



Capacity for coordination and optimizing resources at the levels of government to implement family planning programs in Nigeria: A Qualitative study

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Background

- ▶ Strong technical, management, and leadership capacities are critical to successfully implementing health programs
- ▶ The Bill & Melinda Gates Foundation (BMGF) has invested in a variety of strategies implemented through a portfolio of grants
- ▶ Some of the BMGF grants support capacity building (CB) activities with Ministry of Health (MOH) at both Federal and state levels
- ▶ The aim is to strengthen technical skills, and improve coordination/management of FP programs

Objectives/Main research questions

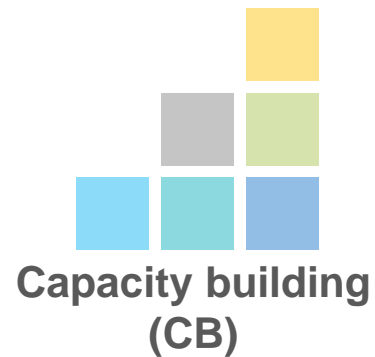
- ▶ To describe system changes in management capacity and data use for decisions in FP programs

Specifically questions

- ▶ what are BMGF-supported CB strategies of Federal and State MOHs (FMOH/SMOH)?
- ▶ what are results and impact these strategies?
- ▶ what are challenges impeding the progress?

Objective

This study explored the effectiveness of Bill and Melinda Gates Foundation (BMGF) capacity building strategies to strengthen coordination and costed implementation plans (CIPs), with the goal of increasing national mCPR.



Technical development

- ▶ Develop & implement tools
 - Activity matrix
 - Performance management system
 - Gap analysis
- ▶ Conduct/develop trainings & ToTs
 - CIP development
 - M&E/Excel
 - Advocacy, communication & presentation skills
- ▶ Use data for decision-making

Leadership & management; advocacy & communication

- ▶ Coordinate activities of the TWG and subcommittees to provide expert direction on FP/RH issues
- ▶ Management/motivation
- ▶ Coordinate FP partners activities at national/ state levels
- ▶ Advocate for state CIP development and communicating progress of Blueprint to stakeholders
- ▶ Align work with personnel



Increased ability to implement Blueprint/CIPs



Increased national mCPR

Methodology

- ▶ Used qualitative research methods to derive contextual information around the CB strategies deployed at FMOH and SMOHs (Lagos and Kaduna)
- ▶ Twenty-eight in-depth interviews were conducted
- ▶ Participants included government staff beneficiaries of CB activities, and technical advisors working for BMGF grantees and providing CB
- ▶ A thematic content analysis was conducted, extracting key themes and representative quotations using Atlas.ti software

Methodology: Questions, data collection and analysis

Questions

1. **Technical Advisors** – How has their work at the FMoH/SMoH progressed? What are barriers/facilitators?
2. **Tools** – How have introduced tools helped with the implementation of the Blueprint/CIPs?
3. **Data** – How are data used in everyday decisions?
4. **Management skills** – Has a focus on leadership and management led to a stronger vision for FP?
5. **Workplans** – How are they developed and implemented at national and state levels? Are they effective?

Interviews

Government Officials

Federal Ministry of Health (FMoH) Family Health department staff

Lagos Ministry of Health (SMoH) staff

Kaduna SMoH staff

Technical Advisors

CHAI staff – Federal level

NURHI 2 – Federal & state levels

Track20 staff – Federal & state levels

TSU staff – Federal & state levels

29

in-depth interviews (45-90 minutes)

Analysis

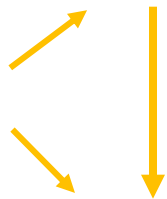
- ▶ **Coding** – Interviews transcribed and dual-coded using Atlas.ti
- ▶ **Analysis** – Thematic content analysis conducted to identify key themes and representative quotations
- ▶ **Secondary data** – Study results triangulated with other data sources and analyses to understand the role of CB within the wider portfolio of BMGF FP investments

Theoretical model for data analysis

CB Model



TAs to
FMoH & SMoH



TWGs and
sub-committees

Barriers to CB

Structural

- ▶ Bureaucracy
- ▶ Competing priorities
- ▶ Lack of resources
- ▶ Donor environment
- ▶ Delays in funding
- ▶ Disconnect with CIPs
- ▶ Stock-outs

Cultural

- ▶ FP staff norms on FP
- ▶ FP side effects

Data-related

- ▶ Lack of data
- ▶ Data use is complicated
- ▶ Estimates differing from expectations

Results of CB

Coordination & leadership

- ▶ Accounting for community context
- ▶ Plans for cultural barriers
- ▶ Employing good care models
- ▶ Increased management skill
- ▶ Creating ownership
- ▶ Stakeholder inclusion/buy in
- ▶ Dashboard and other tools (e.g., CIPs, workplans)

Data-related

- ▶ Ensuring data quality
- ▶ More advanced analytic skills
- ▶ Better skills for presentation, reporting, publication

Views & aspirations

- ▶ Push analytic skills further
- ▶ Creating data demand
- ▶ Creating Trust
- ▶ Needs: Further training

Impact

Increased Capacity

- ▶ Skills presentations/reporting
- ▶ Success stories
- ▶ Data use for decisions
- ▶ Physical equipment
- ▶ Inspiration
- ▶ Self-efficacy
- ▶ Ownership

Sustainability

- ▶ Gov't commitment & Will
- ▶ Coordination/collaboration

Plan implementation (CIP, workplan)

- ▶ Stakeholder involvement
- ▶ Enabling environment for implementation

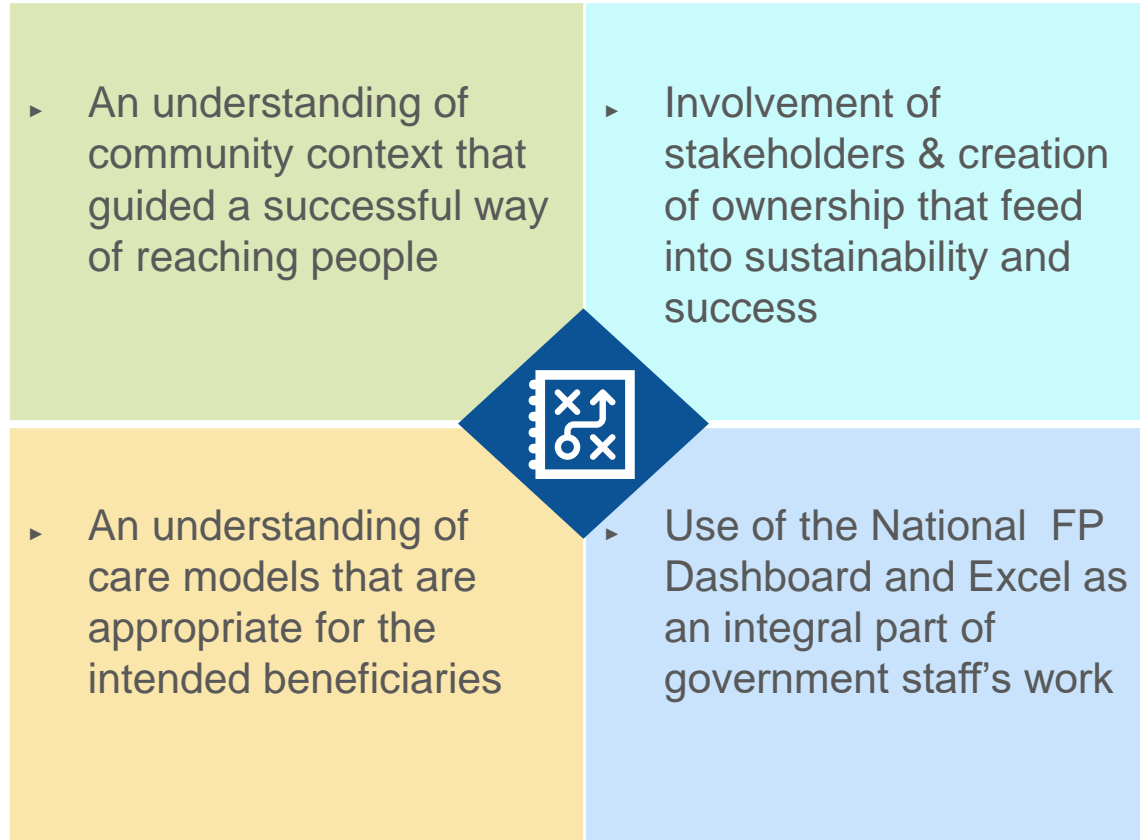



What are the results of government CB strategies?


Results of capacity building strategies at Federal & state levels

CB results: Coordination and leadership

Capacity building activities resulted in:



 "Their work is quite... strategic in terms of getting acceptability and for the advancement of the... family planning program... in the state." – *SMoH staff*

 "We have a broad base of stakeholders who are always involved in articulation or formulation of any policy or policy-related document, job and what have you." – *FMoH Official*

CB results: Use of CIPs and workplans

Costed Implementation Plans (CIPs) and workplans act as tools to monitor & plan for GoN activities, collaborate with stakeholders, and provide long-term vision for programs.

Build structure for implementing partners to plan their FP activities



“(The CIP has helped) a lot in the sense that we are able to warehouse all activities. We are able to monitor what has been done against what has been pledged.” – FMoH staff



“Now, ... all the implementing partners... ensure that their work plan fits into the CIP... There’s nothing we do now in FP programming in the state without first consulting the CIP.” – SMOH staff

Guide partners to monitor program progress



“The CIP is like a working tool for us in the sub TWG. And that – it has really put everybody on – on their toes.” – SMOH staff



“I am confident that we could use the unified work plan to achieve our targets.” – FMoH staff

Invite collaboration with stakeholders



“So, through TSU, we got Bill & Melinda Gates (Foundation)... to bankroll... our quarterly statutory meetings or national RH technical working group meetings... So, it enhances my coordination responsibility as the head of reproductive health for the country.” – FMOH Staff

CB results: Data use for decision-making



Data are use to...

Plan FP program



"In (producing) the annual forecast for family planning commodity for the country, I rely on data and a few demographic assumptions... Without data there is no way I can forecast what we need for... each year." – FMoH staff

Monitor program performance and address issues



"I receive automated reports on a monthly basis...and look at different things, ...and get some recommendations...I use data to troubleshoot a lot." – FMoH staff

Make informed recommendations to facilitate better outcomes



"(The child spacing technical working group) has...has brought visibility to child spacing because all the key players... look at data from different sources. Analysis is made and is presented, and collectively we identify where the issues are." – FMoH staff

Results of CB: Aspirations and views

Aspirations and views reflect how participants are feeling about the CB interventions that have taken places.

Gov't staff shared what could make their job better:



Push analytic skills further



Create data demand



Create a level of trust



Need more training



“They should continue to work hand in hand with us especially in ... ensuring that their work plan align... so that we should work together in ensuring that we implement the CIP together.” – SMOH staff



“The only thing that I would have wanted was if we could really ...our monthly data to include all the private health facilities.” – SMOH staff



“...you can't build capacity of anybody if the trust is not there. So, one of the things that has ... facilitated my work is that the officials I am working with have confidence in the support I could give them in terms of the technical capacity, but also the mutual trust, you know, was even though it took a little time to do that.” – Federal Technical Advisor



“If I could ask for anything... more on analytical skills, because everything is evidence-based now.” – SMOH staff



What is impact of the strategies on government's capacity?

Is GoN capacity increasing? Why?

Focus on skill development has increased GoN capacity

Increased capacity

- ▶ Technical skills – IT, M&E, presentation/ reporting
- ▶ Data use for planning and decision-making
- ▶ Self-efficacy, including being able to ask for help as needed, and know where to get that help
- ▶ Ownership of FP programs
- ▶ Documentation of successful stories
- ▶ Improvement in office equipment

Sustainability

Plan (CIPs, workplans) implementation



“It (National Dashboard) has change a lot of things... Before (it) was manual... Now, (it) is electronic... I can open it from here and see what is happening in any state.” – FMoH staff



“So, when TSU came, the first request I made is that: I need to strengthen the capacity of my officers... We developed a strategy over a period of time strengthen their capacity... So, the capacity has really been largely improved upon.” – FMoH Official

Increased capacity reflected through gov't commitment and Will for program and collaboration/ coordination

Increased capacity

Sustainability

- ▶ Government's commitment and Will
- ▶ Coordination and collaboration

Plan (CIPs, workplans) implementation



"...We have seen a very significant increase in budgetary allocations to family planning... Family planning (used to be) lumped together with RH services (but)...because of the advocacy that had gone on, we saw that budget increase. So, you can see that there is now an increasing concentration of focus and actively trying to improve services." – State Technical Advisor

Capacity increased through planning & implementation

Increased capacity



“(The CIP has helped) a lot in the sense that we are able to warehouse all activities. We are able to monitor what has been done against what has been pledged. We are able to plan for (the) subsequent three months. It also has been serving as a medium for information and education of programmers (and)... policymakers. And then, it has always been a good platform for decision-making for the honorable minister of health, to ratify or otherwise at the end of the day.” – FMoH staff

Sustainability



*“They (government staff) are always coming to me that... we can't achieve all these activities. We have more than three hundred and fifty something... activities mapped out in the original CIP document... **It was TSU that made me to realize we have to revise it to see those activities that will be quick wins for us as a state... We now narrowed the work plan to just a year so that by the end of this year, we will be able to see what we have achieved.**” – SMOH staff*

Plan (CIPs, workplans) implementation

- ▶ Stakeholder involvement
- ▶ Enabling environment for plan implementation (e.g., CIPs, workplans)



Recommendations

What are the gaps? How should we improve the strategies?

There are potential places for improvement

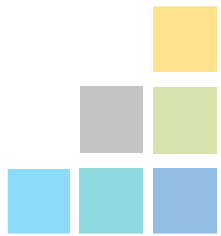
BMGF-supported gov't CB strategies contributed to improve GoN capacity & data use for decision making, and to make full use of CIPs to achieve FP goals . Where do we go from here?

Is GoN capacity increasing? Why?

GoN capacity building was observed by both those providing and receiving it, at the federal and state levels.

- ▶ Technical Advisors (TAs) embedded at FMoH/SMoH have made significant progress in increasing the technical capacity of the FMoH and SMoH in Kaduna and Lagos.
- ▶ The facilitation of TWGs/ subcommittees helped make important decisions.
- ▶ Tools like Blueprint/CIPs/workplans, National FP Dashboard and Excel, have improved the implementation of plans.

Yes



What are recommendations for improvement?

1. Continue and add more training on M&E and data analysis and use for presentation, planning and decision-making (e.g., embedded TAs for data use).
2. Change the culture around negative findings
3. Provide technical support on performance management (e.g., track staff performance, document FP progress)
4. Provide technical support on demand generation activities and scale-up of DMPA nationwide
5. Increase coordination of partner and F/SMoH workplans

For additional thoughts

1. Expand capacity building to grassroot levels (i.e., LGAs)
2. Include Task-Shifting policy in the CB agenda

Conclusion

- ▶ CB strategies are effective when directed at institutional structures and processes, and should be continued to ensure full ownership and systemic changes