

EARLY ACTION PROTOCOL ACTIVATION FINAL REPORT

Zambia | Floods

22 September 2023



*Cover Photo: ZRCS team in the community maneuvering through mud to conduct early actions in Kafue District
Photo by: ZRCS Information Department, January 2023*

EAP №: EAP2020ZM01	Operation №: MDRZM017	EAP approved: 08/10/2020	EAP timeframe: 08/10/2020 to 07/10/2025
Trigger date: 24/01/2023	Early action lead time 7 days	Operational timeframe: 3 Months	Period covered by this activation report: 24/01/2023 to 30/04/2023

Budget: CHF 80,882.75

Assisted: 12,000 (7,200 F: 4,800 M) people

EARLY ACTION PROTOCOL SUMMARY

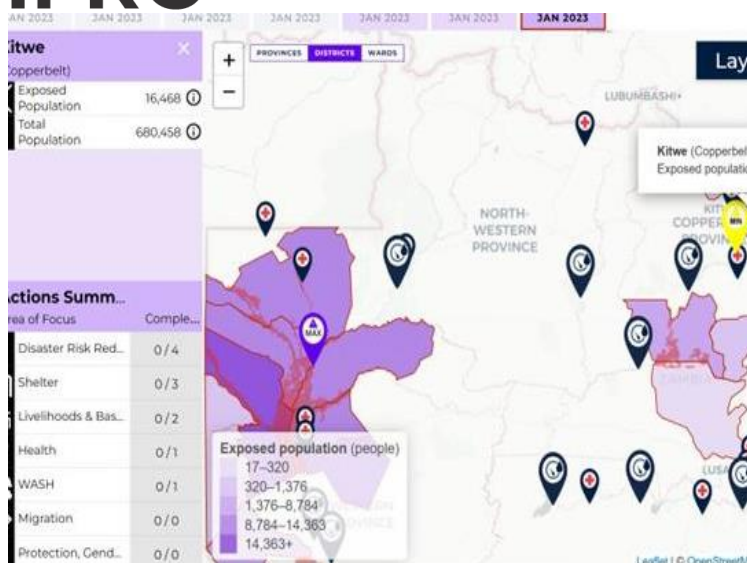


Figure 1 Photo of triggered Impact Based Forecasting portal showing triggered stations and ZRCS Branches- 23rd January 2023, Credit: ZRCS and 510.

Back in January 2023, the [IFRC Disaster Response Emergency Fund \(DREF\)](#) allocated CHF 80,882.75 for the [Zambian Red Cross Society \(ZRCS\)](#) to implement early actions to reduce and mitigate the impact of flooding in the [Kafue and Kitwe Districts of Zambia](#). The early actions to be conducted were pre-agreed with the National Society and are described in the published Early Action Protocol (EAP) [\[Zambia Floods Early Action Protocol EAP2020ZMO1\]](#).

The EAP was activated on the 22nd of January 2023. The outcomes of the early action activation were reported in the activation notification report [\[EAP Activation Notification Zambia: Floods \(2023\) floods\]](#). This final report provides an overview of any activity and expenditure incurred since the early action activation was published on the 24th of

January 2023 until the end of the EAP Activation period on the 30th of April 2023.

Summary

On January 22, 2023, the [Impact Based Forecasting \(IBF\)](#) and [Global Flood Awareness System \(GloFAS\)](#) sent a warning to the [Zambia Red Cross Society](#). [GloFAS](#) is connected to water gauge stations on water bodies managed by the [Water Resource Management Authority \(WARMA\)](#) which detects riverine floods. The system indicated a possibility of flooding in ten districts across the country, [affecting 100,264 people in total \(16,712 Households\)](#). Chanyanya and Chiyawa Wards, in Kafue District, were anticipated to be at a greater risk with an impact on 12,232 people (2,039 Households) expected. According to the system, the flooding was anticipated to take place on January 28, 2023. According to the riverine flood EAP, the anticipated risks for the triggered districts included shelter- displacement of people due to complete or partial collapsing of their houses. WASH/Health- water borne disease outbreaks, e.g., cholera due to destruction of sanitation facilities and contamination of water points and or increased malaria incidences due to increased exposure to mosquito attacks. Food Security- crop losses and damage due to water logging. Based on the information received from the system, the National Society mobilized its resources and conducted the early actions in the two districts¹. The two districts were selected based on the highest number of people who were considered as most likely to be affected.

On day 6 after stakeholders meeting, guidance was provided by the government through District Disaster Management Committees (DDMCs) that ZRCS should work with existing community structures under Ministry of Health called Neighbourhood Health Committees (NHCs). These committees helped in identifying and registering the most vulnerable households in the flood prone communities as Musonda, Chipata and Malembeka of Kitwe District as well as the Chiyawa and Chanyaya in the Kafue District. At the same time, the ZRCS started disseminating early warning key messages in all the anticipated higher-impact communities including Chiputi, Kambale, Gota Gota and Chanyanya in Kafue as well as Wazakile and Riverside in Kitwe. The ZRCS emphasized on the possibility of houses being affected by anticipated floods and risk of houses collapsing. Safe havens were identified in communities of both Kitwe and Kafue and communities were informed about the identified safe havens. Following this development, early actions were intensified in the Water, Sanitation and Hygiene (WASH)/Health and Shelter sectors of the [Early Action Protocol \(EAP\)](#).

¹ Kafue and Kitwe Districts

The main thrust of the early actions was on risk reduction through early warning information, identification of evacuation sites, cleanliness and health promotion, and the distribution of WASH/Health non-food items (NFIs) targeting communities in the Kafue and Kitwe Districts. Together with government and affected communities, the ZRCS had identified safe havens for the anticipated affected population in nearby schools. The beneficiary selection criteria agreed upon by the DDMCs included pregnant and lactating mothers, the elderly (65 years and above), child headed, chronically ill persons and differently abled persons. The distribution points identified were Luangwa and Riverside Health Post in Kitwe and Gota Gota and Chanyaya Primary schools and Kambale Rural Health Post in Kafue. The targeted population was 1,000 households in each of the two Districts and all the 2,000 households were supported with non-food items such as sleeping mats.

Throughout the EAP Activation processes and actions, the ZRCS worked closely with different key district stakeholders, including government institutions, local community leadership and other humanitarian actors, to provide potential immediate needs of the communities. The resulting coordination of early action efforts maximized their collective impact. Throughout the processes, the ZRCS encouraged the local community to take an active and leading role in disaster risk reduction and preparedness, including protecting their homes and families and participating in early warning systems and evacuation plans. As it shall be seen, this support of the local community and stakeholders was crucial to the success of the Zambia Red Cross Society's efforts. By working together, they leveraged their resources and expertise to provide more effective support. The non-food item distribution was one example of communities' commitment to helping those in need and they remained dedicated to supporting affected communities.

The early action was conducted within the lead time of seven days although the anticipated floods did not happen within the lead time. The floods occurred at different times in the two Districts. Kitwe experienced the flood on the 12th day and Kafue on the 15th day. However, the supported population managed to survive the impacts through use of hygiene materials such as soap, water containers and chlorine and improved practices that assisted in prevention of diarrhoea diseases. The distribution of mosquito nets assisted in Malaria prevention. The early actions taken in these communities contributed to behavioural changes that encouraged affected populations to chlorinate their drinking water, improve their personal hygiene, and raise awareness about the importance of keeping drainages clear of debris, the dangers of living in flood-prone areas, and how to mitigate or prevent epidemics that result from flooding.

OPERATIONAL STRATEGY

SUMMARY OF EAP IMPLEMENTATION

Host National Society

After receiving the alert, the National Society dispatched a team to the two Districts of Kafue and Kitwe to implement early actions as per the approved EAP by the IFRC. Immediately, the District Administration was informed of the impending flood and the early action/anticipatory activities that the ZRCS was to undertake in the districts in coordination with other stakeholders. The planned interventions included dissemination of early warning messages using public address and radio programs support digging and or clearing of drainages in flood-prone wards, and the distribution of WASH items, including chlorine, soap, and 20-litre containers for water storage, and Mosquito nets. ZRCS implemented the Early Actions through the Disaster Management Department (DMD) with support from other key ZRCS Departments including Health and Care, Logistics, Communication and Public Relations and Branch Development.

The early actions of the ZRCS aimed at responding to potential immediate needs of 2,000 households in the two targeted districts of Kafue (Chikupi, Kambale and Chiyawa wards) in Lusaka Province and Kitwe (Wusakile Ward) in Copper Belt province focusing on the following sectors: shelter, livelihoods and basic needs, health/WASH and disaster risk reduction in the high priority risk communities as indicated in the Impact Based Forecasting.

Red Cross Red Crescent Movement

The National Society received an alert of the triggered stations and notified the movement partners. IFRC advised the ZRCS to work on the notification for EAP activation, which was timeously approved, and funds transferred to the NS for early action implementation. The ZRCS worked with IFRC, Netherlands RC and the Climate Centre throughout the process of activation, implementation of the early actions as well as in conducting the lessons learnt workshop. Movement coordination was done through daily update meetings as well as sharing of written updates with the partners. Some of the key lessons in the process were published in the IFRC go platform. The Forecast based Action (FbA) by the DREF allocated CHF 80,882.75 to implement early actions to reduce and mitigate the impact of riverine floods in Zambia, particularly in Kafue and Kitwe districts. The early actions conducted were in line with the prescribed actions in the IFRC Approved flood [Early Action Protocol \(EAP\)](#) for the Zambia Red Cross Society (ZRCS) developed with the support of the IFRC as well.

Overview of non-Red Cross Red Crescent actors in country

The National Society facilitated the implementation of early actions through working various stakeholders. These include the Disaster Management and Mitigation Unit (a member of the FbA Technical Working Group at the National Level, District Disaster Management Committees (DRM structures chaired by the District Commissioners and comprising of different ministries as Agriculture, Health, Community Development and Sanitation, Chiefs and Traditional Affairs, Local Government, Water Development, Education and Zambia National Service).

ZRCS worked with other key stakeholders from the beginning, and these include: **WARMA** –gave an official statement that the alert was a true positive and continued to issue out statements. **Disaster Management and Mitigation Unit (DMMU)** – Overall coordination, activation of District DRM structures and early warning dissemination using community radio stations. **Zambia Meteorological department** –continued to provide early warning in the form of 7-day weather forecast, and daily flash floods monitoring and highlighting the increase in rainfall resulting from Tropical Storm Cheneso. **Ministry of Health (MoH)** –support Health promotion interventions in the targeted Districts. Other critical non-Red Cross Red Crescent actors were the Impact Based Forecasting (IBF) and the Global Flood Awareness System (GloFAS). To trigger the EAP, the [IBF](#) and [GloFAS](#) had forecasted and sent the warning message to the Zambia Red Cross Society.

OPERATIONAL SUPPORT SERVICES

Human Resources

A ZRCS headquarters team comprised of Disaster Management, Health and Care, Communication, PMER as well as branch development were deployed to the two districts to conduct the early actions. The DM was responsible to oversee the operation, Communications and Public Relations for public address sensitization and radio activities, PMER overall data management, Branch Development Manager for volunteer management. The health and care were responsible for the WASH and Health interventions. The involvement of all the key departments made it easy to carry out the early action within the lead time as each department focused on their different roles and responsibilities.

Logistics and supply chain

The ZRCS has a Logistics department that supported in the transportation of non-food items from the Lusaka warehouse to the communities of Kafue and Kitwe Districts. The logistics department supported the EAP activities through mainly warehousing and fleet. **Warehousing**- the ZRCS stored items in advance in regional warehouses for distribution activities. **Fleet**- 2 heavy and light-weight vehicles were hired locally to reach out to the Kafue district. With support of the logistics department, the following items were dispatched to the districts:

Description	Kafue Qty	Kitwe Qty	Total Qty
Chlorine 750ml Bottle	2,008	2,008	4,016
20L Storage Containers	654	654	1,308
Hygiene Tablet Soap	3,000	3,000	6,000
Mosquitoes Nets	970	1,000	1,970

Information Technology

The ZRCS communications department facilitated development and dissemination of early warning messages in collaboration with DMMU, MoH and Ministry of Agriculture. The office also coordinated all public address and radio sensitization programs using early warning material.

Communications and Information

The office also coordinated all public address and radio sensitization programs using early warning material.

Planning, Monitoring, Evaluation and Reporting (PMER)

The PMER team supported the development of EAP indicators and activities. The team also developed the MEAL system for the EAP and supported data collection on indicators. The PMER also contributed through orientation of volunteers and monitoring the anticipatory activities. The team also facilitated lesson learnt workshop for the activation, thereby facilitating learning and documentation of good practices for future programming.

Administration and Finance

The Disaster Management team involved the finance department from the beginning up to the end of the early action implementation. The finance supported in ensuring timely release of funds to facilitate smooth operation, effective and timely reporting. The ZRCS requested financial support from the IFRC to implement the early actions through an EAP Notification to which the finance team took the lead in drafting and managing the budgets.

CHALLENGES AND LESSONS LEARNED

Despite the successful and impactful implementation of the EAP, the processes were however not without their own challenges. The millstones encountered during the implementation of the early actions for the anticipated floods in Kitwe and Kafue included:

1. **Heavy rainfall occurred during distribution of WASH items, this slowed down distribution process** and caused beneficiaries to **wait for long periods before distributions** could resume.
2. The **lead-time of 7 days was limited for ZRCS and key stakeholders to effectively conduct all the planned early actions** which included the distribution of non-food items to all the targeted 1,000 households per District given the vastness of the targeted communities.
3. **Logistics and transportation:** The movement of personnel (staff, stakeholders, and volunteers) and non-food items to the affected areas was challenging due to poor road infrastructure, and limited access to certain areas. ZRCS had to transport all the 160 volunteers that supported the early actions as almost all of them were not from the flood prone communities but rather from the branch offices.
4. ZRCS targeted 1,000 households per district and yet the **triggered communities had more than the targeted number of exposed populations**, making it difficult to select who to support from a pool of equally vulnerable households.

The challenges highlighted above, and some learning during the implementation of the EAP left behind lessons and good practices for future programming. The following lessons and good practises came through:

1. **To be effective, Early Actions need to be implemented early before the anticipated disaster strikes, otherwise they constitute response.** It was difficult to implement early actions in districts where flash floods were experienced before the IBF triggered. The early action in this instance were characteristic of, and interpreted as, a response to the floods.
2. **Some settlements and settings make early actions difficult to implement and evacuation before disaster could be the ideal intervention.** It was difficult to implement certain early actions in an urban setup such as digging of trenches especially in areas near riverbanks. Evacuation of those households would then be the best option. On the other hand, such recommended early actions as the promotion of early harvesting of crops could be impossible when it is time for planting, early into the rain season.
3. **In prepositioning Early Action NFIs, it is prudent to expect and plan for the worst-case scenario as moving additional materials to the affected areas after the disaster could turn out to be a nightmare on account of accessibility and logistics.** The NS had prepositioned Non-Food Items to distribute according to the approved EAP. Nevertheless, the people that were exposed were more than what was anticipated making the available supplies insufficient for the exposed population, and transporting additional NFIs was challenging and costly. Equally the same applied to the numerous numbers of stations that were triggered against a planned few, thereby making it difficult for the NS to prioritise.
4. **Despite being a fairly new and contemporary approach, Early Action requires collaboration, coordination and community action for effectiveness, just like in mainstream programming.** The Zambia Red Cross Society collaborated with other organizations and agencies to coordinate their early action efforts, and this turned out to maximize impact. The encouragement of local communities to take an active role in disaster risk reduction and preparedness, including protecting their homes and families and participating in early warning systems and evacuation plans was well received, and by working together, resources and expertise were leveraged to provide more effective support.
5. **Building capacity right in the middle of the high-risk communities/villages enhances the effectiveness, timeliness, and impact of Early Action efforts.** ZRCS had to transport all the 160 volunteers that supported the early actions as almost all of them were not from the flood prone communities but rather from the Branch offices. This had an impact on the effectiveness of the EAP as time and resources would have been saved had there been trained volunteers within the early action areas.
6. **Cohesion and communication between and within units and departments at the level of the organisation oils the system to work properly and harness the fruits from complementarity of functions.** The involvement and regular meetings by all the key departments within the ZRCS made it easy to carry out the early action within the lead time as each department focussed on their different roles and responsibilities, there by enjoying the benefits of division of labour and functions.
7. **Communication function is very key and must be engaged and supported at every stage in both planning and implementing Early Actions.** The ZRCS communications department facilitated development and dissemination of early warning messages in collaboration with DMMU, MoH and Ministry of Agriculture. The office also professionally and efficiently coordinated all public address and radio sensitization programs using early warning materials.

PLANNED OPERATIONS

 Shelter	CHF budget:	CHF actual:
	People targeted: 6,000	People reached: 6,160
	Female: 3,000	Female: 3,696
	Male: 3,000	Male: 2,464
Indicator:	Number of people reached with shelter, housing, and settlement interventions in advance of a hazard 6,160	
Early actions:	1. <i>Distribute waterproof plastic bags for safe keeping of key documents (certificates, vaccination cards.</i>	

2. *Distribution of household items to targeted household and PDM follow up (Tents, ITNs WASH Materials etc)*
3. *Communities reinforces/digs trenches Embankment to divert water, unclog trenches.*
4. *Quick assessment of the safe havens - relocation sites and improve the sanitation facilities in the evacuation sites beneficiary Pre-selection/identification*

Narrative description of achievements

Informed by the EAP notification of 24 January 2023, the ZRCS deployed teams in the two districts where they worked with ZRCS Branches and key stakeholders in the following activities.

Shelter – ZRCS identified safe havens for the anticipated affected population in nearby schools. The targeted population was 1,000 households in each of the two districts and all the households were supported with non-food items such as sleeping mats (3 per household). The selection of these households was based on the communities around the triggered areas focusing mainly on the aged, orphans, chronically ill, child headed households, differently abled.

Within the EAP, the ZRCS managed to reach out to 6,160 people through the distribution of household NFIs including the insecticide treated nets (ITNs) and WASH materials to targeted households. In total, the 2,000 targeted households in the 2 districts received 4,016 bottles of chlorine 750mls, 1,308 water storage 20L containers, and 6,000 tablets of hygiene soap. Due to the timing of the EAP, which was into the floods in most cases, the reinforcement/digging of trenches or embankment to divert water and unclog trenches could not be done at the anticipated scale and hence was no longer feasible. Due to the timing the distribution of waterproof plastic bags for safe keeping of key documents (certificates, vaccination cards) was not done. However, post distribution monitoring conducted towards the end of the EAP activation indicated a higher of satisfaction with the intervention as 92% responded that they were either satisfied or very satisfied with the EAP and how the help was delivered by the ZRCS.



Photo 1 Identified schools to be used as safe haven at Gota Gota primary school in Kafue District



Photo 1 Identified sanitation facilities at Gota Gota primary school in Kafue District

	CHF budget:	CHF actual:
	People targeted: 6,000	People reached: 12,000
	Female: 3,000	Female: 7,200
	Male: 3,000	Male: 4,800

Indicator: Number of people reached with health and care interventions in advance of a hazard 12,000

Early actions: 1. *Distribution of insecticide treated nets (2 pieces per household).*

Narrative description of achievements

Informed by the EAP notification of 24 January 2023, the ZRCS deployed teams in the two districts where they worked with ZRCS branches and key stakeholders in the following health related activities. The most in need households were given insecticide treated mosquito nets (3 per household). The distribution of mosquito nets assisted in malaria prevention for 1,970 households while the health messaging using the PA system attracted the attention of people from other wards as well and in the process reaching out to a total of 12,000 people, more than those targeted. More people were reached with health messages during the distribution of mosquito nets. Messaging included proper usage of mosquito nets, malaria prevention measures, cholera and bilharzia prevention and management, among other public health related issues.



Water, Sanitation and Hygiene

CHF budget:

People targeted: 6,000

Female: **3,000**

Male: **3,000**

CHF actual:

People reached: 6,160

Female: **3,696**

Male: **2,464**

Indicator: Number of people reached with WASH interventions in advance of a hazard 6,160

Early actions: 1. *Transportation of wash material and household items from the regional warehouses to the districts for distribution to targeted individuals and families.*
2. *Community sensitization on early warning on proper hygiene by 60 volunteers targeting the 1,000 households (Public system address, radio announcement, door to door, IEC, CEA).*

Narrative description of achievements

Informed by the EAP notification of 24 January 2023, the ZRCS deployed teams in the two districts where they worked with ZRCS branches and key stakeholders in the following WASH related activities.

WASH/Health – the NS identified 80 volunteers per district that were oriented on health and hygiene promotion. These were deployed to go around the communities with early warning as well as hygiene messages. The volunteers managed to reach out to the 2,000 households with the messages. The non-food items were also distributed such as 20-litre water storage containers, chlorine, and soap. Status of water points and sanitation facilities was also checked in all the evacuation centres. With the support of the logistics department, the following NFIs (WASH material and household items) were transported from the regional warehouses to the districts for distribution to targeted individuals and families.

Description	Kafue Qty	Kitwe Qty	Total Qty
Chlorine 750ml bottles	2,008	2,008	4,016
20L storage containers	654	654	1,308
Hygiene tablet soap	3,000	3,000	6,000

The trained 160 volunteers went through the at-risk affected communities sensitizing them on early warning-early action and proper hygiene using public address systems in both districts. The Early actions also involved radio announcements and volunteer door to door campaigns that reached out to a combined 6,160 people.



Photo 2 Beneficiaries receiving their entitlements in Kitwe district.



Photo 3 Beneficiaries receiving their entitlements in Kitwe district.

 Risk Reduction, climate adaptation and Recovery	CHF budget:	CHF actual:
	People targeted: 6,000	People reached: 6,160
	Female: 3,000	Female: 3,696
	Male: 3,000	Male: 2,464
Indicator:	Number of people reached with risk reduction and/or climate adaptation interventions in advance of a hazard. 6,160	
Early actions:	1. <i>Community sensitization on Early warning, early crop harvesting, proper food storage and preservation; Proper hygiene by 60 volunteers targeting the 1000 households (Public system address, radio announcement, door to door, IEC, CEA)</i>	
Narrative description of achievements		
Informed by the EAP notification of 24 January 2023, the ZRCS deployed teams in the two districts where they worked with ZRCS branches and key stakeholders in the following risk reduction, climate adaptation and recovery related activities. The targeted number of 6,000 were reached with early crop harvesting, proper food storage and preservation and proper hygiene messages through the 160 trained volunteers in the targeted districts. The messaging was delivered under some of the most difficult circumstances as some of the areas had already been flooded and the volunteers had to travel longer distances, on foot and in mud, to reach some of the cut-off places. IEC materials were distributed through the 160 volunteers mainly during their door-to-door campaigns while some were prepositioned at the identified schools to be used as safe havens. The IEC materials covered broader public health areas mainly the most feasible threats to the communities as malaria, cholera, bilharzia, crossing flooded water bodies and lightning.		

FINANCIAL REPORT

A total of CHF 86,140 was allocated through the DREF EAP fund. The triggers were activated and successfully implemented. By the time of activation, CHF 34,586 had been utilized. The remaining balance of CHF 54,554 will be returned to the DREF pot. A detailed financial report is attached below.

bo.ifrc.org > Public Folders > Finance > Donor Reports > Appeals and Projects > DREF Operation - Standard Report

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Selected Parameters			
Reporting Timeframe	2023/01-2025/08	Operation	MDRZM017
Budget Timeframe	2023/01-2023/04	Budget	APPROVED

DREF Operation

FINAL FINANCIAL REPORT

MDRZM017 - Zambia - Flood

Operating Timeframe: 24 Jan 2023 to 30 Apr 2023

Prepared on 30/Sep/2025

All figures are in Swiss Francs (CHF)

I. Summary

Opening Balance	0
Funds & Other Income	86,140
DREF Anticipatory Pillar	86,140
Expenditure	-34,586
Closing Balance	51,554

II. Expenditure by area of focus / strategies for implementation

Description	Budget	Expenditure	Variance
AOF1 - Disaster risk reduction	13,568	4,350	9,218
AOF2 - Shelter	25,921	5,606	20,315
AOF3 - Livelihoods and basic needs	16,562	15,859	703
AOF4 - Health			0
AOF5 - Water, sanitation and hygiene	12,184		12,184
AOF6 - Protection, Gender & Inclusion			0
AOF7 - Migration			0
Area of focus Total	68,235	25,815	42,420
SFI1 - Strenghten National Societies			0
SFI2 - Effective international disaster management		84	-84
SFI3 - Influence others as leading strategic partners	17,905	8,687	9,218
SFI4 - Ensure a strong IFRC			0
Strategy for implementation Total	17,905	8,771	9,134
Grand Total	86,140	34,586	51,555

DREF Operation

FINAL FINANCIAL REPORT

MDRZM017 - Zambia - Flood

Operating Timeframe: 24 Jan 2023 to 30 Apr 2023

Selected Parameters			
Reporting Timeframe	2023/01-2025/08	Operation	MDRZM017
Budget Timeframe	2023/01-2023/04	Budget	APPROVED

Prepared on 30/Sep/2025

All figures are in Swiss Francs (CHF)

III. Expenditure by budget category & group

Description	Budget	Expenditure	Variance
Relief items, Construction, Supplies	15,600		15,600
Construction Materials	6,240		6,240
Utensils & Tools	9,360		9,360
Logistics, Transport & Storage	12,899	8,341	4,559
Distribution & Monitoring	7,280	2,528	4,752
Transport & Vehicles Costs	5,619	5,812	-193
Workshops & Training	21,656	16,296	5,360
Workshops & Training	21,656	16,296	5,360
General Expenditure	30,728	7,839	22,889
Travel	26,728	4,875	21,853
Financial Charges		267	-267
Other General Expenses	4,000	2,696	1,304
Indirect Costs	5,257	2,111	3,147
Programme & Services Support Recover	5,257	2,111	3,147
Grand Total	86,140	34,586	51,555

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Reference



Click here for:

- [EAP Activation](#)