

# SIMPLIFIED EARLY ACTION PROTOCOL

## South Sudan | Floods



South Sudan Red Cross volunteers anticipate Flood's impact through First Aid training and refresher activities for high-risk communities. Credits: SSRC, Flood 2024.

<a href="#">sEAP No:</a> <b>sEAP2024SS01</b>	<a href="#">Operation No:</a> <b>MDRSS017</b>	<a href="#">Total Budget</a> <b>CHF 220,000</b>		<a href="#">Readiness:</a> <b>CHF 79,630</b>
				<a href="#">Prepositioning:</a> <b>CHF 64,113</b>
				<a href="#">Early Action:</a> <b>CHF 76,257</b>
<a href="#">People targeted:</a> <b>20,000 people</b>	<a href="#">sEAP approved:</a> <b>23/10/2025</b>	<a href="#">sEAP timeframe:</a> <b>2 Years</b>	<a href="#">sEAP lead time:</a> <b>2 months</b>	<a href="#">Activation timeframe:</a> <b>2 months</b>

Prioritized geographical areas: *Along the White Nile River basin (including Sudd wetland extent), flooding is expected in the following areas:*

- *Five Counties of Jonglei State (Bor South, Twic, Duk, Urur, Fangak)*
- *Six counties of Unity State (Rubkona, Guit, Leer, Mayandit, Pariang, Panyinjar)*
- *Four counties of Upper Nile state (Kodok-Fashoda, Maban, Malakal, Renk)*
- *Three counties of the GPAA (Pibor, Lokuankeley, Pochala)*
- *Great Administrative Areas of Abyei and Rueng*
- *Two counties of Central Equatoria (Terekeka, Juba County)*
- *Northern Bahr–El–Gazal (Aweil center, Aweil East South of Abyei)*
- *Three counties of Lake State (Awerial, Yirol East, Cuibet)*

## **RISK ANALYSIS AND EARLY ACTION SELECTION**

### **Prioritized hazard and its historical impact.**

The South Sudan Red Cross and partners engage in a region with significant operational complexity due to both climate-related crises and human-related ones. For example, the country has now seen four consecutive seasons of intense annual flooding since 2019, which have been called “record-breaking” and “historic” (UNHCR 2022). Two-thirds of the country experienced flooding in 2022, and over 900,000 people have been affected (ibid.) Indeed, the country is listed as the fifth most vulnerable country to climate change (ND-Gain Index 2020) and ranked 2nd globally on vulnerability and lack of coping capacity in 2024 (INFORM RISK INDEX), with two-thirds of the population was estimated to require humanitarian assistance in 2022 (World Bank 2022). However, the country experiences a range of challenges of which extreme weather is only one driver. Alongside the unprecedented flooding and drought, there are high rates of malnutrition, epidemics, and other public health emergencies that occur alongside ongoing conflict and instability. South Sudan (SSD) has been through a continuous cycle of floods and droughts over the past five years and faces a complex situation with the political crisis outlined above. Due to SSD's vulnerability to climate change, it is expected that such climate scenarios will increase in intensity and severity.

SSD is prone to hydrometeorological hazards (drought, floods of various kinds, extreme heat, etc.). The populations are highly exposed and vulnerable, and their vulnerability is exacerbated by conflict and overlapping crises. The highly volatile context makes it challenging to have a precise assessment of the SSD climate risks. The limitation in data availability is a common issue in many countries, and this is not unique to the case of SSD. The primary results of vulnerability and exposure to climate risks suggest that floods, hydrometeorological droughts, or heatwaves could be the focus of future Anticipatory Action (AA) in SSD given their current impact. However, the implementation of AA to tackle the threats related to these hazards is entirely dependent on the availability and accessibility of skillful weather forecasts which currently is significantly limited. The SSD Meteorological Department (SSMD) is the first provider of climate services to both the public and the institutions in charge of various types of missions. Unfortunately, SSDM still suffers from insufficient resources, for instance, human resources, weather observation and prediction tools. On the other hand, the availability of regional forecasting capabilities by the IGAD Climate Prediction and Application Center (ICPAC) and other river models provide SSD with a window of opportunity to design AA systems for floods.

SSD experiences devastating floods due to many driving factors and climate change may worsen this situation. Starting in June 2019 and exacerbating in 2020, rising water levels in Lake Victoria and downstream in the wetlands reached record levels, with each subsequent year seeing more and more flooding. In October 2020, SSRC updated its emergency appeal to calculate over 600,000 people displaced over 24 counties. Estimates since have put numbers at 1.5 million people displaced by the flooding alone between 2020 and 2024, compounding displacement also caused by conflict and violence ([IDMC, 2025](#)).

In 2024, weather forecasts predicted severe flooding across SSD due to enhanced rainfall over the June-July-August-September (JJAS) season and the enhanced rainfall already observed over the March-April-May (MAM) season across the East Africa Region bordering SSD and draining water into Nile River Basin. JJAS weather forecast for 2024 demonstrated continuous above-normal rainfall along the Nile Equatorial Lakes (NEL) region which has already recorded maximum water volumes in rivers and lakes. In 2024 Lake Victoria has recorded the highest volume in history while Ugandan Authorities started releasing water from their hydro dam of 2,600 cubic meters per second to the Nile River flowing downstream to South Sudan. The Government of South Sudan under the Ministry of Water and Irrigation conducted hydrological measurements of the Nile River in Juba and Mangala gauge stations and the readings show that the water volumes in the river Nile are above the long-term average. This scenario of 2024 built up a dark futuristic picture of flooding scenarios in SSD.

The flooding scenario of SSD is complicated by the rising water levels of the NEL where SSD is impacted by flash floods emanating from overflow of water from upstream of the NEL. The NEL region is composed of parts of SSD, Burundi, Kenya, Rwanda, the Democratic Republic of Congo, Tanzania, and Uganda that drain into the Nile Basin. The March- April –May (MAM) season is a major rainy season in the NEL region of the Nile basin with an annual rainfall range between 400mm to 2000 mm, particularly in Kenya and Uganda. Over the years, following heavy rainfall in upstream or during the JJAS season in SSD communities in low-lying lands are often impacted by flooding events, particularly in the states and counties outlined on the first page of this sEAP. In 2024, catastrophic flooding affected over 735,000 people in SSD, directly impacting communities in at least 38 counties and displacing around 65,000 individuals. Floodwaters devastated farmland, submerging thousands

### Daily Water Levels updates

DATE: October 07, 2024

S/No	Name of Station	River	Current Water levels(m)	Previous Water levels(m)	Flood Threshold			Flood Category	Remarks
					ALERT (5Yrs)	HIGH (10Yrs)	EXTREME (25Yrs)		
1	Nimule	Bahr-el-Jebel	13.24	13.23				Normal	Increasing
2	Juba	Bahr-el-	13.01	13.76	13.00	13.6	14.38	Alert	Increasing
3	Bor	Bahr-el-Jebel	13.61	13.62				Normal	Decreasing
4	Malakal	White Nile	14.25	14.22				High	Increasing
5	Wau	Jur River	13.86	13.94				Alert	Decreasing
6	Payii in Yirol	Payii	13.25	13.24				Normal	Decreasing
7	Anakdiar	Sobat	4.61	4.60				Alert	Increasing
8	Bentiu	Naam	12.10	12.09				Normal	slightly Increasing
9	Nyamlel in Aweil	Lol	1.37	1.38				Normal	Decreasing
10	Akobo	Akobo	1.60	1.44					Increasing
11	Pibor	Pibor	1.49	1.48					Increasing
12	Kaya bridge	Kaya	-	5.10				Normal	No data received yet
13	Khor Adar	Khor Adar	3.86	3.86					Increasing

Table showing daily water table along the main rivers

of hectares, destroyed homes, and killed livestock, sharply reducing food production and fueling widespread hunger. Over 379,000 people were displaced altogether, with many clustered in flood-prone wetlands like the Sudd, living in makeshift camps without access to schools, clinics, or basic infrastructure. The health system was overwhelmed by a surge in malaria, snakebites, and waterborne diseases, worsened by impassable roads and funding shortfalls. With over 7 million people already food-insecure and nearly 1 million children at risk of malnutrition, the floods escalated a looming famine, straining humanitarian operations that struggled to reach isolated communities. The nature of these floods means that they both have a long lead-time *and* they take months to recede, leaving communities affected for a long time, creating a unique imperative and opportunity for early action.

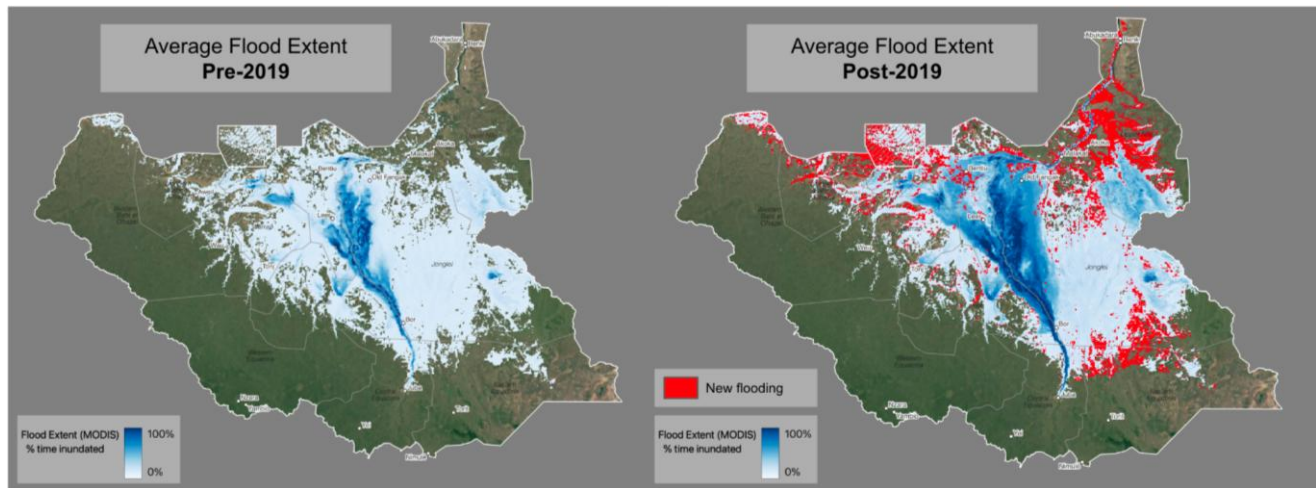


Figure 1. Comparison of long-term average annual wetland extent pre- and post-2019 flooding (provided by WFP)

### **Explain which risks have been selected for this protocol and why**

Flooding has numerous socio-economic as well as health implications. Floods are a recipe for epidemics especially cholera and malaria outbreaks in SSD. Running water easily and quickly transports fecal matter into water sources resulting in the consumption of water contaminated with disease-causing microbes while stagnant water enhances breeding grounds for mosquitoes causing malaria. Heavy rains too catalyze floods, environmental degradation, and lightning with subsequent consequences on life, health, and livelihoods of the populations at risk.

Floods are also associated with damage to critical infrastructure including roads and bridges, hospitals, and schools, therefore disrupting access to basic services. In the past, SSRC has recorded damage to critical infrastructure, particularly in Jonglei, Warrap, Upper Nile, Unity, and Lakes states.

In preparation for the SSD Flood events forecasted for the second half of 2024, SSRC underwent a planning exercise to support the Government-led efforts, on which this simplified Early Action Protocol is based. A broad range of impacts were analyzed (Agriculture, Livestock, WASH, critical infrastructure, Health, Disaster Risk Reduction, Protection, Food Security). Out of the sectors analyzed, not all are covered by the mandate of the National Society, so this is the reason why they have not been selected for the current protocol.

Priority sectoral risks (and opportunities) related to White Nile River basin flood events:

- WASH: Floods often cause damage to critical infrastructure including water supply systems and points which result in contamination of drinking and domestic water for vulnerable households. SSRC estimates that 500,000 people are likely to face acute water, sanitation, and hygiene needs. Therefore, SSRC will distribute WASH NFIs and hygiene promotion awareness to targeted affected population.
- Health: There is a high risk of malaria incidences due to the expected above-normal rainfall and increased temperatures that provide perfect breeding grounds for the malaria-causing mosquitoes. While malaria is endemic in many parts of South Sudan, during this season, it is expected that malaria spikes will be experienced in the flood-affected locations affecting pregnant and lactating women, children under 5 years, the elderly, and people with immune-compromised health. Health education and awareness campaigns on the importance of using mosquito nets, slashing bushes around homesteads, disposing of open containers, filling up open pits, and draining stagnant water around homesteads should be intensified to reduce breeding places for mosquitoes. Furthermore, water contamination is most likely during flooding events causing widespread outbreaks of Cholera disease. In the past, Cholera outbreaks have been responded in Malakal, Bentiu, Juba, Unity, Upper Nile, parts of Central Equatoria, and Great Pibor Administrative Area, and is expected during the JJAS season that Cholera outbreaks are likely to occur in floods affected locations which are categorized as high-risk areas for cholera outbreaks. Frequent health inspections in all communities are encouraged. Improve domestic hygiene and sanitation around homes and schools to reduce the contamination of water and the use of latrines is highly encouraged.
- Disaster Risk Reduction: The chances of flooding are likely in low-lying areas including urban centers with poor drainage system. The humanitarian impacts of flooding will include displacement of vulnerable households, damage to shelter, health complications, inaccessibility to basic services and loss of livelihoods and assets.
- Protection, Gender, and Inclusion: Women, girls, and children suffer protection concerns related to child abuse, gender-based violence, and sexual-based violence. With the projected floods, protection cases are expected to increase substantially due to elevated risks to women, girls, and children resulting from displacement and separation of families including inclusion of persons with impairment. In this case South Sudan Red Cross will ensure the mainstream of Protection, Gender, and Inclusion (PGI) and Community Engagement and Accountability (CEA) including information and communication needs related to flood risks of vulnerable groups such as women, children, the elderly, and persons with disabilities.
- Shelter: The potential threat that floodwaters pose to the safety, functionality, and habitability of shelters or housing structures is high, in the past years including 2024 severe damage to shelter has been recorded while some houses have been sub-merge leading inhabitable conditions.

## **Describe the selected early actions and explain how they will address the risks and lead to the intended outcome.**

The White Nile Floods are radically different from other floods, given that by the nature of the river basin, the lead time is much longer than in typical flood scenarios for other countries. This leaves the National Society with several months to implement the activities that will reduce the flood impact. On the other hand, the longer lead time requires better coordination among the Disaster Risk Management phases. This is done because the anticipated event is forecasted to have a devastating humanitarian impact, for which a multisectoral plan is required. In this context, sEAP will act as a fuse in the National Society, aiming at supporting the necessary processes that are required to mobilize further resources in other sectors. This is a necessary step since including all the required Anticipatory Actions will likely result in an operation that will be too expensive. Additionally, coordination through the UN cluster system may cover some of the sectoral activities, without requiring the Anticipatory Pillar of the DREF resources. Thus, we can define two kinds of Anticipatory Actions: “essential” ones, covered by this simplified EAP, and “supporting” ones that will be covered through different resource mobilization strategies, and coordinated through the Preparedness and Response Plan.

As a starting point, SSRC aims to draft this particular Preparedness and Response Plan, which will list several activities related to all the DRM Phases. Those will be grouped into general and sectoral operational objectives, both from government and cluster needs.

The integration of SSRC in Government-led planning and preparedness activities proves fundamental to enable a swift and targeted Anticipatory Action, where the targeted areas are based upon information that is made available to the various stakeholders in the humanitarian landscape

### **The following actions activities have been prioritized**

#### **Shelter**

- **Procure and preposition 600 essential household items kits:** This involves the timely acquisition and strategic storage of essential household items, such as cooking utensils, blankets, sleeping mats, and mosquito nets, before activation. By prepositioning the kits, the distribution time is significantly shortened. Households can receive life-saving assistance within hours or days rather than weeks, minimizing their exposure to harsh conditions.
- **Distribution of essential household items for 600 HHs:** the prepositioned kits will be rapidly distributed to 600 affected households to meet their immediate needs upon activation of the trigger.
- **Post-distribution monitoring.** Following the distribution of essential household item kits to 600 households, a structured Post-Distribution Monitoring (PDM) exercise will be conducted. This process involves collecting feedback from recipients through household surveys, focus group discussions, and key informant interviews to assess the relevance, quality, and effectiveness of the assistance provided.

- **Refresher training for Staff and Volunteers on planned intervention:** as part of getting ready, volunteers and staff based at the branches will be refreshed on beneficiary targeting, distribution and post monitoring distribution.

### **Cash and Voucher Assistance.**

- **Train 20 volunteers on Cash Voucher Assistant:** Volunteers will receive training on the CVA modality, including beneficiary engagement, data collection, distribution processes, and complaint/feedback mechanisms. Training ensures they understand CVA procedures, accountability standards, and community engagement principles, reducing the risk of exclusion or duplication of assistance.
- **Sensitization on beneficiary targeting criteria:** The 20 volunteers trained will be engaged in sensitization sessions on beneficiary targeting, cash transfer modality etc.
- **Market Assessment:** A rapid market assessment will be conducted to understand the availability, accessibility, and prices of essential goods in the target areas. The assessment helps determine if markets can absorb the increased demand and inform them of the amount of cash to be distributed.
- **Beneficiaries' identification and registration:** Development of clear criteria for targeting vulnerable households and conducting a transparent registration process to enroll eligible beneficiaries. Proper registration prevents double-dipping and ensures support reaches those most in need. Promotes fairness and accountability while maximizing the impact of limited resources by focusing on the most vulnerable.
- **Multipurpose Cash distribution for 200 HH:** Acting early to provide households with cash and voucher assistance (CVA) can help people in high-risk areas to protect their homes, livelihoods, and health, according to their specific needs in a more dignified way, and this may enable beneficiaries to avoid selling their essential assets to cover evacuation costs or support flood-anticipation-related needs. Given the long lead time, beneficiary selection will be carried out in the lead time, in coordination with the relevant agencies. This has been considered an essential action, but it can be extended if additional funds are made available.
- **Post-distribution monitoring for CVA:** Conduct follow-up assessments with beneficiaries to evaluate the effectiveness, satisfaction, and challenges of the cash assistance. It helps the team to identify gaps, misuse, or issues such as price increases, security concerns, or dissatisfaction. Early identification allows timely course correction.

### **Disaster Risk Reduction:**

- **Training of volunteers on Early warning messages: Volunteers will be trained to** understand, interpret, and disseminate early warning messages related to floods, droughts, or disease outbreaks. The training will cover communication strategies, community

engagement techniques, local risk indicators, and coordination with local authorities and systems.

- **Procurement and prepositioning of tools and equipment** for DRR activities in advance of flooding seasons (e.g. Provision of community tools and equipment for DRR activities (I. e Distribution of tools and equipment and community mobilization for dyke repair and opening water channels). Support community preparedness and early activities such as cleaning waterways, clearing drainage channels
- **Review existing key Early warning messages:** Reviewing existing early warning messages to ensure they are contextually relevant, accurate, and easily understandable by the target communities. The messages will be translated into local languages where necessary and adapted to reflect specific hazards such as floods. Once finalized, the messages will be shared through visual formats to be disseminated in strategic community locations.
- **Review of existing Jingles on Floods risk and preparedness:** Develop and disseminate key and Early warning information through community meetings, and radio talk shows among others, considered an essential one since the long lead time will allow for a broad diffusion of them.
- **Support evacuation of communities and domestic animals from flood-prone** to temporary safe areas through community mobilization, considered a supporting one to be included as resources are made available through the additional mobilization efforts, since evacuation is one of the last AAs to be required.
- **Conduct radio talk shows on Early action Messages**  
This activity uses local radio to broadcast key early action messages to a wider audience. It helps raise awareness about forecasted risks, available support, and steps households can take to protect themselves, ensuring timely and inclusive communication.

## WASH ACTIVITIES

- **Train volunteers on hygiene promotion:** the aim is to build the capacity of selected volunteers to effectively promote key hygiene practices within their communities, thereby reducing the risk of waterborne and hygiene-related diseases, especially during floods.
- **Procurement and preposition of WASH NFI and hygiene kits:** The procurement and strategic prepositioning of essential WASH NFIs such as soap, jerrycans, water purification tablets, buckets, and menstrual hygiene kits. Prepositioning these supplies in disaster-prone or high-risk areas ensures timely response and minimizes delays during emergencies. To ensure the availability of life-saving hygiene items ahead of anticipated crises, reducing the risk of waterborne diseases and supporting basic hygiene needs during displacement or disaster.

- **Distribution of WASH NFIs and hygiene kits:** To address immediate hygiene and sanitation needs, prevent the spread of disease, and promote dignity among affected populations. This involves the targeted distribution of the prepositioned WASH NFIs to vulnerable households affected or at high risk once the trigger is activated.
- **Conduct Hygiene promotion:** Trained volunteers or hygiene promoters will conduct awareness sessions on key hygiene practices, including safe water handling, handwashing with soap, latrine use, and menstrual hygiene management. IEC materials such as posters, leaflets, and radio messages will be used to reinforce messaging.
- **Post distribution monitoring:** SSRC will deploy volunteers to conduct PDM for distributed wash EHIs and hygiene kits within two weeks after distribution.

### **Protection, gender and inclusion.**

- **Train 30 volunteers on dignity, access, participation (DAPs) and safety:** This training equips volunteers with knowledge and skills to ensure that all interventions uphold the principles of protection, gender, and inclusion (PGI). It emphasizes respect for human dignity, equitable access to services, meaningful participation, and safety from harm.
- **Conduct community sessions on PGI:** This session raises awareness among community leaders and members about the importance of ensuring dignity, inclusion, and safety for all, especially marginalized or at-risk groups, during early action and humanitarian response.
- **Activation of existing Referral pathways for Sensitive** Complaints management such as SGBV cases: This involves identifying confidential systems that guide survivors of Sexual and Gender-Based Violence (SGBV) to appropriate medical, legal, and psychosocial support services. It ensures timely and safe access to help.

### **Community Engagement and Accountability.**

- **Establish 1 feedback mechanism for feedback collection, analysis, and reporting.**  
This involves setting up a structured system (e.g., helpdesk, hotline, suggestion boxes, or mobile-based tools) to collect community feedback, questions, or complaints. The mechanism enables timely collection, proper analysis, and systematic reporting to improve the implementation and accountability of the Early Action Protocol (EAP)
- **Complaint and feedback management training for 20 volunteers and 10 community members**  
This activity equips selected volunteers and community members with the skills to handle complaints and feedback respectfully, confidentially, and effectively. The training covers procedures for recording, analysing, responding to, and escalating feedback, ensuring transparency and community trust in the EAP process.

- **Establish 1 community advisory committee for the EAP comprising of 11 members,**

This committee serves as a community-led body that advises on the design, implementation, and monitoring of early actions. It promotes local ownership, inclusiveness, and accountability by ensuring that community voices are represented in key decisions during the EAP cycle.

- **Conduct 2 community consultation meeting on EAP activities with 50 community leaders and members.**

These meetings aim to engage community representatives to gather input on planned Early Action Protocol (EAP) activities. The consultations ensure that the actions are relevant, culturally appropriate, and meet the actual needs of the community, while also fostering transparency and ownership.

- **Conduct Community advisory committee quarterly meeting for the EAP**

These regular meetings enable the community advisory committee to review progress, share feedback, discuss challenges, and guide adjustments to the EAP. It ensures consistent community participation and oversight throughout the year.

### **Coordination**

- **Emergency planning and coordination** meeting with staff and volunteers after the trigger
- TWG Coordination meetings (including annual simulation with key partners)
- Emergency planning and coordination meeting with staff and volunteers after the trigger
- Conduct Community meetings with various groups (disseminate key messages) and draw community lead solutions
- Joint coordination engagement during trigger Activation
- Annual Coordination meetings (including annual simulation with key partners)

Those activities are meant to reduce the impact of flooding and reinforce the existing infrastructure to prevent them from failing when the water level rises. The EW dissemination will be carried out through a wide range of means and systems to ensure redundancy and harmonization although flooding is a seasonal phenomenon, unprecedented floods will probably target communities not usually affected by them. Stronger support on knowing information usually held by the central government is recurrent feedback by communities that are taking part in Community-based Disaster Response Plans.

To properly support those activities, two main components are fundamental:

- **Emergency Operation Center** - that will act as a main gateway for receiving risk information and alerts, and for disseminating them to the National Society Senior Management, Branches, and Local Units. It will continuously monitor the situation and produce a series of reports that will enable swift action at the appropriate time.
- **Emergency Action Teams** - will be the volunteers properly equipped with tools and Personal Protective Equipment to carry out and mobilize community-level activities.

Both structures are the backbone of the capacity of the National Society to implement the Anticipatory Actions since they provide a structured system to implement a continuous effort that will last several months and ensure that Anticipatory Actions are implemented at scale.

As a final note on logistics, parts of the Sudd Wetlands over the river Nile are usually flooded all-year round, expanding and reducing according to seasonal cycles (and exceptional events as the ones targeted by this Protocol). This requires mobilizing stock and volunteers through boats instead of pick-ups, as it is faster and sometimes the only way to reach communities ahead of flood events.

### EARLY ACTION INTERVENTION

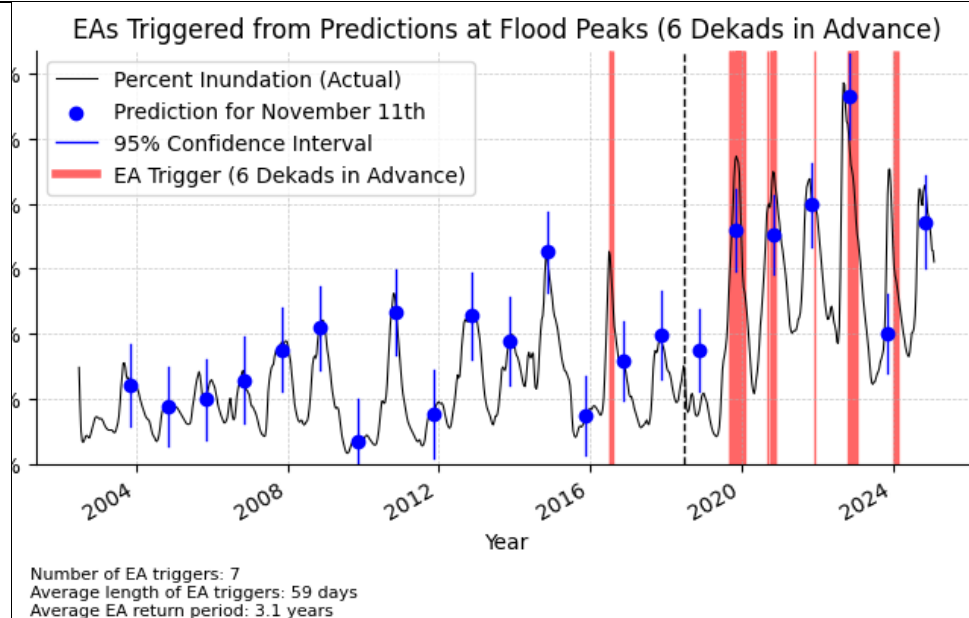
<p><u>The overall objective of the intervention</u></p>	<p>The operation aims to mitigate the impact of White Nile River basin floods on the exposed population in South Sudan, by providing cash, early warning dissemination, and setting up a tailored plan to coordinate and scale up Anticipatory Actions in additional sectors (Health, WASH, and Shelter)</p>
<p><u>Potential geographical high-risk areas that the simplified EAP would target</u></p>	<p>White Nile Basin and Sudd Wetland</p> <ul style="list-style-type: none"> <li>• Central Equatoria: Juba branch, Terekeka branch, Yei branch</li> <li>• Jonglei and Pibor Special Administrative Zone: Bor branch, Akobo branch, Pibor branch</li> <li>• Upper Nile: Malakal branch, Maivut branch</li> <li>• Unity and Ruweng Special Administrative Zone: Bentiu branch</li> <li>• Lakes: Rumbek branch, Yirol branch</li> <li>• Warrap: Tonj branch, Kuajok branch</li> <li>• Northern Bahr el Ghazal: Aweil branch</li> <li>• Abyei: Agok unit</li> </ul> <p>Selection has been made according to the flooded area from historically available data.</p>
<p><u>Who will be assisted through this operation and what criteria will be used for their selection?</u></p>	<p><b>Geographical area targeting:</b> This geographical target focused on areas most at risk based on historical data, current vulnerability analysis based on recent humanitarian crisis and the impact of floods, existing vulnerable groups such as displaced communities; low coverage, and actions in terms of anticipation.</p> <p><b>Community targeting:</b> The targeting of the focus counties is based on pre-existing exposure, vulnerability, and historical occurrence of flooding and associated secondary disasters. The impact of flooding is likely to be compounded by ongoing insecurity and conflict, previous consecutive flooding incidents, limited access to basic services, and high levels of food insecurity. Several consecutive years of flooding have resulted in long-term displacement, as floodwater has not fully receded. The cost-of-living crisis will also exacerbate pre-existing vulnerabilities.</p>

	<p><b>Beneficiaries targeting:</b> Most of the actions are directed to community members to support the evacuation. Special targeting will be done to support the PGI activities since the Referral pathway should be put in place before the emergency, as the progressively worsening situation is likely to raise SGBV cases in advance of the peak of the floods.</p> <p>Priority will go to high-risk areas that the flooding could immediately impact.</p> <ul style="list-style-type: none"> <li>• HHs at high risk of flooding, inside the area where the trigger has been met (the White Nile River basin)</li> <li>• Additional Criteria for CVA Beneficiaries: very low-income HH AND one or more of the following: <ul style="list-style-type: none"> <li>○ female-headed households,</li> <li>○ child-headed households (working with UNICEF list if available since it's not easy to transfer to them),</li> <li>○ people with disabilities/special needs (selection supported by community members, and not passive recipients but rather active participants in the design of the intervention),</li> <li>○ elderly and people with chronic illness,</li> <li>○ HHs with no family support (If the community identifies some families that are poor without any means of support, then they can also be supported)</li> </ul> </li> </ul>
<p><b><u>Trigger(s) statement</u></b></p>	<p>The Simplified Early Action Protocol (sEAP) will be triggered in June, in anticipation of the maximum flood extent of the White Nile in September based on the INFLOW-AI model (see more information below) run every 10 days. The sEAP will be activated between 1 June and 30 September if the statistical model predicts the change in the Sudd inundation extent from the seasonal minimum to the forecasted maximum extent over the next two months to be greater than 5% then the early actions will be activated. This model runs continually from June to December to provide updated two-month-ahead of inundation forecasts every dekads (ten days) that will enable the sEAP to be reassessed throughout the flood season.</p> <p>This sEAP does not have stop mechanism, the flooding is slow-onset wetland flooding rather than sudden onset flooding, and all actions will be implemented as soon as the sEAP is triggered.</p>
<p><b><u>Trigger threshold justification</u></b></p>	<p><b>Justification:</b> The level of water of Lake Victoria (which peaks in April/May) is the main driver of flooding along the White Nile, and therefore the extent of the Sudd wetlands in SSD (which peak in September). This provides a significant lead time and is imperative for anticipatory action. The only way</p>

for the water to recede is through evaporation, and therefore the severity of these situations is highly dependent on the flood extent of the previous year. As shown in Figure 1 above shows the average extent of these wetlands along the river, comparing the difference between the average extends before and after unprecedented flooding in 2019.

**Source of information:** For this sEAP, the trigger is based on the INFLOW-AI model developed through the [INFLOW](#) project that aims to increase flood forecasting capacity for the White Nile. This machine learning model uses transformers with multi-headed attention (a type of neural network) to predict inundation extent six dekads (two months) in advance using previous inundation trends, lake levels in upstream lakes (Victoria, Alberta, and Kyoga), rainfall over lake Victoria, local rainfall, local soil moisture, and various teleconnection indices (MJO, SOI, ENSO, ONI, and IOD). The model shows relatively good prediction with skill justifiable for an S-EAP (see Figure 2). The model outputs are now publicly available, hosted on JASMIN, and provide updated forecasts automatically. The link to these forecasts can be found here: <https://gws-access.jasmin.ac.uk/public/tamsat/INFLOW/> Additional information about the model can be found in this public GitHub. <https://github.com/rapsoj/INFLOW-AI/tree/main>. Critically, this is the same forecast information that is being shared by the humanitarian and government agencies in the official South Sudan Flood Taskforce through the Technical Working Group.

**Trigger threshold:** The S-EAP will be triggered if the difference between the minimum flood extent for the year and the predicted flood extent maximum over the next two months exceeds 5%. Based on model simulations, this threshold has been reached seven times in the past twenty years with an average return period of 3.1 years. The dotted line is for comparison of 2021 as reference point to show that the threshold has been met more often. Figure 2. Prediction of September Sudd extent, multiple regression model using May Lake Victoria Levels, with; i) the black dotted line marking pre and post 2019 ii) the blue dots indicating the annual predictions for 11th November, and iii) the red vertical lines indicating instances the threshold would have been met.



**Figure 2. Prediction of September Sudd extent, multiple regression model using May Lake Victoria Levels, with threshold noted in dotted red.**

**Trigger monitoring:** The trigger will be monitored through an automated email system. The South Sudan Red Cross Emergency Operations Centre email address ([eoc@ssdredcross.org](mailto:eoc@ssdredcross.org)) will be the focal point email for this EAP but there is an easy ability to add other email addresses if required and to adjust. When the threshold is reached, anyone signed up for the trigger alerts will receive a version of the following message:


*"This is an automated email to communicate that the INFLOW\_AI forecast model has reached the threshold for activating the South Sudan simplified Early Action Protocol.*

*Alert triggered on 2025-05-14. Flood extent predicted to cover 10.6% of South Sudan by 2025-06-21. This is an increase of 5.6% of the total area of the country that is inundated since the seasonal flood extent minimum of 5.0%, passing the seasonal inundation extent change threshold of 5.0% set out in the S-EAP."*


The internal communication that the trigger has been reached will be done by the Emergency Operations Center staff of the SSRC, under the DRM department. They are the point of contact to access information, and monitor the SSRC situation, together with the EOC Officer. This will ensure a redundant system for activation, with multiple actors inside and outside (IFRC Cluster Ops Manager, or PNSs) to trigger the Protocol. The Jasmin system will be reviewed regularly by the University of Reading for the duration of this sEAP, and the system may be revised in future versions.


<b>Next steps – For National Societies that intend to develop a full EAP (Optional)</b>	<b>Next steps you will be taking to continue developing this simplified EAP into a full EAP:</b> <ul style="list-style-type: none"> <li>• Explore integrating the current trigger monitoring into other SSRC platforms and systems.</li> <li>• Seek funding with Partner National Societies to start the development of a full EAP</li> </ul>
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## Planned Operations


	<b>Shelter, housing and settlement</b>	<b>Budget</b>	<b>34,091 CHF</b>	
		<b>People targeted</b>	<b>600 HHs (3,000 people)</b>	
<b>Indicator:</b>	# of households reached with essential household items  # of volunteers trained	<b>Target:</b>	600 HHs  20 volunteers	
<b>Readiness activities:</b>		1. Refresher training for Staff and Volunteers on planned intervention		
<b>Prepositioning activities:</b>		1. Procure and preposition essential household items		
<b>Prioritized Early Actions:</b>		1. Beneficiary selection and registration one month ahead of the peak of flooding. Ensuring data collected is disaggregated on SADD (Sex, age, disability disaggregated data). 2. EHIs distribution to the registered targeted population shall be activated when the trigger is reached. 3. Post-distribution monitoring.		

	<b>Water Sanitation and Hygiene</b>	<b>Budget</b>	<b>36,860 CHF</b>
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		<b>People targeted</b>	1,500 People	
<b>Indicator:</b>	# of households reached with essential household items # of people reached through hygiene promotion	<b>Target:</b>	300 HHs with EHIs 20,000 people through Hygiene Promotion	
<b>Readiness activities:</b>		1. Training of volunteers		
<b>Prepositioning activities:</b>		1. Procurement of wash EHIs 2. Procurement of hygiene items		
<b>Prioritized Early Actions:</b>		1. Distribution of wash NFIs and hygiene items 2. Conduct hygiene promotion campaigns (integrated during activities) 3. Post-distribution monitoring.		


	<b>Multi-purpose Cash</b>	<b>Budget</b>	<b>40,012 CHF</b>	
		<b>People targeted</b>	1,000 people	
<b>Indicator:</b>	# of people reached with multi-purpose cash in flood-prone areas. # of volunteers trained	<b>Target:</b>	1,000 People 20 volunteers	
<b>Readiness activities:</b>		1. Train volunteers on CVA 2. FSP contracting and briefing on early action protocols. 3. Beneficiaries targeting criteria setting. 4. Beneficiaries' registration		

<b>Prepositioning activities:</b>	N/a
<b>Prioritized Early Actions:</b>	<ol style="list-style-type: none"> <li>1. Market Assessment</li> <li>2. 2. Cash Distribution to the registered targeted population shall be activated when the trigger is reached.</li> <li>3. Post-distribution monitoring.</li> </ol>

	<b>Community Engagement and Accountability</b>	<b>Budget</b>	<b>7,816 CHF</b>
		<b>People targeted</b>	<b>20,000 people</b>
<b>Indicator:</b>	<p>% of HHs finding the cash transfer amount adequate for meeting immediate needs</p> <p># of volunteers trained</p>	<b>Target:</b>	<p>80 % of interviewed HH find the cash transfer amount adequate.</p> <p>20 volunteers</p>
<b>Readiness activities:</b>	<ol style="list-style-type: none"> <li>1. Set up a subscription for Toll-Free lines for the emergency operation center as part of feedback mechanism</li> <li>2. Conduct Community advisory committee quarterly meeting for the EAP</li> <li>3. Training volunteers on CEA integrated with PGI</li> </ol>		
<b>Prepositioning activities:</b>	N/a		
<b>Prioritized Early Actions:</b>	<ol style="list-style-type: none"> <li>1. Deploy the feedback mechanism to plan the distribution process</li> <li>2. Activation of CEA when trigger reached to support on speculation tracking</li> </ol>		


		<b>Budget</b>	<b>2,769 CHF</b>
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	<b>Protection, gender and inclusion</b>	<b>People targeted</b>	3,600 people	
<b>Indicator:</b>	# of community sessions on PGI conducted # of volunteers trained # of referral pathways activated	<b>Target:</b>	1 session 20 volunteers 1 referral	
<b>Readiness activities:</b>	1. Conduct training for volunteers on DAPs			
<b>Prepositioning activities:</b>	N/a			
<b>Prioritized Early Actions:</b>	1. Conduct community PGI sessions 2. Activate existing referral pathways			

	<b>Risk Reduction, Climate Adaptation and Recovery</b>	<b>Budget</b>	<b>14,929 CHF</b>	
<b>Indicator:</b>	# of people reached with early warning messages # of people evacuated	<b>People targeted</b>	20,000 people 3,000 evacuated	
<b>Readiness activities:</b>	1. Train volunteers on EW messages			
<b>Prepositioning activities:</b>				


	1. Procure tools to implement early action activities such as cleaning waterways, clearing of drainage channels and solid waste management
<b>Prioritized Early Actions:</b>	<ol style="list-style-type: none"> <li>1. Disseminate key and Early warning messages to individuals focusing on local-level communities - travel</li> <li>2. Distribute tools while disseminating key and Early warning messages to individuals focusing on local-level communities</li> <li>3. messages to individuals focusing on local-level communities</li> <li>4. Evacuation of 3,000 people with their livestock in high-risk locations</li> <li>5. Post-distribution monitoring.</li> <li>6. Review of Jingles on flood risk and preparedness</li> </ol>

### Enabling approaches

	<b>Secretariat services</b>	<b>Budget</b>	<b>19,862 CHF</b>	
		<b>People targeted</b>	40	
<b>Indicator:</b>	# of monitoring missions conducted	<b>Target:</b>	6	
<b>Readiness activities:</b>	1. Provide technical support on finance, operations, PMER. Logistics and procurement			
<b>Prepositioning activities:</b>	1. Support and review procurement documents			
<b>Prioritized Early Actions:</b>	1. Operational support and monitoring visits			

	<b>National Society Strengthening</b>	<b>Budget</b>	<b>52,654 CHF</b>	
		<b>People targeted</b>	<b>200 people</b>	
<b>Indicator:</b>			<b>Target:</b>	30 volunteers

	# Volunteers and staff refresher training conducted on EOC management  # of staff mobiliz		1 staff are engaged in sEAP
<b>Readiness activities:</b>	<ol style="list-style-type: none"> <li>1. Annual refresher training for Staff and Volunteers on EAP and EOC operation including trigger monitoring</li> <li>2. 100% FTE AA Officer</li> <li>3. Support internet connectivity in the targeted branches</li> <li>4. Project Shared Office and Service Costs</li> <li>5. Support internet connectivity in the targeted branches</li> </ol>		
<b>Prepositioning activities:</b>	<ol style="list-style-type: none"> <li>1. Protective equipment for volunteers (rain boots and raincoats)</li> <li>2. Procurement and preposition visibility material.</li> <li>3. Provide staff and volunteers with material support (mobile devices/Tablets) in advance, as required for rapid registration processes</li> </ol>		
<b>Prioritized Early Actions:</b>	<ol style="list-style-type: none"> <li>1. Lesson learned workshop</li> <li>2. 100% FTE AA Officer</li> <li>3. Project Shared Office and Service Costs</li> </ol>		

	<b>Partnership and Coordination</b>	<b>Budget</b>	<b>11,007 CHF</b>	
		<b>People targeted</b>	200	
<b>Indicator:</b>	# of meetings held	<b>Target:</b>	10 meetings	
<b>Readiness activities:</b>	<ol style="list-style-type: none"> <li>1. Conduct annual Coordination meetings on the simplified EAP with key partners on the EAP intervention to be ready for activation, including annual simulation with key partners</li> <li>2. TWG Coordination meetings (including annual simulation with key partners)</li> </ol>			

<b>Prepositioning activities:</b>	N/a
<b>Prioritized Early Actions:</b>	<ol style="list-style-type: none"> <li>1. Emergency planning and coordination meeting with staff and volunteers after the trigger.</li> <li>2. Conduct Community meetings with various groups (disseminate messages) and draw community lead solutions</li> <li>3. Joint coordination engagement during trigger Activation</li> </ol>

### Conditions to Deliver the Early Action

<b>Experience and/or capacity to implement the early actions.</b>	<p>SSRC proved in JJAS 2024 that Anticipatory Action was feasible in the country for an event like the one anticipated, through a combination of NS Preparedness and Response Plans that included AAs, as well as an imminent DREF application for lifesaving activities.</p> <p>Anticipatory Action Capacity: The South Sudan Red Cross-SSRC has been engaging in anticipatory actions in a variety of ways, with components of the anticipatory approach appearing in a variety of operational papers throughout the national society. The SSRC conducts an annual evaluation of the national and branch contingency plans, which provides a fantastic opportunity for preemptive actions and the utilization of meteorological information. SSRC has made significant progress in the establishment and institutionalization of an anticipatory strategy within the organization, it currently has an AA road map that identifies priorities for institutionalizing AA with a focus on both the national society and the community level. As a result, the NS initiated a feasibility assessment to see whether preventive activities and approaches are feasible in South Sudan. Furthermore, SSRC technical and management teams have joined numerous technical working groups within the region and at the national level including CVA, DRR, Early warning Early action, and focused-based financing, where collaboration and the exchange of tools and ideas on AA is ongoing. Through the ECHO HIP implemented by the Danish Red Cross, SSRC piloted an IBF system for flood risk monitoring in Bor County with the assistance of partners. This system is automated and provides a 7-day alert window for taking preventative measures. This system has the potential to be scaled up and displays the NS's competence to do additional piloting on such systems. Every year, the anticipation hub offers regional and global dialogue platforms for stakeholders from the RCRC movement, the UN, governments, and other organizations to discuss progress toward AA and</p>
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strengthen advocacy on AA. In 2023, SSRC participated in dialogue platforms in the African region and at global level in Berlin, where SSRC's AA work was prominently featured.

Flood (response) and anticipation capacity: As part of its mandate in the country as per its auxiliary role, the SSRC is responsible for supporting the government during emergencies through provision of essential relief items, water and sanitation services, health and first aid assistance coupled with psychosocial support, tracing and restoring family links. During an operation, the NS serves as support to the government and acts in coordination with the authorities and other local actors by providing humanitarian assistance to the affected population with Essential household items, WASH items including water treatment chemicals, Food distribution, Cash Interventions, Health and protection including PSS and PGI. SSRC is trying out the use of vouchers to their beneficiaries and for the first time, a Terms of Reference has been developed for the use of voucher assistance and this is being tried out in Kapoeta to respond to the ongoing hunger crisis. To carry out the different actions and fulfill their responsibility to bring aid to those who need it, the South Sudan Red Cross makes use of its network of volunteers specialized in a variety of interventions through constant capacity building. In this way, the members become the main implementation body of the National Society. To ensure that aid is provided on a national scale, the South Sudan Red Cross has a network of twenty-one branches and fifty-four units in the ten states across the country. Each branch has the capacity to form its structure and has volunteers (National disaster response teams) and staff who support its functions. The National Headquarter of the SSRC ensures that each branch strengthens its capacity through training of its members and resource mobilization. In general, the branches have some capacity to coordinate and provide services of most of the intervention sectors during a response. Areas such as first aid, social mobilization, provision of water hygiene and sanitation services, protection, and restoring family links coupled with the distribution of essential relief items have been developed extensively over the years to ensure that the branches can provide the required services in their respective territories autonomously. However, in the event of an emergency that surpasses the branch's capacity, the deployment of National Disaster Response Teams reverts to the National Headquarters (NHQ). The NS through the NHQ combines both internal and project-based funding and technical support to continuously develop capacities at the Branch level to ensure national coverage of all sectors under its mandate. Community capacity building includes hazard mapping which strengthens the community's anticipatory action. The SSRC plays a critical role as part

	<p>of the community in providing humanitarian needs to the affected population and builds capacity. South Sudan RC PER was done in 2019 with follow-up orientations carried out in 2023 largely occasioned by the knowledge drain of the past exercise and loss of institutional memory on result areas then targeted and shifted in country and NS context.</p>
<p><a href="#">Red Cross Red Crescent Movement partners and governmental/other agencies consulted/involved on this simplified EAP.</a></p>	<p><b>Movement actors:</b></p> <p><b>IFRC</b> has a stable presence in the country through its Cluster Office, covering Uganda and Tanzania. IFRC also supports SSRC on the whole out-of-country procurement process and logistics management, as well as general admin and PMER capacity for upcoming and ongoing projects.</p> <p>In-country <b>Partner National Societies</b> supported the drafting of the Preparedness and Response Plan and the current Protocol. Danish RC, Finnish RC, German RC, and Netherland RC contributed to specific sections. The country started the Anticipation journey with a strategic roadmap, also supported by National Societies. The project has been supported jointly by the Italian RC and IFRC under the “Supporting the Red Cross Network to Scale Up Anticipatory Action” in Africa.</p> <p><b>RCRC Climate Centre:</b> After supporting the first Feasibility Study for Anticipatory Action, ongoing support has been provided both for the imminent Floods of 2024 and the trigger design of the current Protocol. In addition to that, they have been providing information through the INFLOW project (see links above in the trigger section).</p> <p>The <b>International Committee of the Red Cross (ICRC)</b> will be involved in this simplified Floods Early Action Protocol through its established partnership and operational collaboration with SSRC. ICRC already works closely with SSRC to deliver emergency assistance, healthcare services, and infrastructure support, particularly in response to crises such as armed conflict. In the context of flood preparedness and response, the ICRC's role will include providing technical expertise, logistical support, and humanitarian resources to strengthen SSRC’s capacity for early warning and early action. This may involve joint planning, community-based disaster risk reduction, and coordination in deploying rapid response teams in flood-prone areas. ICRC’s emphasis on climate-smart and sustainable approaches also aligns with the goals of the simplified protocol, ensuring that interventions are both timely and resilience.</p> <p><b>External coordination:</b></p>

In 2024 a similar event that would have triggered the Protocol, the Government of South Sudan, through the Ministry of Water and Irrigation, made a public announcement. Compounded by the release of the JJAS weather forecast of above-normal rains, the government of South Sudan has taken a step further and formed a Cabinet-level Flood Preparedness Committee, which includes ministers from water resources and irrigation, environment, and humanitarian affairs and disaster management. The committee developed emergency preparedness plans, including a role in Anticipation for the SSRC.

UN and other actors like OCHA have been co-chairs of the Government Task Force on Flood Preparedness and Response, effectively contributing to coordinated efforts. The Cluster system is also in place in the country for Health, WASH, GBV, FSL, Protection and S/NFI. Given the very peculiar nature of the floods that would trigger the protocol, the WFP Country Office is expected to support flood extension mapping efforts.

Development process:

SSRC mandate and role in Anticipating White Nile floods have been discussed with the Government starting from the 2024 P&R Plan, as well as with the cluster system. Actions have been then refined by both volunteers and staff from the Emergency Operations Center and DM department. Anticipatory Actions identified were then validated with the Head of DM and the Response Manager (also Focal Point for AA) of South Sudan Red Cross.

In case of sEAP activation:

South Sudan Red Cross will actively participate in technical committees formed under the leadership of the Ministry of Humanitarian Affairs and Disaster Management to provide technical support and coordinate anticipatory actions with other national actors.

At the County/state level, SSRC representatives will be part of similar structures at their respective levels.

SSRC is also part of the Cluster System, which is active in the country, especially for Health and WASH activities.



# Early Action Protocol Summary

EAPcode - South Sudan Red Cross  
FLOODS

## Operating Budget

Readiness Pre-Pos Stock Early Action TOTAL

<b>Planned Operations</b>	<b>23,004</b>	<b>59,001</b>	<b>54,472</b>	<b>136,477</b>
Shelter and Basic Household Items	2,130	29,181	2,780	<b>34,091</b>
Livelihoods	0	0	0	<b>0</b>
Multi-purpose Cash	8,840	0	31,173	<b>40,012</b>
Health	0	0	0	<b>0</b>
Water, Sanitation & Hygiene	4,473	26,625	5,762	<b>36,860</b>
Protection, Gender and Inclusion	1,598	0	1,172	<b>2,769</b>
Education	0	0	0	<b>0</b>
Migration	0	0	0	<b>0</b>
Risk Red., Climate Adapt. and Recovery	2,130	3,195	9,604	<b>14,929</b>
Community Engagement and Accountability	3,834	0	3,982	<b>7,816</b>
Environmental Sustainability	0	0	0	<b>0</b>
<b>Enabling Approaches</b>	<b>56,626</b>	<b>5,112</b>	<b>21,785</b>	<b>83,523</b>
Coordination and Partnerships	2,396	0	8,611	<b>11,007</b>
Secretariat Services	19,862	0	0	<b>19,862</b>
National Society Strengthening	34,368	5,112	13,175	<b>52,654</b>
<b>TOTAL BUDGET</b>	<b>79,630</b>	<b>64,113</b>	<b>76,257</b>	<b>220,000</b>

*all amounts in Swiss Francs (CHF)*

## Contact information

For further information, specifically related to this simplified EAP please contact:

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