



Moving Forward

with ADDO Provider Associations



An Advocacy Guide for the National, Regional and District Level Stakeholders



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About the Guide

The ADDO Provider Associations Advocacy Guide is a hand tool meant to facilitate awareness-raising to ADDO providers on the importance of the associations. The tool provides a brief background to the idea of establishing the associations and highlights why, how and when to advocate for ADDO providers to form and effectively manage the associations.

The main target users of the guide are council officials including the District Commissioner, Council Executive Director, Council Chairperson, Council Medical Officer, Council Pharmacist, Council Cooperative Officer, Trade Officer, Community Development Officer and Council Agricultural Officer, among others. The tool can also be used by national and regional level officials to advocate for formation and effective management of ADDO provider associations.

The tool is divided into three parts. The first part discusses why it is important to have the associations. Part Two describes how to advocate to ADDO providers to establish and effectively manage the associations and Part Three highlights when to advocate to the providers regarding the associations.

1. Background and Context



The ADDO Programme focuses on improving all aspects of the DLDB enterprise including physical premises, stock maintained by the drug shops, consumer choices, interactions with dispensers and recommended treatment. It also focuses on transforming and strengthening the entire system in which DLDBs are embedded including licensing, supply chain, training of dispensers and drug shop owners, inspection and supportive supervision.

1.1 Introduction

Tanzania is one of the countries faced with the challenge of inadequate access to affordable efficacious medicines of acceptable quality and safety, especially in peri-urban and rural areas with few or no registered pharmacies. For a long time, the country's pharmaceutical sector has been characterised by existence of a large network of privately-owned retail drug outlets – Duka la Dawa Baridi (DLDB).

Even though DLDs are authorised to sell non-prescription medicines only, experience has shown that majority of them do sell prescription medicines whose quality cannot be assured. Other problems with DLDB include difficulty in finding reliable and legal sources of medicine and other healthcare commodities to sell; lack of adequate facilities for proper storage of medicines; lack of basic pharmaceutical skills among dispensers and business management skills among shop owners; high prices charged to consumers; and inadequate regulation and supervision to the drug shops. Moreover, the very fact that the list of medicines DLDBs are authorised to sell does not include prescription medicines denies the population access to those essential medicines.

In 2002, the Government of Tanzania in collaboration with the Management Sciences for Health (MSH) introduced the Accredited Drug Dispensing Outlets Programme (ADDO) to help address each of these problems. The goal of the ADDO programme is to improve access to affordable quality medicines and pharmaceutical services in all the under-served areas.

The programme focuses on improving all aspects of the DLDB enterprise including physical premises, stock maintained by the drug shops, consumer choices,

Success of the ADDO programme in the pilot region of Ruvuma encouraged the government to scale it up nationally.

interactions with dispensers and recommended treatment. It also focuses on transforming and strengthening the entire system in which DLDBs are embedded including licensing, supply chain, training of dispensers and drug shop owners, inspection and supportive supervision.

Implementation of the programme began on a pilot basis in Ruvuma Region with an objective addressing the problems related to operations of DLDBs and providing lessons for national scaling-up of the programme. An evaluation of the pilot process conducted in November 2004 showed tremendous successes including improved access to basic medicines in terms of geographical availability, quality and affordability; and improved quality of services provided by the accredited drug shops. The successes encouraged the government and development partners to roll-out the programme to other regions.

By June 2009, nine regions had achieved full coverage of the programme and four others were at initial stages of implementation. The rapid roll-out followed introduction of a decentralised approach in scaling-up the ADDO programme, with a target of achieving national coverage by January 2010.

However, mere scaling up of the programme offers no guarantee for success without establishing effective mechanisms for sustainable delivery of quality pharmaceutical services by the accredited drug shops. The following fundamental questions confront the ADDO programme with regard to its sustainability in the long term:

- How best can ADDO owners and dispensers be empowered to play a more proactive role in ensuring delivery of quality pharmaceutical services through self-regulation and compliance with standards?
- Considering the rapidly increasing number of drug shop owners and dispensers being enrolled in the programme, what mechanisms are available for dialogue and consensus building on various contentious issues regarding the sector?
- How best can regulatory authorities and other stakeholders work together with the ADDO providers as organised groups of primary stakeholders to ensure sustainability of the programme?

Establishment of ADDO provider associations is considered a viable option for promoting self-regulation and empowerment of ADDO providers towards sustainable delivery of quality pharmaceutical services to the population.

1.2 Rationale

In June 2009, Management Sciences for Health, in collaboration with Tanzania Food and Drugs Authority (TFDA) commissioned an assessment of ADDO provider associations in the initial ADDO programme areas in Ruvuma, Rukwa, Mtwara and Morogoro Regions. The assessment showed that ADDO owners and dispensers had different reasons for forming the associations.

Among the issues ADDO owners said they would like to address through the associations were: widespread shortage of trained dispensers forcing some of the owners to close down their shops, increasing demands of dispensers in terms of salary and working conditions, illegal operation of some shops allegedly with the knowledge of some district officials, operational problems with the National Health Insurance Fund (NHIF) especially its reimbursement system to shops accredited by the Fund, over taxation by Tanzania Revenue Authority (TRA), limited access to liquidity as a result of unfavourable lending conditions by some financial institutions, lack of reliable system of distributing drug registers by TFDA, delays in issuing accreditation certificates, and undue harassment and use of inappropriate language by some ADDO inspectors. In a nutshell, the issues reflected significant gaps in the regulatory system and other institutional arrangements which directly affect operation of the ADDOs and undermine their ability to comply with the set regulations and standards.

Unlike the ADDO owners, dispensers' issues had more to do with their labour rights and capacity development needs than systems challenges. They included poor remuneration by the ADDO owners, poor working conditions exacerbated by long working hours without annual leave, lack of assistants in the shops as per regulation, lack of refresher training and continuing education programmes for skills development, and lack of freedom to express the opinions to owners even when certain regulatory procedures are at stake.

Establishment of ADDO provider associations is considered a viable option for promoting self-regulation and empowerment of ADDO providers towards sustainable delivery of quality pharmaceutical services to the population.

In view of the above observations, the need for a sustainable mechanism for addressing both the ADDO owners and dispensers issues cannot be overemphasised. The ADDO provider associations offer a unique opportunity to address systems challenges and capacity development needs of the primary stakeholders towards sustainable delivery of quality pharmaceutical services.

1.3 Types of associations

Considering the divergent views of ADDO owners and dispensers regarding the issues they would like to address through associations, the June 2009 assessment showed that both groups prefer separate associations. This position is supported by the fact that since the dispensers are employees of the ADDO owners, a joint association would give them an equal voice in addressing their respective needs. However both groups underscored the need for the dispenser and owner associations to work closely together for a common good.

2. How to Advocate for ADDO Provider Associations



Successful advocacy for establishment of ADDO provider associations requires good planning; availability and use of relevant advocacy tools, sound understanding of the target audience; sufficient knowledge of the roles, benefits, responsibilities and effective management of the associations; and clear understanding of complimentary processes such as resource mobilisation, institutional networking, documentation, monitoring and evaluation.

In order to successfully advocate for establishment and effective management of ADDO provider associations, you need to:-

- (i) Have an advocacy plan;
- (ii) Know your target audience;
- (iii) Arm yourself with relevant information regarding the roles, benefits and responsibilities of the associations;
- (iv) Know all the procedures and requirements registration of the associations;
- (v) Understand the basic characteristics of a well functioning (well managed)association;
- (vi) Be familiar with other complimentary processes to effective management and sustainability of the associations such as resource mobilisation, institutional networking, documentation, monitoring and evaluation;
- (vii) Arm yourself with the necessary advocacy tools;
- (viii) Ensure that your target audience clearly understand your messages;
- (ix) Identify opportunities for advocacy.

2.1 Create an advocacy plan

Good planning is essential for successful advocacy activities. In you advocacy plans, you need to clearly describe:

- Your target audience and their basic information needs;
- How to reach the audience;
- Key messages to deliver to the audience
- How to deliver the messages e.g. through meeting, dialogue and special presentations;
- When to conduct the advocacy; and
- Key resources (human, material and financial) you need to successfully conduct the advocacy.

2.2 Understand your target audience

There are different calibres of ADDO providers:

- There are those who have no idea at all about the importance of the associations;
- Those who have heard about the associations and understand the importance but have not made any steps to form an association;
- Those who initiated the process of forming an association but are stuck with the initial procedures such as development of a constitution and

- formal registration of the association;
- Those who formed and registered an association but lack active membership;
 - Those with a registered association and active membership but lack effective organisation structure, management systems and the financial sustainability.

Sound understanding of the target would be extremely useful in establishing the information of the providers. It also helps to identify the entry point for any advocacy process.

2.3 Explain roles, benefits and responsibilities of associations

A sound understanding of the roles, benefits and responsibilities of ADDO provider associations is a MUST for anybody advocating for formation of the associations. Below is a brief description of the roles, benefits and responsibilities of the associations.

(a) Roles of the Associations

The primary role of the associations is to create a mechanism for ADDO providers to work together towards sustainable delivery of quality pharmaceutical services to the population and economic empowerment of the providers.

Specific roles of the associations are as follows:

- (i) To provide a forum for ADDO owners and dispensers to speak with one voice on various issues concerning the sector;
- (ii) To facilitate exchange of ideas and experiences among members;
- (iii) To promote self-compliance with regulations and standards;
- (iv) To consolidate and co-ordinate group effort towards achievement of shared objectives;
- (v) To enable members to pool together resources and invest in income generating activities;

A sound understanding of the roles, benefits and responsibilities of ADDO provider associations is a critical for anybody advocating for formation of the associations.

- (vi) To provide a forum for constructive engagement with various stakeholders including regulatory authorities such as TFDA, the Pharmacy Council, TRA, local government authorities, financial institutions and donors, among others;
- (vii) To advocate for various needs and rights of members;
- (viii) To provide a forum for conflict resolution among ADDO providers;
- (ix) To link members to financing opportunities and act as their guarantor in accessing loans from micro-finance institutions;
- (x) To represent members in decision-making processes at various levels, especially on issues concerning the ADDO sector.

(b) Benefits

A well established and fully functional ADDO provider association has the potential of:

- (i) Championing the needs of members by making their voices heard;
- (ii) Promoting understanding and good working relations among drug shop owners and dispensers;
- (iii) Empowering the members economically;
- (iv) Promoting self-regulation and compliance with standards;
- (v) Strengthening institutional networking and collaboration towards quality improvement and development of the sector;
- (vi) Enhancing sustainability of the ADDO programme in the long term.

(c) Responsibilities

Apart from championing and safeguarding the interest of members, the associations have the responsibility of:

- (i) Ensuring delivery of quality pharmaceutical services to the population by promoting the concept of self-compliance with regulations and standards;
- (ii) Safeguarding the health of consumers by promoting safe medicines use and buying of medicines from legitimate providers only;
- (iii) Protecting consumers from unethical practices such as collusion and price fixing by errant ADDO providers;
- (iv) Protecting the ADDO sector from any form of conflict of interest that may compromise with regulations and standards;
- (v) Building and upholding credibility of the sector by promoting transparency and accountability among ADDO providers.

2.4 Describe registration requirements and procedures

Experience has shown that a number of ADDO provider associations get stuck at the stage of registration of the association, mainly because they are not well informed about the registration process. Thus, it is an area where the ADDO providers will need reliable help through sharing of relevant information and facilitation of the registration process.

The following are the mandatory requirements for registration:

- (i) Two bound copies of the association's constitution;
- (ii) Application form for registration (Form SA 1) duly filled induplicate;
- (iii) Statement of particulars to support the application for registration (Form SA 2) duly filled in duplicate;
- (iv) Application fee of Tsh.10,000;
- (v) Registration fee of Tsh.100,000;
- (vi) Annual fee of Tsh.40,000;
- (vii) Minutes of the meeting approving the constitution in duplicate;
- (viii) List of not less than 10 founder members and their signatures in duplicate;
- (ix) Supporting document/letter from relevant authority e.g. parent ministry, regional commissioner or district commissioner;
- (x) Application letter addressed to the Registrar of Societies, Ministry of Home Affairs, P.O. Box 9223, Dar es Salaam.

In addition to accommodation and travel expenses to and from Dar es Salaam, associations needs to raise Tsh. 150,000 in order to meet mandatory registration fees

2.5 Explain basic characteristics of a well functioning association

For ADDO provider associations to benefit members, they need to be well managed. Thus, ADDO providers should be constantly reminded about the need to ensure effective management of their associations. However, this requires a sound understanding of the basic characteristics of a well functioning association.

In general terms, a well functioning association is one which has a clear sense of purpose and direction; one with vibrant membership, good plans, effective management systems, and is transparent and accountable in all its activities.

In order to acquire these attributes, ADDO provider associations need to be urged to:-

- (i) Develop good plans
- (ii) Establish relevant organisational structure including clear definition of roles and responsibilities, co-ordination mechanisms as well as reporting system so as to allow feeble flow of information within the association;
- (iii) Mobilise and/or recruit the right manpower to take charge of different activities of the association
- (iv) Put in place sound leadership for different functions of the association
- (v) Monitor the performance of all those charged with different responsibilities in the association.

The above five steps constitute the key functions of management namely planning, organising, staffing, directing (leadership) and controlling (performance monitoring).

2.6 Discuss sustainability of the association

Sustainability of the associations is another critical area which requires contentious advocacy. In addition to developing good plans, establishing sound organisational structures, getting the right people to take charge of different activities of the association, providing leadership at all levels within the association and monitoring performance; the associations need to be enlightened on complimentary process critical for sustainability such as:

- Mobilisation of financial resources in order to meet functional needs of the associations;
- Institutional networking to enhance the capacity of the associations to meet their respective goals and objectives

- Documentation in order to build institutional memory, facilitate sharing of experiences and replication of best practices, and enhance transparency and accountability within the associations.
- Monitoring and evaluation to help the associations track their performance and know whether they are making progress towards their goals or not.

2.7 Get armed with relevant tools

In order to successfully advocate for ADDO provider associations, it is essential to be well equipped with relevant tools to facilitate the process. To this end, a special information package has been developed to facilitate successful establishment and management of the associations. The pack can be a handy tool for advocacy on the associations as it provides detailed information on:-

- The roles, benefits and responsibilities of the associations;
- Key steps in the formation and registration of the associations;
- Planning and management;
- Mobilisation of financial resources;
- Building institutional networks for sustainability;
- Documentation, monitoring and evaluation.

The package also includes an audio-visual tool addressing different aspects of the association, a model constitution and a user guide for the ADDO providers. Therefore, anyone planning to advocate for successful establishment and management of the associations needs to be conversant with the information package.

2.8 Clearly deliver your messages

During advocacy ensure that your target audience clearly understand your messages. This can be achieved by focusing on one aspect of the associations at a time and encouraging the target audience to ask as many questions as possible on what they don't know or seem not to

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understand well. Participatory learning through questions and answers and be an effective way of ensuring that your target audience clearly understand you.

2.9. Identify opportunities for advocacy

Advocacy should be a continuous process. Below are some of the opportunities which could be utilised to enlighten ADDO providers about the importance of an association and how best to manage the association:

- (i) During training of dispensers and drug shop owners on different aspects of the ADDO enterprise;
- (ii) During routine inspection and supportive supervision activities to the drug shops;
- (iii) During community visits to inspect different development projects;
- (iv) During special meetings organised by the associations such as the annual general meeting or any other special meeting;
- (v) During workshops and conferences involving ADDO providers;
- (vi) During monitoring and evaluation activities;
- (vii) During special visits by development partners from the national, regional and district levels.

Note: The above list is only meant to indicate some of the opportunities that could be utilised to advocate for formation and effective management of ADDO provider associations. Therefore, those involved in advocacy activities should be free to utilise any other relevant opportunity at their disposal.

3. Frequently Asked Questions



Frequently asked questions often touch on the roles, benefits and responsibilities of ADDO provider associations, registration process, management and resource mobilisation.

1. What is the primary role of an ADDO provider association?

Answer: The primary role of the associations is to create a mechanism for ADDO providers to work together towards sustainable delivery of quality medicines and services to the population, and ensure economic empowerment of the providers.

2. What are the major benefits of an association?

Answer: A well established association provides a forum through which members can speak with one voice on issues regarding the sector; promotes good working relations between the ADDO providers; empowers the members economically; builds institutional networks for collaboration and partnerships at different levels; and enhances sustainability of the ADDO programme in the long term.

3. How best can we manage our associations?

Answer: Effective management of the associations require sound understanding of the integral management functions which include planning, organising, staffing (man-power), directing (leadership) and controlling (performance monitoring).

4. How best can we plan?

Answer: First and foremost, you need to understand that planning is all about setting direction and creating a system for implementation of different activities. A plan bridges between an organisation's present and future status. Thus, when you need to take into consideration your vision as an association; purpose (mission); guiding principles the current situation of the association in terms of its strengths, weaknesses, opportunities and threats (SWOT analysis); as well as the overall goal of the association. You also needs to clearly describe you objectives, identify strategies for meeting the objectives, priorities activities, develop an action plan and create a monitoring and evaluation plan to enable track performance and know whether you are making progress towards your goal or not.

5. How should we structure our association to facilitate effective management?

Answer: Your organisational structure should be based on the functional needs of the association such as overall co-ordination of different activities of the association; representation at different levels; technical capacity development to ADDO providers; improvement of quality of pharmaceutical services through self-regulation; economic empowerment to members by increasing access to loans and funding opportunities; publicity, public information and education to raise the ADDO profile and stimulate demand for services; institutional networking to leverage resources and optimise delivery of outputs. Various committees could be established and tasked with different functions.

6. How can we ensure good leadership in our association?

Answer: In management terms, leadership is defined as the process of guiding, inspiring, overseeing and instructing people towards accomplishment of organisational goals. It is a continuous process throughout the life of an organisation and helps to convert plans into performance. It is widely considered as the life spark of an organisation. However, in order to effectively guide, instruct, control and inspire people towards achievement of organisational goals, leaders/managers also need to be guided by policies and procedures of the organisation. That means that if you do not have any policies and procedures for management of your association, you need to develop them to help your leaders, staff and ordinary members work within the association's mission and legal framework.

7. How best can we monitor performance and ensure achievement of the association's goal and objectives?

Answer: Performance monitoring involves verifying whether activities of an organisation are in conformity with the plans adopted, instructions issued and policies established. In order to achieve this, you need to establish performance standards based on the objectives of the association, measure and report actual performance, compare the actual performance with the set standards to establish any deviation, and take corrective and preventive action as necessary.

8. How best can we ensure financial sustainability in our associations?

Answer: You can achieve financial sustainability by exploring various financing options including government financial assistance schemes to economic groups; establishment of income generating activities; establishment of self-help Savings and Credit Co-operatives (SACCOs); loans from commercial banks and micro-finance institutions; grants from both local and international non-governmental organisations and donor agencies, fund-raising events; as well as production and sale of the association's promotional materials such as T-shirts, capes, calendars, etc.



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