Implementing mass long-lasting insecticidal net distribution campaigns in Mozambique

Lessons learnt from Nampula and Niassa provinces

Key messages
- Effective mass long-lasting insecticidal net (LLIN) distribution requires responsiveness to the unique needs of each context, and streamlining of complex and simultaneous activities.
- Learning from the implementation of mass LLIN distributions, as well as forward-thinking is key to anticipating challenges and delivering effective and timely solutions for future campaigns.
- Transparent, proactive and regular communication with all stakeholders, contractors and local agents enhances collaboration, effectiveness and for implementing a mass LLIN campaign.

INTRODUCTION

Malaria accounts for a high percentage of Mozambique’s disease burden, affecting all population groups, but especially children under five and pregnant women, and those living in rural areas across the country. In 2016, about six million cases and close to 1,700 deaths from malaria were reported, with malaria accounting for approximately 40 percent of hospital admissions. In an effort to address this, the National Malaria Control Program (NMCP) aims to reduce malaria morbidity and mortality by 50 percent of the 2009 levels by the year 2017.

Malaria Consortium has extensive experience supporting governments in planning and implementing large-scale distributions of long-lasting insecticidal treated nets (LLINs) through campaigns and continuous channels. In Mozambique, Malaria Consortium has been part of a nationwide initiative to scale-up prevention and control efforts since 2011 through the Malaria Prevention and Control Program (NMCP) supported by the Ministry of Health. Under this project and the government’s motto of ‘Leave Malaria Out’, Malaria Consortium supported the NMCP in the northern provinces of Nampula and Niassa to deliver over four million long-lasting insecticidal nets (LLINs), procured by the Global Fund’s Pooled Procurement Mechanism, to over one million households. The challenges encountered and identified during this demonstration project in November 2016 served as the basis for improving the delivery of the LLIN campaign in Niassa in April 2017.

This Learning Brief shares Malaria Consortium’s experience from implementing the LLIN campaigns in the two provinces and from working in collaboration with partners in the efforts to reduce the burden of malaria in Mozambique. It highlights six values that guided the implementation of the campaigns: technical excellence, collaboration, innovation, responsiveness, results orientation and integrity.

Figure 1: Key components of an LLIN distribution campaign

Adapted from The Barnes for Malaria Prevention (2012) Effective mass distribution campaigns for a new millennium and one of interrupting malaria transmission, Second Edition
Malaria accounts for a high percentage of Mozambique's disease burden, affecting all population groups, but especially the young and vulnerable. In an effort to address this, the National Malaria Control Program (NMCP) aims to reduce malaria morbidity and mortality by 50 percent of the 2009 levels by the year 2017. Malaria Consortium is continuing to provide technical support to the NMCP to ensure that the lessons learnt from the implementation of the mass LLIN distribution campaigns in Nampula and Niassa provinces strengthen future LLIN distribution, and that the documentation of learning contributes to improved effectiveness.

This undertaking was part of a nationwide initiative led by the Ministry of Health and implemented through the Malaria Prevention and Control Program (NMCP) and the government’s motto of ‘Leave Malaria Out’, Malaria Consortium supported the NMCP in the northern provinces of Nampula and Niassa to deliver over four million long lasting insecticidal nets (LLINs), procured by the Global Fund's Pooled Procurement Mechanism, to over one million households. The operational support in Nampula and Niassa provinces.

Lessons learnt from Nampula and Niassa provinces distribution campaigns in Mozambique

Implementing mass long lasting insecticidal net (LLIN) distribution requires responsiveness to the unique needs of each context, and streamlining of complex and simultaneous activities. Challenges and delivering effective and timely solutions for future campaigns.

Key messages

- Technical excellence, collaboration, innovation, effectiveness and for implementing a mass LLIN campaign.
- Transparency, proactive and regular communication with all stakeholders, contractors and local agents enhances collaboration, effectiveness and for implementing a mass LLIN campaign.
- Learning from the implementation of mass LLIN distributions, as well as forward-thinking is key to anticipating challenges and delivering effective and timely solutions for future campaigns.

Figure 1: Key components of an LLIN distribution campaign

Figure 2: Participating stakeholders in the LLIN distribution campaign in Niassa

Go to the source publication:
Effective coordination at provincial, district and field level

Effective coordination is at the heart of the success of large-scale LLIN distribution campaigns. In order to coordinate structures to function effectively, strong leadership is required. During the campaign in Nampula province, one of the challenges was that those involved in the campaign lacked clarity on what their roles and responsibilities were. Drawing from this experience, Malaria Consortium assured that all stakeholders had a clear understanding of their responsibilities by supporting provincial and district health authorities in their coordination role through:

- Regularly communicating, occasionally on a daily basis, with all district health authorities to share updates and timely identify issues that needed solving.
- Proactively facilitating weekly coordination meetings with provincial health authorities and district managers to discuss action points and the responsibilities of the stakeholders who were solving specific issues.
- Sharing weekly updates with all partners to maintain an overview of the campaign and reacting as needed to a constantly changing environment.

“The key for success in such an operation is anticipation not just detailed planning, but also mapping and foreseeing unexpected challenges and constraints that may arise along the process. It requires in-depth knowledge of the local operational context, including barriers to access to remote areas, a detailed evaluation of the capacity of each stakeholder to ACT in a role and responsibility (for example, it is required thorough analyses of perceptions and expectations of the various stakeholders involved... and the respective roles and responsibilities of implementing partners, and (Malaria Consortium) organization as a team.”

Fernando Kambe, Deputy Project Coordinator, Malaria Consortium Mozambique

1. ADVOCACY AND MICROPLANNING

Macro versus micro planning
Most of the procurement and resources allocation for the two campaigns were derived from a macro plan, which was based on population census data that was often not up-to-date. During the micro-planning stage, districts updated the plan with recent data obtained from the administrative level. The updated plan showed that the resources needed were frequently less than what was initially planned, which led to trade-offs with the limited resources available. It was crucial that future LLIN distribution campaigns engage provinces and districts in defining the programme’s needs much earlier in the planning cycle.

“Running such campaigns is like running a marathon. It requires coordinated movements, it requires balance, rhythm, spatial orientation, and most importantly a high commitment towards the overall objective. In the case of an unexpected campaign, we needed to plan and keep engagement of all stakeholders on our common goal for over three months: successful delivery of LLINs to everyone. My role was to bring together various actors, with different perceptions, sensitivities and organisational culture, and to leverage synergies towards a cooperative effort. The coordination meetings with the provincial health directorate were decisive in this process, allowing open discussion of issues and joint problem-solving.”

Jaspreet Chau, Malaria Consortium Provincial Coordinator, Mozambique

2. MOBILISATION AND HOUSE-TO-HOUSE REGISTRATION

Efficient allocation and use of resources
To support field activities during the campaign, a range of materials were needed, including (radio ads, T-shirts, mobilisation materials (caps, backpacks) (house registration, announcements)

Most of these resources were distributed in warehouses.

The mobilisation and house-to-house registration process

Malaria Consortium ensured that during the campaign in Nampula province, and working closely with the provincial health authorities, the objectives to conduct registration activities. This approach not only simplified the process of house-to-house registration, but also satisfied stakeholders’ expectations of receiving a consistent stipend.

“It requires coordinated movements, it requires balance, rhythm, spatial orientation, and most importantly a high commitment towards the overall objective. In the case of an unexpected campaign, we needed to plan and keep engagement of all stakeholders on our common goal for over three months: successful delivery of LLINs to everyone. My role was to bring together various actors, with different perceptions, sensitivities and organisational culture, and to leverage synergies towards a cooperative effort. The coordination meetings with the provincial health directorate were decisive in this process, allowing open discussion of issues and joint problem-solving.”

Jaspreet Chau, Malaria Consortium Provincial Coordinator, Mozambique

3. LLIN DISTRIBUTION

Support effective social mobilisation
Social mobilisation is a key component of a successful LLIN distribution campaign, but can be often overlooked. For instance, during the Nampula campaign, district teams were often occupied with planning and implementation activities and were not able to develop structured social mobilisation plans. To overcome this challenge, a social mobilisation planning and budget template was designed for use in the districts, which provided district teams with a logical framework for resources and the implementation of social mobilisation efforts.

Financial management
A key aspect of a successful campaign is stewardship in financial management, particularly as a large sum of money, including through cash-on-hand, is disbursed over a few weeks during a campaign. In Nampula province, a large-scale distribution of the LLIN money system was piloted to reduce the transfer of large amounts of money, however, and gained lack of trust and experience in using electronic payments was a challenge. In Niassa, where the banking system is limited, the mobile money system was not viable for a large-scale operation. All payments at the community level were made through cash-on-hand. To minimize the risk of fraud and theft, a protocol was developed to implement all cash-hand payments, including clear lines of accountability and an agreement signed by each responsible person for making cash payments. This instilled a sense of security and timely implementation of the payments.

“Running such campaigns is like running a marathon. It requires coordinated movements, it requires balance, rhythm, spatial orientation, and most importantly a high commitment towards the overall objective. In the case of an unexpected campaign, we needed to plan and keep engagement of all stakeholders on our common goal for over three months: successful delivery of LLINs to everyone. My role was to bring together various actors, with different perceptions, sensitivities and organisational culture, and to leverage synergies towards a cooperative effort. The coordination meetings with the provincial health directorate were decisive in this process, allowing open discussion of issues and joint problem-solving.”

Jaspreet Chau, Malaria Consortium Provincial Coordinator, Mozambique

Innovation and quality
A key aspect of a successful campaign is stewardship in financial management, particularly as a large sum of money, including through cash-on-hand, is disbursed over a few weeks during a campaign. In Nampula province, a large-scale distribution of the LLIN money system was piloted to reduce the transfer of large amounts of money, however, and gained lack of trust and experience in using electronic payments was a challenge. In Niassa, where the banking system is limited, the mobile money system was not viable for a large-scale operation. All payments at the community level were made through cash-on-hand. To minimize the risk of fraud and theft, a protocol was developed to implement all cash-hand payments, including clear lines of accountability and an agreement signed by each responsible person for making cash payments. This instilled a sense of security and timely implementation of the payments.

“The key for success in such an operation is anticipation not just detailed planning, but also mapping and foreseeing unexpected challenges and constraints that may arise along the process. It requires in-depth knowledge of the local operational context, including barriers to access to remote areas, a detailed evaluation of the capacity of each stakeholder to ACT in a role and responsibility (for example, it is required thorough analyses of perceptions and expectations of the various stakeholders involved... and the respective roles and responsibilities of implementing partners, and (Malaria Consortium) organization as a team.”

Fernando Kambe, Deputy Project Coordinator, Malaria Consortium Mozambique

Innovation and quality
A key aspect of a successful campaign is stewardship in financial management, particularly as a large sum of money, including through cash-on-hand, is disbursed over a few weeks during a campaign. In Nampula province, a large-scale distribution of the LLIN money system was piloted to reduce the transfer of large amounts of money, however, and gained lack of trust and experience in using electronic payments was a challenge. In Niassa, where the banking system is limited, the mobile money system was not viable for a large-scale operation. All payments at the community level were made through cash-on-hand. To minimize the risk of fraud and theft, a protocol was developed to implement all cash-hand payments, including clear lines of accountability and an agreement signed by each responsible person for making cash payments. This instilled a sense of security and timely implementation of the payments.
Most of the procurement and resources allocation for the two campaigns were derived from a macro-plan, which was based on population census data that was often not up-to-date. During the micro-planning stage, districts updated the plan with recent data obtained from the administrative level. This updated plan showed that the resources needed were far greater than what was initially planned, which led to trade-offs with the limited resources available. It is therefore crucial that future LLIN distribution campaigns engage provinces and districts in defining the program’s needs much earlier in the planning cycle.

“Running such a campaign is like running a marathon. It requires coordinated movements, it requires balance, rhythm, spatial orientation, and most importantly, high commitment towards the selected target. In the case of an unprecedented campaign, we needed to plan and keep engagement of all stakeholders focused on our common goal over three months: successful delivery of LLINs to everyone.”

One of our core values is ‘responsiveness’. This approach not only simplified the registration activities. This approach not only simplified the registration process but also satisfied registrars’ expectations of receiving a consistent stipend.

“Financial management for the campaign was set at the same rate as the stipend paid to registrars during field-level registration activities. This approach not only simplified the catering process but also satisfied registrars' expectations of receiving a consistent stipend.”
Effective coordination at the heart of the success of the large-scale LLIN distribution campaigns. In order for coordination structures to function effectively, strong leadership is required. During the campaign in Nampula province, one of the challenges was that those involved in the campaign lacked clarity on what the roles were. Drawing from this experience, Malaria Consortium ensured that all stakeholders had a clear understanding of their responsibilities by supporting provincial and district health authorities in their coordination through:

- Regularly communicating, occasionally on a daily basis, with all district health authorities to share updates and timely identify issues that needed addressing.
- Proactively facilitating weekly coordination meetings with provincial health authorities and documenting action points and those responsible for resolving specific issues.
- Sharing weekly updates with all partners to maintain an overview of the campaign and reacting as needed to a constantly changing environment.

“My role was to bring together various actors, with different perceptions, emotions and organisational culture, and to leverage synergies towards a cooperative effort. The coordination meetings with the provincial health directorate were decisive in this process, allowing open discussion of issues and joint problem-solving.”

Fernando Bandeira, Deputy Project Coordinator, Malaria Consortium Mozambique

1. ADVOCACY AND MICROPLANNING

Macro versus micro planning

Most of the procurement and resources allocation for the two campaigns were derived from a macro-plan, which was based on population census data that was often not up-to-date. During the micro-planning stage, districts updated the plan with recent data obtained from the administrative level. This updated plan showed that the resources needed were frequently more than what was initially planned, which led to trade-offs with the limited resources available. It is therefore crucial that future LLIN distribution campaigns engage provinces and districts in defining the programme’s needs much earlier in the planning cycle.

“The key for success in such an operation is anticipation - not just detailed planning, but also mapping and forecasting unexpected challenges and constraints that may arise along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process. This requires in-depth knowledge of the local operational context, including barriers to access along the process.
Implementing mass long-lasting insecticidal net distribution campaigns in Mozambique

Lessons learnt from Nampula and Niassa provinces

Key messages

- Effective mass long-lasting insecticidal net (LLIN) distribution requires responsiveness to the unique needs of each context, and scavenging of complex and ambivalent activities.
- Learning from the implementation of mass LLIN distributions, as well as forward-thinking is key to anticipating challenges and developing effective and timely solutions for future campaigns. 
- Transparent, proactive and regular communication with all stakeholders, contractors and local agents enhances collaboration, effectiveness and for implementing a mass LLIN campaign.

INTRODUCTION

Malaria accounts for a high percentage of Mozambiquan disease burden, affecting all population groups, but especially children and pregnant women, and is highly prevalent in rural areas across the country. In 1996, about 14 million people and close to 1,700 deaths from malaria were reported with malaria accounting for approximately 40 percent of hospital admissions. In an effort to address this, the National Malaria Control Program (NMCP) aims to reduce malaria mortality and mortality by 50 percent of the 2000 levels by the year 2017. 

Malaria Consortium has extensive experience supporting governments in planning and implementing large-scale distribution of long-lasting insecticide-treated nets (LLINs) through campaigns and continuous channels. In Mozambique, Malaria Consortium has been part of a nationwide initiative to scale up prevention and control efforts since 2011 through the Malaria Prevention and Control program (2011-2017), funded by the Global Fund to Fight AIDS, Tuberculosis and Malaria. It was implemented by World Vision as the principal recipient, with Malaria Consortium, Food for the Hungry (FH) and Fundação para o Desenvolvimento da Comunidade (FDC) as sub-recipients. The Malaria Prevention and Control project aims to support the efforts of the Mozambican government to reduce malaria throughout the country through scale-up of prevention and control efforts with community involvement.

Admissions due to malaria and from working in collaboration with partners in the efforts to reduce the burden of malaria in Mozambique. It highlights six values that guided the implementation of the mass LLIN campaigns: technical excellence, collaboration, innovation, responsiveness, results orientation and integrity.

NEXT STEPS

Following the Nampula pilot in 2016, the Ministry of Health and its partners have continued LLIN distribution to households in other provinces throughout 2017. Malaria Consortium is continuing to provide technical support to the NMCP to ensure that the lessons learnt from the implementation of the mass LLIN distribution campaigns in Nampula and Niassa provinces strengthen future LLIN distribution, and that the documentation of learning contributes to improved effectiveness.

Alongside these efforts to increase the access to and ownership of LLINs at household level across the country, there is a need to continually increase awareness and empower communities on the importance of routine and consistent use of LLINs for optimal protection against malaria. Innovative social and behaviour change strategies must be developed, based on a thorough analysis of the determinants of LLIN use among the population in order to address the perceived barriers to LLIN use. Significantly expanding LLIN ownership and proper use of nets is essential for Mozambique to meet its goal of malaria control and to reduce the burden of malaria for those at greatest risk.

Admissions due to malaria and from working in collaboration with partners in the efforts to reduce the burden of malaria in Mozambique. It highlights six values that guided the implementation of the mass LLIN campaigns: technical excellence, collaboration, innovation, responsiveness, results orientation and integrity.