co-ordinating Committee	1. Ensure MOH establishes date & venue for first meeting. 2. Assist MOH to prepare invitation & appropriate documentation to be sent to all invited members. 3. Assist MOH to prepare agenda and other documents for first meeting. 4. Ensure MOH has made proper arrangements for minute-taking, approval and distribution, and check that these are followed.
Ist.FP Management Workshop	1. Secure appropriate funding for participant support for workshop. 2. Finalize dates for workshop with MOH and notify FPMT and all other CAs. 3. Assist MOH to arrange venue and all necessary participant accommodation. 4. Assist MOH to prepare list of participants. 5. Assist MOH to prepare invitations and to follow up responses and maintain participant list. 6. Check that MOH have notified all participants of arrangements for workshop, including travel, per diems, venue, times, etc. 7. Check that MOH have secured senior official/s to open workshop and to attend final presentation/s of results.

USAID ACTIVITIES IN SUPPORT OF THE MANAGEMENT DEVELOPMENT COMPONENT OF THE FHS II PROJECT (page 2)

MAJOR COMPONENT	USAID SUPPORT
Ist FP Management Workshop (continued..)	7. Participate in seminar as resource persons to participants. 8. Participate after the workshop in planning for follow-up interventions/training.
Follow-up to Ist. Management Workshop	1. Wherever possible, participate in meetings between local consultant and workshop participants to review progress on the latter's action plans. 2. Ensure that outputs/results of management workshop (eg revised FP targets) are reported to the next meeting of the National Policy/Co-ordinating Committee. 3. Ensure that MOH publishes/distributes workshop results to all appropriate agencies (and as feedback to participants).
Preparation for 2nd. Management Workshop	See activities for Ist Management Workshop
Out-of Country, short-term Training (4 - Mgmt. 4 - FP methods 3 - FLE)	1. Identify priority management training needs with MOH, LPPA, LCS, PHAL. 2. Establish clear criteria for the selection of candidates. (Could perhaps use National Policy Committee to assist). 3. Identify potential training courses/locations for training in established priority fields. 4. Participate with MOH, LPPA, LCS in selection of candidates for S-T training. 5. Assist selected participants in making their applications and monitor responses. 6. Communicate with training institutions on questions of funding, scheduling, and any other requirements. 7. Finalize all arrangements for participants - including travel, per diems, etc.