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REPORT
OF
A WORKSHOP
AND TECHNICAL ASSISTANCE
TO
THE MINISTRY OF FAMILY WELFARE AND NATIONAL SOLIDARITY
AND THE MINISTRY OF HEALTH
OF
BURKINA FASO

Submitted by
MANAGEMENT SCIENCES FOR HEALTH
THE FAMILY PLANNING MANAGEMENT TRAINING PROJECT

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January 26 - February 19, 1987
March 23 - April 4, 1987

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LIST OF ABBREVIATIONS/LISTE DES ABBREVIATIONS

ABBEF	Association Burkina Bé pour le Bien-Etre Familial Burkina Bé Association for Family Welfare
APAF	Association pour l'Action Familiale Association for Family Action
CHR	Centre Hospitalier Régional Regional Hospital
CM	Centre Médical Health Center
CS/PS	Centre de Soins et de Promotion de la Santé Center for Health Promotion and Services
DPF	Direction de la Planification Familiale Family Planning Directorate
DSME	Direction de la Santé de la Mère et de l'Enfant Maternal and Child Health Directorate
EMP	Education en Matière de Population Population Education
ENSP	Ecole Nationale de la Santé Publique National School of Public Health
INSD	Institut National de la Statistique et de la Démographie National Institute of Statistics and Demography
MOFW	Ministry of Family Welfare Ministère de l'Essor Familial
MOH	Ministry of Health Ministère de la Santé
SAEF	Service des Affaires de l'Education et de la Formation Education and Training Services Division
SONAPHAM	Société Nationale des Pharmacies National Society of Pharmacies

1. EXECUTIVE SUMMARY

In its management development plan for Burkina Faso, based on a needs assessment undertaken in the fall of 1986, FPMT proposed to the USAID mission and the Government of Burkina Faso that several management training activities be conducted with the top managers of the bilateral family planning program. The needs assessment team suggested the following major activities:

- technical assistance to the MOFW to strengthen their role as a coordinating body
- a workshop on organizational design and planning
- a supervisory skills workshop.

In early 1987, FPMT consultant Jean-Georges Dehasse traveled to Burkina Faso to plan and schedule the various training activities and initiate technical assistance. The first activity was a coordination meeting held on February 7, 1987 in Ouagadougou with representatives of the Ministries of Public Health and Family Welfare as well as other organizations, which confirmed the responsibility of the Ministry of Family Welfare to coordinate all family planning activities in the country. Two important decisions resulted from that meeting:

1. To publish the Ministry of Health's existing regulations controlling the delivery of family planning services
2. To hold a special meeting with all Provincial Directors of the Ministry of Health and the Ministry of Family Welfare to reinforce coordination and cooperation at the level of Provincial Directorates.

The planning and organizational design workshop was held between March 23 and April 4, 1987. Participants were top officials from both Ministries of Health and Family Welfare, as well as managers from other agencies and organizations involved in family planning (ABBEF, APAF, ABSF, Ministry of Education, and the Institut National de la Statistique et de la Démographie from the Ministry of Planning). Under the guidance of FPMT consultants Jean-Georges Dehasse and Dorothy Leroux, participants worked with actual data and problems and specified a number of operational objectives for family planning activities under the Five-Year Plan.

After the workshop, M. Dehasse spent four days with MOFW's Family Planning Division to further strengthen their capabilities to plan their activities. This technical assistance was directed in particular at the preparation of the workplan for 1987 to achieve the objectives outlined in the Five-Year Plan. He also provided some technical assistance to the Division of Maternal and Child Health of the MOH concerning the development of their supervision system for family planning activities.

Before leaving Ouagadougou, M. Dehasse discussed preparation of the coordination meeting for provincial Directors from the Ministries of Public Health and Family Welfare, and the supervision workshop scheduled for November 1987.

2. SCOPE OF WORK

2.1 Burkina Faso Consultancy (January 26 - February 19, 1987)

As we have previously discussed, and based on discussions held with USAID Burkina Faso, the purpose of the three-week consultancy is three-fold:

- 2.1.1 Advance preparation of two workshops: A) Workshop for inter-ministerial coordination, B) Workshop to develop annual workplan for the family planning project.

For each workshop, the consultant will:

- a) Prepare with the institutions involved a participant list for the workshop,
- b) Obtain firm agreement from all institutions and USAID on the dates for each workshop,
- c) Work with key decision-makers in each institution to prepare a preliminary draft of workshop objectives, content, and expected outputs for each workshop,
- d) Identify in-country resource materials needed for the workshops,
- e) Make preliminary arrangements for workshop logistics (lodging, participant costs, transportation, etc.) and identify a person in the MOFW to assume responsibility for these arrangements.

- 2.1.2 Provide technical assistance to the MOFW in the design of a structure for coordinating family planning activities. This should include but not be limited to the following activities:

- a) Preparation of a system map for family planning activities that may be used in the workshop to review functional responsibilities for FP.
- b) Help the MOH and MOFW reach agreement on a process for coordinating activities (the consultant's report should include a description of the coordination strategy agreed to by the ministries)
- c) Work with the MOH and MOFW to obtain agreement on timing, content, and expected outputs of the planned workshops.

- 2.1.3 Work with USAID and the MOFW to develop an out-of-country training plan for family planning. This plan should include:

- a) Criteria for participant selection
- b) Identification of training needs of the MOFW that can be addressed by training in the U.S. or other countries.
- c) Provide information on current training opportunities in the U.S. and other countries as possible (additional information can be assembled and provided to the mission after the consultant's return).
- d) Prepare a draft plan in as much detail as possible for out-of-country training for the MOFW.

A written report of the consultancy should be submitted to Management Sciences for Health within 30 days of the completion of the assignment.

2.2 Burkina Faso Planning Workshop (March 23 - April 4, 1987)

The overall goal of the consultancy is to improve the planning capabilities and skills of the personnel of the Burkina Faso Ministry of Health and Ministry of Family Welfare, and selected local PVO's.

Specifically, the consultant will provide technical assistance and be the principal trainer to the two ministries involved by means of a workshop convening 13 participants. This requires that the following activities be performed by the consultant:

- Preparation of the content of the workshop in the form of daily session notes and schedules
- Collection of materials to be used and/or handed out to participants; administration of FPMT evaluation forms and return of completed evaluations to Boston
- Debriefing with appropriate AID officials in Ouagadougou; presentation of written report of the workshop
- Within 30 days after assignment is completed, debriefing with FPMT staff in Boston and submission of complete report.

3. TRAINING ACTIVITIES

3.1 Coordination Meeting

3.1.1 Preparation

The workshop for interministerial coordination as such has been made obsolete by the coordination meeting of February 7 (see Section 4.1 of this report: Technical assistance to MOFW).

The Ministry of Family Welfare however requests that this workshop be replaced by a Coordination Meeting with the Provincial Directors from both the Ministry of Health and the Ministry of Family Welfare: 70 participants. Proposals for such a "Coordination Day" were formulated by the MSH consultant on February 10, 1987, but were not fully approved by the MOFW, which is responsible for organizing the Coordination Day. However an agreement has been reached as to the number of participants and their responsibilities, the duration of the meeting and the budget needed.

3.1.2 Administration and Budget Provisions

As a result of the general coordination meeting of February 7, 1987, it was decided to promote coordination of MOH and MOFW activities at the provincial level.

To this end, it was agreed to conduct, as soon as possible, a workshop called "Coordination Day", which will bring to Ouagadougou the Provincial Directors from both Ministries, i.e. sixty people or so, representing the thirty provinces of Burkina Faso, plus approximately ten individuals from the national staff of both Ministries.

Such an initiative may be considered as part of the cooperation between MSH of Boston and both Ministries of Family Welfare and Health, since MSH contributed to prepare the February 7 meeting and demonstrate the need for joint action by institutions involved in family planning activities at both Ministries. Thus it appears that this Coordination Day for Provincial Directors could advantageously replace the 3-day organizational development seminar initially planned by MSH. There is no longer a basis for such a seminar, in fact, since its goal has been more than reached by progress accomplished during the February 7 meeting.

The program of Coordination Day will be decided by Mme Batta, Director of Family Planning, partly on the basis of suggestions made by Jean-Georges Dehasse, MSH consultant, during his visit to Ouagadougou in February 1987.

A final date has not yet been set for Coordination Day. The meeting could be held after the supervision seminar which is to take place in November 1987. It is expected that the MSH consultant will assist the MOFW with preparation of that meeting when he visits Ouagadougou for the supervision workshop.

The budget for local costs to support this workshop on coordination, based on current regulations, is as follows:

1) Round trip travel for participants		
60 participants x F 8,000		480,000
2) Per diem for two days in Ouagadougou		
a) for visitors: F 2,000 x 2 d. x 60 part.		240,000
b) for 10 participants from Ouagadougou:		
F 1,000 x 2 d. x 10 part.		20,000
3) Administrator's allowance		
F 3,000 x 2 days		6,000
4) Lunch costs		
F 500 x 70		35,000
5) Administrative costs		<u>20,000</u>
	TOTAL	F 801,000

3.2 Planning Workshop

3.2.1 Preparation for Workshop

The organization of a Planning Workshop has been arranged with the agreement of all involved parties. The workshop is scheduled for March 23 to April 4 with a three-day break to allow the participants to attend a conference organized by Columbia University on a KAP survey in Burkina Faso.

The Administrator of the Workshop is Mrs. Batta, Director of the Family Planning Directorate at the MOFW.

The only information yet to be provided concerns the names of the participants from ABBEF, ABSF, APAF and the Ministry of Education.

3.2.1.1 Objectives, Methodology, Dates

(1) Objectives

The planning workshop objectives listed below were suggested by MSH in February 1987, and approved by MOFW's Family Planning Directorate (see Annex I).

Two different kinds of objectives were pursued: training objectives and operational objectives. The latter reflect an intention to follow up on the impact of participants' work on real life activities.

a) Training objectives: At the end of the workshop, participants will be able to:

- identify problems and constraints relating to implementation of Action Plan
- define, quantify and prioritize objectives
- identify activities and tasks required for reaching the objectives
- design a sequence of activities
- assess available and needed human and material resources
- develop an implementation plan.

a) Operational objectives:

- set quantitative objectives for implementation of Action Plan by 1990
- develop guidelines for operational plans according to participants' respective ministries and agencies
- identify activities undertaken and ensure consistency of operational plans for 1987.

(2) Approach

The first two days of the workshop will feature a simulation exercise through which participants will get acquainted with concepts and techniques to be used for preparing their work plans. The next six days will focus on preparing operational plans for the various participating agencies. Participants will constantly work together in order to harmonize their respective plans. Afterwards, those plans will be submitted to government officials for approval. Lectures/debates will be used to work toward training objectives, as well as work by sub-groups.

(3) Duration, dates and site of workshop

The workshop will be held in the CEAO building conference room in Ouagadougou on March 23 and 24, 1987 at first, and then again from March 30 to April 4, 1987, totaling 8 full work days.

3.2.1.2 Proposed Workshop Content

PHASE I: INTRODUCTION TO CONCEPTS AND METHODS (March 23-24, 1987)

Day 1:

- 1) Opening of workshop
Introduction of participants - Presentation of goals and approaches for the workshop, discussion - Setting up teams for the first two days
- 2) Session on objectives and outputs
- 3) Session on activities and resources needed to reach the objectives
- operational standards

Day 2:

- 1) Session on identifying problems related to work plan implementation
- Corrective inputs
- 2) Session on implementation planning (scheduling activities, resource tables and financial tables)
- 3) Session on developing monitoring system for program implementation.

PHASE II: OPERATIONAL PLAN DEVELOPMENT (March 30-April 4, 1987)

Day 3:

- 1) Developing operational objectives based on short and medium term objectives of the ACTION PLAN - Distribution of tasks among sub-groups (all together)
- 2) Identifying realistic objectives I: Sequences of activities and critical path (sub-groups)

Day 4:

- 1) Identifying realistic objectives and outputs II: Available resources and operational standards (sub-groups)
- 2) Developing realistic objectives: conclusion - Discussion between sub-groups, harmonization (all together)

Day 5:

- 1) Identifying problems encountered when developing realistic FP objectives:
(1) lack of information, and (2) problems leading to poor performance (sub-groups)
- 2) Choice of corrective actions/prioritization (all together)

Day 6:

- 1) Resources and activities needed for corrective action (sub-groups)
- 2) Realignment of realistic objectives, based on corrective actions (all together)

Day 7:

- 1) Implementation plans - Scheduling main operations - Tables of needed resources, and financial tables (sub-groups)
- 2) Developing measures for implementation monitoring (sub-groups)

Day 8:

- 1) Presentation and comparison of sub-groups' implementation plans, and discussion (all together)
- 2) Suggestions for harmonization and coordination (all together)

3.2.1.3 List of Data and Documents to be Prepared for the Workshop

The following data and documents should be made available to participants during the workshop, since they will be required for conducting various exercises and developing the 1987-90 operational plan:

- 1) 1985 Action Plan, as revised in May 1986
- 2) 1986 and 1987 operational and capital investment budgets of respective agencies, at least data pertaining to Family Planning and Maternal and Child Health
- 3) Existing activity programs
- 4) Numbers of full-time and part-time personnel involved in FP activities, by level (national, regional, local) and by category; distribution of such personnel by operational service unit in 1987, including provincial and national staff responsible for programming and supervising field personnel
- 5) Rates for salaries and other benefits granted to employees, by category
- 6) Project documents (mainly financial tables, human resource utilization tables, implementation schedules)
- 7) Resource utilization or production standards. Where no official standards exist, approximations should be used, based on current situation or on common sense. Standards should tend to be similar to the following:

IEC ACTIVITIES

- a) Number of lectures/debates per year and per team of social workers for each theme; average number of people reached by a lecture/debate (1) in the city, and (2) in centers in the interior

- b) Percentage of people attending lectures/debates who later contact a FP clinic
- c) Percentage of people contacting a FP clinic who become active users
- d) Same information with regard to other forms of promotion, such as a national campaign on a given theme or an outreach effort in secondary schools
- e) Resources needed for preparing promotional materials for a theme of lecture/debate or any other form of promotion: (1) Number of resource person work days, (2) expendable materials, (3) equipment use time, (4) cost of resources to be contracted outside, such as printing and reproduction

CLINICAL SERVICES

- a) Standards for services/month in a service unit
 - how many gynecology clients
 - how many prescriptions of various contraceptives
 - how many non-prescription contraceptives distributed
 - how many IUD insertions
 - how many surgical procedures

N.B. These standards should reflect a service unit's capability; they are to be supplied for the various types of health facilities.

- b) Same as a), standards being replaced by actual data if these are known.
- c) Resources by service unit: personnel, standard equipment, consumables/year

N.B. Identify resource profiles for different types of health facilities (hospital maternity, CHR, CM, CSPPS); also identify standard purchase cost of equipment

- d) Cost of restoration (construction) of a service unit

SUPERVISION

- a) Number of supervision visits/service unit/year
- b) Average duration of a supervision visit, and average travel cost
- c) Number of supervision visits/year assigned to each supervisor.

3.2.1.4 Workshop Budget

This budget is based on 13 participants and 8 full work days.

1) Rental fee for CEAO room	F 240,000
2) Allowance for resident participants (F 1,000 x 8 days x 13 participants)	F 104,000
3) Allowance for workshop administrator (F 3,000 x 8 days)	F 24,000
4) Lunch and refreshment costs (F 500 x 8 days x 13 participants)	F 52,000
5) Secretarial costs:	F 177,000
1 typist: 750 x 8 d. =	F. 6,000
1 repro clerk: 750 x 8 d. =	F. 6,000
rental USAID xerox	
1,300 copies x F 50 =	F. 65,000
consumables: paper, pencils, pocket calculators =	F. 100,000
	<hr/>
TOTAL	F 597,000

3.2.2 Workshop Implementation

3.2.2.1 Schedule of Initial Phase Activities

March 23, 1987

- 10-11 a.m. Session I: Opening of Workshop
- Official opening
 - Introduction of participants and facilitators
 - Introduction of approach for workshop activities
(Jean-Georges Dehasse)
- 11 a.m.-12:30 Session II: The objectives
- How to write objectives (Dorothy Leroux)
 - Individual exercises
 - Introduction of Cafran Malaria Control case
(Jean-Georges Dehasse)
 - Assignment to sub-groups for session III, and group work
exercise (Dorothy Leroux)

3-5:30 p.m. Session III: The objectives (continued)

- By sub-groups, write objectives based on the case
- All together, discuss reports by sub-groups
- Conclusion with facilitators

March 24, 1987

8-10 a.m. Session IV: The activities

- How to identify activities (Dorothy)
- Individual practical exercises
- Application of concepts and techniques to the Malaria Control case (by sub-groups)
- All together, compare results

10:30 a.m.-12:30 Session V: Basic parameters of activities (Jean-Georges)

- Resources, duration and sequencing of activities
- Application to PLAM case (by sub-groups)

3-5:30 p.m. Session VI (Dorothy and Jean-Georges)

- General meeting
- Conclusion and preparation of next week's activities; setting up of sub-groups
- Evaluation/feedback by participants on first two sessions

March 25, 26 and 27, 1987

Workshop suspended until March 30

March 30, 1987

8-10 a.m. Session VII: Production objectives and Institutional development objectives (Jean-Georges)

- Review of concepts used on March 23 and 24
- Production objectives
- Presentation
- Production objectives and institutional capacity
- Practical exercises

10 a.m.-12:30 Session VIII: Evaluation and Monitoring (Dorothy)

- Presentation of evaluation and monitoring concepts
- Review of evaluation constraints
- Exercises

END OF INITIAL PHASE

3.2.2.2 Schedule of Second Phase Activities:
determination of realistic and specific objectives
based on Family Planning Action Plan

March 30, 1987

- 1) Presentation of strategic planning program, creation of two sub-groups
- 2) Reading of general objectives in the Action Plan; Service objectives and IEC objectives; allocating objectives to each of the two sub-groups
- 3) Beginning of sub-group activities

March 31, 1987 Sub-group activities

April 1, 1987: Sub-group activities

April 2, 1987: General meeting

- Presentation by both sub-groups of specific service and IEC objectives, as developed by the work groups and feasibility tested
- Discussion in general meeting
- Electing and writing up realistic (feasibility tested) and specific objectives based on the Action Plan

April 3, 1987

Sub-group exercise: preparation of an implementation plan based on one of the specific objectives elected during previous day session

- Discussion of concepts and tables to be used
- Sub-group activities

April 4, 1987

- Discussion of future activities; preparation of supervision seminar
- Closing session

3.2.2.3 List of Participants

Ministry of Family Welfare and National Solidarity

- Mme Fatoumata Batta, Director, Family Planning
- Mme Suzanne Sonda, Director, Kadiogo Province
- Mme Marie-Blanche Ouedraogo, Consultant with Secretary General
- Mme Félicité Bassole, Consultant with Education and Training Agency (SAEF/DPF)
- Mme Marie-Louise Ouedraogo, Consultant with Education and Training Agency (SAEF/DPF)

Ministry of Health:

- Mme Pascaline Segbo, Family Planning, Directorate of Mother and Child Health (DSME)
- Mme Franceline Ilboudo, Mother and Child Health (DSME)

Ministry of Education:

- M. Léonard Pafadnam, Consultant with Education Project

Burkina Bè Family Welfare Association (ABBEF):

- M. Oscar Koaloo, Coordinator

Burkina Bè Association of Midwives (ABSF):

- Mme Brigitte Thombiano, Director

Association For Family Action:

- Abbé Valentin Nandnata

National Institute of Statistics and Demography (INSD):

- M. Désiré Konate, Demographer, Head of Social Statistics Division

3.2.2.4 Summary of Workshop Proceedings

Workshop activities were implemented according to the schedule presented above. Final schedule for the second phase was developed after completion of the initial phase, since the approach chosen called for flexibility, and no detailed schedule for the second phase could be planned before the end of the initial phase.

It was also decided, due to lack of time, to limit activities to strategic planning, i.e. determination of realistic operational objectives. Since sub-group activities (during second phase) proceeded at a normal pace, it was possible to devote a full day (Friday, April 3) to exercises on the preparation of an implementation plan. Those exercises however were incomplete, and did not cover presentation of financial data or budget development.

Discussion arose among participants on the actual scope of the seminar. Some people were not comfortable with the idea of operational objectives. It was then decided that exercises on actual data would be done, but that their results (i.e. feasible objectives developed through the exercises) would not be considered valid outside the seminar, or in other words would not create a commitment for participants or especially for their respective institutions.

Participation was very intense for all sessions of the workshop. Most of the people in attendance (even though the actual list differed slightly from what was anticipated) are involved daily in family planning program management, which made for a high level of participation. This is reflected in the fact that most afternoon sessions went well beyond the 5 p.m. scheduled time. Absences kept at a minimum, and were always supported by service obligations. Participants' responses to questionnaires and evaluation reflect high interest and participation in the seminar.

3.2.3 Workshop Outputs

3.2.3.1 Achievement of Operational Objectives

The first operational objective of the workshop (quantify general objectives of the Government's Action Plan in family planning) was achieved in a large measure: eight specific and realistic objectives were subscribed to by participants at the end of three days of sub-group activities with debates and discussions in general meetings.

The objective of ensuring consistency of various operational plans was not reached, since the sheer volume of activities and insufficient time did not allow to go beyond strategic planning. The participants were not able to develop complete implementation plans. Only one day was devoted to implementation plan, and activities were limited to group exercises on the basis of only one of the objectives specified on the previous day. However the various institutions represented at the seminar indicated which specific objectives their organization could contribute to, and in this fashion demonstrated their intent to participate in collaborative activities.

The following list of eight realistic and specific objectives was approved by participants at the general meeting of Friday, April 3, 1987.

a) Preamble

Participants of the planning workshop in FP program management established, at the end of their training, specific objectives based on the National Action Plan's general objectives. These specific objectives are linked to a number of hypotheses, scenarios and operational strategies.

b) List of objectives

(1) Service delivery objectives:

Hypothesis 1: Objectives set by 1986-1990 five-year plan for building and remodeling of facilities have been reached.

Hypothesis 2: Training of ten trainers of service providers, part of cooperation between MOH and INTRAH, will be completed on schedule.

OBJECTIVE 1: By the end of 1990, train 100 educators in natural family planning, and 154 health workers as FP service providers.

OBJECTIVE 2: By the end of 1990, integrate family planning in 126 health clinics.

OBJECTIVE 3: Strengthen and develop throughout the country, by 1990, the system of supervision of FP services by the MOH.

(2) I.E.C. objectives:

OBJECTIVE 1: By 1990, provide information on family planning to at least 50% of population over 10 years of age.

Scenario: One-week multimedia campaign per province and per year.

OBJECTIVE 2: Bring outreach efforts to 750,000 persons of reproductive age, aiming at increasing the number of users from 20,000 to 40,000 by the end of 1990.

Scenario: Specialized lectures/debates in the areas where FP services are available.

OBJECTIVE 3: Offer sexual education and family life courses to the 44,000 secondary school students by the end of 1990.

Strategies:

- integration in curricula
- training of teachers
- outreach (lectures, theater, radio and television, etc.)

OBJECTIVE 4: Reach at least 1/4 of the 1,300,000 young people who do not attend a school, with the aim of promoting MCH and family planning.

Strategies: theater, forum.

OBJECTIVE 5: Conduct two FP outreach seminars geared to opinion leaders each year.

c) Comment on specific objectives

These objectives represent a big step toward a more specific definition of general objectives as included in the Action Plan.

There are however reservations to be made as to the feasibility of some or all of the objectives.

In some cases, data available to participants were insufficient to ensure validity of feasibility tests. Besides, no testing has been done of the feasibility of several objectives simultaneously in one institution.

3.2.3.2 Workshop Evaluation (Achievement of Training Objectives)

a) Workshop evaluation by participants

Two evaluation questionnaires were filled out by participants: the first one after the initial phase, the second after the second week.

Results of both evaluations are as follows:

March 31, 1987 evaluation: (see questionnaires in Annex III)

- (1) 6 participants feel that training objectives have been fully reached, and 6 feel that they have been more or less reached.
- (2) the question "do you think that sessions were well presented?" was answered as follows:

	SESSION 1	SESSION 2	SESSION 3	SESSION 4	SESSION 5
Well	10	9	3	10	8
Fairly well	1	2	7	2	2
Not well	-	-	-	-	1

N.B. Session 3 covered basic parameters of activities (resources, duration and sequencing). Many participants found that more time was needed to discuss contents and approaches.

(3) The following suggestions were made by participants:

- more time (4)
- more exercises (3)
- more individual exercises (2)
- no splitting of seminar schedule (2)
- prepare a complete course (1)
- active participation of higher officials (1)
- offer the course to a larger number of agents (1)

- publish program and objectives one week in advance (1)
- give course notes right after the workshop (1)
- be aware of participants' previous knowledge (1)
- summarize the course at end of session (1)
- get various partners involved in preparation (1)
- field visits to FP facilities (1)
- procedures for analyzing and identifying FP needs (1)
- procedures for assessing money cost of activities (1)
- inter-institutional collaborative approaches for developing specific objectives (1)
- project design

April 4, 1987 evaluation:

EVALUATION OF SECOND WEEK ACTIVITIES
(Practical work in planning)

QUESTION 1: Indicate whether second week exercises did help you understand planning concepts and tools discussed during initial period

Answers: 12 YES 0 NO

If YES, specify in which particular area:

Answers:

- Writing and setting specific objectives: cited 12 times
- Developing realistic and feasible objectives: cited 11 times
- Developing list of activities and tasks: cited 12 times
- Sequencing and scheduling tasks: cited 7 times
- Identifying needed resources: cited 9 times
- Developing criteria for monitoring and evaluation: cited 5 times

QUESTION 2: Indicate whether you feel that the week's exercises have been of help for:

<u>Answers:</u>	MUCH	MORE OR LESS	NOT AT ALL
a) Better understanding the overall function of planning	10	2	0
b) Identifying techniques and tools that you will be using on your job	8	4	0

COMMENT IF NECESSARY:Answers:

- Planning is important but we don't always have time or skills needed, and there are many constraints outside technicians' control.
- Planning enables us to make choices.
- Very profitable, for I learned to plan a FP project... or non-FP for that matter.
- I do not know whether this will help in my job, but I learned about complexity and usefulness of methods.
- More time was needed for developing time schedules.

QUESTION 3: Do you think it was a good idea to run exercises on Burkina Faso family planning real situations and problems?

Answers: 11 YES 1 NO

If YES, say why:

Answers:

- It enabled us to better understand the Action Plan
- It is a way to find out whether our projects are realistic
- It enables us to adjust our work plans and correct errors evidenced through the exercises
- It is not good to keep working on abstraction (twice)
- It will help me improve my work in the future
- It is a way to better comprehend what was done
- It gave us a better grasp on actual situations
- Very profitable, for I learned about actual problems faced in FP
- It helps the various institutions and leads to better performances
- Starting from actual cases always makes for a better understanding, however results should not be skewed, or this work utilized in any way to create a new commitment for participants

If NO, say why:

Answer:

- I would have rather worked first on a neutral theme, before approaching real situations.

QUESTION 4: Write two suggestions for improving practical exercises in a similar workshop in the future

Answers:

- Have each partner institution propose exercises related to its immediate problems.
- Run exercises based on the objectives of other partners (other than MOH and MOFW) so that Ministries may be better informed of their activities.
- Specify and clarify workshop goals, to reduce need for discussion.
- Plan workshop dates in advance (cited twice).
- Better supervision of sub-group activities (group 1, cited twice).
- Multiply the number of participants so as to have 8 to 10 in each sub-group.
- Reduce sub-group activities.
- Longer duration (cited 4 times; one participant would like 3 full weeks)
- Complete corrections at general meeting.
- Distribute corrected copies to participants so as to teach them about their errors.
- More exercises involving more than one FP area.
- Exercises should start with identification of problems.
- Limit the number of exercises calling for a feasibility test, so as to permit completing the work.
- Allow each participant to present a project developed on the basis of a need identified in a community.

QUESTION 5: Any other comment you wish to make.

Answers:

- This training was needed.
- Productive work climate.
- Many thanks to MSH and the facilitators.
- Time was insufficient, especially since we had to copy everything over.
- The workshop was a positive experience, for I learned something that could make my work more efficient. I wished we had had more time.
- It would be good to combine material and human resources for implementing SEVERAL activities at the same time or for implementing an activity envisioned by different institutions working toward the same goal.
- Time was not sufficient: we could not work on budget development.
- Review of approaches to collaborative work between partners was omitted.

b) Facilitators' point of view

Facilitators also feel that the workshop was a success. They see several causes for this success:

- All participants are actively engaged in managing FP activities or at least population activities.
- The workshop served to deal with actual data and problems which participants encounter each day.
- Use of the participative method.

The weak point in the workshop is the fact that a detailed theoretical preparation of each session was not written before the workshop. This was due in part to the experimental nature of the workshop (deal with actual and current issues and solutions) which required a great flexibility. In the future, however, a more detailed preparation of the sessions by facilitators should be emphasized.

4. TECHNICAL ASSISTANCE ACTIVITIES

4.1 Technical Assistance to MOFW

4.1.1 Strengthening of Coordination

4.1.1.1 System Analysis of Family Planning in Burkina Faso

The first activity of the MSH consultant was to prepare with the DSME staff at the Ministry of Health and the DPF staff at the Ministry of Family Welfare the mapping of the Family Planning System in Burkina Faso, with the aim to establish the diversity of actors (agencies, services, organizations) responsible for Family Planning activities in the country and foster a better understanding of the need for an effective coordination of Family Planning activities. A copy of the chart called "Functional Mapping of Responsibilities in Burkina Faso Family Planning System" follows.

(1) Introduction to Mapping Chart

The following chart is an attempt to MAPPING THE SYSTEM and presenting a synoptic view of all organizations and agencies (here called ACTORS) involved in Burkina Faso's Family Planning system, with the type of activities carried out by those actors (WHO does WHAT).

Family planning activities are shown in the left column of the chart. They are organized by functional objectives, as follows:

- 1) Provision of FP services
- 2) Outreach, promotion, marketing
- 3) Contraceptive procurement
- 4) Training of FP personnel
- 5) Inter-institutional coordination
- 6) FP policies and orientations
- 7) Service regulations

Activities in categories 1 and 2 are considered DIRECT or PRIMARY ACTIVITIES. They may be carried out by different institutions or organizational networks.

Contraceptive procurement may be centralized. It is often a function of international donors.

Training activities (category 4) may be carried out either by FP organizations themselves or by specialized training institutions.

Coordination activities (category 5) take place when institutions decide to combine their efforts in some areas. There may be various reasons to coordinate activities, such as complementarity, the need to pool scarce resources, or a common effort to achieve national goals, etc. Activities in categories 3, 4 and 5 may be considered as ACTIVITIES SUPPORTING primary activities.

Activities in categories 6 and 7 - Policies, orientations, regulations - are unique inasmuch as they work toward integrating the system. Policies and regulations, regardless of which institutions or actors develop them, do apply to all actors in the system.

Entries across the chart list the main actors, with an extra space for international donors and an extra space for other national actors. For each activity, whenever possible, the names of divisions or offices in charge within institutions are given in the respective columns.

It should be noted that this chart pays no attention to activities relating to internal management of the institutions, such as financial management, personnel management, supervision, investments etc.

(2) Mapping Chart (see next four pages)

FUNCTIONAL MAPPING OF RESPONSIBILITIES IN BURKINA FASO FAMILY PLANNING SYSTEM

FUNCTIONAL AREAS/Activities	INSTITUTIONS INVOLVED IN FAMILY PLANNING						
	HEALTH	WELFARE	EDUCATION	ABBEF	MIDWIFE AS.	DONORS I	OTHERS
1. <u>FAMILY PLANNING SERVICES</u>							
- Gynecology clinics and MCH/Sterility clinics	in 30 provinces			Ouagadougou Bobo	Ouagadougou		Private Clinic Army
- Prescription contraceptives	in 26 provinces 42 clinics			Ouagadougou Bobo	Ouagadougou		Private Clinic /Army
- Non-prescription contraceptives	ditto			ditto	ditto		ditto
- Natural methods	some volunteers						APAF Entr'Aide F
- IUD insertions	13 provinces 24 clinics						Private Clinic
- Sterilizations Other surgical procedures	Hospitals CHRC						

Note. Though not direct service providers, FNUAP, USAID and IPPF have contributed through supplying clinical equipment, remodeling MCH facilities (FNUAP), assistance for IUD insertions (USAID), and of course supplying contraceptive commodities (all three). See later section.

FUNCTIONAL AREAS/Activities	INSTITUTIONS INVOLVED IN FAMILY PLANNING						
	HEALTH	WELFARE	EDUCATION	ABBEF	MIDWIFE AS.	DCNORS I	OTHERS
2. PROMOTION AND MARKETING							
- Organize promotional campaigns for general audience	Health Week	DPF					
- Organize promotional campaigns for potential users		DPF					
- Organize promotional campaigns aimed at decision makers		DPF					
- Organize promotional campaigns aimed at particular target groups	Prov. Dir.	DPF	EMP				
- Information/education for clients groups/communities	MCH, maternities (not systematic)			x x	x x		APAF/ Entr'Aide
- Develop materials propose themes and contents	DSME	DPF	EMP			PCS-USAID	
- Develop materials prepare scripts, design dummies	DESA		EMP			with DPF	
- Develop promotional materials	DESA	DPF	EMP			FNUAP/EMP	
- Marketing new contraceptives							
3. PROCUREMENT							
Plan orders	DSME			} ABBEF	} ABSF		clients go to MOH pharmacies or MCH clinics
Place orders	DSME						
Take delivery of commodities	DASPT						
Store commodities	DSME						
Distribute commodities	DSME						
N.B. Show supply source for each institution	FNUAP/FPIA			IPPF	FNUAP/FPIA	USAID, FNUAP IPPF	PRIVATE

FUNCTIONAL AREAS/Activities	INSTITUTIONS INVOLVED IN FAMILY PLANNING						
	HEALTH	WELFARE	EDUCATION	ABBEF	MIDWIFE AS.	DONORS I	OTHERS
<u>4. TRAINING OF FP PERSONNEL</u>							
- Formal education <u>special progr. for physicians</u>							
<u>special progr./health workers</u>	ENSP						
<u>special progr./social workers</u>							
- Curriculum development <u>for institutions</u>	DSME/ENSP /INTRAH	DPF/PCS					USAID/PCS INTRAH
- Training of trainers for health workers	DSME/INTRAH DSME/FNUAP DSME/ABBEF						USAID/INTRAH FNUAP (↑)
<u>for communication workers</u>		DPF/PCS					USAID/PCS
- Short-term training <u>clinical</u>	DSME/ABSF						
<u>communication</u>		DPF					
<u>management</u>							
- Training of supervisors	DSME/MSH	DPF/MSH					USAID/MSH
- Training of senior personnel							
Note (↑): FNUAP does out-of-country TOT							
<u>5. INTER-INSTITUTIONAL COORDINATION</u>							
Develop forum to review:							
- policies	with ABBEF	joint					
- regulations	and ABSF	discussions					
- problems related to imple- <u>mentation of FP activities</u>	(clinical services)	with partner					
<u>Set broad national FP objectives</u>							
<u>Harmonize implementation programs</u>							
<u>Monitor and evaluate</u> <u>system performances</u>							
<u>Jointly plan some activities</u>							

FUNCTIONAL AREAS/Activities	INSTITUTIONS INVOLVED IN FAMILY PLANNING						
	HEALTH	WELFARE	EDUCATION	ABBEF	MIDWIFE AS.	DNORS I	OTHERS
<u>6. DEFINITION OF FP POLICIES AND ORIENTATIONS</u> Study Discuss and formulate Approve and enforce	←	-- JOINT DISCUSSION MEETINGS --			→		PLANNING "
	←	INTER-MINISTRY COUNCIL →					
<u>7. REGULATIONS APPLYING TO FP SERVICES</u> Determine medical standards Determine nature and type of authorized products Determine requirements for FP clinical personnel Determine requirements for operating private facility Determine rules applying to procurement Monitor enforcement of rules	x x x x SONAPHAM ?					Abidjan Conference USAID/COLUMBIA	

4.1.1.2 Observations and Proposals for Development of Burkina Faso Family Planning System

The Secretary General of the MOFW arranged for a meeting between Ministries, with the Secretaries General and Directors of Family Planning of the Health and Family Welfare Ministries. The meeting was to clarify the concept of coordination, the idea being to promote coordination as "concertation" and cooperation rather than "contrôle". The MSH consultant prepared for the MOFW two documents to be used at the meeting: (1) the first document was a narrative to support the reading of the table, and (2) the other document contained proposals for organizational development of the FP system in Burkina Faso. Such observations and proposals were as follows:

(1) Observations on the System

a) Primary FP activities (services, IEC, procurement)

- There is a large number of national actors, and several international agencies
- There are six institutions involved in providing clinical services, with what amounts to a monopoly for one of them - Ministry of Health - through DSME, MCH clinics and other hospitals and health facilities. DSME handles technical supervision of ABBEF and ABSF clinics. The latter is a parastatal organization under MOH.
- For MOH and MOFW, various aspects of FP activities are additional activities on top of preexisting functions. (These ministries may face the challenge of following up on all FP activities run by different offices at different levels).
- There are three main actors in the area of outreach/promotion (IEC): MOH, MOFW, and Ministry of Education. Other actors are clinics where outreach activities are basically conducted with clients or surrounding communities.
- This system is young, and the number of acceptors is low. The current phase involves implementation of basic structures, particularly in rural areas where only MOH and MOFW are present.

b) Other functional areas

- Procurement is organized by each network on its own. Supply sources are international donors, except in the case of private pharmacies. Private physicians however refer their patients to MOH's health centers where contraceptives are less costly.
- A number of technical assistance programs in training, of particular interest to MOH and MOFW, are about to be implemented.
- The Ministry of Family Welfare has been given a coordination mandate; however the scope of the mandate should be more specifically defined in operational terms.

- Various activities in the functional area of Service Regulations are implicitly assigned to the Ministry of Health. However this should be more explicit. Various regulations should be published and disseminated, and included in the training of workers in all categories and institutions.
- The overall ACTION PLAN approved by the Inter-Ministry Council in April 1985, and revised in 1986, is a basic document which defines broad family planning policies and objectives for Burkina Faso, as well as responsibilities assigned to the various parties involved, at least in a general manner. This Action Plan was developed jointly by representatives of several Ministries and agencies. It is our hope that future FP policies may be pondered, studied, formulated and approved according to a similar mechanism.

c) Tentative conclusion:

The situation as described above is not a particularly problematic one. Diversity of actors and initiatives is not a negative factor in itself.

The family planning system does not have immediate visibility because FP activities are carried out by a variety of agents or actors, none of those performing functions in their entirety.

Even though the system has no immediate visibility, its existence is a fact well supported by:

- the national FP policy with its short and medium term objectives approved by the Government (Action Plan);
- the coordination mandate given to the Ministry of Family Welfare;
- the role played by the Ministry of Health, beyond its important activity as clinical service provider, as a system integrating force through its REGULATORY capacity.

Important observation: The functional mapping chart referred to by the above comments does not claim perfect accuracy, given that the author did not interview all parties involved. The first goal of the chart is to show the family planning system as such, i.e. present a synopsis of FP activities and the institutions involved in those activities.

It should not be difficult, at any given time, to make the necessary corrections and develop an accurate view of the system.

(2) Proposals for Organizational Development

The goal of the following proposals is to upgrade the overall structure of the family planning system through an institutional integration approach, specifying some responsibilities and implementing operational mechanisms for cooperation and coordination.

Final implementation of some of those mechanisms might take place as part of workshops/seminars attended jointly by staffs of partner institutions. The final objective is to give the FP system a capability for facing start-up and expansion of activities.

a) Proposal on Regulatory responsibilities

It is important to make MOH's service regulation responsibilities more explicit, for the following reasons:

- Within the MOH, the distinction should be made between the Ministry's role as a FP clinical service provider and its regulatory function.
- Such a distinction should be perceived by everyone, and regulations should themselves be known by all institutions and agents.

Wherever rules do exist, it might be useful to publish them as a small manual, and make sure that all health and communication workers are familiar with them.

Wherever they do not yet exist, one might envision drafting them through contributions by parties involved or likely to be applying or enforcing the rules.

The regulatory function could be made more explicit through a coordination meeting, with a MOH official describing the regulatory activity and the procedure for developing regulations.

b) Proposal on coordination

Given the complexity of the family planning system and interdependence of activities, the task to be carried out to implement the Action Plan, and the sheer number of initiatives by international agencies, the need for an operational mechanism to achieve coordination between national partner agencies is obvious.

i) Areas of coordination

Coordination may be achieved either through exchange of ideas or through collaborative work in programming, implementing and evaluating actions or operations.

- forum for assessment and study of
 - general policies
 - regulations applying to services
 - problems relating to implementation of FP activities

- collaborative approach for
 - setting broad national FP objectives IN QUANTITATIVE TERMS
 - ensure consistency among implementation programs, especially projects sponsored by international donors
 - monitor and evaluate system performances
 - cooperate for implementation of selected operations

ii) The operational mechanism

Collaborative approach (operational aspect of coordination):

It is proposed to institutionalize the type of coordination meetings held until now, through the following measures:

- Reach an agreement on participating institutions (Ministries, agencies, organizations)
- Each Ministry designates a representative who will attend the coordination meetings
- Schedule meetings on a regular basis, setting how many months apart or how many times a year meetings will be held, so that they are easy to program
- The MOFW is responsible for administering those coordination meetings, i.e. prepares an agenda after consulting with partner institutions, and drafts reports of the meeting, which should contain at least two main components: (1) summary of discussions on points listed by the agenda, and (2) verbatim rendition of decisions or recommendations made during the session.
- Coordination meetings may cover areas mentioned above.

Note. It is understood that representatives of each Ministry should be well informed of activities, policies and resources of the Ministries they represent.

Inter-institutional or inter-agency work groups may be formed during those coordination meetings, in order to implement measures decided upon at the meeting.

Forums or exchanges of ideas (consultative aspect of coordination):

Whenever government officials deem it appropriate, the Coordination Secretariat will call up a discussion or study meeting to be attended, besides ex officio participants, by any person whose participation is viewed as pertinent and profitable. Such sessions may also be set up at the request of one of the parties. In this case the other parties' agreement will be required for the meeting to be held.

Examples of actions carried out through coordination

Action Plan: quantify objectives, schedule work deadlines by institution, ensure consistency among work plans of all institutions.

Activity monitoring: each institution forwards to the MOFW its activity and statistical reports. The MOFW compiles an annual report which will be reviewed and approved by the coordination meeting.

Revision or update of quantitative objectives: this a follow-up of the previous operation, and could be discussed during the same meeting.

Implementation of operational plans in selected areas: some partners may decide to coordinate some of their actions, and set a mechanism to this end. Such cooperation may help to share scarce resources.

It should be noted that this analysis does not cover identification of management problems within each institution. Those problems must be dealt with separately for each institution.

4.1.1.3 Results of Coordination Meeting of February 7, 1987

The coordination meeting took place on February 7, without the MSH consultant. In the meantime indeed the format of the meeting had evolved into a larger gathering of 14 officials where the discussion was going to be political as well as technical. (See Annex II for the minutes of the meeting). The Secretary General of the Ministry of Health wanted the meeting to be an opportunity to show the spirit of coordination that exists between the two ministries at the higher levels, and to serve notice that such spirit of cooperation should also prevail among all parties involved in Family Planning, and particularly at the regional level where local officials are not always convinced.

The main results of the February 7 meeting are:

- (1) No need to set up another structure: the mandate given by the Cabinet to the MOFW for coordinating Family Planning activities suffices, and the MOFW is fully entitled to organize all necessary meetings and to gather necessary information from other actors in the field in order to fulfill its mandate.
- (2) The Ministry of Health acknowledges the need to make explicit all regulations pertinent to the provision of Family Planning services, and agrees that such regulations could be reviewed after a debate has taken place with all parties concerned.
- (3) It was decided that a Coordination Meeting should be organized as soon as possible with the Provincial officials from both Ministries of Health and Family Welfare, to better inform the participants about the diversity of the Family Planning system, to convince them of the need to coordinate, to convey to them the exact meaning of coordination, and finally to initiate a dialogue among participants around Family Planning activities.

In the wake of the February 7 meeting, the MSH consultant prepared suggestions for MOFW/DPF in regard to the organization of Coordination Days for Provincial Directors of both Ministries of Health and Family Welfare. These suggestions were retained in part. The suggestion that the directors meet one to one by province to establish concrete forms of coordination at the local level was considered premature. (See Section 3.1.1)

4.1.2 Strengthening of the Family Planning Directorate

4.1.2.1 Distribution of Tasks Within the Family Planning Directorate

The MSH consultant also reviewed the distribution of tasks within the Family Planning Directorate, and made a few recommendations.

The following suggestions were submitted as a follow-up of interviews held by the consultant with both the Director of Family Planning and her staff, including discussions of problems most commonly encountered in implementing activities; suggestions were also based on documents dealing with the assignment of responsibilities, as well as results of the February 7, 1987 coordination meeting. Far from a final solution, they rather present a stage in a dialogue which should be continuing, particularly during the planning seminar.

(1) Responsibilities of Coordination and Support Organization

Tasks listed below cover the range of activities included in the official DPF document. However activities have been grouped according to three distinct functional areas: (1) Coordination Secretariat, actually responsible for coordination strategy and objectives; (2) A Monitoring Unit, which should over time develop its own information system, but will at the beginning be able to fulfill its duties on the basis of activity and statistical reports which it will have to request from various FP partner agencies; and (3) A Documentation Center made available to a large public.

The activity defined as "provide orientation to agencies that wish to finance activities" should take place at the Director's level, and it is difficult to relate it to any of the sub-organizations.

a) Coordination Secretariat:

- Develop a strategy and a program of meetings based on priorities
- Organize coordination meetings with other departments and PVO's active in family planning
- Draft minutes of meetings

b) Monitoring and implementation of the Action Plan:

- Maintain file of family planning projects
- Centralize annual and other activity reports from various organizations and agencies involved in family planning
- Maintain and update statistical data from previous reports
- Develop an information system for monitoring purposes
- Perform periodic evaluations of family planning activities and issue reports monitoring progress toward objectives of the Action Plan.

c) Documentation Center:

- Gather all written, spoken or visual materials
- Organize these materials to make them accessible to other institutions, agencies or organizations active in family planning, as well as donors and the general public
- Reproduce and disseminate materials utilizing audiovisual media.

N.B. The phrase Centre de Documentation has been used instead of "Cellule d'Information", to avoid confusion with activities of the Outreach organization.

(2) Responsibilities of Outreach Organization

Here again the responsibilities are drawn from the official DPF document, and grouped in four sections.

(a) Outreach activities programming Unit:

- Identify priority target groups
- Determine priority messages and themes for the various target groups
- Prepare an annual work plan based on activities above
- Develop outreach strategies with field personnel (including quarterly work plans)

(b) Implementation of outreach and training capabilities:

- Schedule gradual posting of teams in the field
- Conduct training of field personnel in communication techniques, family planning general concepts (policies, national objectives, methods etc.), and dissemination of messages developed by the unit
- Cooperate with projects and Training Directorate for field personnel training

(c) Promotional message development Unit:

- Identify media to be used on the basis of above mentioned objectives and available resources
- Develop messages in dummy or final form (hard copy, cassettes, films, slides) based on strategies retained
- Identify and contract with resource persons for development of final products, if needed
- Make arrangements with local firms for mass reproduction of messages, and monitor quality of work.

(d) Implementation and follow-up of outreach activities:

- Distribute materials to field work teams
- Supervise, support and follow up with field activities
- Issue evaluation reports on field activities, assessing quality of services offered and impact of message dissemination.

4.1.2.2 DPF Program for 1987

The MSH consultant assisted DPF in preparing 1987 objectives based on the 1986-1990 five-year plan. The task was carried out in two steps: (i) review and reorganization of DPF five-year objectives in the light of planning seminar results, and (ii) assessment of the portion of those objectives that can be achieved in 1987.

The five-year plan provides two kinds of activities for the Ministry of Family Welfare and National Solidarity: (1) development of family planning structures, both at DPF and provincial level, and (2) activities covered by the mandate given this Ministry in terms of family planning (coordination of FP activities in the country, outreach effort to promote family planning).

(1) Objectives for development of structures, institutions and capabilities.

Various activities under these objectives aim at developing the Ministry's capacity of reaching its own assigned objectives within the framework of its family planning mandate.

Objective 1.1: Develop, by 1990, structures for both divisions of DPF, i.e. Coordination Division and Education and Training Division (SAEF).

a) In the area of coordination:

i) Implement a Coordination Secretariat

Activities to be undertaken in 1987:

- Designate the individual who will be in charge
- Set up the office

ii) Develop a Documentation Center

Activities to be undertaken in 1987:

- Designate the individual who will be in charge
- Identify needed equipment
- Develop list of materials requested and place orders
- Develop a network of contacts for the Center

iii) Implement a capacity for monitoring FP activities in the country

Activities to be undertaken in 1987:

- Designate the individual who will be in charge
- List FP projects (file)
- Identify needed equipment
- Develop a model annual report on FP activities

b) In the area of outreach and IEC:

- i) Develop a capacity for programming outreach efforts directed to social workers

Activities to be undertaken in 1987:

- Designate the individual who will be in charge - Train the person
- Develop a file listing the staff (social workers) and their assignments
- Develop a work order form containing the social worker's IEC objectives

- ii) Develop a capacity for designing messages directed to selected target groups, and producing promotional materials

Activities to be undertaken in 1987:

- Designate the individual who will be in charge, and train the person
- Identify needed equipment (based on promotional materials to be produced)

- iii) Develop a capacity for monitoring outreach activities

Activities to be undertaken in 1987:

- Designate the individual who will be in charge, and train the person
- Develop a monitoring system, including responsibilities at the provincial level
- Identify resources to be used (vehicles)

Objective 1.2: Develop within Provincial Directions and at the regional level a capacity for promoting FP programs and reaching different target groups through training of 300 social workers in communication techniques.

Activities to be undertaken in 1987:

- Training of IEC trainers (PCS Project)
- Training of at least a group of 27 social workers in IEC

Objective 1.3: Develop a capacity in the area of marriage counseling.

Activity to be undertaken in 1987:

- Study the issue

(2) Objectives related to MOFW's family planning mandate

a) Objectives in the area of communication:

Objective 2.1: Provide at least 50% of population over 10 years of age with general information on family planning, with the aim of creating a favorable response to using family planning methods.

Activities to be undertaken in 1987:

- 1987 objectives should be based on plans developed during planning workshop and activities with PCS Project

Objective 2.2: Provide at least 750,000 persons of reproductive age (10 to 49-year old population) with specialized and motivating information on family planning, with the aim of increasing the number of FP users from 20,000 to 30,000 by the end of 1990. This effort will be carried out where service facilities are already or about to be in place.

Activities to be undertaken in 1987:

- 1987 objectives should be based on plans developed during planning workshop and activities with PCS Project

Objective 2.3: Between now and the end of 1990, conduct about 15 intensive FP seminars intended for opinion leaders.

Activities to be undertaken in 1987:

- 1987 objectives should be based on plans developed during planning workshop and activities with PCS Project

Objective 2.4: Promulgate a Family Code in order to ensure better protection of the Burkina Bè family.

No activity to be undertaken in 1987:

Objective 2.5: Provide all young people attending vocational schools in the country with specialized and motivating information.

Activities to be undertaken in 1987:

- To be developed with the Ministry of Education in the context of EMP Project

b) Objectives in the area of national coordination:

Objective 2.6: Have experimented and developed specific and efficient approaches to coordination between partners, and reached a frequency of four coordination meetings per year with all FP partner institutions.

Activities to be undertaken in 1987:

- The four 1987 meetings will cover:
 - service delivery regulation
 - service delivery consistency
 - family planning assessment for 1987
 - coordination meeting with provincial directors

Objective 2.7: Have developed procedures for monitoring FP activities at the national level, and have produced three annual reports on FP activities in Burkina Faso (July 1988, July 1989 and July 1990).

Activities to be undertaken in 1987:

- Collect partner agencies' activity reports
- Prepare 1987 assessment of FP activities

Objective 2.8: Have made documentation and information materials from the Documentation Center (Cellule d'Information) available to at least twenty national or foreign institutional clients and at least one thousand individual clients.

No activity to be undertaken in 1987

4.2 Technical Assistance to the Maternal and Child Health Directorate (MOH)

4.2.1 Organizational development

Three main efforts are going on:

- a) A TOT program is underway with INTRAH, for midwives in service units.
- b) A program is underway with a FPIA consultant, for upgrading inventory control and management of contraceptive commodities in service units in 14 provinces. Once this system is in place, the task of receiving, storing and distributing contraceptives will be fully assigned to DASPT and regional pharmacists working with Provincial Directorates. DSME will be freed from this work.
- c) A program is underway with CDC, Atlanta, USA, for upgrading service statistics records at the service unit level. A recording form is integrated with the inventory form. Data are recorded by midwives who provide MCH/FP services in service units. Data are collected by Provincial Directorates and forwarded to DSME/MCH/FP.

4.2.2 Human resource development

A review of MOH employees involved in FP tasks shows that the DSME and more specifically the MCH/FP organization cover the following functional areas:

- a) Programming/Supervision of Health Centers' clinical activities and some IEC activities
- b) Service statistics and performance evaluation in the area of quality of care
- c) Development of course content for schools, in cooperation with ENSP and INTRAH
- d) Research on operational standards
- e) Participation in decisions on building and remodeling service facilities.

The actual delivery of services is performed by midwives, nurses and physicians at various health facilities, and services are usually provided along with all health care needed by mother and child.

The other functions are performed by other branches of the Ministry, where family planning is only one aspect of their activities.

4.2.3 Recommended Actions

a) Supervision

In the current situation, supervision and service quality evaluation are not performed by a specific corps of supervisors. Supervision is performed by MCH/FP staff and by MCH/FP personnel working with the Provincial Directorates. The real problem arises at the level of field visits by provincial officials, whose resources are very limited.

In order to strengthen supervision operations, it would be appropriate:

- (1) to redefine the supervisor's job, which may include backstopping and training health workers in service units as well as the administrative task of controlling working conditions and organization.
- (2) to develop work tools such as
 - various forms and slips to be filled out during supervision visits
 - information system with data to be collected during same visits

b) Training of DSME staff

In combination with the supervision strengthening effort, MCH/FP staff should be given short-term intensive out-of-country training courses in the following areas:

- supervision and evaluation
- information systems
- FP program management

Such courses are needed to enable local family planning personnel to have an efficient dialogue with outside specialists who are sent to help strengthen various existing systems. Some of these training courses should be taken before the supervision workshop, which was initially scheduled for September 1987.

c) Documentation

The DSME staff wishes to have access to journals in the field of family planning program management.

4.3 Out-of-country Training Plan

The training plans have been established during discussions with the staff of the DSME for the Ministry of Health and the DPF at the Ministry of Family Welfare. Forms were prepared to help identifying all personnel involved in FP activities in both ministries.

The first result of this inventory was to show that, except for the staff of the DPF and the MCH/FP unit at the DSME, and some of the midwives and nurses at field level, most of the people (managers, doctors etc.) deal with Family Planning on a part time basis only. Indeed Family Planning programs are managed by people from various Directorates such as Personnel, Finances etc. for whom these programs represent only a small fraction of their overall responsibility. These people should rather be receiving courses on Family Planning per se. (See Section 4.2 for a review of the discussions with MOH/DSME)

As a result, the training plan for both ministries focuses on the needs of DSME and DPF, and, to a lesser extent, on the needs at regional level.

4.3.1 Training Plan for the Ministry of Family Welfare

Programs	Year I	Year II	Year III
1. IEC training at Santa Cruz	DPF 1	DPF 1	
2. FP Program Management/Santa Cruz	DPF 1		
3. Information Systems/MSH	DPF/Coord.1		
4. FP/PHC in Africa/Columbia Univ.	DPF 1	Prov. 1	Prov. 1
5. Supervision/Evaluation/CEDPA	DPF 1	Prov. 1	Prov. 1
6. Reproductive Health/JHU	DPF 1		

Priorities at the MOFW are:

1. IEC at Santa Cruz, years I et II of project
2. FP Program Management at Santa Cruz
3. Information Systems at MSH/Boston.

4.3.2 Training Plan for Ministry of Health/DSME

Programs		Year I	Year II	Year III
1. Logistics/MSH	DASPT	1		
2. Evaluation/Superv./CEDPA	DSME	1	1	
	Prov.Dir.	2	2	
3. FP Prog.Management/Santa Cruz	DSME	1	1	1
4. Personnel Management/MSH	DSME/DFP	1		
5. FP/PHC in Africa/Columbia	DSME		1	
6. Reproductive Health/JHU	DSME		1	
	Prov.Dir.	2	2	
7. Child Survival/MSH	DSME		1	1
8. IEC/Santa Cruz	DSME			1
9. Community Health/INTRAH	Prov.Dir.	2	2	2

Top priorities for DSME are on lines 1, 2, 3 and 4 of the table:

1. Logistics/MSH will reinforce the DASPT on the eve of being put in charge of all supply of contraceptives operations.
2. Supervision and Management of FP programs are considered a must for the staff at MCH/FP.
3. Personnel Management/MSH would reinforce the Directorate of Training of Personnel (DPF) when dealing with the INTRAH project.

Other need: DSME also would appreciate receiving technical assistance to help in designing and putting into place an information system aimed at upgrading its planning, monitoring, and evaluation capabilities.

MINISTERE DE L'ESSOR FAMILIAL
ET DE LA SOLIDARITE NATIONALE

DIRECTION DE LA PLANIFICATION FAMILIALE

SEMINAIRE ATELIER EN PLANIFICATION
FAMILIALE.

Le séminaire atelier en gestion organisationnelle des programmes de planification familiale est organisé par le Ministère de l'Essor Familial et de la Solidarité Nationale avec l'appui technique et financier du projet de Formation en gestion en Matière de Planification Familiale de M.S.H. (Management Sciences For Health de Boston (USA)).

Le séminaire est issu de plusieurs séances de travail entre le représentant de MSH, les techniciens du Ministère de la Santé (DSME) et ceux de l'Essor Familial (DFP).

Ces séances de travail ont préalablement abouti à une réunion restreinte ayant regroupé autour des Secrétaires Généraux des deux Ministères, les responsables de la DSME, EMP, CPSF et la DFP.

Lors de cette réunion restreinte, des propositions ont été faites en vue de l'amélioration du système de planification familiale au Burkina Faso

Ce séminaire constitue le 2° volet des rencontres avec MSH et devra permettre aux participants d'examiner ces propositions et d'envisager de commun accord leur concrétisation.

Les objectifs du séminaire couvrent deux aspects :
La Formation et la concertation.

1) - Objectifs de formation

A la fin du séminaire / atelier, les participants seront capables de :

- . identifier les problèmes et les contraintes
 - . définir et prioriser les objectifs
 - . établir les activités et les tâches nécessaires pour atteindre un objectif
 - . séquentialiser les activités
 - . estimer les ressources humaines et matériels nécessaires à la
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- estimer le coût des activités
- établir un plan de mise en oeuvre
- établir un plan de suivi et d'évaluation.

2) - Objectifs opérationnels

- établir des objectifs quantitatifs du plan d'action et déterminer les résultats attendus à la fin du plan quinquennal.
- faire le point des activités menées
- harmoniser les plans d'opération pour l'année 1987.

Methodologie

- * Exposés-débats relatifs aux objectifs de formation
- * Travaux de groupe : définition des modalités de concertation pour les actions I.E.C. et pour les prestations de service.

ANNEX II
(Translation of Burkina Faso Government Document)

BURKINA FASO

MINISTRY OF FAMILY WELFARE
AND NATIONAL SOLIDARITY

SECRETARIAT GENERAL

FAMILY PLANNING DIRECTORATE

MINUTES OF MEETING

On February 7, 1987, a coordination meeting was held in MOFW conference room, gathering all Family Planning actors in Burkina Faso.

In attendance were the following comrades:

- | | |
|--------------------------|--|
| - LAMIZANA Mariam | Secretary General of MOFW |
| - ZOUGBA Alain | Secretary General of MOH |
| - LEGMA Fatimata | Director of MCH |
| - THIOMBIANO Brigitte | Clinic Coordinator/Health & Family Promotion |
| - BOUDA Saydou | Ministry of Planning and Popular Development |
| - COMPAORE Yvette | Director of Population Education Project |
| - CASSALOM Pauline | Family Planning Directorate |
| - TIENDREBEOGO Valentine | Secretariat General of MOFW |
| - NITTEMA Opportune | " " " |
| - BATA Fatoumata | Director of Family Planning |

The opening session was chaired by Comrade Minister of Family Welfare and National Solidarity.

In her opening statement, the Minister emphasized the importance of the meeting, and specified that periodic coordination meetings were needed due to the interdependent nature of our family planning activities.

The session chairman then outlined the various points on the agenda for the meeting:

- Objectives of the meeting
- Analysis of the family planning system in Burkina Faso
- Proposals for organizational development of the family planning system

I - OBJECTIVES OF THE MEETING

The meeting was to allow participants:

- to view the overall family planning activities in our country
- to become aware of the interdependence of our activities, and identify imbalances and gaps
- to agree on a specific definition, or explicitation when needed, of everyone's responsibilities
- to arrive at a more precise and clearer definition of the coordination mission assigned to MOFW (intended as a collaborative approach)
- to present suggestions for the creation of an inter-Ministry Committee.

II - ANALYSIS OF THE FAMILY PLANNING SYSTEM IN BURKINA FASO

1. - Primary activities

It appears at present that:

- a large number of national actors and international agencies are involved in those various activities (Services, IEC, procurement)
- in the outreach and promotion areas, the main actors are MOFW, MOH, ME and the various MCH clinics and other facilities
- the Burkina Faso family planning system is young, which is explained by the low number of acceptors and very recent implementation of basic structures at MOH and MOFW levels
- contraceptives are supplied by several donors according to each institution's demand.

2. - Other activities

Analysis of the other functions shows that:

- the MOFW has been given a coordination mandate
- the MOH is in charge of activities regarding regulation of services
- there is an Action Plan that sets broad objectives.

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In conclusion, a family planning system exists in Burkina Faso, as evidenced by:

- national FP policy
- coordination mandate given to MOFW
- mandate given to MOH for regulation of services
- services provided by MCH clinics and other facilities

III - PROPOSALS FOR ORGANIZATIONAL DEVELOPMENT OF THE FAMILY PLANNING SYSTEM

In order to improve the family planning system in Burkina Faso, the following was proposed:

- dissemination of texts concerning regulation of services and procurement by MOH

Specific information was provided about the coordination role assigned to MOFW:

The scope of coordination activities will be:

- analysis of general orientations of our family planning policy
- analysis of problems related to implementation of FP activities.

The joint meetings, which are the means of achieving coordination:

- set broad national FP objectives
- ensure consistency of implementation programs
- enable staff to monitor and evaluate FP system performances, and to plan selected operations.

1. - The following strategies for improving coordination were proposed:

- institutionalize joint meetings through creation of an inter-Ministry Committee
- each Ministry designates a representative for joint meetings
- a meeting date will be set every X months or X times a year.
- meetings will be administered by MOFW.

To ensure follow-up of activities, each institution should forward annual activity and statistical reports to MOFW, which will be responsible for drafting a cumulative report.

Finally, the session chairman pointed out that coordination meetings offered opportunities for updating and quantifying objectives contained in the Action Plan. They offered an opportunity for raising and addressing the issue of cooperation at the provincial level, between the various existing structures.

Topics discussed during the meeting were essentially the definition of a national FP policy, the FP coordination mission, and anarchic actions by some PVC's in the field.

(1) - National FP policy

Discussions on this point showed that, by committing itself to primary health care on 3/19/79, Upper Volta implicitly accepted to carry out FP activities, and this is written in the national health program developed by the MOH. It should however be noted that, in subscribing to the FP Action Plan on April 10, 1985, the Inter-Ministry Council has taken this policy through a new stage of its development, so that it is now more specific and determined.

All these FP actions should lead to define a national population policy, a needed component in development efforts.

(2) - MOFW's coordination mission

MOFW's coordination task was clarified; it is a policy assignment, which the MOFW should carry out by:

- defining national FP policy
- ensuring enforcement of this policy
- monitoring implementation of the Action Plan
- organizing coordination meetings with partner institutions
- utilizing activity reports that will be required from the various government agencies

(3) - Actions by some partner agencies in the field

Actions under discussion are carried out by ABBEF in schools and districts. It appears that information provided by this agency's resource personnel is sometimes inaccurate; besides, there is no coordination between those field personnel and other partner institutions using the same target groups.

Such an attitude has a negative impact, and a revision of ABBEF's approach is urgently needed.

Furthermore, distribution of contraceptives for that organization must conform to current standards.

IV - RESOLUTIONS

Proposal concerning creation of an inter-Ministry Committee has been rejected as that structure would be too heavy with little efficiency. However MOFW is to call for coordination meetings on a regular basis.

Comrades representing MOH agree to dissemination of texts relative to services and procurement (regulations).

It has been agreed in principle to organize a meeting gathering provincial directors from MOH and from MOFW, in order to improve consistency in FP efforts.

The comrade chairman thanked the participants for their attention and closed the meeting at 5:10 p.m.

Ouagadougou, February 17, 1987

CASSALOM Pauline
Secretary for the meeting.

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Evaluation des activites de la premiere semaine

Le questionnaire est destine a permettre aux participants d'evaluer si les objectifs de formation suivants, relatifs a la planification strategique, ont ete atteints:

1. identifier les problemes et les contraintes/
2. definir et prioriser les objectifs
3. etablir les activites et taches necessaires pour atteindre un objectif
4. sequencier les objectifs
5. comment etablir les criteres de suivi et d'evaluation.

Question 1.1 Pensez-vous que les objectifs de formation ci-dessus ont ete atteints

COMPLETEMENT PLUS OU MOINS
TRES PEU NON

Si TRES PEU ou NON quels dites de quels objectifs ils s'agit et indiquez pour chacun d'eux ce qui a manque?

Question 2. Est-ce que les sessions étaient bien présentées

BIEN PAS MAL PAS BIEN

- 1ère Session sur les Objectifs
- Session sur les Activités
- Session sur les Sequences et la durée des activités
- Deuxième session sur les Objectifs (objectifs de production)
- Session sur le suivi et l'évaluation

Faites les commentaires qui vous semblent utiles

Question 3. Quelles suggestions feriez-vous pour de futurs ateliers du même genre:

- 1.
- 3.
- 4.
- 5.

EVALUATION DES ACTIVITES DE LA DEUXIEME SEMAINE
SUR LES TRAVAUX PRATIQUES DE PLANIFICATION

Question 1. Dites si les exercices de la deuxième semaine vous ont aide a mieux comprendre les concepts et outils de planification exposes durant la periode d'initiation? OUI

NON

Si OUI preciser dans quel domaine plus particulierement:

- ecrire et fixer des objectifs specifiques
- etablir des objectifs realistes et faisables
- etablir la liste des activites et des taches
- mettre en sequence les taches et etablir un calendrier
- identifier les ressources necessaires
- etablir les criteres de suivi et d'evaluation

Question 2. Dites si vous pensez que les exercices de la semaine vous auront aide a:

BEAUCOUP PLUS OU PAS D'
MOINS TOUJ

-
1. Mieux comprendre le role de la planification en general
 2. Decouvrir des techniques et outils que vous allez employer dans votre travail

Commentez si necessaire

Question 3. Pensez-vous que c'était une bonne idée de faire des exercices sur des situations et des problèmes réels de la Planification Familiale au Burkina Faso ? OUI NON

Si votre réponse est OUI dites pourquoi

Si votre réponse est NON dites pourquoi

Question 4. Faites 2 suggestions pour l'amélioration des exercices pratiques dans un futur atelier du même genre

Question 5. Autres commentaires que vous désirez faire

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