



USAID | DELIVER PROJECT



Task Order 5 Project Completion Report

October 2010–February 2017

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Task Order 5

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Cover photo: A health worker is providing information about oral contraceptives to a client who is currently using condoms. Photo credit: Derek Brown.

USAID | DELIVER PROJECT

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Acronyms

cbm	cubic meter
CCP	Central Contraceptive Procurement (USAID/CSL)
CPIR	commodity procurement information request
CPSR	Commodity Planning Status Report
CSL	Commodities Security and Logistics Division (USAID)
CSP	Coordinated Supply Planning (group)
DTP	Delivery-to-Promise
EMF	Emergency Medicines Fund
ERP	Enterprise Resource Planning/Expert Review Panel
FDA	U.S. Food and Drug Administration
FY	fiscal year
IQC	indefinite quantity contract
IUD	intrauterine device
JSI	John Snow, Inc.
MIS	management information system (but Management Information System team)
MOH	Ministry of Health
OAA	Office of Acquisition and Assistance (USAID)
OOS	online ordering system
PMP	Performance Monitoring Plan
PPMR	Procurement Planning and Monitoring Report
PQ	prequalification
QuRHM	Quality of Reproductive Health Medicines
QA	quality assurance
RFP	request for proposal
RFQ	request for quotation
RHI	RHInterchange
RHSC	Reproductive Health Supplies Coalition
SMT	Supplier Management team

SOP	standard operating procedure
SRA	stringent regulatory authority
STTA	short-term technical assistance
TO5	Task Order 5
TRP	Technical Review Panel
UNFPA	United Nations Population Fund
USAID	U.S. Agency for International Development
USG	U.S. Government
WHO	World Health Organization

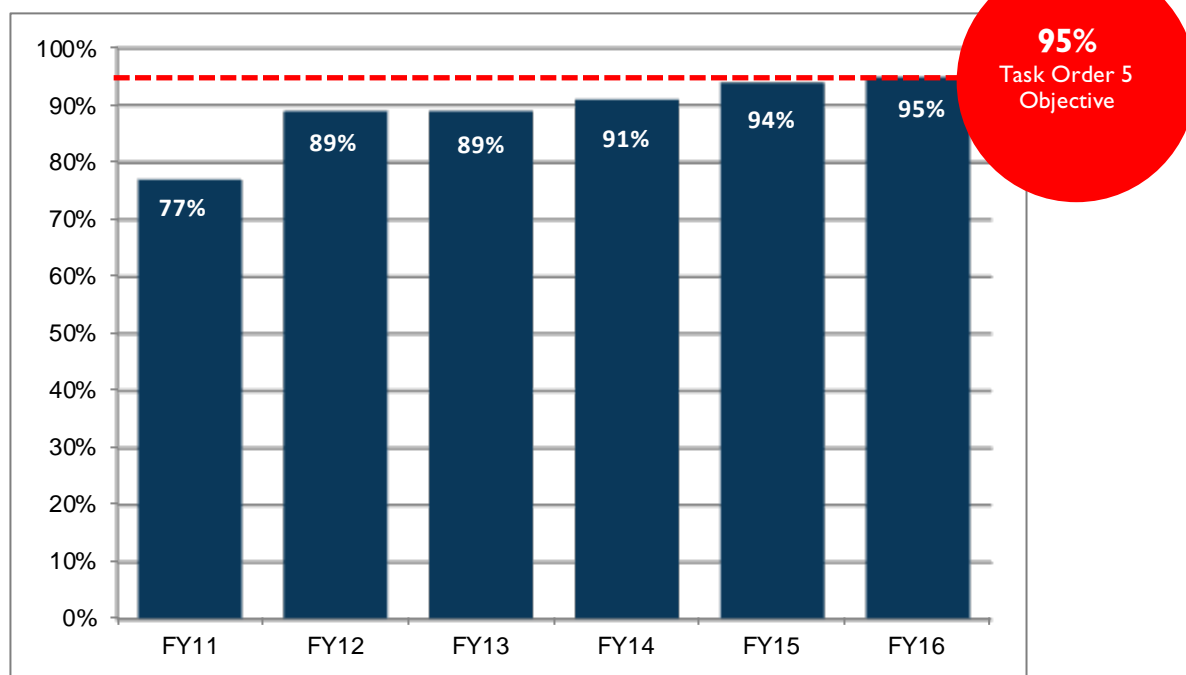
Executive Summary

Task Order 5, Procurement and Distribution of Essential Public Health Supplies, under the USAID | DELIVER PROJECT Indefinite Quantity Contract (IQC) was awarded September 30, 2010, and operated through February 28, 2017. The objective of the task order was—

To improve the provision of public health supplies to USAID-supported programs by achieving a targeted Delivery-to-Promise goal of 95 percent.

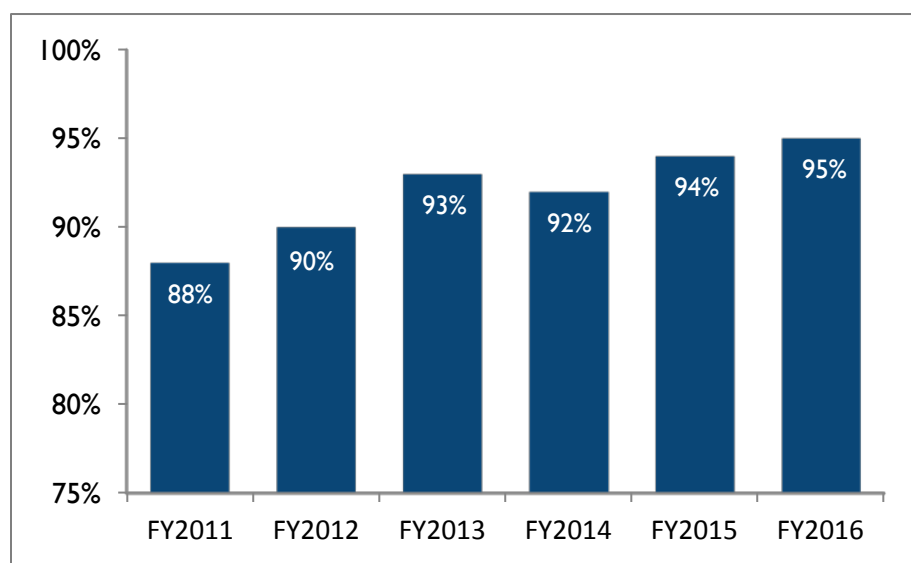
The task order achieved its goal, showing a steady improvement over the life of the task order (see figure 1).

Figure 1. Task Order 5 Average On-Time Delivery Rate



In addition to achieving its objective, the task order's overall performance, as measured by its performance monitoring plan (PMP), improved steadily during the life of the task order (see figure 2).

Figure 2. Average Overall PMP Score, FY2011–2016



Note: Data for FY2011 represent the average overall PMP score for months March 2011 through September 2011.

Under Task Order 5, JSI procured U.S.\$522¹ million worth of contraceptives and condoms and \$55 million worth of maternal and child health commodities and essential medicines; the task order delivered \$612 million worth of contraceptives and condoms to 61 countries. The cost of the task order's efforts was \$579,723,200 not including the value of inventory carried over from the previous task order.

The success of the task order was achieved by focusing on four core strategies:

- Customer service with a relentless focus on service to the field as measured by the monthly Delivery-to-Promise (DTP) indicator and service to the Commodities Security and Logistics Division (CSL), as measured by customer satisfaction scores in the monthly performance monitoring plan.
- Supply chain integration by connecting the task order's own functions, building connections and communication upstream with suppliers and other key market players, building downstream connections and communications

Health Impact

The contraceptives and condoms shipped by the task order from 2011 through 2016, if used correctly and consistently, have the potential to achieve the following:

- Unwanted pregnancies averted: 55 million
- Maternal deaths averted: 130,000
- Child (under 5) deaths averted: 820,000
- Couple-years of protection provided: 215 million
- Direct healthcare cost savings: \$1.9 billion.



¹ Unless stated otherwise, all dollar amounts are in U.S. dollars.

with USAID Missions and in-country programs, and making information on supply and demand available to all parties in the extended supply chain.

- Risk management by routinely identifying the biggest risks to achieving the task order's goal, developing strategies to mitigate those risks, and routinely monitoring performance to assess if those strategies were successful.
- Continuous improvement by routinely reviewing key performance indicators to identify areas of strength and areas for improvement, as well as a regular review of the task order's procurement, inventory, freight, and management information system (MIS) strategies to ensure the task order was delivering best value.

Because of the task order's efforts, millions of men and women had access to contraceptives, condoms, and other lifesaving medicines and medical supplies, improving the health and well being of families and communities around the world.

Under the procurement section of the task order scope of work, JSI was required to “...develop and maintain a competitive and transparent capability to procure required commodities that (1) fully complies with all applicable U.S. Government (USG) contracting laws and regulations, (2) leverages bulk purchasing to achieve significant reductions in the cost of commodities, and (3) incorporates the best-value approach for all commodities, even when such commodities are not purchased in large volumes.”

Activities and Results

JSI met and exceeded this requirement by developing a sound procurement strategy; adopting a project management approach; using flexible systems; and integrating registration management, vendor management, and risk management into the activities. The procurement team secured a reliable and responsive supplier base to ensure a continuous and timely supply of commodities—from contraceptives and condoms to a wide variety of other health commodities—and achieved seamless integration with other elements of the task order’s supply chain, and effectively coordinated with global initiatives in the reproductive health arena.

Provided a Reliable Supply of Contraceptives and Condoms

The core commodities procured and supplied by the task order were contraceptives and condoms. Throughout the life of the project, the task order procured oral and injectable contraceptives, hormonal implants, intrauterine devices (IUDs), cycle beads, lubricants, and male and female condoms—

- for a total value of \$522.6 million (see figures 3 and 4)
- from 14 vendors located in 12 countries
- consisting of more than 75 unique stock keeping units.

Figure 3. Annual Procurement Value of Contraceptives and Condoms

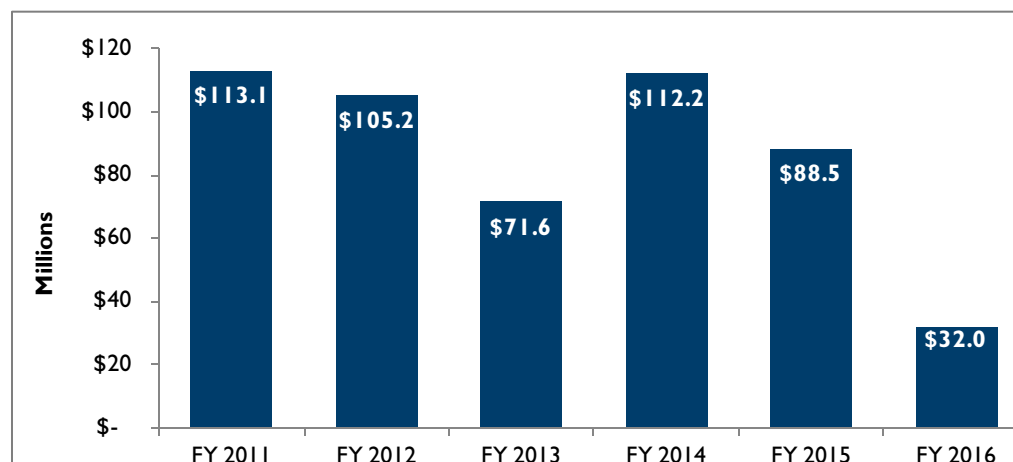
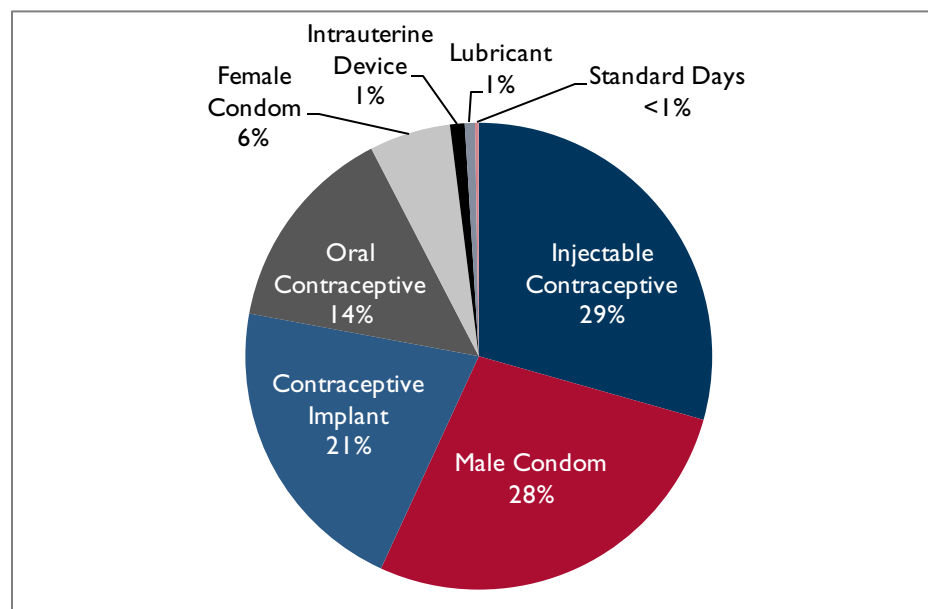


Figure 4. TO5 Procurement Value by Commodity, FY2011–2016



Each product had a different global market and JSI's procurement strategy was tailored to the individual product and market. Through our procurement excellence activities, the task order brought current market intelligence into our procurement activities. See table 1 for a summary of the market characteristics for individual products and JSI's approach.

Table 1. Market Characteristics for Products and Procurement Approach

Commodity	Market	Procurement Approach
Oral contraceptives	Limited number of FDA/SRA/WHO PQ approved suppliers who were interested in the government tenders market.	Encourage qualified suppliers to respond to an RFP; to foster a sense of shared purpose, work closely with the winning vendor(s) to develop a common understanding of each other's priorities and objectives.
Injectable contraceptives	Very limited number of FDA/SRA/WHO PQ approved suppliers who were interested in the government tenders market.	Sole source to the only qualified supplier in the market and negotiate based on available market data to obtain best value prices and conditions; work closely with the winning vendor(s) to develop a common understanding of each other's priorities and objectives to foster a sense of shared purpose.
Male condoms	Many qualified suppliers were interested in the government tender market, but product quality an ongoing concern due to characteristics of natural latex and the manufacturing process.	Competitive tender with clear business and quality requirements; select multiple qualified suppliers to mitigate supply and quality risk; implement an ongoing quality monitoring process; work closely with suppliers to develop a shared understanding of needs and objectives.

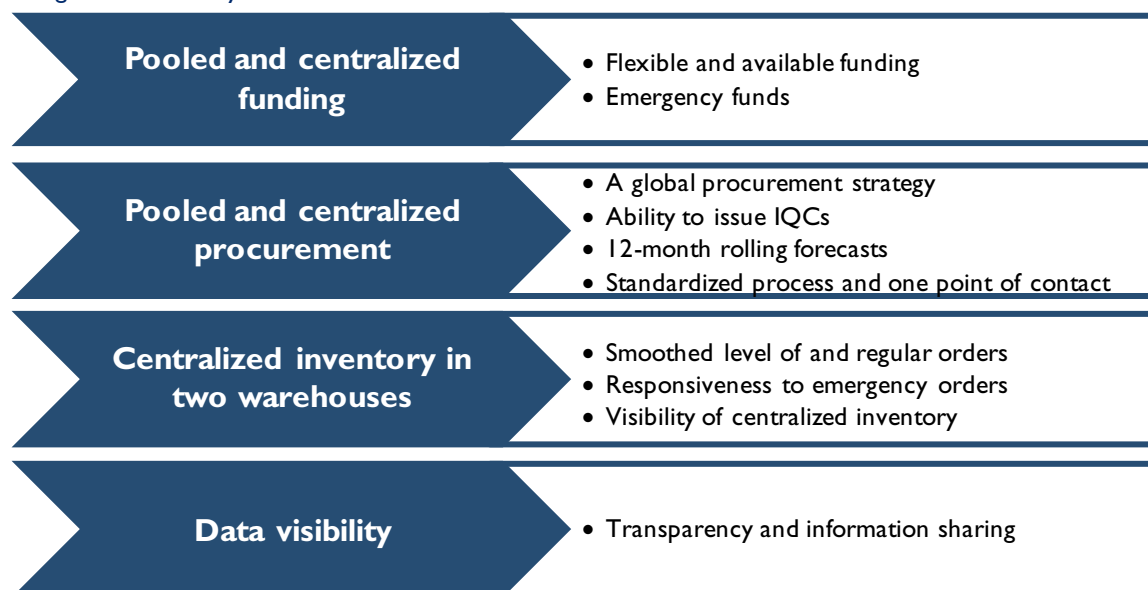
(Table I Continued)

Commodity	Market	Procurement Approach
Implantable contraceptives	Very limited number of FDA/SRA/WHO PQ approved suppliers, with those suppliers operating under a volume guarantee from a foundation starting in 2012.	Competitive tender prior to global volume guarantee; contracts with each volume guarantee supplier; work closely with the winning vendor(s) to develop a common understanding of each other's priorities and objectives to foster a sense of shared purpose; develop a collaboration framework with other buyers under the volume guarantee to prioritize access to supplies.
IUDs	A number of potentially qualified suppliers were interested in the government tender market, with one vendor historically having met USAID's technical and contractual requirements.	Competitive tender with awards to multiple qualified vendors; use experienced and new suppliers until confident in new suppliers; work closely with suppliers to develop a shared understanding of needs and objectives.
Female condoms	Very limited number of FDA/SRA/WHO PQ approved suppliers and variable demand; product quality an ongoing concern because of the nature of latex and the manufacturing process.	Competitive tender with clear business and quality requirements; encourage qualified suppliers to respond to an RFP; work closely with the winning vendor(s) to develop a common understanding of each other's priorities and objectives to foster a sense of shared purpose; implement a routine quality monitoring process.
Lubricant	Evolving quality standards, variable demand, and numerous suppliers.	Work closely with USAID on quality standards; use a competitive tender to identify suppliers; place orders only on an IQC basis (no minimum); implement a routine quality monitoring process; work closely with the winning vendor(s) to develop a common understanding of each other's priorities and objectives to foster a sense of shared purpose.

Using the procurement strategies above, USAID's centralized funding mechanism for reproductive health and family planning products, and JSI's integrated supply chain—built from supplier to recipient—the task order identified reliable suppliers, negotiated long-term contracts, and built strategic relationships with those suppliers. See figure 5 for the task order's key procurement characteristics. This translated into stable and decreasing prices, a continuous and reliable supply of product, and a responsive and engaged group of suppliers.

Throughout the procurement process, JSI ensured that all USG rules and regulations were followed. This started with developing product specifications, in collaboration with USAID and FHI 360, adherence to USAID procurement and pharmaceutical sourcing requirements, use of technical review panels to review bidders technical and business proposals, submission to and approval by the Office of Acquisition and Assistance (OAA) for all required procurements, and documentation of satisfactory delivery of commodities for each order placed with a supplier.

Figure 5. TO5 Key Procurement Characteristics



Guaranteed Best Value through Price Reductions and Savings

JSI continuously worked to maintain and negotiate reduced product price with manufacturers, which resulted in the following price reductions:

- up to 10 percent reduction for the female condoms
- up to 7 percent reduction for the oral contraceptives
- up to 18 percent reduction for one injectable contraceptive
- introduction of an IUD 50 percent less expensive compared to the one originally procured

TO5 also participated in a consortium that reduced prices for two contraceptive implant products by 56 percent and 60 percent, and 33 percent for one injectable contraceptive.

In total, these negotiated cost reductions resulted in approximately \$17 million cost savings over the life of the project, equaling almost 4 percent of the total procurement budget.

Reduced the Risk of Supply Disruption

The risk management approach taken by the task order throughout the global supply chain shaped and influenced all procurement initiatives and efforts described in the following sections—all tools and strategic decisions were made to ultimately reduce the risk of disrupting the supply chain at the procurement stage and to improve the performance of the procurement activities. Specifically, the task order developed and prioritized supply and registration risk matrixes using the Failure Mode and Affects Analysis model, closely managed the order allocation between vendors for male condoms and IUDs, and Technical Review Panels (TRPs) used a risk management approach to evaluate bids for complex contracts.

Expanded Supplier Base to Ensure Supply

JSI successfully expanded the supplier base for male condoms (six manufacturers) and for IUDs (two manufacturers). This mitigated the risk of supply disruption even with unexpected demand surges or disruptions, such as new in-country registration requirements, temporary quality issues, inventory increases for transiting to the follow-on project, etc. Additionally, expanding the supplier base allowed the project to deliver increased value to USAID because some of the new vendors' prices were lower.

The task order developed tools and training materials for rapidly onboarding new suppliers, thereby reducing the risk of late or non-conforming deliveries. For commodities with multiple suppliers, JSI carefully balanced order allocation with sourcing risks and delivery priorities, while targeting a long-term and mutually beneficial relationship with each supplier.

Built a Reliable and Responsive Supplier Base

JSI created and participated in a Supplier Management team (SMT); members included USAID and FHI 360. The team developed and maintained strategic, long-term, and mutually beneficial relationships with suppliers; strengthened supplier involvement and accountability; and identified opportunities for improvement in performance and cost. See figure 6 for the SMT model.

Figure 6. Supplier Management Team Vendor Management Strategy



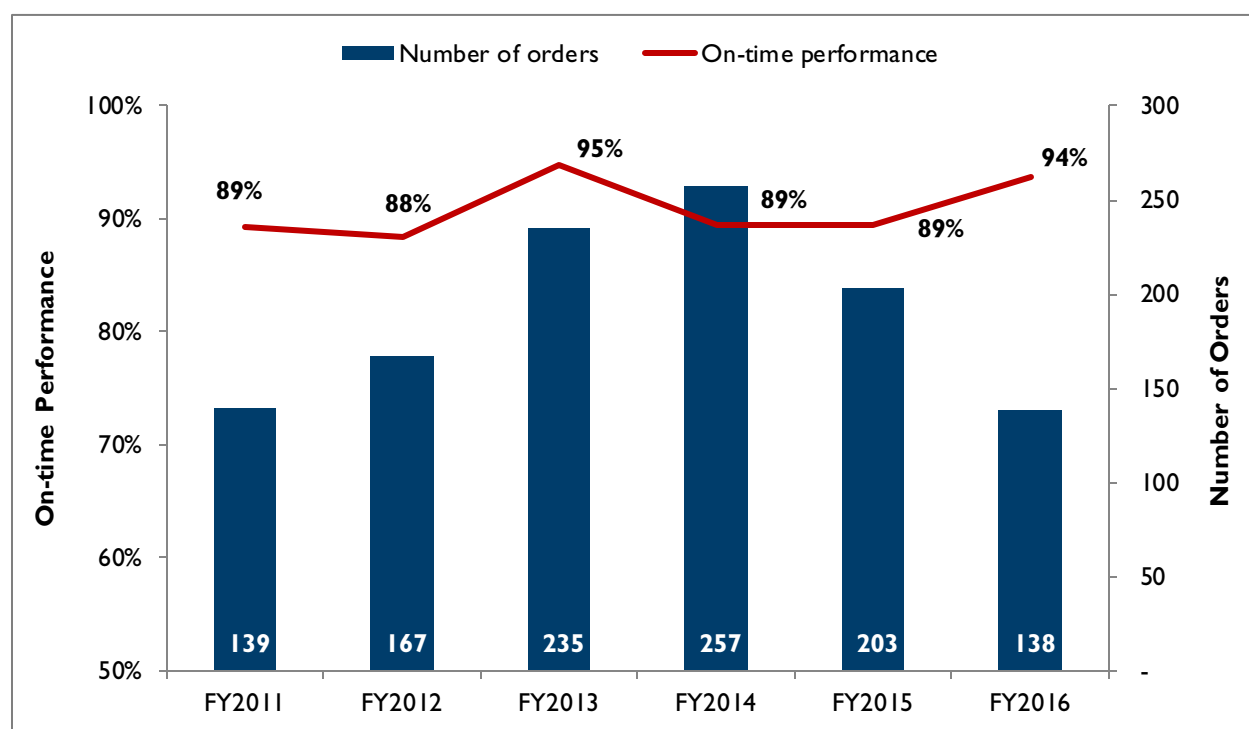
SMT's work resulted in an excellent on-time performance by suppliers—reaching 94 percent by the close of the project, commitment from suppliers in product registration, effective introduction and rollout of new products, and rapid responses to quality assurance issues to minimize disruption to supply and deliveries. Additionally, the SMT helped to enhance suppliers' visibility into country demand, which made them more willing to be open about their constraints and to suggest approaches to accommodating the task order's needs.

Thanks to the procurement and forecasting operations, as well as the strong partnership with the suppliers, the vendors' average on-time performance between FY2011–2016 was 91 percent; each year, the average was close to or above 90 percent—reaching 95 in FY2013 and 94 in FY2016. See figure 7 for details. For all fiscal years during the project—

- nine vendors averaged on-time performance of 90 percent or higher; two vendors obtained an average of 100 percent on-time performance
- four vendors averaged on-time performance between 80 and 90 percent
- one vendor averaged on-time performance between 70 and 80 percent.

It is important to note that most late procurement orders were released within a week of the expected date and shipments to countries were not late.

Figure 7. TO5 Suppliers' On-Time Performance and Number of Procurement Orders



Created a Model for Managing Regulatory Compliance

Throughout the life of the project, the landscape for registration, regulations, and importation of health commodities in the destination countries evolved as the countries gradually strengthened their regulatory systems. In response, JSI established a registration taskforce that developed a global strategic approach, including coordination and monitoring, vendor management, technical resources and support, and market vigilance (see figure 8). The task force facilitated communication between parties to initiate registrations, monitored pending registrations and the status of current registrations for contraceptive and condom products in 65 countries², addressed challenges for

² Registration was monitored proactively, not only when a country order was received.

updating registrations after WHO’s revisions to labeling guidelines, supported complex registrations to avoid supply disruption, and provided advice to clients on priorities for registration. Because of the work of the task force, registration was no longer a leading cause of late shipments (see figure 18), a new model was created to inform international partners as they began to address registration issues, and vendors’ medical device registration capacity was built.

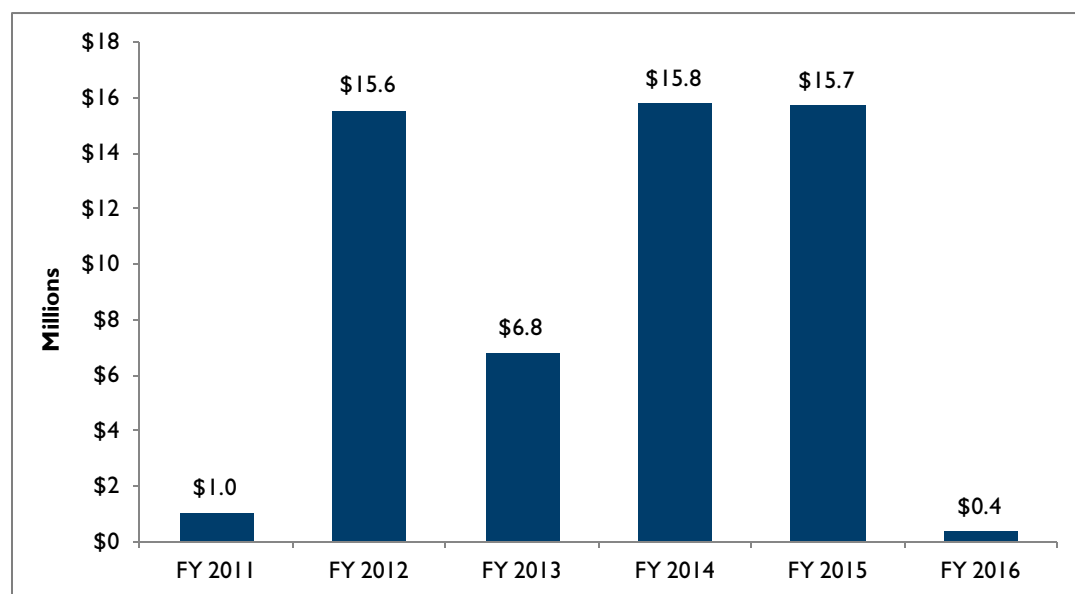
Responded Effectively to Growing Demands for Procurement of Non-Contraceptive Commodities

In addition to the catalog products, JSI also procured and supplied a large variety of non-contraceptive commodities—including essential medicines, vehicles (e.g., ambulance boats), consumables, kits, medical equipment, and instruments—totaling more than \$55 million in value (see figure 9). These procurements often included value-added services, such as in-country distribution, kitting, installation, and training.

Figure 8. Registration Taskforce Roles and Responsibilities



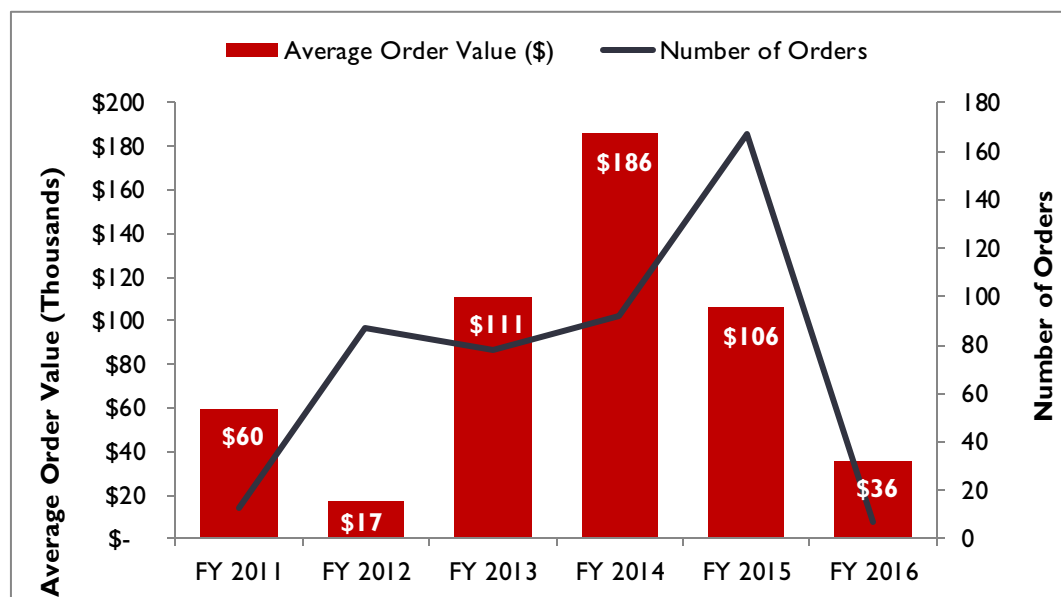
Figure 9. TO5 Annual Procurement Value of Non-Contraceptive Products



While the non-contraceptive procurement requests originally began as ad-hoc and occasional orders, the requests became more frequent, complex (i.e., larger in scale and value), and often included value-added services (e.g., in-country distribution, installation and training, equipment maintenance). See figure 10 for details on the value and number of orders between FY2011–2016. Examples of complex requirements for non-contraceptive procurements managed by JSI include the Essential

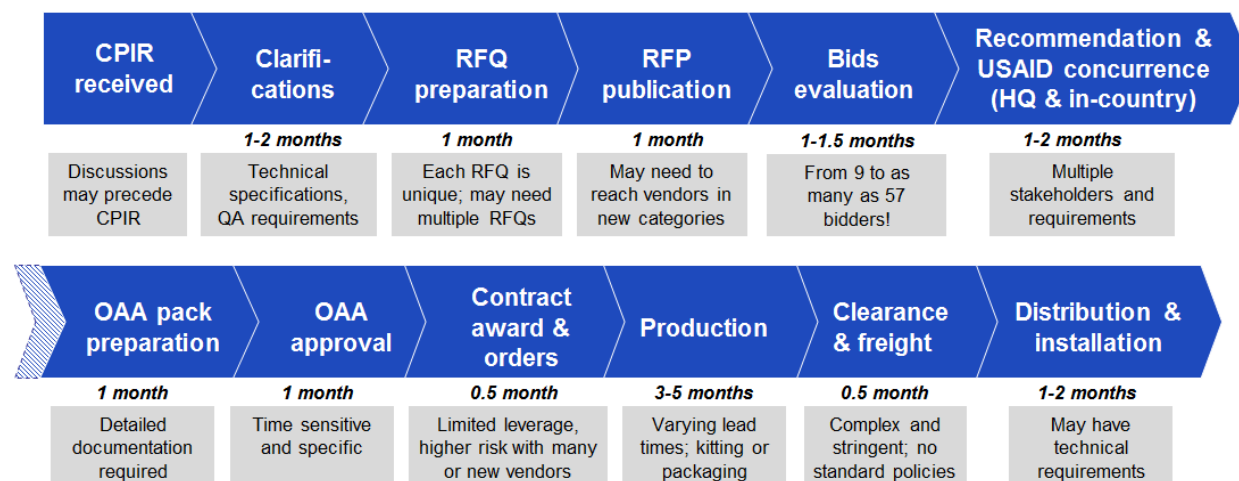
Medicines Fund (EMF) project for South Sudan and the x-ray rooms for Pakistan, discussed later in this section and displayed in figure 14.

Figure 10. TO5 Non-Contraceptives Orders



In response to the continuous growth of non-contraceptive procurements, JSI developed processes and tools to address these unique and often complex requests. Using a risk management approach, in collaboration with FHI 360, JSI developed standard operating procedures (SOPs), developed market landscapes and procurement strategies for several non-contraceptive products, mapped work and communication flows, designed tracking and monitoring tools, and pre-qualified suppliers for essential medicines. This work allowed the task order to successfully respond to all the non-contraceptive requests, no matter how complex and challenging. See figure 11 for an overview of the procurement cycle and key challenges for non-contraceptive procurements.

Figure 11. Non-Contraceptive Procurement Cycle and Key Challenges



Carried out complex non-contraceptive projects

The most complex projects were the procurement of x-ray systems for Pakistan, hospital equipment for Mozambique, and essential medicine kits for South Sudan for the EMF.

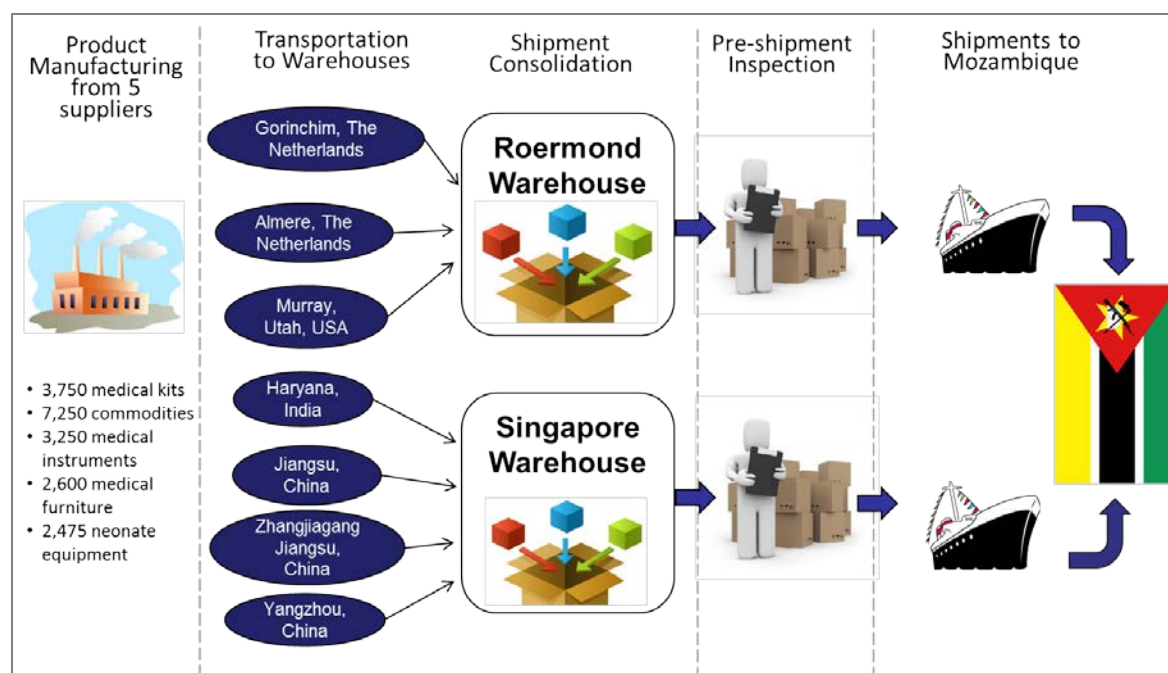
Pakistan x-ray systems

In Pakistan, the task order supported the Ministry of Health (MOH) in its fight against tuberculosis by equipping six hospitals with x-ray systems, for a value of more than \$2.5 million. Given the complexity of the system, the procurement team built and oversaw a comprehensive project and risk mitigation plan, including coordination with the Government of Pakistan for renovating the installation sites; a complex request for quotation (RFQ) (including a site assessment); a TRP that included observers from CSL and USAID's Health, Infectious Disease, and Nutrition Office; tailoring the systems to fit the configuration of the destination sites; and a series of checkpoints where the project could be concluded if satisfactory progress was not being made. The contract was awarded to a local Pakistani company that provided excellent, timely service for procuring and delivering the equipment.

Mozambique hospital equipment

The task order received 57 proposals from vendors for the project to procure hospital equipment for Mozambique. This procurement project involved 20 different types of products, for a total value of \$2 million. See figure 12 for details on the complexity of this project.

Figure 12. Procuring Hospital Equipment for Mozambique



South Sudan Essential Medicine Kits

The South Sudan EMF project was the largest and most complex of the task order's non-contraceptive projects, including technical assistance, procurement, delivery, warehousing, and in-country distribution of essential medicine kits. Management for these activities was divided between three task orders, under the USAID | DELIVER PROJECT IQC, task order public health

procurement and distribution (Task Order 5), task order public health technical assistance (Task Order 4), and task order malaria (Task Order 7). See figure 13 for a depiction of only the procurement and delivery complexity for this activity.

From a procurement perspective, the complexity was driven by—

- a multi-faceted scope of work divided across multiple task orders: procurement of commodities, renovation of warehouses, in-country distribution, system strengthening, etc.
- the size of the project: large number of items, extensive distribution list, etc.
- the design of the project: multi-donor funded, kitting of the items into lots, etc.
- the high level of risk: political, supply chain and coordination, importation and clearance process, etc.

The task order successfully implemented the EMF project, using a management approach that included the following key areas—

- Planning and scheduling: Clearly identified and monitored the key steps, milestones, timelines, and deadlines for the procurement activities.
- Quality of the medicines: FHI 360 developed a quality requirement document and JSI organized a TRP that included members of the project, CSL, and FHI 360 for this procurement—it was not the task order's standard practice to convene a TRP for non-contraceptive procurements.
- Risk management: Throughout the procurement process, conducted an exceptional risk evaluation between the technical and the business evaluations during the TRP; convened a workshop with the selected vendor; reviewed the vendor's operational and procurement plan; regularly reviewed a list of key risks to assess their nature, likelihood, impact, and mitigation strategy; and evaluated the kitting capacity of the vendor during an on-site visit.
- Coordination and communication: Maintained regular coordination and communication with both the internal stakeholders—CSL, FHI 360, the project's contracting department, TO4 and TO7 teams, Supply Operations team, etc., and the external stakeholders—vendor for the essential medicines, MOH, donors, etc.
- Organized key workshops throughout the phases of the procurement: before the contract signature, in-country with the local partners, and during the first implementation steps.
- Monitoring: Closely monitored, internally, the key steps of the procurement with the subcontracted vendor and CSL.

Figure 13. Emergency Medical Funds Project in South Sudan

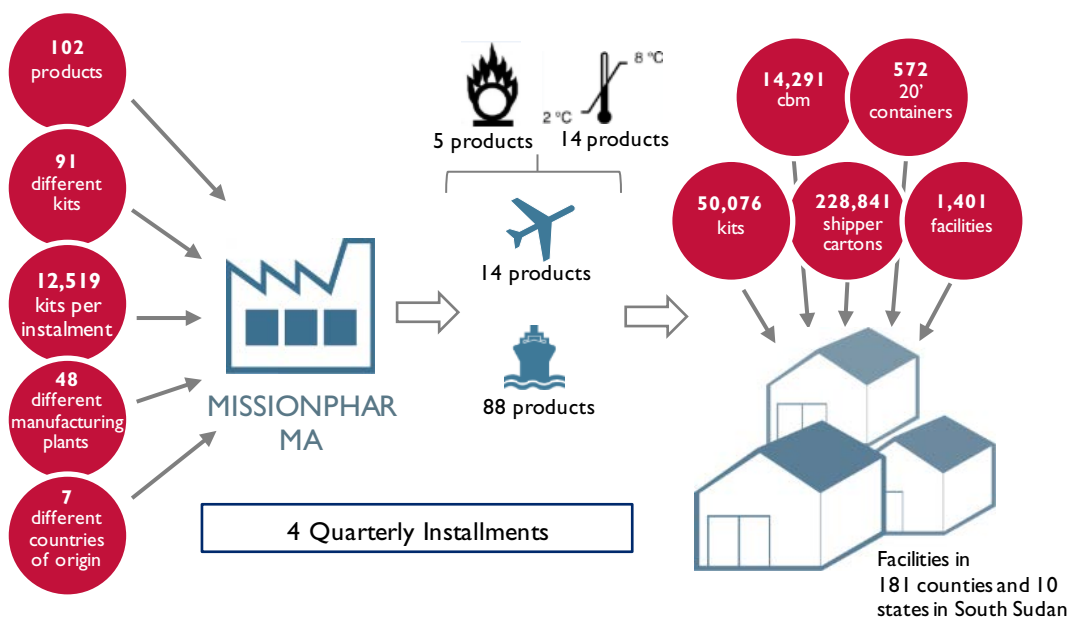
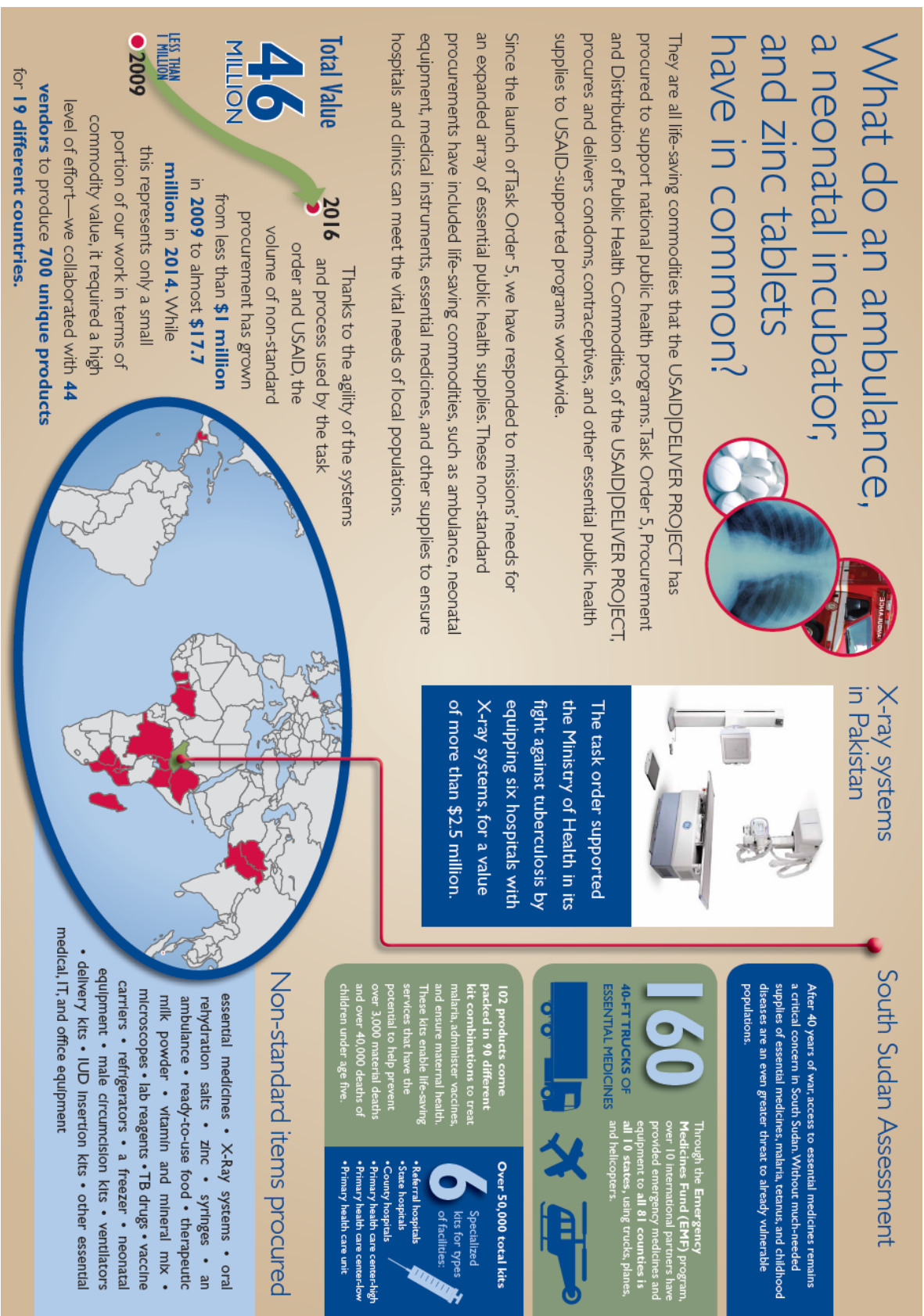


Figure 14. Complex Non-Contraceptive Procurements



Lessons Learned

JSI's success in carrying out the procurement activities of the task order relied on a management approach that integrated procurement with all the other activities in its integrated supply chain and that kept customer service front and center. JSI learned a number of lessons that may benefit USAID and others:

- *Strong supplier relationships yield improved supplier performance:* By being pro-active and building strong vendor relationships, JSI secured their flexibility, commitment to customer service, and willingness to engage in new activities—beyond the contract terms and transactional relationships. However, to further develop long-term and strategic partnerships with key suppliers, it would have been more productive if JSI and USAID had visited these suppliers, their production sites, and their management teams more frequently.
- *Coordinating with other global procurers and funders improves market functioning:* Participating in the Reproductive Health Supplies Coalition (RHSC) Coordinated Action for Reproductive Health Supplies, and the Coordinated Supply Planning (CSP) group gave funders and procurers the forum and opportunity to prioritize and respond to countries with acute shortages and coordinate procurement activities that enabled suppliers to respond to the highest priority needs. Participation in the Quality of Reproductive Health Medicines (QuRHM) meetings that addressed procurer and funder quality policy harmonization and market conditions for priority products allowed USAID and JSI to use their procurement activities to develop healthier markets for contraceptives—notably, orals and injectables.
- *Collaboration among procurement, supply operations, and quality assurance are essential for achieving high service levels:* Internally, JSI used a collaborative process involving procurement, finance, supply operations, and MIS to develop and review its SOPs, which ensured handoffs or expectations were not missed. Routine procurement, order, and shipment status reviews were conducted with a cross-functional team that identified risks to customer service early. FHI 360, part of the supplier management and registration task forces, was included in procurement strategy discussions and participated in planning each procurement action. This ensured that USAID's quality assurance priorities and approach were incorporated into task order activities and that the task order's procurement and delivery experience informed USAID's quality assurance policy and planning. This synergy meant that procurement activities moved quickly and any operational issues were identified and addressed as early as possible.
- *Non-contraceptive procurements could be done more strategically:* JSI carried out a diverse array of non-contraceptive procurements (e.g., vehicles, medical equipment, essential medicines, etc.) and developed robust tools and procedures to accomplish this. However, because most items were only purchased once and only when requested, there was no opportunity to develop a supply chain strategy for those items. If USAID could identify and prioritize a group of MCH products they intend to procure over a longer period of time, as they have with contraceptives and condoms, they could develop more cost-effective supply chain strategies for those products.
- *Emphasizing market shaping and visioning can help USAID achieve its goals:* USAID plays an important role in the global contraceptive and condom markets; and JSI supported this role through its procurement activities. However, USAID could be more strategic if they harmonized their procurement priorities with their service delivery priorities and communicated those with suppliers and other procurers or funders. This would help catalyze interest in existing or new

markets for suppliers, help suppliers understand how they could transition to other procurers when USAID leaves a market, help identify current or potential market failures that need to be addressed, and encourage better strategic collaboration among funders and procurers.

Supply Operations

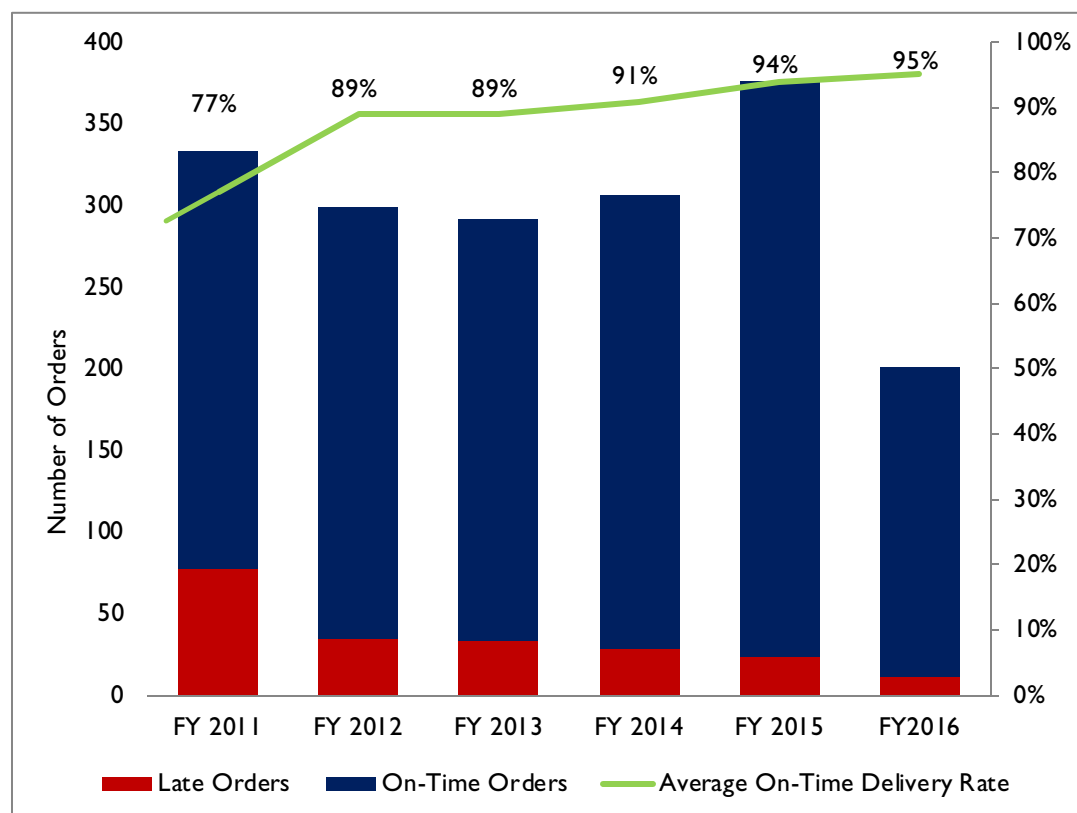
Under the supply operations portion of the task order scope of work, JSI was required to “...ensure that all country-specific requests, including those originating from non-DELIVER presence countries, receive prompt attention and accurate service.” Related to this, the primary objective of the task order’s scope of work, and a key indicator of supply chain performance, was “to improve the provision of public health supplies to USAID-supported programs by achieving a targeted Delivery-to-Promise goal of 95 percent.”

Activities and Results

Achieved the On-Time Performance Goal of 95 Percent

Over the life of the task order, JSI improved Delivery-to-Promise (DTP) performance year-over-year—from a baseline of 73 percent on-time delivery in FY2010, prior to the task order being implemented—to 95 percent in FY2016 (see figure 15). To achieve this goal, JSI built a responsive integrated supply chain and worked to continuously improve the global supply chain operations and to mitigate registration, supplier, shipping, and demand and supply planning risks.

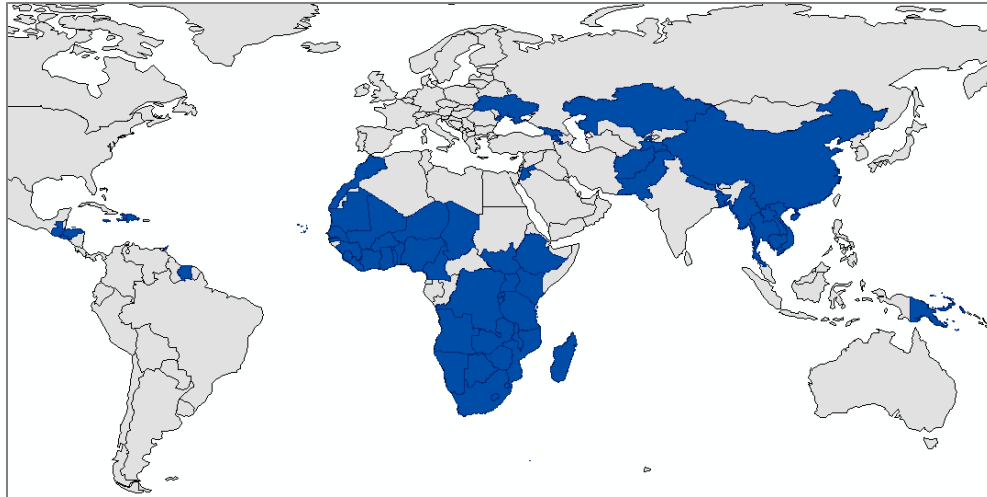
Figure 15. Total Percentage of On-Time Orders, FY2011–2016



Provided Public Health Commodities to 62 Countries Over the Life of Project

Over the life of the task order, JSI's supply chain services provided public health commodities—including condoms, contraceptive, and non-contraceptives—to more than 140 organizations and public programs supported by USAID, in 62 countries (see figure 16), to ensure a continuous supply of commodities and support strengthening for these public health systems.

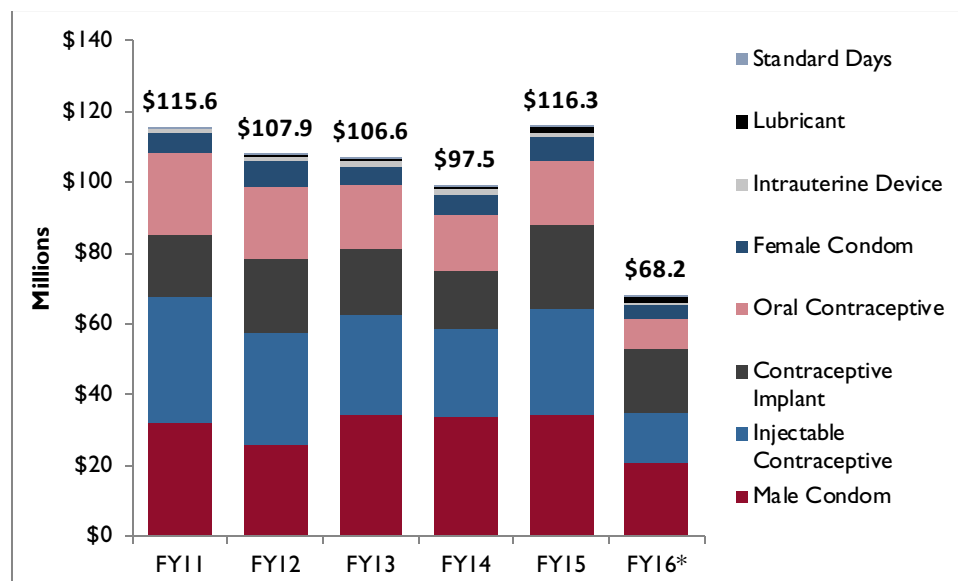
Figure 16. Countries Provided with Public Health Commodities



Shipped, on average, more than \$100 million in condoms and contraceptives each year

From FY2011 through FY2016, JSI shipped condoms and contraceptives valued at \$612 million to USAID-supported programs (see figure 17). Effective procurement and supply operations work ensured the availability of a range of methods to meet country requirements.

Figure 17. Value of Condoms and Contraceptive Shipments



*Note: FY2016 reflects the value of shipments scheduled through June 2016.

Built an Agile, Integrated Supply Chain from Supplier to Recipient

JSI's supply chain operations, to create a more integrated supply chain that met the needs of both USAID and country clients and programs, continuously improved operational efficiencies and reduced costs while remaining responsive to client needs, and meeting or exceeding customer service goals. The project maintained a continuous improvement process, based on the ongoing monitoring of supply chain performance, including cycles of operational and financial performance measurement, and evaluating potential operational improvements and innovations and their implementation, where feasible.

JSI evaluated performance and potential supply chain enhancements with upstream and downstream partners, as well as internal operations. Upstream and downstream enhancements included collaborative planning and forecasting with supply partners and other stakeholders, global collaboration activities, freight and inventory strategies, emergency order analysis, and direct order backstopping support to USAID Missions. These efforts resulted in closer collaboration with strategic partners—country clients, vendors, and global stakeholders—and contributed to improved visibility and performance throughout the supply chain, reducing risk and cost.

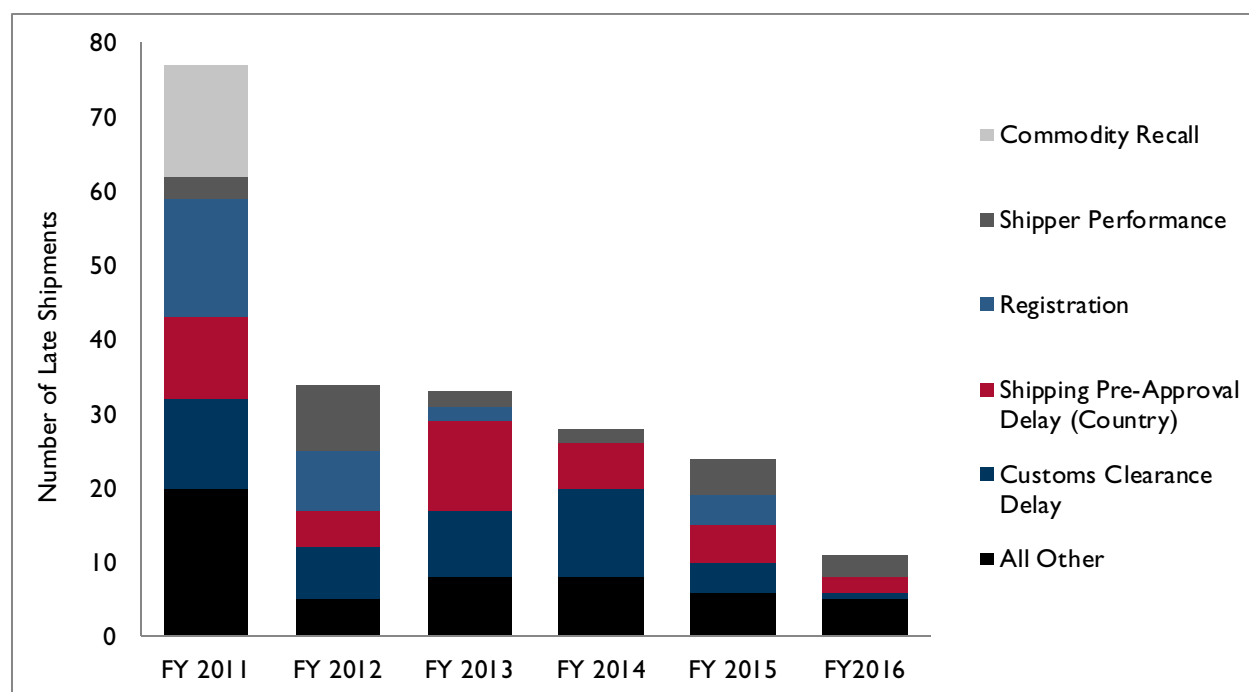
JSI also worked to improve USAID's ability to respond to unanticipated changes in supply and demand, as well as supply chain disruptions, by diversifying and strengthening the supplier base for key products (see Procurement section), quickly tailoring the inventory and fulfilment strategy to respond to immediate needs with a combination of inventory and flexible procurement options, monitoring the supply chain performance, and adjusting operations and strategy, as needed. JSI also took a risk management approach and identified and mitigated the highest potential risks to performance across all functions.

Key supply chain achievements include the following:

Effectively managed risk across the supply chain

JSI continuously worked to identify and reduce risk for USAID and to achieve the objectives of the task order's scope of work. A key component was continuous monitoring of supply chain performance and root cause analyses of critical issues. With DTP as its overall objective of the task order, JSI emphasized an understanding of the underlying causes of late shipments and put measures in place to address or correct issues, where possible. Results from these analyses informed several supply- and demand-related initiatives, including the registration task force, inventory strategy revisions, partner collaboration activities, vendor performance measurement, and others (see Procurement section *Reduced the Risk of Supply Disruption*). Collectively, these efforts contributed to improvements in DTP results over the life of the project (see figure 18).

Figure 18. Top Reasons for Late Shipments



Improved country-level supply chain data visibility to improve global forecasting, procurement, and collaboration

JSI worked at both the country- and global-level to improve supply chain data visibility and better inform commodity planning and procurement decisions. TO5 developed and implemented important tools for decision making, such as the Commodity Planning Status Report (CPSR) and the Procurement Planning and Monitoring Report (PPMR), both widely disseminated and referenced by country and global partners—see short-term technical assistance (STTA). JSI also sent the RHInterchange (RHI) daily updates of shipment data, contributing to a more comprehensive view of global donor-supported contraceptive orders and shipments. Over the life of the task order, contraceptive shipments supported by USAID represented approximately 44 percent of the value for all shipments reported through the RHI.

JSI also developed internal-use tools to develop robust demand forecasts and supply plans. An important asset and component of a robust forecast is contextual knowledge of volatile or less-predictable country demand and high-volume countries that may significantly influence demand trends. JSI leveraged these resources, its deep contextual knowledge, and best practices, combining available data with experience to achieve forecast accuracy at the global level. For 2012-2015, average forecast accuracy for the products representing more than 90 percent of the value and volume shipped is as follows: male condoms at 93 percent accuracy, oral contraceptives at 90 percent, injectables at 88 percent, and implants at 81 percent.

In addition, the Supply Operations team collaborated closely with procurement personnel to regularly share the demand forecasts with supply partners—this ensured adequate production capacity would be available to meet warehouse inventory replenishment and direct shipment needs. These collaborations between JSI and supply partners improved upstream supply visibility and helped harmonize supply and demand to ensure the continuity of supply.

At the global level, JSI participated in the CSP group, a working group that included participants from USAID, United Nations Population Fund (UNFPA), Clinton Health Access Initiative, Implant Access Program, and the RHSC. The overarching objective of the group was to improve supply chain coordination for family planning commodities through continuous, collaborative development of forecasts and supply plans among the major donors and the countries they support; to use data to improve allocation of commodities; and to foresee potential stock imbalances and address them before they became emergency issues.

Developed a commodity inventory strategy that considered evolving demand and supply trends and capacities of customers and suppliers

JSI developed and implemented a commodity inventory strategy that incorporated planned inventory holdings, supplier capacity, and demand volatility. This strategy aimed to improve the efficiency of servicing orders and ensure sufficient supply was available to cost effectively meet country demand. Inventory holdings were evaluated periodically to ensure appropriate and agreed-to levels were maintained, and considered the risk of high volume, unplanned demand versus the risk of insufficient supply, and the inability to fulfill planned orders. These levels fluctuated over time to reflect the current anticipated risks and external influences to demand, including the risk of supply interruption from the re-bid of supplier contracts, limited manufacturing capacity for sole-source products, and USAID guidance on deadlines for placing orders, etc. Inventory levels were continuously monitored to ensure all products were available and shipped within the agreed-to and acceptable shelf life limits. Over the life of the project, no condoms or contraceptives were destroyed because of product expiration.

Customers and orders were also managed closely to determine the best fulfillment method. They were segmented by time, volume, and capacity, and fulfilled with a combination of direct drop shipments from suppliers and inventory held in our warehouses. For selected commodities, a vendor-managed inventory approach was negotiated with the supplier—the supplier maintained an agreed-to quantity of commodities earmarked for USAID.

Close collaboration with suppliers and close management of inventoried commodities contributed to continuous improvements in DTP during the task order. Opportunities to reduce or avoid potential costs were also made by increasing the number of direct drop shipments—the costs for inbound freight to warehouses, and storage and handling costs are reduced or eliminated with shipping direct to countries versus shipping from warehoused inventory.

Over the life of the task order, the percentage of orders shipped directly from the supplier increased from 9 percent to 40 percent (see table 2).

Table 2. Percentage of Orders Shipped As Direct Drop, FY2011–2016

Percentage of Orders Direct Dropped	
FY2011	9
FY2012	18
FY2013	32
FY2014	40
FY2015	32
FY2016	40

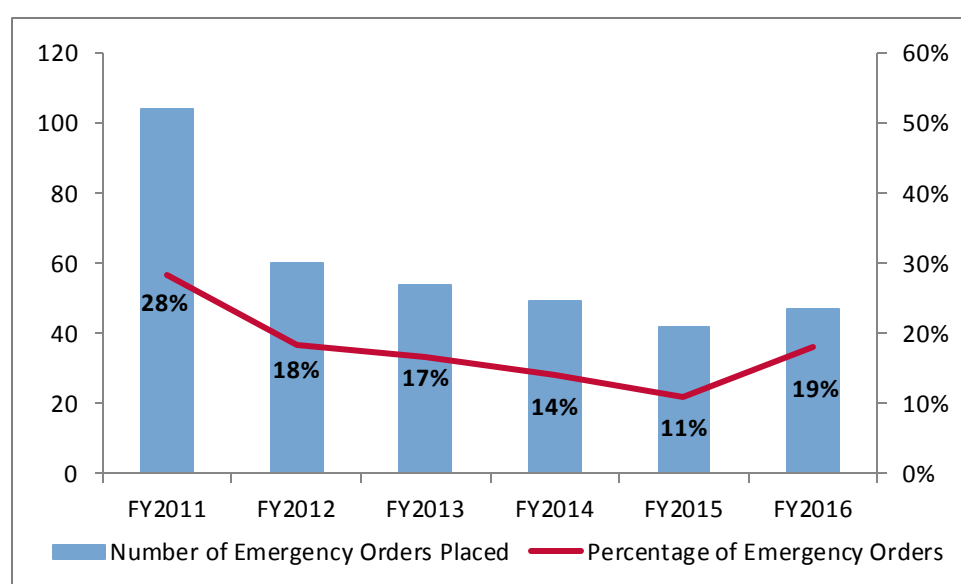
Reduced emergency orders

Emergency orders add complexity, volatility, and cost to the supply chain; they can result from insufficient (or lack of) planning or an unforeseen event or disruption. JSI worked to minimize emergency orders by improving communication with missions, CSL and other stakeholders; enhancing visibility into customer demand; and increasing global coordination. JSI also worked to

understand *why* emergency orders were being placed and develop a process to periodically analyze emergency orders; and, with USAID backstops, address the underlying causes.

Through these efforts, the task order identified countries that were likely to request emergency orders, then proactively addressed the need *before* it became an emergency. This resulted in an overall reduction in emergency order requests, both in absolute terms and relative to the total number of orders (see figure 19). This reduction in emergency orders allowed the task order to manage inventory more efficiently and cost effectively by placing and shipping more orders directly from suppliers; it also reduced the level of complexity in managing customer orders. During the same period, a reduction in stockouts was noted at the country level for USAID-supplied products (see STTA). [NB. The slight uptick in FY2016 can be attributed to countries preparing for the project inventory transition].

Figure 19. Decrease in Emergency Orders, FY2011–2016



Developed warehouse management policies that minimized risk and maximized efficiency

JSI developed and implemented warehouse management policies and systems that drove continuous improvements in inventory management and transparency during the life of the task order. JSI worked closely with our warehouse partner to ensure SOPs based on best practices were implemented, followed, and tailored to comply with USAID regulations and the task orders' scope of work. Monthly inventory cycle counts were done to continuously monitor the status of inventory and how it was being managed; any discrepancies were immediately addressed and resolved. Performance measures were also put in place to monitor quality of service and ensure orders were appropriately prioritized (e.g., emergency/air shipments prepared within five days and all others within 10 days). These processes and performance measures ensured accurate inventory was maintained and processed in a reasonable time and contributed to achieving DTP objectives.

Developed a freight strategy that considered freight partners' demonstrated strengths and cost advantages

JSI developed and implemented a freight strategy focused on obtaining the best value for reliable shipping services and sub-contracting with a small business. Shipments were bid competitively between freight forwarders for most countries; for countries with a forwarder that had an advantage in meeting local import requirements and delivery, lanes were assigned. Between FY2012 and FY2016, through competitive bidding of shipments, JSI obtained an overall cost savings of more than \$1.8 million, or an average of 19 percent. [NB. The freight strategy was developed during FY2011].

Developed online tools to improve access to order, shipment, and financial information

JSI provided 24 × 7 web-based access to funding, procurement, order, shipment, and financial data for customers and clients using a secure, access controlled platform enterprise resource planning (ERP) tool: ORION from 3i Infotech (see MIS). To improve the transfer and accuracy of data with our freight partners, we exchanged data electronically using standards-based electronic data interchange protocols; and routinely updated our order, inventory, and shipment status.

JSI also developed and implemented an online ordering system (OOS), allowing easy access for clients to place contraceptive and condom products orders. During the life of the task order, staff worked to continuously enhance the system, improving functionality and efficiency. Both USAID and country clients realized benefits from the OOS, which included error minimization, suggested receipt dates to estimate realistic delivery dates better, document tracking and version control, and alert notifications and reminders to prompt action and reduce the risk of delay or oversight of orders.

In addition to the MIS, JSI also produced a web-based version of the funds tracking database to track all the Central Contraceptive Procurement's (CCP's) obligations and how they were used. This platform was transitioned to the new contractor at the end of the project.

Improved collaboration and responsiveness through clear and responsive communications protocols

JSI worked continuously to improve communications with USAID, supply chain partners, and global stakeholders by establishing open lines of communication, including clear protocols, channels, and tools.

For USAID and its Missions, JSI established a number of routine mechanisms, including—

- routine meetings and phone calls with CSL to review activities, performance, and pending issues
- online ticketing and response system for email and phone queries from outside TO5; queries were assigned to topic queues and one person was assigned to each queue to promptly monitor and respond to queries
- assumed the role of backstop for selected USAID-supported countries and was the main CCP's main point of contact for USAID missions with regards to commodity provision.

For critical initiatives, JSI collaborated closely with USAID and, when necessary, supply partners and/or global partners to ensure the most accurate and current information was shared and risks were identified and addressed. Using this approach, JSI helped introduce new products (Implanon

NXP and Sayana Press), and transitioned out obsolete products (oral contraceptives in polyvinyl chloride packaging), with limited or no disruption to supply and no obsolete product to destroy.

During the task order closeout, staff worked closely with the new contractor and USAID to ensure that all existing orders were seamlessly transferred without incident or loss, that all existing shipments were completed as agreed, and that all warehouse inventory was transferred without exception and based on the agreed-to timelines.

Adopted a continuous improvement approach

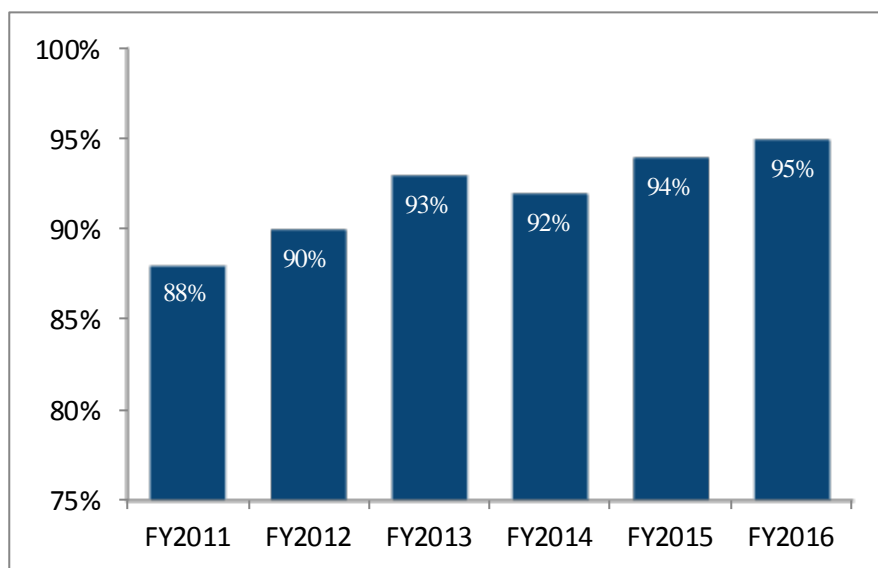
JSI sent a series of routine reports to the USAID management team for performance monitoring and to ensure full visibility into procurement activities and supply operations. These included weekly, biweekly, monthly, quarterly, semi-annual, annual, and ad hoc reports that included detailed data on task order operations. All routine reports were posted to the Project Spaces website, which authorized CSL and task order staff could access at any time. Email notices were sent to staff when reports of interest to CSL were posted and ready for review.

In addition, the task order produced two monthly reports for performance monitoring; they were reviewed monthly, in detail, with the USAID management team. Both the DTP monitoring tool and the Performance Monitoring Plan (PMP) tool enabled the task order to track performance using key indicators that signaled how well each part of the supply chain was performing, raise any issues, and make adjustments. The project's overall performance rose steadily from FY2011–2016 (see figure 20).

JSI also carried out cost analyses to evaluate operational costs and worked to minimize costs relative to the value and volume of the commodities managed. Costs were tracked for internal operations, freight, and storage, as well as the surcharge collected to cover

those costs and any gaps between costs and surcharge collected. These analyses highlighted continuous efficiency gains in the task order's operations, and helped quantify the impact on cost resulting from strategic and centrally driven decisions, such as changes to inventory strategy and preparing for the project's transition.

Figure 20. Average Overall PMP Score, FY2011–2016



Note: Data for FY2011 represent the average overall PMP score for months March 2011 through September 2011. Data is based on 5 criteria with composite metrics that assess vendor capacity to meet demand, registration, on-time shipments, inventory and product release, and customer service satisfaction.

Lessons Learned

Building a robust and integrated supply chain and continuously monitoring, measuring, and improving performance were essential components of achieving the task order's DTP objectives and USAID's commodity provision goals. Effective communication and sound processes enabled agility and flexibility to adapt to evolving country demands and operating contexts. Through building and implementing this system, JSI learned a number of lessons that may benefit USAID and others.

- *Facilitate data collection and enable data sharing throughout the supply chain.* Incorporating customer data throughout the supply chain improves the customer feedback cycle and strengthens the linkages between end-users and suppliers. The task order relied heavily on tools—such as the PPMR and PipeLine that provided information on customer inventory and demand—and personal knowledge to fill gaps and make informed decisions when data was not available. Enhanced processes to collect and integrate customer data into the supply chain would make demand planning outputs more robust and improve the upstream partners' ability to plan supply and meet demand.
- *Foster strong relationships and communication channels with upstream and downstream partners.* Operating an effective integrated supply chain depends on the coordination of the actors throughout the supply chain. JSI worked with our key suppliers and service vendors to strengthen working relationships and drive service-level improvements throughout the supply chain by establishing regular and credible communications with partners. Creating or maintaining communication channels and sharing accurate information with supply partners will be an important factor in maintaining the desired service levels as the funding and supply landscape becomes more complex, and as country needs evolve.
- *Coordinate commodity-related objectives and mandates between task orders and programs.* Tools and assistance provided to USAID-supported country programs through various mechanisms may not be consistently applied across programs, reducing visibility into in-country inventory and demand and leading to emergency orders or gaps in supply. The regular and timely use of tools and processes—for example, annual quantification and supply plans, and sharing of the results by country programs—would benefit CCP's ability to effectively and adequately fulfill country demand.
- *Maintain technical assistance and commodity procurement task orders under the same contract.* This structure benefited the task order by leveraging shared resources and knowledge in the field offices. Field office personnel facilitated access to in-country information/data visibility, enabled quick response to commodity-related issues that arose, contributed to forecasting and planning activities, and expedited customs clearance, among others. Separating task orders limited task and resource sharing opportunities.
- *Implement inventory policies tailored to CCP's supply chain objectives and commodities.* Strategic use of inventory requires inventory management policies that are not one-size-fits-all. During the life of the task order, JSI worked with CCP to adapt and apply industry best practices in inventory management through product and customer segmentation, reducing inventory holdings/investment for selected items, while ensuring sufficient supply to fulfill all orders. Further inventory efficiencies could be achieved through broader application of product and customer analysis and inventory management best practices.

Short-Term Technical Assistance

The short-term technical assistance (STTA) for supply planning, forecasting, and contraceptive security section of the task order was to, “upon the request and approval of USAID, support the supply planning and forecasting by providing STTA to program countries...to ensure more accurate orders are submitted...from field programs to allow for accurate central supply planning.” The activities in this core element of the task order ensured that project-prepared quantifications were high quality and effectively informed the project’s global demand planning. Additional activities were added to mitigate risks to the global demand planning process from countries placing unexpected or emergency orders.

Activities and Results

Improved Global Forecasting and Inventory Management

The project validated quantifications from recipient programs to help those countries prepare quantifications and to inform its own supply planning efforts. During the life of the project, 23 countries sent quantifications—16 were countries with Task Order 4 offices. The project also collected supply plans from countries and family planning or reproductive health programs that were shared with the Supply Operations team to support the global forecasting activities, allowing for more accurate central supply planning. See table 3 for yearly details on supply plans and quantifications.

Table 3. Contraceptive and Condom Supply Plan and Quantification Details, FY2011–2016

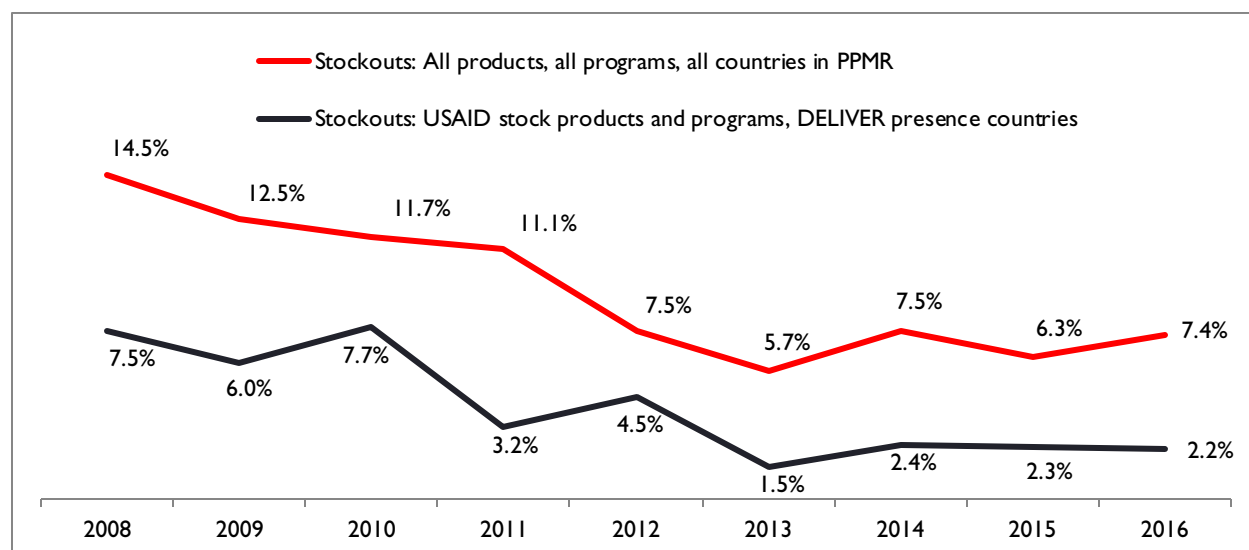
	FY2011	FY2012	FY2013	FY2014	FY2015	FY2016
Number of countries with supply plans submitted	9	9	16	20	18	12
Number of programs with supply plans submitted	9	9	19	29	32	22
Number of countries with quantifications submitted	9	9	16	21	18	11
Number of TO4-presence countries with quantifications submitted	9	9	11	13	14	10

Improved Visibility into Customer Demand

JSI developed an online platform for the PPMR system, allowing a wide and diverse audience around the world to access contraceptive stock data in programs. This system cut the time countries needed to provide reports by 50 percent, helped identify opportunities to reduce or prevent stock imbalances, and was used by the CSP group to produce global forecasts. Data from the PPMR demonstrated the value of USAID’s investment in supply chain management in terms of its own supply chain into countries, as well as technical assistance to project-presence countries. An analysis

of stockouts reported in the PPMR from 2008 to 2016 compared all countries, programs, and products to countries with project-presence that received USAID-supplied contraceptive products. The analysis showed that stockouts declined from 2008 to 2016, in general, and stockouts were, on average, 5 percent lower per year for USAID-supplied products in project-presence countries than overall (see figure 21). This reduction in reported stockouts corresponds to a decrease in the number of requests for emergency orders sent to the task order (see Supply Operations).

Figure 21. Stockouts as a Percentage of Reported Stocks in PPMR Countries, 2008–2016



JSI's report—the Commodity Planning Status Report—provided a snapshot of stockout and emergency order risk for individual country programs by evaluating a variety of factors, including whether the program submitted quantifications, quantities ordered in previous years, previous emergency order requests, etc. This report helped USAID and the task order identify countries and programs at risk of placing emergency orders and, also, determine which countries and programs were driving demand—allowing the task order to particularly focus on those when reviewing orders and funding.

Improved Coordination among Global Partners

As part of the CSP group described under the Supply Operations section, JSI provided technical input on forecast methodology and supply planning functionality, as well as data from country quantification reports, PPMR, and ORION. The group used these data to build tools for forecasting and to increase supply planning coordination among global donors.

Lessons Learned

The activities conducted under the STTA section supported the task order in achieving high forecast accuracy, reductions in emergency orders, and successful work with global partners. Through this work, JSI learned a number of lessons:

- *Data visibility is vital:* To successfully and efficiently manage an integrated supply chain, data visibility is needed into all sections of the supply chain. Often, it is a challenge to obtain in-country stock and consumption data and to ensure that those who need the data have access. JSI

created more visibility into country and program stock data by developing the PPMR—benefiting suppliers and donors, as well as in-country programs, by giving them a platform to request information and communicate requests about their shipments.

- *Field offices improve data visibility:* Throughout the life of the project, a large number of field offices were operating. Having dedicated staff on the ground in-country to manage the work improves access to information, and allows for more effective decisions to be made for supply planning, inventory management, etc.
- *Mitigating risks of emergency orders improves supply chain efficiency:* Understanding the causes of and reducing emergency orders improves the efficiency of the supply chain.

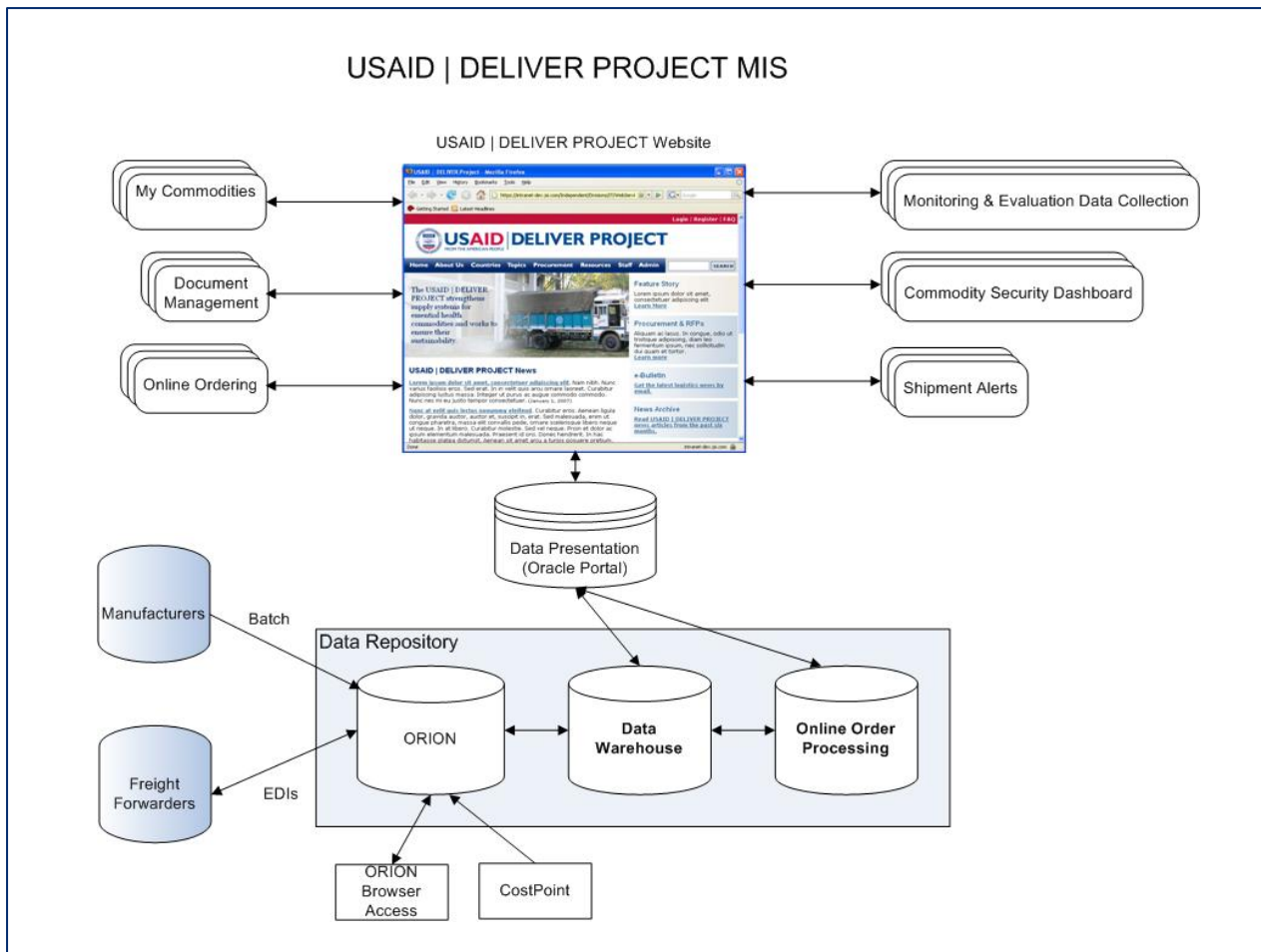
Management Information Systems

Under the MIS portion of the task order scope of work, JSI were required to “...maintain and perform system change control of a comprehensive MIS to provide current information about the reproductive health supply chain...to track the procurement of commodities from order entry to delivery...emphasis will be placed on system accessibility for all users from the Contractor, USG and partners, both centrally and in the field.”

Activities and Results

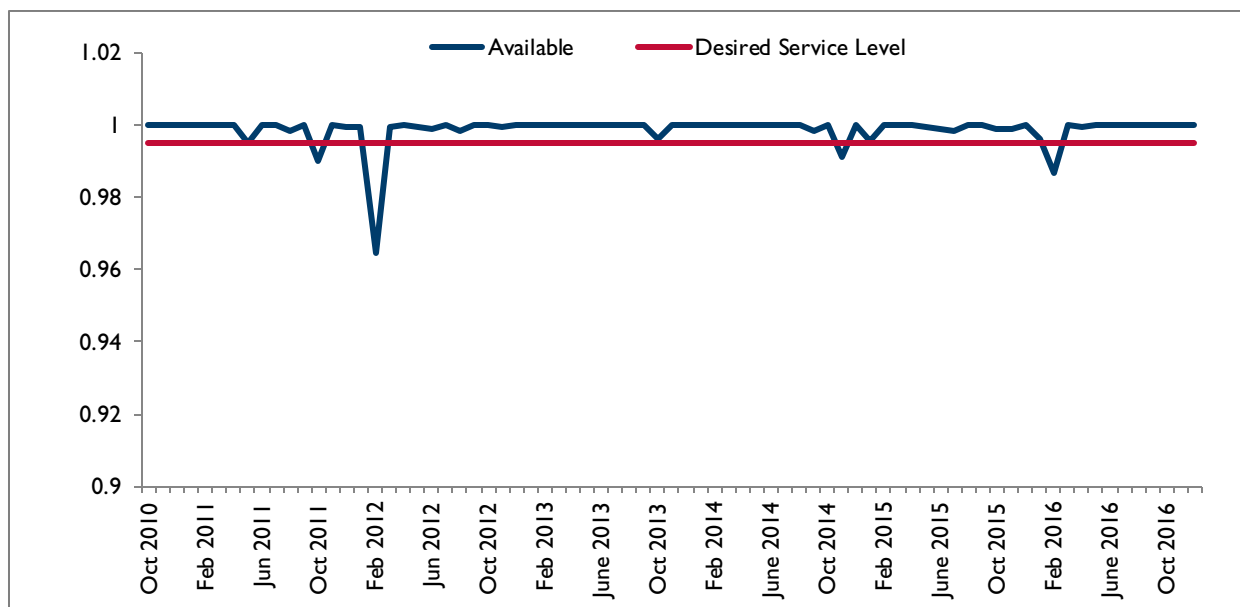
JSI met and exceeded this requirement; the MIS, an essential tool, supported daily operations, providing end-to-end visibility into USAID’s supply chain, and served as CCP’s notational accounting system. The MIS comprised a series of interconnected tools and applications (see figure 22), that provided web-based, access-controlled, on-demand information about shipments, orders, and client accounts.

Figure 22. Model of the Management Information Systems



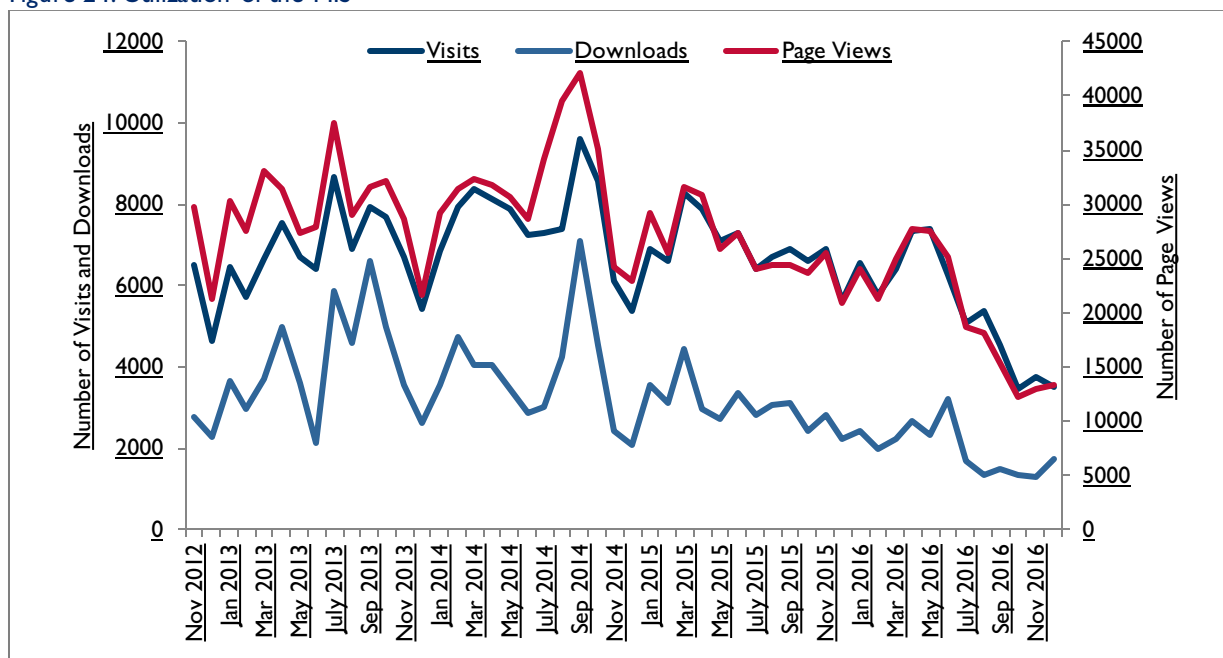
These data were available continuously to meet USAID and in-country recipient needs (see figure 23). The dip below the desired service level in February 2012 and was due to an IT infrastructure issue.

Figure 23. Availability of the MIS



Throughout the life of the project, the MIS was used regularly by missions, recipients, suppliers, other technical agencies, and individuals interested in learning more about supply chain management in developing countries. The website use remained fairly constant through the life of the task order (see figure 24).

Figure 24. Utilization of the MIS



During the life of the task order, JSI added features and functionality to the MIS to improve data quality and data visibility, and to respond to user requests for additional functionality. These included numerous functionality upgrades, new reports, and new features within the ORION ERP and the website, as well as improved connections to the extended supply chain, such as—

- implementing electronic data interchanges with freight forwarding and warehousing partners to electronically transmit and receive the data for warehouse goods receipt notification, warehouse packaging of shipments, pickup and delivery from third-party shipments, and shipment tracking legs
- adding web-based online ordering capabilities for contraceptives and other public health commodities to control the order process to USAID Missions and to make real-time order status from request to delivery available
- implementing data exchange mechanisms with USAID’s business intelligence and analytics contractor to routinely update the task order data to a central USAID supply chain data repository
- adding automated email notifications to alert clients and recipients to shipment and order status changes.

Lessons Learned

The MIS was an essential tool in building and operating an integrated supply chain. It helped the task order achieve its DTP goals by enabling USAID’s recipients manage their supply chains better, allowing JSI to better manage USAID’s supply chain. With operational enhancements and electronic interchanges with its partners, JSI improved its operating efficiency, allowing it to handle larger commodity volumes with relatively small increases in operating costs. In building and operating the MIS, JSI learned a number of lessons that may benefit USAID and others.

- *Ensure that the operating platform is flexible and adaptable.* The MIS supported all the task orders under the project; each one had slightly different operating models. The MIS needed to support all those models and evolve, over time, as the needs of the task orders changed.
- *Streamline USAID’s funding and ordering processes to the extent possible.* The complexity of these processes increased the time needed to process orders and shipments and made it difficult to provide self-service ordering via the MIS to USAID Missions. Streamlining and possibly harmonizing across health areas for the processes and decision rules could reduce the overall operating cost of the MIS and supply chain and would enable missions to be more responsible for their order management.
- *Incorporate visibility into demand and inventory at the country level into the MIS.* To avoid emergency orders and cancellations, and plan its activities better, the task order worked diligently with USAID to understand the country-level demand. However, the data from this work was not captured in the MIS. Originally, plans were made to do so, but the work was not funded. Funding would have allowed the task order to develop more efficient planning and performance management processes.
- *Develop a self-service analysis capability.* The task order developed a wide range of reports and was very responsive to requests for data. However, a self-service business intelligence tool would have facilitated access to the MIS data and analysis by USAID and task order staff.

- *Use electronic data interchange to the extent possible.* The electronic data exchange increased the speed at which data were entered into the MIS and the accuracy of those data. Adding additional data connections with suppliers and in-country recipients would further improve data quality and data visibility.
- *Build as much intelligence into the MIS as possible.* This can be through validations, tickler reports, and automated alerts, among others; they improve data quality, performance, efficiency, and customer satisfaction.

Continuation and Sustainability

The task order worked closely with USAID to ensure that its supply chain activities would continue and be sustainable in the following ways:

1. *Sharing data.* The transaction data from the task order's MIS was shared with USAID's business intelligence and analytics contractor to ensure that USAID continues to have access after the task order ends. The task order also provided a subset of data on shipments to UNFPA's RHI; those data will remain visible to authorized users of the RHI.
2. *Seamless handover to USAID's new contractor.* The task order worked closely with USAID and the new contractor to ensure a smooth and seamless transition for pending shipments and inventory. During this process, customers continued to receive their shipments, as requested.
3. *Strengthening global markets.* Through the task order's supplier engagement efforts, additional suppliers entered the market for USAID-supplied contraceptives and condoms. Through the task order's participation in quality harmonization and supply coordination efforts, suppliers were incentivized to improve quality standards by having access to a potentially larger market and suppliers gained better visibility into market demand. Through the procurement excellence activities, TO5 and USAID identified opportunities to take better advantage of global markets or to encourage entrants into particular markets.
4. *Improved visibility into customer demand.* By developing the web-based procurement planning and monitoring report that routinely collects and analyzes information on contraceptive security, demand, and inventory; and support for the routine evaluation of these data for short- to medium-term supply planning by the RHSC, the task order helped institutionalize improved visibility into in-country demand.
5. *Established a performance baseline.* With the collection and monitoring of indicators over a period of years, USAID has a baseline against which to measure future supply chain performance.
6. *Analysis of supply chain costs.* Through regular expenditure analyses, USAID better understands how much it costs to operate its own supply chain and how it might improve its cost recovery to better match revenue (funding) with expenses.

Thanks to these efforts and more, USAID continues to operate its global supply chain within an expanding global market for contraceptives and condoms and has reference points to measure performance and efficiency.

For more information, please visit deliver.jsi.com.

USAID | DELIVER PROJECT

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