



THE REPUBLIC OF UGANDA  
MINISTRY OF HEALTH



# Long-Lasting Insecticide Treated Nets (LLINs) Mass Distribution Campaign

## Progress Report

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November, 2023

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# EXECUTIVE SUMMARY



LLINs in an NMS warehouse: Upon receipt of the LLINs from offshore and authentication of all due quality control checks by NDA, LLINs are stored in approved warehouses before they are dispatched to the respective districts.



*Also, the report outlines the progress for this particular distribution campaign and charts immediate strategies for its successful completion*

The report presents an update regarding the progress of the Long-Lasting Insecticide Treated Nets (LLINs) Campaign in terms of its macro, micro and implementation levels. This report specifically addresses the 2023 Distribution Campaign of LLINs, providing insights into past achievements and highlighting the accomplishments of this ongoing 2023 campaign, currently in its third wave of distribution. Each distribution wave corresponds to specific districts. Also, the report outlines the progress for this particular distribution campaign and charts immediate strategies for its successful completion.

Funding for this campaign is provided by The Global Fund to Fight AIDS, Tuberculosis, and

Malaria, the Against Malaria Foundation (AMF), USAID, President's Malaria Initiative (PMI), and the Ministry of Health, steering the campaign through funding, governance and coordination for comprehensive response. This initiative places significant emphasis on institutionalizing logistics and supply chain management through the National Medical Stores (NMS) and ensures quality assurance mechanisms through the National Drug Authority (NDA). It also emphasises stakeholder management, inclusion of refugees, and collaboration across multiple sectors. The implementation of the LLIN campaign, amidst an extended malaria epidemic, has been incorporated into the Incident Management System as a component of the overall Ministry of Health's response plan.

# Highlights at a Glance



*The significant achievements of this campaign encompass a 99.7% success rate in LLIN procurement*



Offloading of LLINs at an NMS warehouse: As part of its logistical mandate, NMS receives and stores all LLINs in accordance with the net type and district of distribution.



**LLIN Distributed:** As of the current reporting period, a successful distribution of 15,349,960 (Nov 1, 2023) LLINs has been completed. This achievement signifies 54.2% of the total target set for LLIN distribution by the conclusion of the campaign.



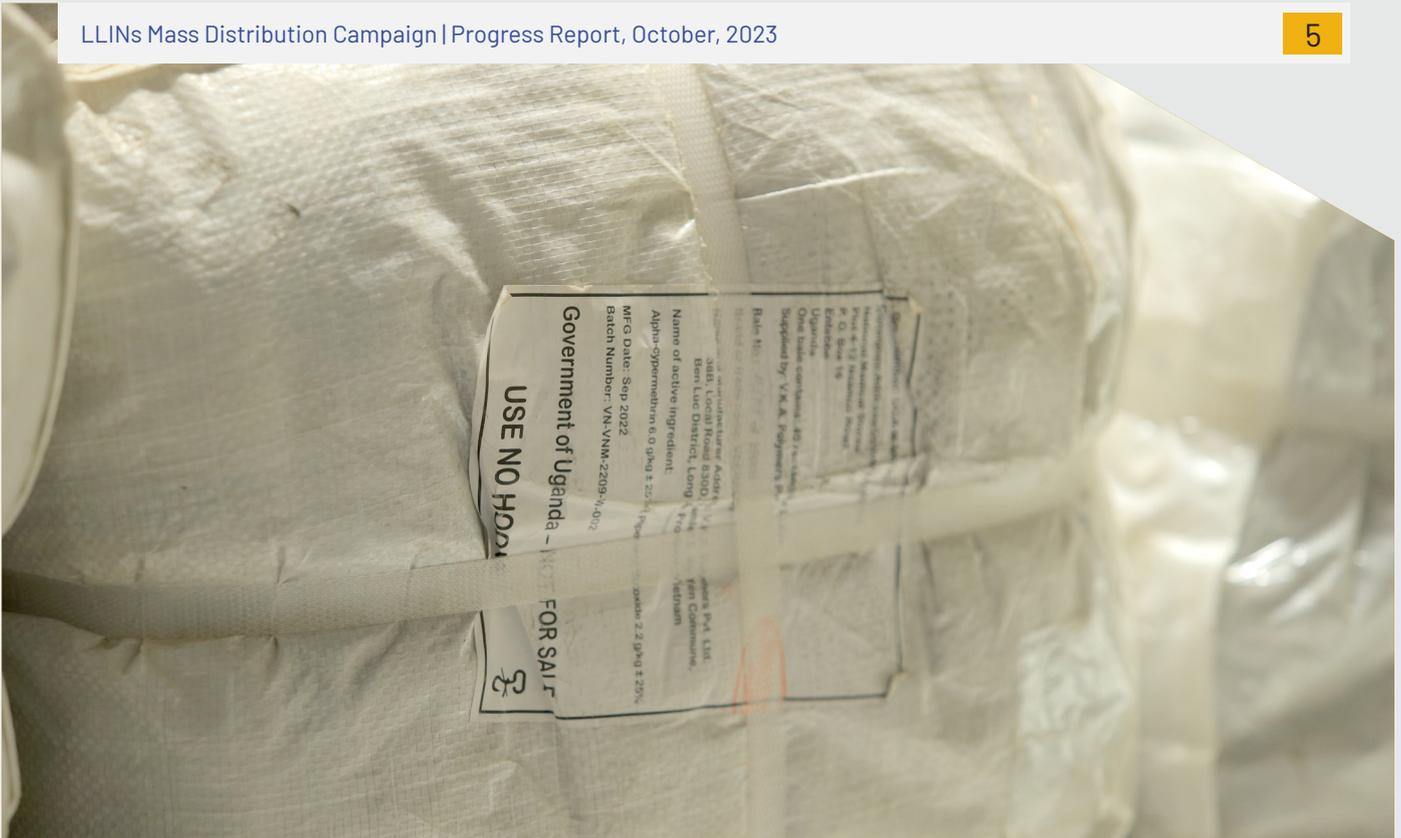
**Geographical Reach:** Distribution has been implemented in 79 out of the 146 designated districts and cities, accounting for a current 54.1% coverage.



**Population Coverage:** A total of 23.4 million people out of 46.7 million planned have received LLINs representing 50.1% of the population.



**Institutional Integration of the Campaign:** This initiative has been significantly institutionalized, leveraging existing government frameworks from the national level down to the village level. Uganda's National Medical Stores (NMS) has played a central role in logistical support, overseeing the warehousing and transportation of LLINs from positioning centres to prepositioning centres, and finally to distribution sites. Government agencies UNBS and NDA have been responsible for testing and validation of LLINs to ensure they adhere to the necessary standards.



**Accomplishments:** The significant achievements of this campaign encompass a 99.7% success rate in LLIN procurement. The institutionalization of the campaign through the utilization of government structures, operating from the national level down to the village level, has been a key milestone. Additionally, all LLINs subjected to testing by NDA and UNBS have achieved a 100% quality rating, meeting the necessary standards. The stability and operational efficiency of the Electronic Data Management Information System (EDMIS) for housing micro-planning, registration, and distribution data—a pivotal database for the campaign—stands as another noteworthy achievement.



**Challenges and Mitigation:** While progress has been achieved, challenges such as the campaign's delayed commencement, where the campaign began in June, six months after planned commencement date,

late engagement of key stakeholders, and an unfortunate fire incident that affected one of NMS' warehouses have impeded the campaign's timeline. However, the campaign has triumphed through these challenges registering over 50% distribution coverage within 5 months. Regarding the fire incident, we are confident NMS shall recover the value of the nets destroyed since the nets were comprehensively insured.

Moving forward, the campaign aims to intensify efforts in areas where distribution targets have not yet been met. The focus will be on optimizing logistics and reinforcing community engagement to ensure maximum coverage and utilization of LLINs in the ongoing fight against malaria.

This progress report reflects the collective dedication and commitment of stakeholders towards the goal of achieving reduced morbidity and mortality as a result of the malaria epidemic in Uganda.

# INTRODUCTION

The LLIN Universal Coverage Campaign is supported by Global Fund (GF), US President's Initiative (PMI) and Against Malaria Foundation (AMF). The 2023 campaign is benchmarking on the performance and the lessons drawn from the previous campaigns. The 2010 campaign where 7.2 million LLINs were distributed to 32.3 million people, in 2013/2014 a total of 22 million LLINs distributed to 36.7 million people, in 2017 a total of 26.4 LLINs distributed to 39.2 million people, and in 2020 a total of 27.8 million LLINs distributed to 44.4 million people.

For the 2023 campaign, the Ministry of Health (MoH) under the National Malaria Control Division (NMCD) has procured 28.8 million LLINs to be distributed to a population of 46.8 million people in 9.4 million households by the end of the campaign.

## Purpose of the Report

The purpose of this report is to provide updates to stakeholders and the general public regarding the implementation of the campaign and highlight challenges and mitigation plans as we work towards the goal of universal coverage of the population with the LLINs.

The report covers macro and micro implementation levels of the campaign and post campaign activities, highlighting progresses in line with the campaign technical implementation arrangements that cover operations, logistics, M&E and SBCC.

The report also highlights key campaign achievements so far, challenges and possible recommendations for its successful completion.



*The LLIN Universal Coverage Campaign is supported by Global Fund (GF), US President's Initiative (PMI) and Against Malaria Foundation (AMF)*



**Ready for dispatch to final destination: All trucks are accompanied by an NMS representative or a Uganda Police officer to ensure the integrity of the LLINs up to the last mile.**

# GOAL OF THE CAMPAIGN

The overall goal of the mass LLIN distribution campaign is to make Uganda a malaria free country by achieving malaria prevention and management culture through LLINs universal coverage and building a net culture to prevent malaria in all major parts of Uganda.



Specifically, the campaign aims to achieve the following objectives:

- ✓ At least 85% of the targeted population has access to an LLIN
- ✓ Achieve 85% of the population practicing malaria prevention methods

# CAMPAIGN DESIGN

The campaign design considered lessons from previous campaigns. The campaign was designed to incorporate an adaptability of IMS and operates under a multi-tiered structure, primarily overseen by the National Coordination Committee (NCC) considering the malaria situation. The campaign design structure is as illustrated below:



# KEY PROGRESS UPDATES

This report covers the 79 districts and cities that have received nets as of November 1, 2023, out of the total 146 districts planned to be reached nationally.

These districts have been covered after wave 3 distribution of the LLINs out of the planned 5 distribution waves.

Wave	No. of districts & Cities	Distribution date	Status
Wave 1	17	May/June 2023	Completed
Wave 2	29	July/August 2023	Completed
Wave 3	40	October 2023	Ongoing
Wave 4	41	November 2023	Planned
Wave 5	42	December 2023	Planned

## Waving Plan

Six (6) phases of implementation were initially selected in the macro planning. Due to delays in the commencement of activities and the impending closure of the grant period, an acceleration strategy was embraced to align with the grant's timeframe. This strategy encompassed;

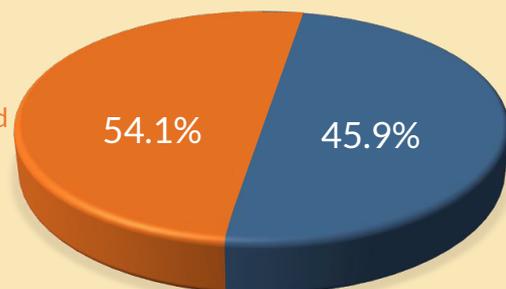
- ✓ Merging of sub-districts and reduction of distribution waves from 6 to 5
- ✓ Increasing the capacity of warehousing
- ✓ Increasing of human resource

These districts have been covered after wave 3 distribution of the LLINs out of the planned 5 distribution waves.



*The primary implementation activities encompass training, awareness campaigns, procurement, and distribution of nets.*

Already distributed



Yet to be distributed

## Review of the Waving Plan

The review of the waving plan considered the following:

- ✓ Expiry of the grant period
- ✓ Availability of net types in the country
- ✓ The warehousing and transportation capacity
- ✓ The completeness and accuracy of micro planning
- ✓ The donor support/mapping

### The following map shows the revised waving plan



# Implementation

The 2023 campaign is reinforced through the Incident Management System (IMS) arrangement, considering the malaria epidemic situation. Wave 1 covering 17 districts was implemented in house-where all procurement and fiduciary responsibilities were implemented by the MOH, and lessons were drawn aimed to increase the in-house capacity building and institutionalisation.

Wave 1 implementation was however affected by the bureaucratic system of implementation arrangement.

The primary implementation activities encompass training, awareness campaigns, procurement, and distribution of nets. Each of these activities adheres to a designated timeline structured around a specific wave-based schedule.

Implementation of the campaign has been done following a designed waving plan based on the following reasons:

- ✓ Geographical location
- ✓ Net delivery plan
- ✓ Malaria prevalence
- ✓ Net ageing

## Procurement of Supporting Agencies

In order to provide assurance in the campaign processes and shorten the procurement processes, the Ministry of Health contracted third party agencies to provide Procurement and Financial Management Services (KPMG) and Fiduciary agency (Edes and Associates) to provide assurance and mitigate risks associated with the implementation of the campaign. These entities were on boarded at the end of May 2023 to kick start the implementation of the campaign.



*The primary implementation activities encompass training, awareness campaigns, procurement, and distribution of nets.*



# Logistics



*In this regard a total of 28.6 million LLINs were procured to be distributed to 46.7 people in 2023*

## Procurement and Quantification

The Ministry of Health conducted national quantification for the LLIN in 2019 during the GC-6 grant application period. This was revised in 2020 and 2021 prior to order placement. The procurement of the LLINs is conducted through the pooled procurement mechanism of the Global Fund following approval of the supply plan and placement of orders by the Ministry of Health. IDA, the Global Fund procurement services agent conducts the procurement and delivers LLINs to the national Medical store, the MOH party responsible for warehousing and the distribution of the LLINs. The first consignment of LLINs was delivered in October 2022. Meanwhile, the final shipment through the AMF mechanism shall be delivered in November 2023.

The National Quantification for the LLINs were conducted based on UBOS population projections as of 2014. In this regard a total of 28.6 million LLINs were procured to be distributed to 46.7 people in 2023.

Target population	46,784,817 that includes 1,345,817 refugees (2023 UBOS population projection + UNHCR refugee projections)
Scale of campaign	National, covering all 146 districts of Uganda
Total number of nets required	25,991,565
Total number of LLINs ordered	28,590,721
Type of LLINs	PBOs: 19,379,320 (GF - 11.6M, AMF - 7.7M) IG2s: 6,350,920 (GF - 3.3M, AMF - 3M) STD: 2,718,480 (GF)
Date when LLINs distribution started	June 2023 for the first two GF lots



The Procured LLINs were scheduled to be delivered between October 2022 and October 2023. However the engagement of the AMF to procure LLINs was not concluded on time. This therefore impacted the delivery schedule of the LLINs. The last delivery of the LLIN shall therefore be made in November 2023, one month ahead of the end of the scheduled campaign implementation end date.

**From this experience, the following are issues to consider;**

- ✓ Early procurements should be done
- ✓ There should be early engagement of the partners
- ✓ NDA clearance should be obtained early
- ✓ Ensure early signing of NMS agreement
- ✓ Ensure early on-boarding of service providers like PFMA, FAA and district involvement

### The Fire Incident

On September 12, 2023, a fire incident occurred at a warehouse leased by the National Medical Stores, where Long-Lasting Insecticidal Nets (LLINs) were being stored. The fire resulted in the destruction of 1,066,520 nets, equivalent to 26,663 bales, with an estimated value of \$2,641,324. The damaged LLINs comprised various types, each intended for specific districts based on insecticide resistance patterns, as outlined in the following Table.

Net Brand (Type)	Quantity of Nets	Reg. No	Unit cost (\$)	Total Cost (\$)
Veeralin (PBO)	861,520		2.6	2,231,336.80
Interceptor G2 (Dual AI)	204,680	17989	2.0	409,360.00
Yorkkool (PBO)	320	17911	2.0	627.20
<b>Total</b>	<b>1,066,520</b>			<b>2,641,324.00</b>



A photo of the warehouse after the fire incident



The warehouse was reduced to ashes by the fire, resulting in the complete destruction of all the nets stored at the premises

## NMS Preparedness to Receive Additional LLINs

NMS made arrangements to receive up to 1.5 million LLINs. In addition, NMS designed a dashboard to facilitate receipt, tracking and dispatch of LLINs as shown below.

Source	Net type	UoM	Stock on Hand/Pieces	Stock on Hand/bales
GF/TASO	PBO	PC1	212,046	5,301
PMI	Dual-AI	PC1	97,995	4,450
PMI	PBO	PC1	2,597,155	64,929
<b>Grand Total</b>			<b>2,907,196</b>	<b>74,680</b>

**LLINs UNIVERSAL DISTRIBUTION CAMPAIGN - 2023**  
Receiving & Stock Status Dashboard

Last updated: August 25, 2023

**Progressive Invoice delivery summary**

Nr.	Invoice #	Bill of lading Qty Bales	Stock Received Bales	Variance Status	Stock Received Nets	Nr. of 40FT Containers	Delivery Status
1	221002531	7,500	7,498	▼	299,920	9	Completed
2	221002532	7,500	7,500	■	300,000	9	Completed
3	221002533	7,500	7,500	■	300,000	9	Completed
4	221002534	7,500	7,500	■	300,000	9	Completed
5	221002535	7,500	7,500	■	300,000	9	Completed
6	221002536	7,500	7,500	■	300,000	9	Completed
7	221002537	7,750	7,750	■	310,000	10	Completed
8	221002538	7,750	7,750	■	310,000	10	Completed
9							
<b>40</b>		<b>303,657</b>	<b>303,579</b>		<b>12,143,160</b>	<b>373</b>	

**NDA Status**

Batch #	Batch Qty	Status	Net type	Net Brand
108122	102,102	Passed	PBO	PermaNet 3.0
602222	79,936	Passed	PBO	PermaNet 3.0
SC220901UG1	42,954	Passed	PBO	Yorkool
VN-2208-W-053	53,586	Passed	PBO	Veerallin
FW2210D220982	25,001	Conditional release	PBO	Yahe Brand

**Variance Qty at Receipt - Bales**

Nr.	Invoice #	Container #	Variance Qty	Comment
1	SD2210025314	TCLU 832619-9	61	Short Delivery
2	SD2210025314	FANU 317172-3	1	Loose bale-NDA sample
3	SD2210025314	SEGU 545668-8	1	Loose bale-NDA sample
4	SD221002531	FANU121891-9	1	Loose bale-NDA sample
5	SD221002531	FANU177809-2	1	Loose bale-NDA sample

**Cumulative Sub-Totals**

Product Description	Bales issued out	Nets issued out	On Hand Quantity - Bales
Permanet 3.0	197,589 Bales	7,903,560 Nets	105,990 Bales

NMS tracking dashboard

## Non-LLIN Materials

The Non-LLIN materials have been procured under the PFMA based on the waving plan and specifications being approved by the user programme. These materials include training materials and transportation vehicles.

Dispatch of non LLIN materials



NMS made arrangements to receive up to 1.5 million LLINs

# Monitoring & Evaluation (M&E)

To measure the relevance of the design for the implementation outcome, MPE is critical to the campaign. The key monitoring indicators of the campaign under the M&E framework are captured in the Electronic Data Management Information System (EDMIS).

## General Campaign Summary

Activity	Update
District engagement	All districts have been engaged on campaign design and implementation strategy especially the DTT
Micro planning	Completed for all districts
Transfer of funds to KPMG	Transfer of balance of funds for remaining waves is under internal audit review
LLINs distribution lists	Distribution lists for all districts have been shared with NMS except those for Kampala/Wakiso which is under review
EDMIS Net reconciliation	Monitoring for net reconciliation in EDMIS is on-going and accountability is at 98% (2%) under synchronization
NDA QA	All nets at NMS and SPEDAG have been sampled and verified for distribution
District Payments	Monitoring ongoing for bounced payments for district payees.

*Going the extra mile to ensure LLIN universal coverage: In hard-to-reach areas, distribution teams use any means of transport available to ensure that all LLINs successfully reach the intended target households*

## Campaign Summary by Wave 3

### Summary Status of the 2023 LLIN Distribution (Geographical reach)

	Districts	Population	No. of LLINs
Total planned	146	46.7 m	28.5m
Covered	73	23.4m	13.4m
Not covered	73	23.3m	15.1m
Performance	50%	50.1%	47.0%

### Cumulative Distribution Data

Wave	#Districts	#Parishes	#Bales	#Nets	Delivery start Date
1A	17	1,075	82,286	3291440	1/Mar/23
2A	13	1,106	56844	2273760	26/Jun/23
2B	12	1,038	58550	2342000	21/Jul/23
3A	14	1,014	76455	3058200	6/Sep/23
3B	11	875	61531	2461240	4/Oct/23
3C	8	825	48083	1923320	26/Oct/23
Sub-Totals	75	5,933	383749	15349960	



## Social Behavioural Change Committees (SBCC)

The roles of the SBCC are to:

- ✓ design the campaign communication plan and timeline for campaign partners and stakeholders,
- ✓ develop advocacy plan and talking points for the campaign,
- ✓ review campaign branding for visibility as part of the campaign pillars,
- ✓ engage the private sector in the UCC,
- ✓ support the micro planning process including tools review and implementation,
- ✓ support the sensitisation and training at all levels,
- ✓ determine the key channels and generic messages to be disseminated through each channel,
- ✓ coordinate with the health hotline (call centre) to include malaria and LLIN distribution issues within their performance framework,

- ✓ organise the launch of the campaign at central level and support sub-national launch events as much as possible,
- ✓ organise media coverage of all key campaign activities,
- ✓ develop messages related to repurposing of previously distributed non-viable nets in households,
- ✓ carry out supportive supervision and monitoring of activities,
- ✓ review and update indicators for advocacy and communication activities to be used for monitoring and evaluation, and
- ✓ contribute to the campaign reports.

These activities have been conducted both prior to, during, and after distribution programs, all with the primary objective of achieving the overarching campaign goal. SBCC leverages mass media, social media, and other various media channels.

The campaign extensively relies on digital platforms, with minimal emphasis on print media. Despite its heavy reliance on digitalisation, there is limited funding allocated for social media coverage.

## Key Achievements



- ✓ The campaign targeted the procurement of 28.5 million LLINs. So far 28.4 million have been procured amounting to 99.7% procurement success.
- ✓ Utilisation of available government structures from national level to village level has been achieved.
- ✓ Institutionalisation of the campaign in terms of logistics where NMS is the leading entity in logistical support has been achieved.
- ✓ All the LLINs that have been procured and undergone testing by UNBS and NDA have successfully met the required standards.
- ✓ The stability and functionality of the Electronic Data Management Information System (EDMIS) to host the micro planning data, registration data and distribution data which is a core database for the campaign has been achieved.
- ✓ There has been available of funding for the key campaign activities despite the gap for EDMIS.
- ✓ To date, no accidents have been recorded during this campaign, a significant departure from past campaigns where incidents were a common occurrence.
- ✓ Deployment of LLINs types based on vector resistance mapping has been successfully achieved.

# Challenges



- ✓ The campaign, initially slated for February, was delayed and commenced in late June after testing the stability of the EDMIS.
- ✓ Late on boarding of the key campaign stakeholders including PFMA, FAA.
- ✓ Delayed signing of the agreement between Ministry of Health and AMF that affected procurement timelines.
- ✓ The fire outbreak at one of the NMS warehouses that destabilized the net distribution process due to net shortage.
- ✓ Lack operational funds for the EDIS consultant.
- ✓ Delayed clearance of nets by NDA.
- ✓ Risk of not completing the campaign by the designated timeline of December, 31<sup>st</sup> 2023.
- ✓ Significant variation between micro planning and UBO data that affected LLIN need during the distribution.



Photos showing LLINs being distributed across various communities



## Learnings and Recommendations

- ✓ For delayed campaign start, there should be establishment of a contingency plans for future software stability tests, ensuring these are factored into the project timeline without affecting the campaign's scheduled date of commencement.
- ✓ Regarding late stakeholder on boarding, there should be enhanced communication and coordination channels to advance stakeholder on boarding. Orientation sessions for late-joining stakeholders should also be done for them to catch up on missed information and ensure alignment with campaign objectives.
- ✓ For delayed agreement signing, there should consideration of pre-agreed terms or provisional agreements to facilitate procurement timelines until official agreements are finalized.
- ✓ For the unprecedented happenings like the fire incident, all materials for campaigns of this nature should be insured. For instance, NMS, has taken the initiative to file an insurance claim with Sanlam Insurance Company for LLINs destroyed in the fire incident.
- ✓ For the operational funds for EDIS consultants, fund reallocation could be within the budget to support the EDIS consultants.
- ✓ For the delayed NDA clearance, there should be earlier discussions with NDA to allow more time for the clearance procedures.
- ✓ For risk of failure of campaign completion by deadline day, development of a revised action plan that prioritizes critical tasks to ensure on-time completion should be done and followed.



THE REPUBLIC OF UGANDA  
MINISTRY OF HEALTH

## CONTACT US



 Toll Free: 0800-100-066  
+256 417 712260

 [info@health.go.ug](mailto:info@health.go.ug)

 [www.health.go.ug](http://www.health.go.ug)

 Plot 6, Lourdel Road,  
Nakasero P.O Box 7272,  
Kampala Uganda