

Report Logistics Commodities Management Assessment–Sokoto State, Nigeria

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Terms of reference – Terms of Reference CMA Consultant¹

Mission in Country: Feb 28 to March 19th, 2014

Reporting Date: April 30th, 2014

Location: Sokoto State, Nigeria

Report Reviewed By: Dr. M. Erskine, Alliance for Malaria Prevention (AMP)

Subject of Report: Commodity Management Assessment of the December 2013 LLIN Replacement Campaign in Sokoto State, Nigeria

Background:

Nigeria's National Malaria Elimination Program (NMEP) is embarking on its first wave of replacement campaigns following the successful distribution of over 57 million LLINs in all 36 States of the country as well as the Federal Capital Territory between 2009 and 2013. The initial mass campaigns aimed to ensure that each household in the country had two LLINs in line with the number of LLINs available through the Federal Government and Roll Back Malaria partners (particularly The Global Fund, DFID, the President's Malaria Initiative and the World Bank).

The NMEP and RBM partners revised the Nigeria mass campaign implementation guidelines in August 2013. This new version of the methodology, tools and supports has been used for the first replacement campaign, which was recently held in Sokoto State. The only element of the new guidelines that was missed in the Sokoto State campaign was around microplanning, as this had already taken place prior to the guideline review.

One of the cardinal elements that brings out the quality of the campaign process is the management of the supply chain and distribution of the LLINs. Commodity (LLINs) security across the pipeline guarantees availability of the nets at the distribution points. In addition, good management of the supply chain and associated documentation should also allow for a rapid and accurate reconciliation of the LLINs distributed versus delivered at each distribution point.

1. Objectives of the mission

A Commodity Management Assessment (CMA) was proposed to evaluate and validate the level of accountability in the campaign process for Sokoto State. It should further guide partners to identify, develop and / or strengthen procedures that are used to guarantee commodity security, accountability and, ultimately, transparency in future campaigns.

¹ Terms of Reference CMA Consultant

2. Commodity Management Assessment (CMA)

In the context of LLIN distribution programs, the purpose of a CMA is to measure the level of accountability and transparency achieved in the management and distribution of LLINs. The CMA will:

- assess the existence of clear and complete “audit trails” for the nets: a series of documents (waybills, stocksheets, tally sheets) recording each and every step in the transport, storage and distribution of the nets
- assess the quality of logistics data entered into the inventory control tools to verify the usage of tools and procedures in proper tracking of the LLINs through clear and complete tracking documentation
- assess whether detailed and consolidated logistics and distribution reports have been produced in sufficient quantity and quality as to provide full accountability and transparency for the distributions

Should the CMA find that distribution reports are complete (cover all DPs) and reliable (supported by corresponding waybills, stocksheets and tally sheets) it could then conclude that these reports effectively and truly reflect the results achieved in the campaign.

3. Preparing for the CMA

3.1. Team meeting

The Nigerian team members for the Sokoto State CMA were:

- Hamisu Hassan, Logistics Workstream Advisor for the National LLIN Coordination Structure, sponsored by the JSI USAID/Deliver Project, Abuja
- Sam Abatu, Senior PSM officer NMEP, Abuja, sponsored by the Global Fund Nigeria Project.

A first meeting was held on March 3rd to prepare documents and to inform Sokoto State authorities of the assessment teams’ arrival in Sokoto State on March 10th.

3.2. Assessment Sample Size Determination

A request was made to the M&E team of the USAID | DELIVER PROJECT to determine a sampling size that would be representative of the State. Their recommendation² was for a sample size of 8 LGAs and 94 DPs, assuming a confidence interval (CI) of 85% and a margin of error of 15%.

The following LGAs were chosen at random for the assessment: Rabah, Isa, Sokoto North, Tambuwal, Tangaza, Dange Shuni, Gwadabawa, Bodinga.

² Att Word doc "Sokoto LLIN Distribution Monitoring Assessment Sample Size Determination"

3.3. Inform Sokoto State RBM

On March 3rd, a message was addressed to the Sokoto state RBM unit of the MoH to brief the state on about the assessment team's arrival on March 10th. As well as explaining the mission and scope of the assessment, a request was made that all required documents be assembled at the LGA levels.

3.4. Prepare Budget for CMA costs in Sokoto

A budget for the Sokoto state costs of the CMA³ was prepared and submitted. By March 6th, both PMI through the JSI project, and the Global Fund (approved by the Senior Fund Portfolio Manager) accepted to co-finance the CMA.

3.5. Prepare tools and CMA documents

- A reference sheet for verifying tracking documents for shipments to the State, LGA, and DP levels was developed by modifying the Sokoto State logistics report. The attached "Sokoto State Logistics report 2013 modified for CMA"⁴ also has the reports in the original format for those LGAs which were not part of the CMA
- A receipt form / checklist to use during intake of tracking documents and give to the LGA focal person to document the transfer of these to the CMA team for the period the documents will be processed⁵
- A CMA data gathering worksheet⁶ to record the observations as the tracking documents are being reviewed
- A data compilation and analysis document⁷ to compare the information gathered and assess the management of the commodities through the use of the tracking documents

4. Arrival in Sokoto March 10th

Although the state RBM manager had been advised of the dates that the assessment team would be in Sokoto, upon arrival of the team, the LGA focal points had not been advised to gather all tracking documents and tally sheets at LGA level for review.

However since a meeting of all LGA focal persons was planned in Sokoto for Wednesday, March 12th, the RBM manager suggested that the 8 selected LGAs could bring their documents on that day and undertook to send them a cell text message requesting that all 8 LGAs bring their documents to the meeting.

At the meeting, the LGA focal points of the chosen LGAs met individually with the CMA members and presented the documents they had with them. Unfortunately, all documents were not at the LGA level. LGA focal points were provided with a

³ Att. Excel Doc "Sokoto CMA Budget March 2104"

⁴ Att. Excel Doc "Sokoto State Logistics report 2013 modified for CMA"

⁵ Annexe LGA documents receipt Form

⁶ Att. Excel Doc " CMA data gathering worksheet"

⁷ Att. Excel Doc "CMA Data Compilation and analysis sheet"

Report Logistics Commodities Management Assessment–Sokoto State, Nigeria

transport allowance to return to their offices to assemble the needed documents and return to Sokoto with them.

The data items collected were;

- Copies of waybills from State level to LGAs
- LGA level stocksheets
- Copies of waybills from LGAs to DPs
- DP LLIN inventory control cards
- DP tally sheets

5. The Sokoto Commodity Management Assessment

The team reviewed State level tracking documents and the recommended sample of tracking documents from LGAs and distribution points.

5.1. At State level

Documents reviewed:

- The shipping documents (waybills) that accompanied the delivery of the LLIN bales to the Sokoto state warehouse (SCMS) were verified for signatures of the conveyer and receiving officer.
- The warehouse ledger/stocksheets were consulted to see the corresponding listings to the total quantity received according to the waybills and checked against the total in the logistics report.
- The logistics report and the warehouse register were compared to see that the listings for the shipments of the LLIN bales to the LGAs corresponded to the waybills for each shipment of LLIN bales, i.e.: the yellow copy (sender) along with the green copy (return to sender).
- The waybills were also checked to see they had been properly filled out, signed.

Findings/Observations at the State Central Medical Store

- Although there were 87 waybills listed in the National to State Logistics report and encountered at the CMS there were only 36 listings in the ledger. The procedure is to have only one entry per day on the Stock card. This led to waybills being grouped and only the total of 2, 3, 4, or 5 waybills entered on one line of the card. All waybills were however listed in a Receipt Voucher book.
- It is definitely more difficult to track arrivals, and verify errors, when you have to decipher which waybills were included in the multiple listings, since the waybill number is not on the stock card but in the separate RI Receipt Voucher book. Indeed the error (60 bales) found in the register and the logistics report corresponded to a total of a multiple entry not reflecting the total on the waybills.

Report Logistics Commodities Management Assessment–Sokoto State, Nigeria

- The CMS Manager mentioned that this also corresponded to the difference between the end of dispatch balance in the register (53 bales) and the declared physical inventory (113 bales).
- The master logistics report prepared at the end of the Sokoto campaign had many errors. DP names were misspelled, names of wards were not indicated and some DPs were captured in the wrong wards. Two LGAs had no report at all for the movements to DPs.

5.2. At LGA level

Documents from 7 sampled LGAs:

- The logistics report and the warehouse stocksheets listings were checked against the waybills (white copy - consignee) that accompanied the delivery of the LLIN bales to the LGA warehouse to verify any listing discrepancies as to the quantity of LLIN bales received from the State warehouse.
- The LGA warehouse stock sheet, listings (out) were compared to the waybills (yellow copy sender, the green copy return to sender) for each shipment of LLINs to all of the DPs in each LGA to verify quantities sent from the LGA. The waybills were checked to see if they had been properly filled out and signed.

Findings/Observations at the LGA level

- All campaign documents are not stored at the LGA level. Documents were also found at State level (RBM Manager's office, State logistics supervisors) and tally sheets were found at ward level.
- There were alterations and cancellations on some waybills from LGA to DPs and corresponding LGA warehouse stock sheet listings.
- LGA officials are not clear on what to do with remaining nets.
- It was a major challenge for these LGAs to make available the data items needed as some of these were at the ward level and some others at the LGA were difficult to locate. Two of the LGAs randomly chosen for the CMA, Sokoto North and Gwadabawa were not cooperative in assembling the documents and were replaced by Sokoto South and Wamakko LGAs.
- The team had to work with incomplete documents in Dange Shuni. The only available documents for this LGA were the copies of waybills from State level to LGAs, LGA level stocksheets, copies of waybills from LGAs to DPs. DP tally sheets and LLIN inventory control card were missing for this LGA.

5.3. At DP level

Documents reviewed from sampled LGAs:

- The waybills (white copy - consignee) that accompanied the delivery of the LLINs to the 13 DP stores and the DP stocksheets (LLIN inventory control card) to check for any discrepancies for the receipt of the LLINs from the

Report Logistics Commodities Management Assessment–Sokoto State, Nigeria

conveyor to the DP and the signatures of the conveyor and the receiving officer

- The LLIN inventory control card (DP stocksheets) to verify the listings corresponding to the handing over of the LLINs to the distribution team and the returns to the storage space at the end of the day
- The DP tally sheets to verify the listings corresponding to the receipt of the LLINs by the head of the distribution team and the end of day reconciliation of left over LLINs

Findings/Observations at the DP level

- LLIN inventory control cards were not used at DP level in all of the 7 sampled LGAs
- In many cases, only one exit to DP from the LLIN **inventory control card (ICC)** is written for the total of the LLINs to be distributed to beneficiaries. This deviates from the procedure of having a stock transfer from the ICC to the tally sheets in the morning and a return to the card in the evening.
- Lack of records of post-distribution LLIN balance at both DP and LGA levels
- Data on the tally sheets were rarely reconciled with an end of day stock balance
- No tracking documents record repositioning of nets at DP level or reverse logistics to the LGAs from the DPs

6. Specific Recommendations:

6.1. Training program

Training in logistics management should be monitored to assure that participants understand the emphasis to be placed on the following points:

- All waybills should be listed in the stock register with corresponding waybill number
- Verification of waybills against stock register should be done during preparation of logistics report
- If not after loading each truck, during shipping to LGAs and DPs, a physical inventory should be carried out at end of day at storage points to aid in identifying errors and reconcile data
- An inventory of remaining stock at distribution point storage is mandatory at the end of each day and the stock balance entered on the LLIN ICC under a listing for end of day inventory as well as in records of daily reconciliation

Report Logistics Commodities Management Assessment–Sokoto State, Nigeria

- Clear directives should be given as to how to process left over LLINs, with waybills used to send to LGA or State level (reverse logistics) i.e. distribution team supervisor should have a blank waybill in his DP point documents

6.2. Reporting

Elements to be emphasized or added if not already part of guidelines:

- The verification exercise of reconciling waybills to register and logistics report should be carried out at all 3 levels: State, LGA and DP as part of preparing the logistics report
- Every level report should be cross checked by supervising officer collectively before submission to next level
- Preparation of State logistics LGA report should be done at the different LGA meetings and verified at that level before forwarding
- Need to assess all pockets of nets remaining after the Sokoto distribution to document the quantity remaining and give directives as to what to do with it
- All documents at the DP levels (tally sheets and net cards included) should be returned to the LGA levels by ward supervisors for their participation in collation and report writing within a week of completion of the campaign. They should remain in the custody of LGA focal person at the end of the campaign to enable easier access for auditing.

6.3. Storing Documents

- As a matter of policy all campaign tracking documents should be stored at LGA level
- Retrieved coupons should also be with tally sheets so that end of campaign reporting and an eventual audit could verify the quality of tallysheet information

6.4. Further verification

- The difficulties encountered trying to get the tracking documents for review from two LGAs originally chosen for the CMA (Sokoto North and Gwadabawa) lead to requesting a full review of these LGAs. That is to say, not just the sampling of 13 DPs but all documents, tally sheets and redeemed coupons. Their reluctance to participate in the CMA raises questions.
- Dange Shuni LGA should also be reviewed. DP level documents (tally sheets and LLIN inventory control cards) were missing for this LGA.

7. Conclusions

Tracking documents were used in the Sokoto State campaign. The movement of nets is recorded from the State warehouse to the distribution points. The quality of the documents is generally good at State and LGA level. Those encountered in the sampling of the 87 DPs show that the use of LLIN Inventory Control Cards and tally

Report Logistics Commodities Management Assessment–Sokoto State, Nigeria

sheets for end of day reconciliation are areas that need improvement. Most important, a procedure has to be put in place for follow up of LLIN repositioning after delivery to DPs and the movement of surplus LLINs from DPs (reverse logistics). No waybills were found to document these movements.

The document given to the CMA Team as the master logistics report⁸ prepared at the end of the Sokoto campaign needs to be corrected. Two LGAs had no report at all for the movements to DPs. There were also differences in the totals for LLINs sent to the LGAs in 2 of the 7 sampled DPs when comparing the report to the waybills. Maybe the final document was not presented to the CMA team – this should be verified.

Members of this CMA – the external consultant, the Nigerian counterparts from the Logistics workstream support group, and the NMEP PSM unit – believe that CMA should be an integral component of the campaign timeline. However, CMA does not replace the need for quality reporting. It validates (or not) the documentation and reports, as well as identifies, elements that need more attention.

During the training, CMA can be presented as a way of validating for donors the reports derived from the tracking documents used in the campaign. The curriculum developed to describe the process will raise awareness at the State, LGAs and ward levels of the possibility that a sampling of the tracking and reporting documents could be verified to validate the level of accountability of the nets. Hopefully this knowledge will promote a better quality of reporting and supervision as well as donor confidence in the reported results.

Annexes and attached Documents

Annexe 1: Programme for Sokoto State CMA,

Annexe 2: Repositioning and Reverse logistics in the Sokoto state campaign

Annexe 3: LGA Documents Receipt Form for CMA

Annexe 4: People encountered during the Nigeria CMA

Annexe 5 : List of Acronyms

Att. Excel Doc "Sokoto State Logistics report 2013 modified for CMA"

Att. Excel Doc "Sokoto CMA LGA Receipt for Documents"

Att. Excel Doc "CMA data gathering worksheet"

Att. Excel Doc "CMA Data Compilation and Analysis sheet"

Att. Excel Doc "CMA Data reports template"

Att. Excel Doc "Sokoto CMA Budget March 2104"

⁸ Att. Excel Doc "Sokoto State Logistics report 2013 modified for CMA"

Report Logistics Commodities Management Assessment–Sokoto State, Nigeria

Annexe 1: Programme for Sokoto State CMA

Saturday March 1 st	Meeting with Hamisu Hassan Logistics Workstream advisor National LLIN replacement campaign. Organise programme for Ogun State review and Sokoto State CMA.
March 3 rd	Meeting at JSI in Abuja, with Sam Abatu of PSM NMEP, and Hamisu Hassan to develop the sampling protocol, establish and submit budget for CMA, prepare documents to inform Sokoto State authorities of programme starting March 10 th
Monday March 10 th	Flight Abuja Sokoto, Set up work room at JSI Field office. Meeting with Sokoto State RBM Manager Aminu Umar. Prepare documents, Organise transport for field visits
Tuesday March 11 th	Visit Sokoto South LGA for test sampling as training for teams. Assemble results and revise work documents
Wed March 12	Meet LGA RBM focal persons at monthly meeting. Advise LGA's selected and start intake of tracking documents requested.
Thurs March 13	State CMS visit and review of documents, process LGA/DP documents,. Start processing of sampled tracking documents
Friday March 14	Field visits to 4 LGAs in an attempt to gather all of the needed tracking documents .
Saturday March 15	At field office process tracking documents and start data entry compilation of LGA and DP information
Sunday March 16	Review data compilation of LGAs and DPs. Travel to Abuja.
Monday March 17	Abuja meeting with Dr. Joel Akilah – Head of (IVM), NMEP, LLIN Campaign Coordinator, Technical, Demand Creation and Logistics workstream advisors
Tuesday March 18	Review CMA data entries and process data
Wed March 19	Departure from Abuja

Annexe: 2 Repositioning and Reverse logistics in the Sokoto state campaign

Item	Quantity	%
Total LLINs sent out to the sampled DPs (LLINs)	271,091	
Total DPs in LGA survey	87	
Total LLINs left over at the sampled DPs (LLINs)	11,990	4,4%
DPs with surplus (from tallysheets)	34	39,1%
Total more distributed than received (from reports)	9,702	3,6%
DPs where more LLINs distributed than received	13	14,9%
Repositioning surplus + shortage LLINS	21,692	8,0%
Repositioning surplus + shortage DPs	47	54%

Reverse logistics: From the sampling of DPs one could believe that 39% of DPs had a surplus of nets although this represents only 4.4% of the LLINs sent from the LGAs. This information is from the tally sheets. LLIN Inventory Control Cards at DP level do not indicate a surplus.

Repositioning for distribution: It would appear that 14.9% of the DPs had to be resupplied (3.6% of total LLINs shipped) if they truly distributed more nets than was originally sent. There are no transfer documents so it is difficult to say if this was an error in the tally sheet documents or an indication that the DPs were resupplied.

Report Logistics Commodities Management Assessment–Sokoto State, Nigeria

Annexe 3: LGA Documents Receipt Form for CMA

WB	WARD	NAME OF DPs	Waybills	LGA Stock sheets	DP LLIN ICC	Tally sheets	Remarks
1	WARD # 1	Soron Gabas (Kandeza)					
2		Soron Gabas (Gwahitto Disp)					
3		Soron Gabas (Tumuni Disp)					
4		Soron Gabas (Soro Disp)					
4	S-total						
1	WARD # 2	Inname (Kaura Dp)					
2		Inname (Garkar Hakimi)					
3		Samama (Samama)					
4		Inname (Gidan Liman Ginjo)					
4	S-total						
1	WARD # 3	Samama (Gidan Almu)					
2		Jamali (Daddale Dp)					
3		Binji (Makarantar Boko Dp)					
4		Binji (Kanwuri Dp)					
4	S-total						
1	WARD # 4	Binji (Mafara Dp)					
2		Binji (Filin Bande)					
3		Jamali (Jamali Tshohuwa Disp)					
4		Jamali (Jamali Sabuwa)					
4	S-total						
1	WARD # 5	Jamali (Dalijan)					
2		Gawazzai (Gawazzai Disp)					
3		Maikulki (Baliyon Usman0					
4		Maikulki (Diddiba)					
4	S-total						
1	WARD # 6	Maikulki (Hizna Disp)					
2		Maikulki (Kanwuri)					
3		Soron Yamma (karani)					
4		Soron Yamma (Kalgo Dp)					
4	S-total						
1	WARD # 7	Soron Yamma (Birnin Wari)					
2		Soron Yamma (Kura Dp)					
3		Bunkari (Kanwuri Dp)					
4		Bunkari (Danmali Disp)					
4	S-total						
1	WARD # 8	Bunkari (MPHC Bunkari)					
2		Bunkari (Gidan Jauga)					
3		Gawazzai (Yeldewu Disp)					
4		Gawazzai (Matabare Disp)					
1	WARD # 9	Tudun Kose (Garkar Dikkon Taidi)					
2		Tudun Kose (Garkar Magaji)					
3		Tudun Kose (Gidan Maidebe)					
3	S-total						
35	TOTAL BINJI--LGA						

Received From LGA Malaria Focalperson _____

Received by CMA Officer _____

Report Logistics Commodities Management Assessment–Sokoto State, Nigeria

Annexe 4: People encountered during the Nigeria CMA

Principal Contacts: Abuja		
Dr. Joel Akilah	Head of Integrated Vector Management (IVM)	NMEP, Abuja
Kingsley Godson	Integrated Vector Management (IVM)	NMEP, Abuja
Godwin Aidenagbon	LLIN campaign coordinator	Nigeria LLINs Replacement campaign
Gbenga Jokodola	Technical workstream Advisor	Nigeria LLINs Replacement campaign
Ezekiel Akintunde	Director Malaria	JSI, Abuja
Racheal Ayoola-Oladeji	M&E team USAID DELIVER Project	JSI, Abuja
Dr. Kolawole Maxwell	Country Director	Malaria Consortium, Nigeria

Principal Contacts: Sokoto State		
Aminu Umar	RBM Manager	Sokoto State
Abubakar S. Mohammed	Chief Pharmacy Technician	CMS Sokoto
Zainab Saidu	Logistics Advisor-Malaria	JSI-Sokoto field office
John Douglas	Short term data clerk	Sokoto State
Bashir Bala	Short term data clerk	Sokoto State
Nasiru Altine	RBM Manager	Sokoto South LGA
Lawali Umar	RBM Manager	Tangaza LGA
Garba Mohammed	RBM Manager	Isa LGA
Zayyanu Umar	RBM Manager	Wamakko LGA
Faruk Umar	RBM Manager	Tambuwal LGA

Annexe 5 : List of Acronyms

BCC	Behaviour Change Communication
CSO	Civil society organization
DC	Demand Creation
DELIVER State	JSI program/ state logistics partner in Sokoto
DP	Distribution Point
DS	Distribution Sites
HH	Household
IVM	Integrated Vector Management
JSI	John Snow Incorporated
LCCN	LLIN Campaign Coordination Network
LGA	Local Government Area
LLINS	Long Lasting Insecticide Treated Nets
MAPS	Malaria Action Programme for State
MC	Malaria Consortium
MIS	Malaria Indicator Survey
MoH	Ministry of Health
NGOs	Non-Governmental Organization
NMEP	National Malaria Elimination Program
NMSP	National Malaria Strategic Plan
USAID Development	United States Agency for International
PMI	President's Malaria Initiative
PR	Principal Recipient
PS	Positioning Site
PSM	Procurement Supply Management
PPS	Pre-Positioning Site
SFH	Society of Family Health
SMEP	State Malaria Elimination Programme
SR	Sub-Recipient
SST	State Support Team
Tship	Targeted States High Impact Project
UC	Universal Coverage
VHT	Village health team