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# Report on Development of a Draft National Contraceptive Procurement Manual in Pakistan



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# **Report on Development of a Draft National Contraceptive Procurement Manual in Pakistan**

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## **USAID | DELIVER PROJECT, Task Order 1**

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### **Abstract**

This report describes efforts by Pakistan's Ministry of Population Welfare, Ministry of Health, and the USAID | DELIVER PROJECT to improve contraceptive procurement capacity and develop a contraceptive procurement manual for Pakistan.

Cover photo: Women and children leaving a health facility in Pakistan.

## **USAID | DELIVER PROJECT**

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# Background

Pakistan's national health policy is being updated; the provincial chief ministers and governments are reviewing the draft. The cabinet and national assembly expect to issue a final approval soon. After the *National Health Policy 2009* is finalized and ratified, the next step will be to prepare national, provincial, and district *strategic frameworks* that explain, in detail, the respective responsibilities of and proposed actions for each of the three tiers of government for policy implementation (and for setting priorities for all efforts and resources). Similarly, the Ministry of Population Welfare (MOPW) is updating and revising the Pakistan population policy.

The USAID | DELIVER PROJECT (the project) assisted with two key activities: (1) improving the performance of the health system and (2) addressing weaknesses in the supply management systems. By working with the MOPW and the Ministry of Health (MOH) to complete these activities, the project will help improve the availability of contraceptives in the public sector in Pakistan.

The center should achieve contraceptive security through a series of interventions in the following key focus areas:

- warehouse operations
- contraceptive procurement
- additional strengthening of the logistics management information system (LMIS)
- capacity development and training
- additional supporting activities.



# Supply Chain Management

The draft *National Health Policy 2009* includes the following policy action as one of a number of policy objectives and actions linked to ensuring access to contraceptives and other health products: “Efficient logistics management system to be developed to store and transport medicines (and other essential supplies) at the national, provincial, district, and facility level.”

This policy action will help correct a number of persistent supply chain management (SCM) weaknesses, especially at the central level and below. Many stores are poorly designed and lack essential equipment and facilities. In addition to the physical constraints, the store and inventory management manuals, cards, and other basic materials are frequently missing. Standard operating procedures (SOPs) are either not practiced or are not recognized as an integral part of an effective storage system. Most stores are not computerized or are computerized only for specific products.

On November 19, 2008, after a request from the Secretary MOPW, a team comprising the Secretary and Director General (M&S) from the MOPW, representatives from the USAID mission, and staff from the project, visited the Central Warehouse and Supplies (CW&S) in Karachi. The team toured warehouse facilities and observed warehouse operations. They reviewed and discussed potential improvements needed in the CW&S; the MOPW asked USAID for technical assistance to complete these improvements.

Following the team’s visit, additional meetings were held with the CW&S staff in Karachi, then with the MOPW officials in Islamabad. Although the team focused on immediate improvements to the CW&S, their discussions also included the requirements to support overall contraceptive security—thus ensuring the availability of, and access to, quality contraceptives for all Pakistanis. From discussions during the meetings and other observations, the team identified key improvement areas for USAID’s support.

## Key Areas of Improvement

The suggested areas for improvement include the following:

- Improve the central warehouse operations.
- Improve the procurement of contraceptives.
- Strengthen the LMIS.
- Provide more local capacity building and training.
- Add contraceptive security activities, including a contraceptive security assessment, donor and nongovernmental organization coordination, and forecasting.



# Contraceptive Procurement

These activities focus on assisting the MOPW in developing procurement capacity, thus enabling it to independently obtain contraceptive supplies.

Currently, all contraceptives for the MOPW are purchased with government funds; they are procured once a year through the United Nations Population Fund (UNFPA). The MOPW Secretary specifically mentioned that the ministry would like to procure its own commodities. Currently, all contraceptives are procured from outside the country. However, it may be possible to procure in-country, because several local suppliers are providing some contraceptive commodities for local social marketing programs.

After meeting with the stakeholders, including the MOPW and MOH, a readiness assessment was conducted that outlined the technical assistance needed. To ensure that quality products are procured, the MOPW and USAID | DELIVER PROJECT agree that a quality assurance component is critical. This component will be an integral part of any procurement plan. The quality assurance plan will include criteria for supplier prequalification, as well as pre-inspection and post-inspection of all contraceptives in the bid review process.



Janet Paz-Castillo, USAID Health Office Chief, speaking at the meeting.

On September 28–30, 2009, the Procurement Workshop on Procurement Contracting, Process Management, and Monitoring and Evaluation was held for procurement officers from the MOPW; National Lady Health Workers program; maternal newborn and child health program; and AIDS programs. The team of officers was trained in all aspects of procurements.

After the training workshop ended, a meeting was held at the MOPW; Todd Dickens from the USAID | DELIVER PROJECT told the concerned officers about the successful completion of a workshop on contraceptives procurement. To further benefit from the experience gained during the workshop, those



Procurement Specialist Todd Dickens (PATH) presents the draft national contraceptive procurement manual.

attending the meeting decided that the project should hold a series of workshops on contraceptive procurement. However, before the workshops, the project would review the *Manual of Procurement Policies and Standard Operating Procedures* for the MOPW and MOH, in consultation with the MOPW; the project would make suggested changes, if needed.

During the review, the MOPW determined that a manual devoted exclusively to procuring contraceptives would be the best tool for the MOPW and MOH if they were to independently obtain contraceptives. Because the MOPW and MOH intend to begin procurement on their own, in

phases, they decided to develop job aids and manuals that outline the procurement process, including tools for the core team members. These tools will be used for all future training.

After a thorough discussion, the USAID | DELIVER PROJECT agreed to provide technical assistance to develop a national contraceptive manual for international procurement. The manual would use the same pattern as a similar manual used by Bangladesh for local contraceptive procurement and for competitive bidding with the World Bank's assistance. The Pakistani government intends to use its financial resources to procure the contraceptives using an international bidding procedure.

Accordingly, Mr. Dickens and the Pakistan project team wrote the initial draft of the manual. It was introduced during a one-day workshop, which was part of the Contraceptive Commodity Security Series Seminar held at the project's office on February 17, 2010. The workshop objective was to explain to stakeholders the purpose, format, and content of the manual; the attendees also discussed their needs and expectations. The discussion included how the manual would be developed and how they would proceed up to the adoption of the final document.

On February 15, 2010, before the workshop, Mr. Dickens and team met with representatives from the MOPW; Malik Aamanat Rasul, Director General Monitoring and Statistics (M&S) and Hamid Khalil Director, and with Khalid Mahmood Lodhi, Director Public Procurement Regulatory Authority (PPRA). On February 18, 2010, Mr. Dickens met with Asif Ali, Senior Procurement Specialist, Procurement Service Unit, World Bank, Islamabad; Haider Ali Duaud Khan, Country Manager; and Waseem Afzal Jadoon, Business Development Manager, Crown Agents, Islamabad. Dr. Muhammad Tariq, Country Director; and Iqbal Ahmad, consultant to the project, accompanied Mr. Dickens to the four meetings.

At a second meeting, on February 18, 2010, in the project's office, Dr. Tariq and Mr. Dickens met with Mary Cob and Muhammad Ahmad Isa to discuss their consultations and the outcome of the workshop.

# Meeting with the Public Procurement Regulatory Authority (PPRA)

The meeting was held in the PPRA office on February 17, 2010 with Khalid Mahmood Lodhi. Mr. Dickens explained the background and process for developing the *National Contraceptive Procurement Manual*, which is in compliance with international best practices. He also explained the pattern of the Bangladesh manual for international competitive biddings, which meets the PPRA guidelines. He informed Mr. Lodhi that before the manual is finalized, the final draft will be presented to PPRA for review.

Mr. Lodhi replied that the PPRA does not certify these documents, but they will consider both an unofficial and off-the-record review of the document, and any necessary guidelines, if needed. He also noted that the PPRA encourages adoption of the international best practices. In this context, he referred to Rule-5 of the PPRA rules. However, he mentioned that Rule-24 provides cover and protection for the local industry. Accountability and transparency should be the most important components of the manual; Rule-5 and Rule-24 should be part of the manual. Furthermore, the manual cannot deviate from the PPRA rules. He offered to conduct a one- to two-day workshop for staff members from the relevant ministries and organizations, if needed.

Dr. Tariq accepted Mr. Lodhi's offer and expressed his desire that after the manual is complete, and before the process of procurement starts; based on the manual, PPRA should be approached for guidelines and capacity building.



# Meeting with the MOPW

The meeting, held in the office of Malik Aamanat Rasul, M&S, MOPW, was to introduce the initial draft of *National Contraceptive Procurement Manual* and to discuss the upcoming one-day workshop. Mr. Dickens discussed the contents of the manual and the format of the workshop. He noted that workshop participants had provided useful feedback on the manual; he would incorporate the feedback. The revised manual would be presented to a core team, in consultation with the stakeholders. After incorporating the changes, the MOPW may approach the PPRA for further guidance. He also discussed the steps to be taken to support the procurement capacity building for the MOPW and MOH.

Mr. Rasul thanked the USAID | DELIVER PROJECT for their technical assistance, which is leading towards the development of a manual that can be used for the exclusive procurement of contraceptives. However, he expressed his concern about the delay in submitting the first draft of the manual, which he had expected by the end of December 2009. He does not expect any additional delays; the manual should be final before the start of the next financial year—July 2010—so the MOPW can use the manual to initiate some of its procurement. He also stressed that the manual should be based on the broad parameters set by PPRA; it should also be linked to the future procurement process and the LMIS being developed by the USAID | DELIVER PROJECT. If possible, the project should consider developing the appropriate software.

After thorough deliberations, everyone agreed that the review of the document and all consultations will be complete by the end of March 2010; the document will be ready for the PPRA's review by the end of April 2010. Two workshops will be held: one, in March 2010, to finalize the manual; and the other, at the start of the next financial year, for procurement capacity building training. The first training will be for two to three days; the second for one week. Iqbal Ahmed, a consultant, will assist the relevant MOPW staff members as they review the draft document.



# Meeting with the World Bank

To share the scope of the USAID | DELIVER PROJECT activities, and to obtain the views and suggestions of the World Bank about strengthening public sector procurement in Pakistan and procurement capacity building—Asif Ali, Senior Procurement Specialist Procurement Service Unit, World Bank, Islamabad—held a meeting in his office on February 18, 2010. Mr. Dickens explained the approach he used to develop the manual. Mr. Dickens also told Mr. Ali that the manual will be based on international best practices and on the *World Bank International Competitive Bidding* document, which is similar to the Bangladesh manual.

Mr. Ali referred to the *Manual of Procurement Policies and Standard Operating Procedures* for the NHF programs, which were developed with technical assistance from Crown Agents; he also questioned the need to develop a new manual.

Mr. Dickens explained the MOPW position, which was to streamline the SOPs in a manual patterned after a Bangladesh manual. Moreover, the SOPs were developed for procuring goods, works, and services. However, the MOPW wanted a manual that would be exclusively about procuring contraceptives. Mr. Dickens also told Mr. Ali that the PPRA supported the development of this manual.

Mr. Ali proposed (1) that the manual should be performance oriented, (2) Mr. Dickens should incorporate the performance indicators in the manual, and (3) the manual should, if possible, be oriented toward information technology (IT). Mr. Dickens agreed to this proposal and explained his approach in developing the manual, as well as the process from beginning to end. The manual would also include monitoring and performance indicators.

Mr. Tariq told Mr. Ali about the process for developing the LMIS and the contraceptive procurement tables (CPTs) being initiated by the project. He further noted that the project has started procuring contraceptives; plans will be extended to cover other reproductive health and general health commodities. Mr. Dickens asked Mr. Ali if he knew of a model of an IT-oriented manual. Mr. Ali referred him to a manual by the government of Queensland, Australia; Mr. Dickens is already using this pattern in working with the PPRA.

To answer a question from Dr. Tariq, Mr. Ali emphasized the importance of a role by civil society organizations; they can act as a watchdog to monitor transparency and to confirm that the MOPW and MOH regularly issue contraceptive use reports. Mr. Ali proposed that the manual be available online. He regretted that the Pakistani universities do not offer a degree or a short course in procurement. However, they are consulting with Lahore University of Management Sciences, in collaboration with SIPS. He noted that the World Bank is working with PPRA to establish an Institute of Procurement. For this, the government of Punjab is in contact with the government of Singapore.



# Meeting with Representatives from USAID

Dr. Tariq opened the meeting by introducing Mr. Dickens and presenting the *National Contraceptive Procurement Manual*. Mr. Dickens presented an overview of (1) the process of developing the manual, (2) the strategy for holding two workshops to finalize the manual, (3) the proposed procurement capacity building of the relevant staff members from the MOPW and MOH, and (4) the inclusion of performance indicators in the manual. He told Mary Cob, Health Officer, USAID, about the meetings with the PPRA and World Bank and about a proposed meeting with a Crown Agents representative.

Dr. Tariq explained that the approach is a targeted intervention; i.e., the organization begins with contraceptives and gradually extends to reproductive health commodities, and then to health commodities. The World Bank and the Technical Resource Facility (TRF) work on a macro level.

The issue of quality assurance was also discussed, including whether only those firms qualified by the World Health Organization (WHO) and UNFPA, among others, would be allowed to participate in the bidding. However, Ms. Cob observed that the international bidding will include local firms and that it would not be appropriate to restrict bidding to only WHO-qualified bidders and other similar bidders.

The issue of strengthening the National Institutes of Health (NIH) and the Central Drug Laboratory (CDL) was also discussed, as proposed by the Director General (M&S) in the workshop on February 17, 2010. With the possibility of more cash flow from USAID to the government of Pakistan, Ms. Cob stressed that Pakistan should ensure that the cash inflow is used to purchase contraceptives in a program of maximum quality assurance standards and transparency. Ms. Cob and Dr. Muhammad Ahmad Isa, Program Specialist, USAID, also supported the proposal of a university-level course. Ms. Cob observed that U.S. universities can become involved. Mr. Dickens noted that some other organizations are concentrating along the same lines; the World Bank, Asian Development Bank (ADB), Crown Agents, and Health Service Academy, among others, should be considered for providing these services.



# Meeting with Crown Agents

To share the scope of the USAID | DELIVER PROJECT activities and to hear the views and suggestions from Crown Agents about developing the *National Contraceptives Procurement Manual* and strengthening both the public sector procurement in Pakistan and the procurement capacity building; Mr. Haider Ali Daud, Country Manager, and Mr. Waseem Afzal Jadoon, Business Development Manager, held a meeting in their office on February 18, 2010.

Dr. Tariq introduced the USAID | DELIVER PROJECT and explained the project's initiatives for developing the *National Contraceptives Procurement Manual*, CPTs, and the LMIS. Mr. Daud said that he appreciated those initiatives. He stated that, for the past six years, representatives from Crown Agents have not been involved with the health sector procurements in Pakistan. He appreciated the role of PPRA and its latest initiatives in strengthening the provincial-level procurement capacity building. However, he observed that there is no uniformity of rules at the federal level or between different provinces. However, in his view, the role of the PPRA for capacity building at the federal level is excellent. He also recalled the observation of Mr. Patric of Crown Agents (who developed the SOPs for the National Health and Population Facility [NHF] programs) about the lack of transparency in health sector procurement in Pakistan and the lack of recognition for supply chain management.

At this stage, to evaluate the procurement process, Mr. Dickens told Mr. Daud about including performance indicators in the *National Contraceptives Procurement Manual*. Mr. Dickens then explained the difference between the *National Contraceptives Procurement Manual* and the *Manual of Procurement Policies and Standard Operating Procedures*, which were developed for the NHF programs, with technical assistance from the M&S of Crown Agents. He explained that the proposed manual will be based on the pattern of the *Bangladesh Procurement Manual*, following the international best practices and PPRA rules and maintaining the requirements of the MOPW and MOH.

Concluding the meeting, Mr. Daud expressed appreciation for the role of the USAID | DELIVER PROJECT, stating that PPRA can play a double role of both partner and watchdog. He also hopes for more collaboration between the project and the PPRA.



# Report of the February 17 Workshop

Dr. Tariq welcomed the distinguished guests and participants. The workshop was opened with a recitation from the Holy Quran. See the annex for a list of participants.

Dr. Isa welcomed the participants on behalf of USAID and ensured listeners of its continued support for the MOPW and MOH as they develop the *National Contraceptives Procurement Manual*. He thanked Mr. Dickens and said he hoped the proposed manual, which is being prepared through a consultative process, will streamline the contraceptives procurement process of both ministries and will enable them to procure the contraceptives themselves through international competitive bidding. He expressed his hope that Mr. Dickens will complete the manual as quickly as possible.



Dr. Muhammad Isa, USAID Program Specialist, welcoming the workshop participants.

Mentioning the support of the USAID | DELIVER PROJECT in developing the CPTs and the LMIS and for providing commodity support, Dr. Tariq expressed appreciation for the efforts of the Secretary of MOPW to convince the government of Pakistan to mobilize financial resources, which is worth Rs.146 million, for procuring contraceptives.

In his opening remarks, Mr. Amanat Rasul, Director General M&S, MOPW, noted that the Population Welfare Program is a social endeavor to encourage small families through the expeditious transition, which includes a decline in both fertility and mortality. Pakistan's commitment to the International Conference on Population and Development (ICPD) Plan of Action ensures that Pakistan will continue to progress in the right direction toward achieving ICPD goals, provided it receives the strategic alliance and necessary support from development partners and the international community.

In the early years of the Population Welfare Program, the donors provided contraceptive commodities to Pakistan. Over time, this grant-in-aid began to decline. Eventually, the MOPW took on the financial responsibility and cost of contraceptives.

In view of the UNFPA's global experience, the MOPW continued to use the procurement services of UNFPA, which had a 5 percent service charge. Due to financial constraints, the MOPW is now facing challenges in affording these extra charges. In an effort to shift strategies, it is now expected that UNFPA gradually decrease commodity support and attention should be



Opening remarks by Amanat Rasul, Director General, MOPW, at the February workshop.

given to capacity building that would enable ministry staff to use international competitive bidding for contraceptive procurement.

Mr. Rasul stated that the MOPW is glad that the project has come forward to provide technical support to develop an exclusive manual for procuring contraceptives. He further stated that today's presentation will help us understand the format and content of the draft manual and will stimulate valuable suggestions from the participants to improve the manual before it is finalized.

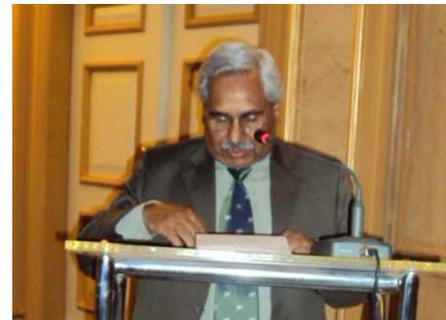
Mr. Rasul concluded his opening remarks by thanking the USAID | DELIVER PROJECT for its technical and financial support to the family planning and reproductive health program in Pakistan. He expressed hope that the project will continue to support the MOPW in its effort to promote small families through behavior change, and to provide quality services and contraceptive commodities.



Mr. Aamanat Rasul, DG M&S at the February Workshop

Mr. Dickens started the workshop by stating that, by the end of the workshop, the participants will be able to achieve the following:

- Understand the key differences between international and national health care procurement.
- Understand the layout and design of the procurement manual.
- Recognize the key activities and resources of each module in the procurement manual.
- Discuss the key issues encountered by the MOPW during the recent oral contraceptive procurement.
- Establish a plan to provide input for revising the procurement manual.



Mr. Hamid Khalil, Director M&S MOPW at the Bhurban Workshop

The workshop was divided into following sessions:

### **Session 1: International versus National Health Care Procurement**

The objective of the session was to enable participants to understand the common features of international and national health care procurement and the key differences between the two, as well as the challenges common to both methods. Mr. Dickens then explained the international procurement challenges.

Challenges could include shipments, custom clearance, regulatory requirements, international procurement mechanisms, foreign exchange requirements, and quality assurance.

### **Session 2: Procurement Manual Overview**

This session's objective was to enable the participants to understand the purpose, layout, and overall content of the manual—the instructions, guidance, and resources for procuring contraceptives

through an international competitive process, in compliance with the best international procurement practices. The manual has the following seven sections:

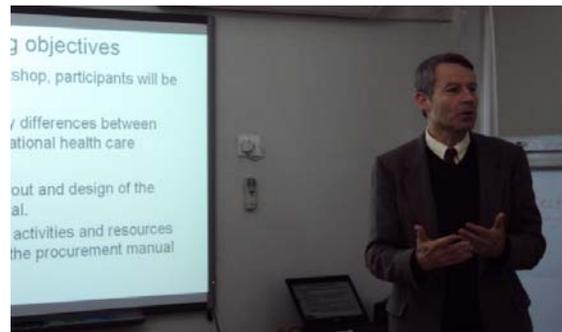
1. Basic: Learning: General resources procurement principles, as well as policy guidelines and code of ethics
2. Module I: Planning , analyzing requirements, obtaining approvals, and setting up file records
3. Module II: Preparing standard bidding documents
4. Module III: Inviting offers for bids and receiving bids
5. Module IV: Opening bids, conducting bid evaluation, and selecting a supplier
6. Module V: Awarding a contract and arranging for product delivery to the central warehouse
7. Appendices.

Sample forms, guidelines, and additional information can be found at the end of each module.

### **Session 3: Basic Module**

This session's objective was to review (1) the general resources available in the basic module, principles of good public sector procurement on which the government of Pakistan (GOP), PPRA (2004), and PPRA (2008) are based; (2) the principle of competitive bidding; and (3) procurement.

The session also examines policy guidelines specific to the Pakistan procurement, procurement methods, international commercial terms (INCOTERMS), letters of credit, specifications, and code of ethics.



Todd Dickens presenting the draft manual at the workshop

### **Session 4: Planning and Preparation Module**

This session reviews the key activities in planning and preparing for procurement. Mr. Dickens explained the process of planning, obtaining budgetary approval, preparing a draft procurement plan, getting approval from the relevant authority, setting up record files for documents, preparing a summary description of the planned procurement, and seeking support for developing technical specifications.

### **Session 5: Standard Bidding Documents Model**

This session reviews the key bidding documents in international procurement and the steps for preparing bidding documents. A standard bidding document usually consists of an invitation for bid, instructions to bidders, bid data sheet, eligible versus ineligible bidders, general condition of contract, special conditions of the contract, product specifications, schedule of requirements, evaluation and qualification criteria, and bid and contact forms. Mr. Dickens explained the process for preparing those key documents.

### **Session 6: Invitation and Receipt of Bids Module**

This session reviews the key steps in issuing an invitation to bid and in receiving bids.

## Session 7: Bid Opening and Evaluation Module

The objective of this session was to review the key steps in opening and evaluating bids.

## Session 8: Contract Award and Delivery Module

The objective of this section was to review the key steps in awarding and arranging for product delivery to the central warehouse. In this context, Mr. Dickens discussed the process of payments, contract performance, monitoring, shipping clearance, custom clearance, and delivery to

CW&S, as well as a mechanism for closing the contract.



Discussion during the closing session.

## Session 9: Appendices

This section reviews the resources available in the procurement manual appendices, including guidance for managers, technical specifications, and pre-shipment compliance programs.

The closing session of the workshop included an open discussion about the next steps for finalizing the manual. Mr. Rasul, Director General (M&S), MOPW, proposed that in case of the non-availability of a foreign exchange with the procuring agency, the procedure for undertaking international competitive bidding through local currency might be included in the manual.

Mr. Rasul told participants about the process for procuring oral pills that are worth Rs.4.00 million, a program recently initiated by the MOPW. He noted that the process of awarding the tender, through local or national competitive bidding, has been completed; they have not received any complaints or appeals.

Mr. Inam Ullah from TRF stressed that the manual should be simple and easily understandable, and it should be in compliance with PPRA rules. He does not think that local laboratories fully conform to modern testing, or to quality assurance procedures. In this regard, the role of the CDL and the NIH was discussed. Mr. Rasul suggested that USAID may want to consider strengthening those institutions. He also proposed incorporating in the manual a procedure of prequalification for the bidders that includes a list of WHO and other international organizations that could prequalify bidders.

It was agreed that a core group, comprising experts from MOPW, MOH, PPRA, TRF, UNFPA, and USAID, be asked to review the manual. There was a general agreement that a separate three-day workshop should be held during the second or third week of April 2010; the core group could provide detailed comments and edits to the initial draft of the manual. Mr. Dickens could incorporate the changes into the next draft of the manual by the end of June 2010; a near-final version of the manual could be used to support a one-week capacity building and training program in July 2010. The topic of the workshop should be contraceptive procurement and the manual should be used as a guide.

Dr. Fayyaz Sheikh, Dr. Hamid Afridi, Inam Ullah, Malik Aamanat Rasul, and Muhammad Ahmad Isa made concluding remarks at the end of the workshop. They thanked Dr. Muhammad Tariq.

For more information, please visit [deliver.jsi.com](http://deliver.jsi.com).

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