

**Mission Report – Republic of Uganda**  
**AMP Technical Assistance**

<b>Mission Dates:</b>	25 <sup>th</sup> May to 13 <sup>th</sup> June 2016 (inclusive of travel time)
<b>Location:</b>	Kampala, Uganda
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<b>Date of Report:</b>	June 20 <sup>th</sup> , 2016
<b>Subject of Report:</b>	Uganda UC LLIN Campaign – 2016/2017

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**Proviso**

In preparation of all documents, every effort has been made to represent the most current, correct, and clearly expressed information possible. Nevertheless, inadvertent errors in information may occur. The information and data included have been gathered from a variety of sources and through collaborative meetings, but are subject to change as Uganda program decisions are made at various levels. This report represents a summary of the collaborative processes / discussions engaged in the country and by remote support between 8<sup>th</sup> May and 18<sup>th</sup> June 2016.

**Reference documents reviewed / utilized (partial list):**

1. Uganda Implementation Guidelines, finalized and dated May 2016
2. Draft Logistics Plan of Action, June 2016
3. Draft timeline, updated June 2016
4. National Communication Strategy for Malaria Control in Uganda, dated September 2015
5. Report on the Mass Distribution of LLINs to Achieve UC in Uganda, dated October 2014
6. GFATM Round 7 Phase 1 LLIN Report, dated August 2011
7. UC of LLINs in Uganda – Insights into the Campaign Implementation, dated October 2014
8. Mass Distribution of LLINs for UC in Uganda – Evaluation Report, dated December 2014
9. Uganda MIS Survey 2014-2015
10. PMI ITN Access and Use Report - 2016
11. Decision-making on intra-household allocation of bed nets in Uganda, 2014
12. Impact of a behaviour change communication programme on net durability in eastern Uganda, 2015
13. Qualitative Assessment of Campaign Reach and Effectiveness of Approaches in Increasing Demand for Long Lasting Insecticide Treated Nets (LLINs). Malaria Control Culture Project – Tororo, December, 2014
14. Timing of malaria messages for target audience on radio airwaves, 2012

### Contacts during mission period (partial list)

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### Background

Uganda has the third highest number of annual deaths from malaria in Africa, as well as some of the highest reported malaria transmission rates in the world, with approximately 16 million cases reported in 2013 and over 10,500 deaths annually (UMRSP, 2014 – 2020). In addition, malaria has an indirect impact on the economy and development in general. The socioeconomic impact of malaria includes out-of-pocket expenditure for consultation fees, drugs, transport and subsistence at a distant health facility. These costs are estimated to be between USD 0.41 and USD 3.88 per person per month (equivalent to USD 1.88 and USD 26 per household). Household expenditure for malaria treatment is a high burden to the Ugandan population, consuming a larger proportion of the incomes in the poorest households.

Malaria has a significant negative impact on the economy of Uganda due to loss of workdays because of sickness, decreased productivity, and decreased school attendance. A single episode of malaria costs a family on average 9 US dollars, or 3% of their annual income. Workers suffering from malaria may be unable to work for an estimated 5-20 days per episode. Given that many people are infected multiple times a year, this has substantial financial consequences to families, as well as the economy of the country as a whole. A poor family in a malaria endemic area may spend up to 25% of the household income on malaria prevention and treatment.

In response to this heavy burden of disease due to malaria, the Government of Uganda's (GoU) National Malaria Control Program (NMCP) has adopted a multi-faceted approach to malaria control and prevention that is embodied in the Uganda Malaria Reduction Strategic Plan (UMRSP). The purpose of the UMRSP 2014 – 2020 is to provide a common framework for all stakeholders to accelerate nationwide scale up of evidence-led malaria reduction interventions by the government, its development partners, the private sector and all stakeholders. It stipulates the priority interventions, the strategic re-orientations and the investments required for achieving the goals and targets.

The national long-lasting insecticidal net (LLIN) universal coverage distribution planned for 2016 – 2017 directly responds to the UMRSP strategic objective of achieving and sustaining protection of at least 85% of the population at risk through recommended malaria prevention measures by 2017. In addition, the opportunity for Uganda to both respond to its own insecticide resistance problems through distribution of PBO nets, and to contribute to the global body of knowledge on the effectiveness of new mosquito nets through rigorous evaluation, is an enormous opportunity for advancing malaria prevention.

The implementation guidelines that have been developed provide the framework and guidance for all partners involved in the LLIN campaign to ensure that all actors are working according to the principle of the three 1's: one strategic plan, one coordination structure and one monitoring and evaluation plan. It is to be noted that the guidelines and associated communication and logistics plans will need to be updated as more information becomes available about the framework for evaluation of the PBO nets.

#### **Mission terms of reference**

##### *Advocacy, Communication and Social Mobilization (ACSM) support*

1. Finalize ACSM budget
2. Develop ACSM microplanning tool
3. Finalize ACSM timeline
4. Assist in the development of training manual and teaching aids

##### *Operations support*

1. Assist the National Malaria Control Program (NMCP) in updating the Implementation

Guidelines (IG) based on the results of the last campaign;

2. Together with Communication Consultant, assist the advocacy, communication and social mobilization sub-committee in developing a plan of action and timeline, including key messages and channels for dissemination and a plan for managing any rumors/negative communication, and ensuring that messages for repurposing/recycling old/non-viable nets in households are included;
3. Together with Communication Consultant, assist the operations and advocacy, communication and social mobilization sub-committees in developing job aids for social mobilization, household registration and LLIN distribution to be used by Village Health Teams (VHTs);
4. Assist the operations and monitoring and evaluation (M&E) Committees in developing training manuals in the overall implementation of the campaign to be used by central, regional, district and sub-county teams, as well as manuals for VHTs in household registration and LLIN distribution;
5. Assist the operations and M&E sub-committee in developing an agenda and materials for the training of the district biostatistician and data management teams;
6. Assist the operations and M&E sub-committee in finalizing the data collection and data summary forms for household registration and LLIN distribution; and
7. Assist the operations and M&E sub-committee and the Ministry of Health Resource Center in refining the Data Quality Assurance (DQA) protocol and tools.

#### *Logistics Support*

1. Assist the Operations, Monitoring and Evaluation, Logistics and Communication Committees in developing a standard report format for sub-counties and districts;
2. Assist the Logistics Committee in developing a training agenda and manual for central, regional, district and sub-county teams, developing a training agenda and manual for parish chief, LC1 and warehouse managers;
3. Together with Technical Consultant, assist the Operations, Monitoring and Evaluation, Logistics and Communication Committees in drafting a final letter to districts about micro planning timelines and information to be collected, final templates for district level workshops and consolidation of micro planning data, a scope of work and deliverables for central level micro planning support team members, a central training agenda and district workshop agenda and central level training materials;
4. Assist the Logistics Committee in developing final supply chain management tools (waybill, stock sheet, inventory sheets, tally sheets, etc.);
5. Assist the Logistics Committee in developing macro and micro transport and storage plan templates and a commodity management assessment protocol and tools;
6. Assist the Logistics, Operations and Monitoring and Evaluation Committees in developing standard procedures for the management of LLINs left over post-campaign;

7. Together with Technical Consultant, assist the Operations and Monitoring and Evaluation Committees in developing a training agenda and materials for the training of the district biostatistician and data management teams.

### **General overview of planned distribution**

The 2016-17 campaign aims to achieve the following objectives:

- 90% of all households with enough LLINs to reach 1 net for every 2 people
- 85% utilization of LLINs distributed

The campaign will focus on behaviour change communication to ensure that already high knowledge of malaria is translated into high LLIN hanging and utilization rates, as well as net care and repair actions.

Uganda undertook a UCC in 2013/14 after which the exercise was evaluated and key lessons learnt were earmarked for performance improvement of the planned 2016-17 campaign. Planning documents were developed in late 2015, and at the time of a previous AMP TA mission, Uganda was facing a large gap in both nets and operational costs. Since that TA mission, the gaps in nets and operational costs appear to have been addressed, with a final confirmation on operational costs still to come once the budget is available.

The NMCP is planning to distribute LLINs to all 112 districts in Uganda, in an effort to bring down malaria-related morbidity and mortality. There is no gap in LLINs for the campaign at this time as 24 million nets have been committed through a variety of sources:

- 12.3 million LLINs through the GF's Pooled Procurement Mechanism (PPM) process
- 10.7 million LLINs that AMF will purchase and a yet unknown shipping and inward processing mechanism
  - 5.1 million PBO nets have operational funding from the GF
  - 5.2 million non-PBO nets have operational funding from DFID
- 1 million through PMI procurement process and with PMI operational funding

### **Situation on arrival**

On arrival in Uganda, the Programme Manager (PM) welcomed the technical assistance and reviewed the terms of reference and the expected work (deliverables) to be completed. The TAs had received and updated the documents from the previous AMP TA mission including the PBO nets and aspects related to their acquisition (such as 105% monitoring).

At the beginning of this mission, three of the base documents (implementation guidelines, logistics plan of action, timeline), existed in draft form while the budget had not yet been adapted in line with the revised guidelines and approach. The addition of the PBO nets added a new level of complexity to the planning, particularly given the fact that these will be evaluated in terms of their effectiveness, and all documents needed to be updated to account for new planning parameters. Unfortunately, all information for the PBO net deployment was not

available during the previous in-country mission, so documents needed to be updated as more information was made available.

During the mission, the NMCP was spread very thin as the staff were working on other activities including a CCM field visit that occupied the M&E team, finalizing support documents for the reprogramming request to the Global Fund that was taking place in Jinja town and this took up the attention of the M&E and vector control staff; meetings and activities in the North where there is an epidemic; and planning for a high-level malaria advocacy meeting.

AMP's technical support to NMCP for the UCC focused on the LLIN distribution (without knowledge of the evaluation framework of the PBO nets). Global partners are discussing the deployment and evaluation of the PBO nets in Uganda. Clarification of issues concerning PBO distribution and evaluations will set the stage for the development of messages around these issues, and AMP included such future message development in the ACSM work plan. Information on the PBO distribution and evaluation will also be required to finalize logistics and operations / M&E plans to ensure high quality implementation that will facilitate the evaluation of the effectiveness and impact of the PBO nets.

### **Mission roll out and main accomplishments**

#### *ACSM*

1. With TA support, the ACSM team was able to finalize the communication component of the budget to be presented to the Global Fund
2. ACSM micro-planning tool developed for use by Ugandan district health teams
3. ACSM implementation timeline drafted and integrated into the overall UCC timeline
4. Outline for ToT ACSM PowerPoint and guide for training VHTs in BCC drafted.

#### *Operations*

1. The Implementation Guidelines have been finalized. It is based on this document that other core plans such as the training package and budget have been developed.
2. The campaign budget is in an advance draft with only program management and data management costs to be added. The data management strategy under discussion is quite modern and ambitious. It will require detailed planning including the infrastructure needed – software, hardware, and human resources.
3. Eight waves have been developed in order to make the scale of implementation manageable. Most waves have 16 districts and the biggest waves will be the last ones when the program will have gained adequate experience to manage them.
4. The timelines for all the waves have been developed. This will help guide the campaign process as well as inform the donors when to deliver nets and how many nets to deliver.
5. The 105% data collection has been incorporated into the implementation guidelines and training materials to ensure the quality of the household registration phase. District-level electronic data entry is also incorporated in the IG and TM. End Process was also included.

This is rapid monitoring at the end of the LLIN distribution in order to verify the coverage and quality of the UCC prior to moving LLINs away from distribution or pre-positioning sites.

6. A microplanning package has been provided that contains templates of a microplan as well as the tools required to obtain the information that will be used to populate it. The NMCP team was oriented on the microplan.
7. The implementation training manual has been highly reduced in size, simplified and less specific. This is because most of the information in it is in the Implementation Guidelines. Additionally, a training package was provided in electronic form that contains folders of ready-made presentations, meeting agendas, campaign tools and even speeches. Before a training session, the facilitators must review the specific package designed for their training. There will be flexibility to adjust the content as lessons are learned and also as the teams work in special areas, e.g. urban; PBO study areas. Basically, when it is time for registration, there will be a HHR folder within the training package that can easily be accessed and used as it is and when PBO-related issues are settled, slides can be added into the presentations and messages into the BCC folder. After the first two waves, and generally at any point in the campaign (eg after the first PBO net distributions), trainers, the sub-committee members and field teams can easily review and improve small aspects of one or two presentations such as phrasing or arrangement of content based on experience without interrupting the campaign or going through a formal review process. A template of a training package has been provided that is based on one that was developed by Roll Back Malaria partners, reviewed in 2016 with MC leading the process. A small working group should be formed to finalize the contents of the training package as more information is made available.

### *Logistics*

1. Training agenda for logistics trainings was developed and it is part of the training manual
2. There will be a need of 2 days training on logistics for central level macro logistics (warehouse management, transport/dispatch planning and tracking tools).
3. A second level of training will be for micro logistics management. 1 day training agenda and contents for this was also developed. Training will happen at district level with 1 warehouse manager and his assistant from each sub county of the district
4. The standard tracking tools that will be used are waybills, stocks cards, tally sheet and logistics report form (this one to be compiled at sub county level for each warehouse).
5. Number of tracking tools have been quantified and budgeted.
6. Different standard data collection tools for micro planning were presented and discussed with NMCP team leaving room for adjustment according to the Uganda context
7. Quantification of nets by wave and sub county was completed.
8. Preliminary transport and storage plans based on the quantification were developed.
9. Preliminary Log plan of action was developed and concluded.
10. Waste management was discussed, reviewed and budgeted.

### **Issues and points for discussion**

Uganda's UCC will be very complicated in 2016-2017 and will require a lot of attention to detail on the planning and implementation.

#### *ACSM*

1. The biggest challenge for the ACSM subcommittee is one of accomplishing all the preparatory work needed for the roll out of the campaign. A decision was reached to forego the branding activities because of all the pre-campaign activities in the ACSM realm that need to be accomplished in a relatively short time
2. NMCP will have to exercise strong leadership to mobilize its communication partners to implement the UCC communication plan.
3. It will be important to organize a workshop as soon as possible to adapt malaria messages to reflect issues about barriers to net use and care. To inform this workshop's deliberations, the team is planning a series of quick Focus Group Discussions into behavioural barriers to net use in regions with low access-to-use ratios and in the Northern Region, which is experiencing a malaria epidemic, in order to better understand what types of messaging will be required to overcome barriers to net use.
4. It will be important for NMCP to continue developing its institutional capacity in ACSM. It is recommended that the current intern become a salaried position in order to insure adequate staff power to coordinate this complex undertaking. Another way of contributing to this goal is to create an accessible online archive of research study findings about ACSM issues relating to LLINs. This will help ensure that future message and branding design are based on scientific data and will help to inform a coordinated ACSM research agenda.
5. There was not enough time in this TA mission to revise the communication of the training manual, and it is recommended that NMCP deploy partners to produce the teaching and learning aids needed at all levels of training as well as to draft a narrative for ACSM components of the training manual. An outline of a ToT slide show dealing with the ACSM strategies has been provided to NMCP as well as well as a draft interactive approach to VHT communication training.

#### *Operations*

1. There is need for timely information sharing and alignment of partners therefore we would recommend a weekly Uganda campaign conference call to help support this.
2. A lead agency for the campaign should be appointed; if this is the concept that will be used for the campaign this should be done as an immediate priority.
3. The coordination structure of the campaign consists of a National Coordinating Committee (NCC) and workstream sub-committees. The TAs observed that the sub-committees consisted of persons that were quite senior and from diverse sources and therefore not able to actively participate in the daily work of developing planning documents. These subcommittees demanded presentations of products from the NMCP rather than actively developing plans. The TAs also observed that the members of the three sub-committees often were the same people. The TAs therefore recommended that the NMCP set up

technical teams within the sub-committees, similar to the structure in the field, and appoint people who could take the time to work on certain campaign related documents and day-to-day activities as they unfold. The technical teams would act as working groups and would also make themselves available for closed door working sessions during TA missions.

4. The National TOT is a single event that will train approximately 500 people, enough to cover approximately 30 districts (400 sub-counties) and should be a 4-day training conducted in several separate sessions of manageable sizes. This will provide the core people with skills in all aspects of the campaign and a high level of knowledge about their specific technical area. In short, the core team has to be technically sound so that the quality of trainings being cascaded to the districts is very high and the assistance provided is of equal quality. The challenge in this regard is the huge number of people to be recruited, trained and managed and this process must be defined and begin as quickly as possible.
5. In the previous mission report. AMP recommended that the NMCP ensures sufficient staffing for the campaign, including a campaign coordinator. The focal point needs to be able to convene individuals in sub-committees and formal and informal meetings to gain consensus on issues and continue moving the campaign forward between NCC meetings. This person would be a 100% campaign person working with the full assistance of the vector control teams. There should also be a lead agency TA campaign coordinator. These two persons are required to keep the campaign on track and assist the Program Manager in communicating to higher-level leadership and partners. The update on this issue is that NMCP and partners identified an individual to take the position of campaign coordinator but the two parties were unable to schedule meetings to move this forward. This situation was still in an indeterminate state by the end of the mission.
6. AMP recommended that net cards (vouchers) be used in general and particularly in urban areas to streamline the distribution process. This recommendation was not taken up and therefore was not included in the planning documents that were developed. It is recommended that the urban strategy is subject to more detailed discussion and planning based on the experience in the first urban areas that will be included in the campaign in the Northern Region.
7. PBO nets: The introduction of PBOs as part of the UCC gives rise to number of issues that require resolution before these nets can be delivered and all campaign documents finalized. It will be important for NMCP, AMF and all partners involved in this campaign to work together to address these issues.
  - In order to help finalize the UCC's planning and budget for logistics, it is necessary that the campaign technical sub-committees receive details of the design of the PBO evaluation. It will be important to understand how the PBO and non-PBO control localities are to be selected and broken down to help determine how to organize transport to prevent mixing up of PBO and standard LLINs and how waste management will be implemented (e.g. whether the NMCP will be transporting empty packages to locations where NDA will collect them or whether NDA will be picking them up from each distribution point).

- In terms of the communication messages, the details on the PBO nets and any specific care issues will be important for standard messaging and adjustment of training and data collection materials as needed.
- As mentioned above, the management of waste must be considered since these nets will come with individual packaging. This affects all of the different technical sub-committees (operations, logistics and communication), so it is important to ensure that planning and information are harmonized across the three sub-committees.
- The NMCP Program Manager planned a meeting with NDA to discuss the in-country testing procedures and ensure that there will be no blockages or delays related to this process. NDA must be prepared to analyse both LLINs and PBO nets as they arrive and must propose a plan for the management of the PBO net waste.

### *Logistics*

1. The logistics operation will be extremely complex versus what has been done in the past distributions, considering different types of nets coming into the country and the fact that nets will be moved from central warehouses directly to sub counties
2. Nets will be sent from point of entry to central warehouses in Kampala by GF through PPM and AMF through their own arrangement.
3. LLINs will enter at the central warehouses in Kampala. Storage at the central warehouses in Kampala will be the responsibility of IDA for the GF nets and ACOM for the AMF nets.
4. The MoH/NMCP will be responsible for the organization and procurement of transport for the movement of nets from central warehousing to the sub counties (where ideally 75% to 80% should be prepositioned) and further down to the distribution points based on the final figures of the household registration.
5. NMCP is still discussing the best way to handle the procurement process for the transportation of nets from central warehouses to the sub counties. Standard procedures, guides and tools for this procurement process (call for tenders, selection criteria and contracts) have been provided. It is critical to review the available documents and publish the tender as soon as possible in order to minimize delays in campaign implementation. Uganda's procurement policies and timelines must be followed unless there is a written non-objection to modifying the process.
6. A very strong logistics team will be required at national level for the management of macro logistics and support the micro logistics as well. At this point, till the end of the mission only two people were identified with potential to be part of this team. Considering that warehouse management at central level will be done by a third party, a minimum of 5 people from MoH/NMCP will be required to be part of this team at national level to lead, provide guidance and monitor all the movement of nets from central warehouses to the sub counties based on the developed log plans.
7. There is a need for much more detailed microplanning and micro logistics (transport, storage) planning in order to develop operational budgets. Currently, the cost per net from sub-county to distribution points is quite high to allow for a global amount. Microplanning

and development of detailed transport plans will ensure a cost per net that is aligned to the reality of each sub-county.

8. Finalization of waste management planning is important in order to ensure that any budget requirements can be met.
9. The success of the logistics operation for Uganda's UCC will be dependent on: (a) detailed planning to the lowest levels; (b) ensuring that all personnel in the supply chain are trained on the tools required to ensure accountability in the supply chain; (c) ensuring that the tools for the supply chain management are produced early and are available in warehouses and for transport purposes; (d) effective monitoring and supervision by the central and district teams.

### **Key next steps**

The key recommendations and next steps are found in Annex #1, the mission debrief notes, which were discussed during the debriefing done prior to the consultant departure from the country.

### **Conclusion**

With the completion of this T.A. mission, we would like to extend our sincere thanks to NMCP and their partners for all their cooperation. Distance support and assistance in the campaign planning is available (if needed). We wish NMCP, stakeholders and all partners continued success with the planning and, eventually, the implementation of LLIN UC campaign in 2016/2017.