

RAPID SITUATION AND NEEDS ASSESSMENT OF INFORMAL CROSS-BORDER TRADERS

at the Chirundu and Mwami
border posts in Zambia during
the COVID-19 pandemic

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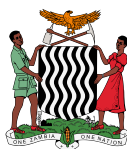
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Foreign, Commonwealth
& Development Office

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Acronyms

Africa CDC	Africa Centres for Disease Control and Prevention
BCP	border control post
CBP	cross-border permit
CBTI	COMESA Cross-Border Trade Initiative
COMESA	Common Market for Eastern and Southern Africa
CBTA	cross-border traders' association
CBTAZ	Cross-border Traders Association of Zambia
ERP	economic recovery programme
FCDO	Foreign, Commonwealth and Development Office of the United Kingdom
FGD	focus group discussion
ICBT	informal cross-border trader
IOM	International Organization for Migration
IPC	infection prevention and control
MCTI	Ministry of Commerce, Trade and Industry
MSMEs	micro-, small and medium enterprises
MWK	Malawian kwacha
NTFC	National Trade Facilitation Committee
OSBP	one-stop border post
PERC	Partnership for Evidence-based Response to COVID-19
PPE	personal protective equipment
ICBT	informal cross-border trader
SADC	Southern African Development Community
STR	COMESA Simplified Trade Regime
TID	trade information desk
TIDO	trade information desk officer
UNCTAD	United Nations Conference on Trade and Development



ACRONYMS

WEEP	Women's Economic Empowerment Programme
WHO	World Health Organization
WICBT	woman informal cross-border trader
ZMW	Zambian kwacha
ZRA	Zambia Revenue Authority

Executive summary

A rapid situation and needs assessment of informal cross-border traders in Zambia, targeting the border areas of Chirundu, Lusaka Province and Mwami, Eastern Province, was one of four conducted as part of a Southern African region-wide project entitled, “Supporting Informal Cross-border Traders in Southern Africa to Do Business Safely During the COVID-19 Pandemic”. The project is being implemented by the IOM missions in Zambia, Malawi, South Africa and Zimbabwe, with funding from the Foreign, Commonwealth and Development Office (FCDO) of the United Kingdom. The three other countries for which similar assessments were undertaken, by other research teams, are Malawi, South Africa and Zimbabwe.

This report is the result of fieldwork conducted from 1 December 2020 to 6 January 2021, during which qualitative interviews were conducted with key government stakeholders in Lusaka and at targeted border posts, as well as with officials of the Common Market for Eastern and Southern Africa (COMESA), trade information desk officers (TIDOs) at the targeted border posts and the Cross-Border Traders’ Association of Zambia (CBTAZ). Additionally, focus group discussions (FGDs) and one-on-one structured survey interviews with informal cross-border traders (ICBTs) were carried out. Profiling of three border markets in the towns of Chirundu and Mwami was also conducted.

There is no clear, universally accepted definition of *informal cross-border trader*. This report defines an ICBT as a low-income individual who carries goods amounting to no more than USD 2,000 across a border, facing a number of challenges that include harassment, corruption and a lack of knowledge of border procedures and of his or her rights at formal or official border crossing points.

Majority of the ICBTs interviewed in Chirundu and Mwami are middle-age women whose economic survival depends mainly on cross-border trade. Most ICBTs are driven to engage in this sector as a means to fend for their families, trading mainly in fruits and vegetables, second-hand clothing, *chitenge* (a local fabric), processed foodstuffs, cosmetics and meat products. In addition, most are members of a cross-border traders’ association (CBTA), specifically CBTAZ.

Research findings

Some of the general findings of the research are presented below.

General findings from both border areas

All ICBTs possess some general knowledge about COVID-19, mainly as a result of media being used as channels to communicate COVID-19-related messages to the public. However, awareness of specific COVID-19-related restrictions and infection prevention and control (IPC) measures is found to be low overall, suggesting that

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communication on these topics has not been adequate at the border community level. Findings also suggest that the enforcement of COVID-19 measures at the targeted border posts has been weak, as evidenced by a number of border officers and other individuals failing to observe and implement measures such as maintenance of social distancing and wearing of face masks.

The COVID-19 pandemic has had devastating impacts on the interviewed ICBTs, including loss of income and an increased sense of fear and uncertainty. At the Chirundu OSBP, restrictions have been set in place that prevent ICBTs from crossing the border to engage in trade activities in Zimbabwe, in addition to a ban on the movement of passenger buses, which often carry traders across. At the Mwami Border Control Post (BCP),¹ as at the Chirundu OSBP, the high costs associated with testing for COVID-19 and the certificate's short validity period deter traders from crossing the border formally. At both locations, ICBTs who continue to trade during the pandemic opt to use informal routes and unofficial or undesignated border crossing points, which have been proven dangerous and unsafe.

National strategies and action plans currently in place to address the challenges brought about by COVID-19 are not properly tailored towards assisting ICBTs. For example, programmes for women target those in sectors other than informal cross-border trade. Existing strategies that focus on trade were developed prior to the pandemic, and so they do not take into account the current crisis and the restrictions placed on movement of ICBTs across borders as a response. No new or further strategies or protocols have been placed to facilitate informal cross-border trade. Additionally, the majority of traders have been unable to benefit from national stimulus packages. In any case, a number of committees at the national and border post levels have been established to address the various challenges of COVID-19, and it is within some of these committees that ICBTs are given attention.

Findings from Chirundu²

COVID-19 awareness – including of IPC measures and movement restrictions – of ICBTs interviewed in Chirundu was found to be very low compared to their counterparts in Mwami, despite the fact that the former recorded more confirmed COVID-19 cases than the latter. This finding is true about all measures, aside from restrictions on the movement of people and goods, with more traders seemingly aware of this. Additionally, the COVID-19 testing tent is worn out and the isolation room is not ideal for keeping patients, having been built to originally serve as a storage room. As of 27 January 2021, cross-border trade has been allowed to resume.

Findings from the Mwami border

A higher percentage of traders interviewed at the Mwami BCP seem to be generally more aware of COVID-19, including in terms of the infection prevention measures and movement restrictions currently in place. Awareness of certain specific measures,

¹ Mwami and Mchinji had separate border control posts at the time of the study. The two were integrated into the Mwami/Mchinji One-Stop Border Post (OSBP) in December 2022.

² Unless otherwise indicated, all mentions of the Chirundu OSBP pertain to its Zambian side.

such as the wearing of face masks, is low. As regards IPC facilities, the tent used as a temperature screening station is now worn out and needs replacement. Temperature checks are now only done at the point of entry to Zambia from Malawi, while travellers leaving Zambia are allowed access to the border post without needing to undergo temperature checks, putting each other and border officers at risk of infection. In addition, it was found that the desks of front-line officers, including the trade information desk (TID), are laid out in an open-office plan with the desks in close proximity and accessible to traders, which also increases the risk of COVID-19 spread. Findings also show that harassment and corruption are rampant at the Zambia–Malawi border, with the main perpetrators being Malawian border officers. Lastly, the isolation facility, equipped with an ambulance for transporting COVID-19 patients, is located far from the border post.

Recommendations

In light of the research findings, the report makes the following recommendations.

Recommendations for both border control posts

- (a) Develop ICBT-focused COVID-19 response strategies and include ICBTs in existing national COVID-19 action plans.
- (b) Introduce a new, harmonized immigration policy instrument.
- (c) Provide more and better-quality information at border posts.
- (d) Raise the awareness ICBTs of existing complaint mechanisms.
- (e) Reduce the cost of COVID-19 testing for ICBTs.
- (f) Set protocols to: (i) ensure the continuity of cross-border trade and (ii) ensure the health and safety of cross-border traders and other travellers, not necessarily to make cross-border trade easier or faster.
- (g) Develop a comprehensive COVID-19 and harassment curriculum and communication strategy for ICBTs.
- (h) Add more TIDOs and health officers.
- (i) Build infrastructure that is tailored to the needs of ICBTs.
- (j) Support better/improved measures of COVID-19 measures by border agencies at both border posts.
- (k) Provide additional hygiene infrastructure and equipment at borders posts.

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Recommendations for the Chirundu One-Stop Border Post

- (a) Install a new tent for COVID-19 testing and another one for isolation.
- (b) Provide thermometers for temperature checks at entry points where there are currently none or allow only one door to be used for entry.
- (c) Secure the border, with personnel keeping watch on the border post premises to look out for unscrupulous individuals.

Recommendations for the Mwami Border Control Post

- (a) Install a new tent for COVID-19 testing.
- (b) Ensure temperature checks of travellers entering the border post facilities.
- (c) Ensure that the future OSBP facility has dedicated isolation rooms to ensure crisis readiness.
- (d) Ensure that the future OSBP takes the needs of ICBTs into account.

1. Introduction

This report presents the findings of field research on the conditions faced by informal cross-border traders (ICBTs) during the COVID-19 pandemic in Zambia. The research was conducted on behalf of IOM and forms part of a region-wide analysis that also covers Malawi, South Africa and Zimbabwe under the project entitled “Supporting Informal Cross-border Traders in Southern Africa to Do Business Safely During the COVID-19 Pandemic”. A total of five border posts (either a border control post (BCP) or a one-stop border post (OSBP)) were targeted by the project, namely:

- (a) Chirundu One-Stop Border Post (“Chirundu OSBP”, on the Zambia–Zimbabwe border);
- (b) Mchinji Border Control Post³ (“Mchinji BCP”, on the opposite side of the border as Mwami BCP);
- (c) Mwami Border Control Post (“Mwami BCP”, on the opposite side of the border as Mchinji BCP);
- (d) Beitbridge Border Control Post – Zimbabwe side (“Beitbridge BCP – Zimbabwe” in Beitbridge, Zimbabwe, across from South Africa);
- (e) Beitbridge Border Control Post – South Africa side (“Beitbridge BCP – South Africa” in Musina, South Africa side, across from Zimbabwe).

The findings presented in this report reflect the results derived from the research, which covered the Mwami BCP and the Zambian side of the Chirundu OSBP. Corresponding recommendations are then made. The fieldwork in Zambia was conducted from 1 December 2020 to 6 January 2021, during which qualitative interviews were held with: (a) key government stakeholders in Lusaka; (b) border officials and officers (immigration and customs) at the Chirundu OSBP and the Mwami BCP; (c) officials of the Common Market for Eastern and Southern Africa (COMESA); (d) TIDOs from the two targeted border posts; and (e) officers of the Cross-border Traders’ Association of Zambia (CBTAZ). One-on-one structured survey interviews and focus group discussions (FGDs) with ICBTs were held for the two border posts.

The work was carried out by the international consultant, Nyembezi Mvunga, over a period of two months. The consultant was accompanied in Chirundu by IOM staff and in Mwami by IOM project Officer, James Mwansa Musonda.

³ Mchinji and Mwami had separate border control posts at the time of the study. The two were integrated into the Mwami/Mchinji One-Stop Border Post (OSBP) in December 2022.

1.1. Project background

Informal cross-border trade is significant among countries of the Southern African Development Community (SADC), accounting for 30–40 per cent of total intra-SADC trade and valued at an estimated USD 17.6 billion. Women ICBTs (WICBTs), who make up approximately 70 per cent of informal traders, trade in high volumes of low-value goods, including food products, cosmetics, second-hand clothes and handicrafts. They face gender-specific risks and are more susceptible to harassment and exploitation by corrupt border officers. The majority of WICBTs are relatively poor and have low levels of education. Other threats to these women include a marked increase in gender-based violence and decreased access to sexual and reproductive health services. In addition, COVID-19 is expected to affect women significantly more than men, especially because of the widening financial inequality between them. It will be imperative to address these challenges because WICBTs support some of the most fragile and impoverished communities, and so any threat to them becomes a threat to the most vulnerable and least resilient.

The outbreak of COVID-19 in Southern Africa has led to border closures and travel restrictions throughout the region. Where cross-border trade has been permitted, it was for larger commercial flows (and not for the movement of people) and was accompanied by quarantine measures to isolate persons suspected of being infected for a certain period (e.g. 14 days). This was often at a cost to the traveller. Additional security measures have been put in place in the patrolling of border post premises. These changes have had a catastrophic impact on the livelihoods of ICBTs, who are unable to conduct trade as per usual.

The objective of this project is to contribute towards the enhanced protection of the health and economic rights of ICBTs through the facilitation of continued trade during the COVID-19 pandemic. The expected outcomes are as follows:

- (a) Consensus exists on a policy direction that favourably considers informal cross-border trade and ICBTs in national trade plans contextualized to the COVID-19 pandemic and, to the extent possible, COVID-19 socioeconomic recovery plans and strategies aimed at formalizing the informal trade sector have been prepared.
- (b) Border posts and, specifically, border authorities have improved capacity to promote a healthier and safer environment for ICBTs to operate in.
- (c) Small-scale cross-border traders (SSCBTs) and ICBTs demonstrate increased ability in transacting safely at border posts during periods of restrictions implemented as a response to COVID-19.

1.2. Objectives of the assessment

The objectives of the rapid situation and needs assessment of informal cross-border trade in Zambia during the COVID-19 pandemic were to:

- (a) Inform activities under the three components of the project (which correspond to the expected project outcomes listed in [section 1.1](#)), including national-level policy dialogue and activities for border officials and officers and CBTA's undertaken at the border posts targeted by the project;
- (b) Establish a gender-mainstreamed baseline.

1.3. Scope of the assessment

The topic areas that falls within the scope of the assessment are listed in this section.

1.3.1. Topic areas covered during interviews with key stakeholders

- (a) COVID-19
 - (i) **COVID-19 policies**, including national economic recovery plans; ministry-led strategies and BCP-led strategies at the BCPs for their day-to-day operations, including communications strategies to increase awareness of COVID-19; and ICBT-focused and gender-sensitive policies to address the impact of the pandemic.
 - (ii) **COVID-19 awareness**, specifically the degree of knowledge that national and border officials and officers have about the pandemic, and, in line with this, the kind of training they have (if any) on COVID-19 management and response, whether front-line border officers are safe from the risk of COVID-19 infection, and the degree to which COVID-19 measures are being enforced at the border posts.
 - (iii) **Infection prevention and control (IPC) measures**, including those which seek to make COVID-19 information accessible and available to the public, especially at border posts, and those that ensure the safe passage of border post users. The lack of financial resources to procure personal protective equipment (PPEs) for border officials, the adequacy of health personnel at border posts, whether there are COVID-19 testing and isolation centres, and if they are in good, operational condition, are also assessed.
 - (iv) **Gender**, including strategies in place (if any) for managing and accommodating different genders at the border posts and mechanisms in place (if any) to enable victims to launch complaints of harassment and corruption and receive assistance pertaining to such complaints.

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- (v) **Other institutional interventions**, including those in the COMESA region and CBTAZ, to improve conditions for ICBTs at the border posts targeted by the study, as well as bilateral and regional guidelines in place to ensure harmonization of measures and regulations among countries and the degree to which they are being adhered.

1.3.2. Topic areas covered during one-on-one survey interviews with ICBTs

- (a) **COVID-19 awareness** in terms of, for example, IPC measures (such as travel restrictions) and the degree of their knowledge of these, as well as access to information, knowledge and education about the pandemic.
- (b) **COVID-19 response measures**, including those at the national level, such as national stimulus packages and other forms of assistance, such as donations of face masks, rapid temperature scanners, gloves, waste bins and other items. Access to such assistance and the impact of such programmes on the livelihoods of ICBTs, as well as alternative livelihoods adopted by ICBTs during the pandemic, were also explored.
- (c) **IPC measures at the border posts**, including consistency in the supply of PPEs and availability of infrastructure and equipment at the border posts to facilitate safe border crossing during the pandemic.
- (d) **Border post building space, equipment such as thermal scanners** and, specifically, their availability, adequacy, condition and gender sensitivity.

1.3.3. Topic areas covered by the border market profiling exercise

- (a) **Profile of markets**, including the visibility in form of display of signage identifying the market and entrances and exits, level of safety from infection risk and availability of printed materials containing COVID-19 guidelines, prevention measures and emergency contact numbers.
- (b) **COVID-19 prevention measures adopted by marketeers**, including the mandatory wearing of masks and the provision and maintenance of handwashing and hand-sanitizing facilities at stalls, shops and entry points, and of compulsory wheel-bathing equipment for motor vehicles.
- (c) **Border market hygiene**, including the availability of running water within the market and in toilets, and presence of health personnel.

2. Methodology, assumptions and limitations

2.1. Assessment methodology

A three-step approach was taken to successfully conduct the rapid needs and situation assessment of ICBTs in Zambia during the pandemic and meet the objectives set forth. The first step was a review of relevant project documents and other existing literature on informal cross-border trade in Africa, with a particular focus on studies that encompassed topics such as the COVID-19 pandemic, cross-border movements, gender dimensions of informal cross-border trade, and harassment and corruption. Additionally, a number of COVID-19-related briefs produced by the Ministry of Health, with support from WHO, were reviewed. The second step comprised key stakeholder consultations with institutions at the national and border post levels. The third and final step consisted of both FGDs and one-on-one survey interviews with ICBTs and observation tours of border posts and border markets. The combination of different methods provided in-depth information on the current situation, including the needs of ICBTs and border authorities and the challenges they face, and identified institutional and policy gaps in Zambia that need to be addressed to ensure safe cross-border trading conditions during the pandemic and in future crises of a like nature. This section provides, in detail, the methodology undertaken for the rapid needs and situation assessment.

2.2. Review of relevant literature

The following relevant documents were covered before and after the fieldwork:

- (a) FCDO project document: “Supporting Informal Cross-border Traders in Southern Africa to Do Business Safely During the COVID-19 Pandemic”;
- (b) Public Health Act (Laws, Volume 17, Chapter P295) Statutory Instrument No. 22 of 2020 (“The Public Health (Infected Areas) (Coronavirus Disease 2019) Regulations”);
- (c) COMESA COVID-19 guidelines;
- (d) SADC COVID-19 guidelines;
- (e) Tripartite Free Trade Area COVID-19 guidelines on trade and transport facilitation;
- (f) IOM case study: “Making the case to integrate human mobility into cross-border trade and trade facilitation – Cross-border trade and border management in select countries and borders in the COMESA region: a case study” (2020);

2. METHODOLOGY, ASSUMPTIONS AND LIMITATIONS

- (g) Report: “Rapid assessment report on the conditions of small-scale cross-border trade at selected border posts in the COMESA region”, by Gaarder et al. (2019);
- (h) World Bank policy note: “Eight emerging effects of the COVID-19 pandemic on small-scale cross-border traders in the Great Lakes Region of Africa”, by Mvunga and Kunaka (2021);
- (i) United Nations Conference on Trade and Development (UNCTAD) reports:
 - “Gender-sensitive policies to support women cross-border traders in Malawi, United Republic of Tanzania and Zambia” (2019);
 - “Borderlines and women in informal cross-border trade in Malawi, United Republic of Tanzania and Zambia, economic development and regional integration in Eastern and Southern Africa” (2019);
- (j) United Nations Economic Commission for Africa (ECA) report: “Facilitating cross-border trade through a Coordinated African response to COVID-19” (2020);
- (k) International Growth Centre policy brief: “Informal traders and COVID-19 in Africa: An opportunity to strengthen the social contact”;
- (l) COVID-19 policy briefs from African Union, the World Health Organization (WHO), the Africa Centres for Disease Control and Prevention (Africa CDC) and the Partnership for Evidence-Based Response to COVID-19 (PERC). An exhaustive list of the reviewed documents and reports is included in the Bibliography.

2.3. Scoping missions

The data-gathering tools used during the field visits (i.e. the one-on-one ICBT survey questionnaire and border post and border market walk-through observation tools) were developed in collaboration with consultants working in Malawi, Zimbabwe and South Africa and are included in this report as [Annex 1](#). A list of guide questions for use during the FGDs was prepared, taking into account the limitations of the one-on-one survey tool, is attached as [Annex 2](#). Additionally, an interview guide for representatives of key stakeholder institutions was developed and attached as [Annex 3](#). The scoping mission was undertaken in two phases:

- (a) Consultations with key stakeholders which comprised face-to-face meetings and virtual and phone conversations;
- (b) One-on-one, face-to-face interviews with ICBTs at the border posts, conducted with the assistance of two enumerators.

All individuals involved in the conduct of data collection through face-to-face meetings, among other methods, were educated on COVID-19 prevention measures, including ensuring social distancing. Face masks were distributed to each individual present in the data collection activities to prevent the spread of COVID-19.

2.3.1. Consultation with stakeholders and field visits

As part of the consultation process, discussions with regional bodies, government institutions and the various chapters of CBTAZ were conducted in Lusaka prior to the field visits to the Mwami and Chirundu border areas. An attempt to hold a virtual meeting with SADC was made, but no response was received from the organization. However, COVID-19 guidelines were shared with SADC. “Interviews” through email exchanges with COMESA were undertaken prior to the field visits and one telephone conversation after. Most of the consultations with government institutions were conducted in person, with the exception of the virtual meeting with the Zambia Revenue Authority (ZRA). Additionally, local councils in Chirundu and Mwami were visited to collect data on border markets. The key stakeholders and experts who were consulted prior to, during and after the scoping mission are listed in Table 1.

Table 1. Key stakeholders consulted, by date and location

Name	Organization	Location (interview site)	Meeting date
Mr Miti Mupushi	Zambia Revenue Authority (ZRA)	Microsoft Teams Lusaka, Zambia	1 December 2020
Mr Nsangwa Ngwira	Ministry of Commerce, Trade and Industry	Lusaka, Zambia	2 December 2020
Ms Jenala Tembo	Ministry of Gender	Lusaka, Zambia	3 December 2020
Mr Styled Zimba	Department of Immigration	Lusaka, Zambia	3 December 2020
Mr Emmanuel Sampa	Ministry of Transport and Communications	Lusaka, Zambia	4 December 2020
Mr Innocent Hamuganyu	Ministry of Health	Lusaka, Zambia	4 December 2020
Mr Matthews Kalikiti	ZRA	Chirundu, Zambia	14 December 2020
Ms Phyllis Nyamba	Immigration	Chirundu, Zambia	14 December 2020
Ms Kabeela Sambwa	Ministry of Health	Chirundu, Zambia	14 December 2020
Mr Goodson Mbewe	Cross-border Traders' Association of Zambia (CBTAZ)	Chirundu	14 December 2020
Mr Rabson Tembo	Trade Information Desk	Chirundu, Zambia	15 December 2020
Mr Situmbeko Likando	Immigration	Mwami, Zambia	17 December 2020
Ms Demetria Chagwa	ZRA	Mwami, Zambia	17 December 2020
Mr Moses Chomba	Ministry of Health	Mwami, Zambia	17 December 2020
Ms Elizabeth Mwanza	TID	Mwami, Zambia	17 December 2020

2. METHODOLOGY, ASSUMPTIONS AND LIMITATIONS

Mr Agaton Zulu	Local CBTAZ	Mwami, Zambia	17 December 2020
Ms Florida Lungu	Local CBTAZ	Mwami, Zambia	17 December 2020
Mr Tasara Muzorori	COMESA	Phone conversation, Lusaka, Zambia	13 January 2021

2.3.2. Fieldwork phase

Fieldwork in Mwami and Chirundu took place from 14 to 18 December 2020 and was dedicated to qualitative interviews with key stakeholders at the border posts, including post officials/officers and CBTAZ members in one-on-one survey interviews and FGDs with ICBTs, inspections of the border posts, and profiling of border markets. The fieldwork phase was therefore divided into four components:

- (a) **Component 1: Individual surveys.** Two enumerators in each border area carried out a survey of individual ICBTs. In Mwami, interviews were conducted at the Saturday market and at the local CBTAZ office in Chipata Town over a two-day period. In Chirundu, CBTAZ facilitated the gathering of ICBTs for interviews at Mthunzi Lodge over a one-day period. A lack of ICBTs at the Chirundu OSBP prevented a two-day survey from taking place.
- (b) **Component 2: Institutional stakeholder interviews.** FGDs with key institutions operating at the Chirundu OSBP enabled the collection of feedback on the conditions of cross-border trade. One-on-one follow-up interviews with representatives of key border agencies were then conducted. In Mwami, interviews with all key agencies working at the border post were also conducted.
- (c) **Component 3: Border post walk-throughs.** An FGD with ICBTs was conducted in Chirundu, facilitated by Mr Musonda, and in Mwami by Ms Mvunga. The FGD in Chirundu comprised 8 females and 7 males; the one in Mwami was attended by 13 participants, 2 of whom were women.
- (d) **Component 4: Border market profiling.** In both border areas, market profiling, including walk-throughs, was undertaken by Ms Mvunga. In addition, data was collected from the local councils.

Table 2 shows the total number of interviews undertaken at each border post, disaggregated by gender.

Table 2. Number of ICBTs interviewed, by sex

Border post	Locations	ICBTs interviewed by gender		Total ICBTs interviewed
		Male	Female	
Chirundu	Mthunzi Lodge	6	5	11
Mwami	Saturday Market and the local CBTAZ office (Chipata)	7	13	20

2.4. Field research parameters and assumptions

The following parameters and assumptions were established prior to the conduct of the field research:

- (a) There would be no fewer than 20 interviewees at each border post, and gender balance should be ensured (i.e. a minimum of 10 male and 10 female ICBTs (WICBTs)).

It was discovered during the field visit that restrictions on the movement of people through the Chirundu OSBP were still in place, resulting in zero sightings of ICBTs. Challenges also arose in trying to locate ICBTs at the border markets for the interviews, which prompted the Chirundu chapter of CBTAZ, which was engaged for the study, to bring together a number of ICBTs for an FGD with the enumerators. Of these, only 13 were available for the one-on-one survey interviews.

- (b) No more than 50 per cent of ICBTs interviewed should be members of a CBTA, specifically CBTAZ, enabling the enumerators to obtain information that would enable assessment of conditions affecting all traders (i.e. including non-members).

Given the lack of ICBTs at the time of the field visits, the ICBT interviews had to be postponed to a later date and depended on the availability of traders regardless of CBTAZ membership status.

- (c) Operations would have resumed at both border posts, enabling the enumerators to interview ICBTs there rather than at other locations.

Restrictions were still in place during the visit to the Chirundu OSBP, however, while the Mwami BCP was already open to traders, including ICBTs. Very few ICBTs were sighted at the Mwami BCP during the field visit, prompting researchers to seek them out at the Saturday Market in Chipata Town (about 27 km away) and engage the local CBTAZ chapter to bring together ICBTs who could be interviewed at their offices.

2.5. Limitations of the assessment

The enumerators faced a number of challenges in the conduct of the one-on-one survey interviews, summarized in this section.

2.5.1. Translation issues

The translation of the term “COVID-19 national stimulus package” from English to local languages proved generally challenging. To make the term understandable, the enumerators also had to provide examples of the types of assistance and concessions that the Government of Zambia had been providing during the pandemic (e.g. free electricity and deadline extensions for utilities bill payment).

2.5.2. Lack of available ICBTs

The enumerators were unable to find ICBTs at the Chirundu OBSP, as the border post had been closed to ICBTs during the field visit, and no buses carrying passengers that usually comprise ICBTs were permitted to cross. Enumerators relied on CBTAZ to bring together (a limited number of) ICBTs for interview.

2.5.3. Time constraints among ICBTs

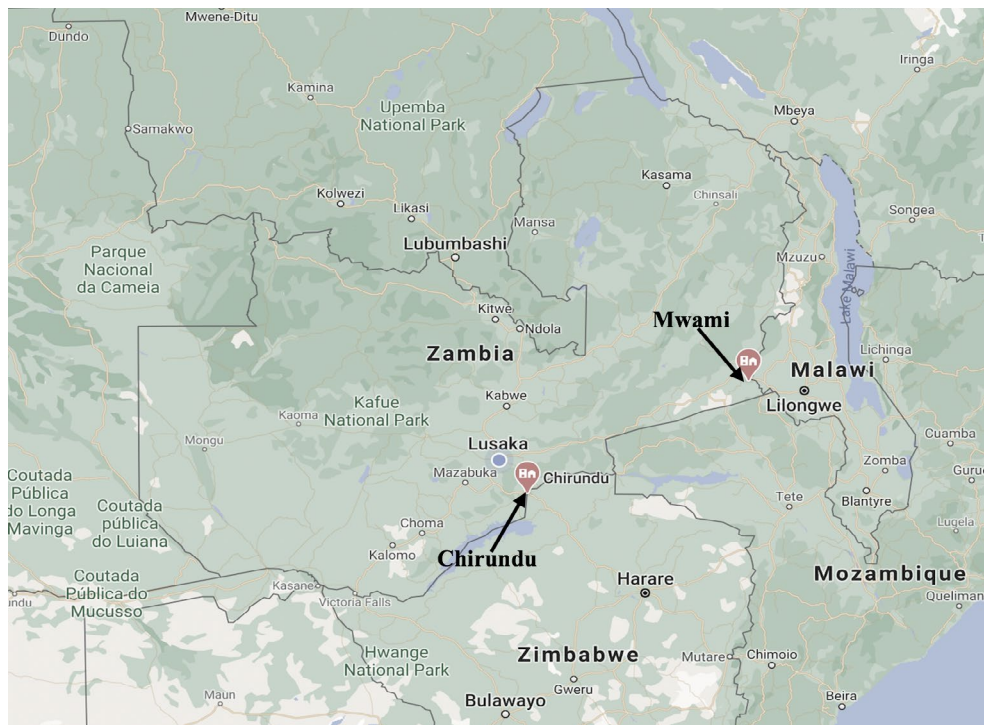
In each border area, the enumerators found it difficult to properly conduct their interviews with ICBTs: those organized by CBTAZ were rushing to return to their daily activities, while those interviewed in the border markets were preoccupied with selling their goods. Interviews conducted in the border markets took longer than expected, as they had to be paused multiple times to enable ICBTs to attend to customers.

3. Findings and results

3.1. General description and location of the border posts

The rapid assessment covered two border posts in Zambia, namely: (a) Mwami BCP (on the Zambia–Malawi border, with Mchinji BCP on the Malawian side) in Eastern Province; and (b) the Zambian side of the Chirundu OSBP (on the Zambia–Zimbabwe border) in Lusaka Province. Figure 1 shows the locations of these border posts.

Figure 1. Border post locations



Source: Location of the Chirundu and Mwami border control posts © 2021 Google, elaborated by authors.

Note: This map is for illustration purposes only. The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the International Organization for Migration.

3.1.1. Chirundu OSBP

Straddling the Zambia–Zimbabwe border, the Chirundu OSBP is the first operational border post of its kind (i.e. an integrated border post) in Africa. The Zambia–Zimbabwe border runs along the Zambezi River, which forms a natural physical barrier separating the two countries along its entire stretch. Interviews with ICBTs and border officials and officers revealed that ICBTs preferred the formal route to travel across the border (i.e. through the border post) prior to the pandemic, but that they have now found alternate, albeit informal, routes or border crossing points

3. FINDINGS AND RESULTS

to avoid COVID-19-related restrictions at the border post. Interviewed ICBTs also indicated that prior to the pandemic, ICBTs suffered acts of harassment and corruption at the hands of random unscrupulous individuals loitering on the border post premises.

The three main markets for ICBTs on the Zambian side of the border are Chirundu Market, Mission Market and Yellow Jacket Market, of which Chirundu Market hosts the most marketeers and is closest to the Chirundu OSBP. However, despite a few new shops having been constructed, much of the market needs improvements, as the majority of stalls and shops are already in a somewhat dilapidated state, with walkways difficult to navigate, especially during the rainy season. Also close to the Chirundu OSBP is Zambezi National Park, which hosts a spectacular array of wildlife that attracts tourists. However, the proximity of the national park to the border now poses a risk to ICBTs, who, according to participants in the FGDs with ICBTs, use it as an informal route to cross the border and avoid the COVID-19-related restrictions at the border post.

3.1.2. Mwami Border Control Post

The Mwami BCP is a small border post in Mwami Town, on the Zambia–Malawi border. Interviews with border officers and ICBTs revealed that this border is extremely porous and was already experiencing high rates of ICBTs using informal routes or border crossing points even before the pandemic began. Efforts, including the introduction of multiple immigration instruments (and now, during the pandemic, a health clearance slip) by border authorities to encourage and facilitate formal movement across the border, have proven ineffective. A high number of interviewed ICBTs reported experiencing harassment and corruption at the Mwami BCP committed by border officers, the majority of whom are reported to be Malawian. This also encourages the use of informal routes. The border post, together with Mchinji BCP on the other side, is being converted into an OSBP, with construction nearing completion at the time of this writing. However, it could not be ascertained from the interviews with key stakeholders the degree to which the future OSBP will take into account potential future crises similar to the COVID-19 pandemic and the needs of ICBTs (e.g. shelter and resting rooms, among others).

There are a number of markets in Chipata Town (located about 27 km from the border post) where traders – who are either local residents of Chipata or foreigners coming in through the Mwami BCP – own stands or shops to sell their goods. The biggest of these are Kapata Market and the Saturday market.

3.2. Main economic activities in the border areas

3.2.1. Chirundu

The Chirundu OSBP, which has both a commercial and a passenger terminal, is the main crossing point for commercial traffic between Harare and Lusaka and one of several that allow traders to travel from Lusaka to South Africa and vice versa – specifically through the Beitbridge BCP on the South Africa–Zimbabwe border. Prior to the pandemic, the BCP operated from 6 a.m. to 10 p.m. daily, but it now temporarily operates round the clock, with plans to maintain these operating hours post-pandemic.

On the Zambian side of the border, the major commercial activity is tourism, with international tourists drawn to Lower Zambezi National Park. Along the main road leading to the border post, several private investors have established parking areas for trucks known as “truck stops”, where service drivers await customs clearance or await expense money to continue on their way. The Chirundu Market (the main market and the one closest to the border) has a number of established stalls and shops that sell a variety of goods, including food, bottled water and clothes. Additionally, there is a mall within walking distance of the border post. Majority of interviewed ICBTs who use the Chirundu OSBP originate from either nearby border communities or Lusaka.

3.2.2. Mwami

The construction of an OSBP at the Mwami–Mchinji border is underway and nearing completion at the time of this writing. Once finished, it will mark the beginning of the Nacala logistics corridor, which will ultimately connect Chipata Town to the Port of Nacala in northern Mozambique. The border is extremely porous, resulting in significant numbers of ICBTs using informal routes to avoid paying official duties, taxes and fees, and, now during the pandemic, COVID-19 testing. Harassment and corruption committed by border officers also drive traders to use informal routes and border crossing points.

Much of the economic activity in the border area takes place in Chipata Town, situated less than 30 km from the Mwami BCP. The town has several markets, the major ones being Kapata Market, Kapata Modern Market and the Saturday market, where ICBTs own or rent stalls and shops where they sell their goods. The main commodities found at these markets are dried food (such as fish and beans) and second-hand clothes. Kapata Market appears to host more stores selling electronic goods than the Saturday market. Chipata Town also has a number of bigger stores and a few restaurants.

A study of the languages and dialects spoken by ICBTs on the Zambian and Malawian sides of the Mwami–Mchinji border (Gaarder et al., 2019) notes their similarity, such that people from both sides consider themselves to be one community.

3. FINDINGS AND RESULTS

The research found that shops and stalls at border markets in both Chirundu and Mwami were in need of rehabilitation. Interviews with COMESA revealed that the organization was set to build better markets more conducive to trade in both border areas and on both sides of the border.

3.3. Cross-border movement of people and goods

3.3.1. Cross-border movement of ICBTs

Chirundu

Interviews with stakeholders revealed that prior to the pandemic, most ICBTs opted to use official border crossing points, as the Zambezi River served as a physical barrier between the countries of Zambia and Zimbabwe. Only a small number of ICBTs – those who imported sugar (a commodity whose importation is regulated in Zambia to ensure that sugar products complies with national vitamin A fortification regulation) and second-hand clothes (which are banned in Zimbabwe) – took the risk of illegally ferrying their goods across the river using a canoe after hours. However, the study found that during the COVID-19 pandemic, even ICBTs carrying goods approved for import or export have been using informal routes to continue trading in the light of COVID-19-related restrictions that resulted in border closure. ICBTs use Lower Zambezi National Park or canoes late at night to lessen the chances of being spotted by border patrols. However, the national park exposes ICBTs to such risks as wild animal attacks, while crossing the Zambezi River on canoes exposes them to the risk of drowning (e.g. from capsizing).

Interviewed ICBTs also reported that some border officers on the Zambian side of the Chirundu OSBP were responsible for much of the harassment that the traders faced. These individuals would often “confiscate” their goods and demand payment in exchange for their return and for allowing passage to ICBTs. Interviewed ICBTs, who reported suffering harassment by such individuals and believed they should normally be secure and free from harassment at border posts, stated that they were unaware about where they could report such matters and receive assistance regarding the same.

Mwami

Prior to the pandemic, immigration officers at the Mwami BCP ran a “mobile border” system to facilitate travel to and from pop-up border markets⁴ – an appropriate and beneficial initiative from the perspective of ICBTs. However, since the pandemic began, officers have not run the mobile border system again.

Efforts by the Ministry of Health to substitute the requirement of a COVID-19 test certificate with a “health verification slip” (which indicates that an ICBT has recorded a body temperature within the normal range) seemed futile, as majority of interviewed

⁴ See also: Gaarder et al., 2019.

ICBTs were unaware of the existence of this option. Further, as one participant in the FGD with ICBTs attested, the slip is not recognized by immigration officers in Malawi; as such, traders often end up paying for expensive COVID-19 testing or returning to Zambia. Ultimately, this strategy does not address the challenge of high costs associated with testing.

Additionally, ICBTs reported that harassment and corruption are rampant at the Mwami BCP. They also indicated that in addition to not knowing where to report such cases and where they could seek the corresponding assistance from, they chose not to trust border officers to help them with these problems.

In both Mwami and Chirundu, higher proportions of ICBTs appeared to trade in fruits and/or vegetables, second-hand clothes, *chitenge* (a local fabric), processed foodstuffs, cosmetics or meat products than other types of goods.

This report recommends that communication materials be placed on the Chirundu OSBP and Mwami BCP premises, with messages stressing that harassment and corruption are illegal and informing where victims report cases of these and obtain the necessary assistance. Additionally, there is a need to improve security in and around the Chirundu OSBP, while the ongoing construction of the new OSBP facility that will integrate the Mwami and Mchinji border posts, should take into account the needs of ICBTs. Lastly, alternative strategies to ensure that trade continues despite the pandemic and facilitate or make processes faster, more efficient and safer trade during the pandemic should be explored.

3.3.2. Policy instruments governing cross-border movement

This section focuses on cross-border migration from the perspective of ICBTs. At the time of the field research, it was found that there were no clearly defined instruments harmonized at the bilateral or regional level to govern the movement of ICBTs. Immigration authorities on the Zambian side of the border made an effort to facilitate the movement of ICBTs across borders by introducing two documents for their use: (a) the cross-border permit and (b) the border pass. Our findings on immigration policy instruments are consistent with findings by Gaarder et al. (2019), which means that the immigration system, as it relates to ICBTs, has not undergone significant change. Additionally, crossing borders during the pandemic has proven even more difficult due to the new health requirements put in place to curb the spread of COVID-19. This section discusses policies governing ICBT movement in two parts: (a) immigration policy instruments and (b) COVID-19-related regulations.

Immigration policy instruments

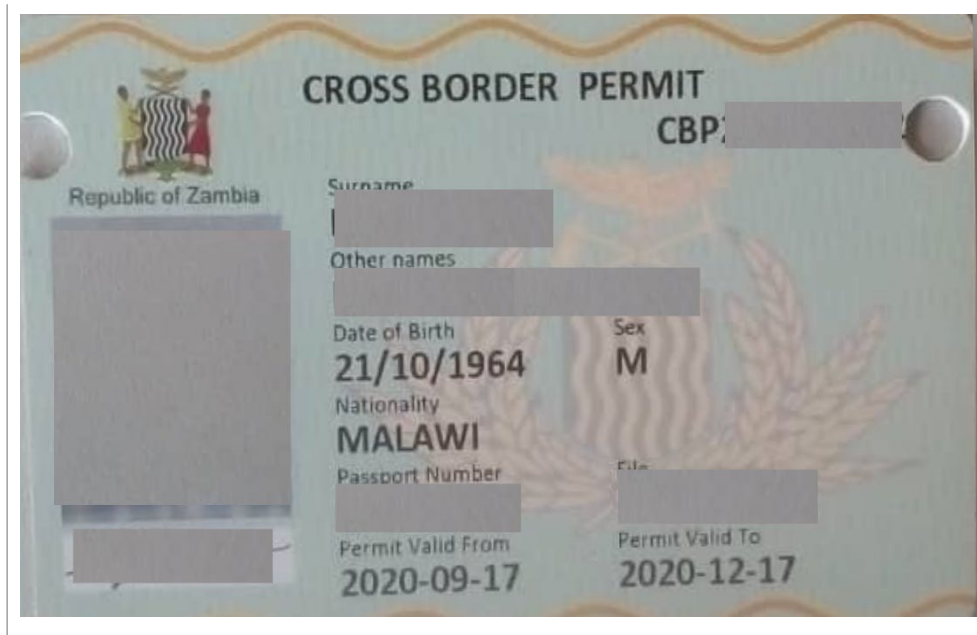
Cross-border permit

Cross-border permits (CBPs), issued by Zambian immigration officers at border posts, allow ICBTs to enter the country to buy and sell products at a COMESA market. The requirements to obtain a CBP prove cumbersome for most ICBTs. An applicant needs to hold, for example, a valid passport to apply for one. For ICBTs

3. FINDINGS AND RESULTS

originating from countries like Malawi and Zimbabwe, obtaining a passport is both time-consuming and costly. An ordinary, 36-page Malawian passport costs around MWK 90,000⁵ (about USD 116.53); Zimbabweans, on the other hand, pay around USD 6 (a significant amount for ordinary citizens in a country facing a prolonged economic crisis). Additionally, ICBTs are required to be fully paid-up members of CBTAZ, to which an annual membership costs ZMW 100 (USD 4.71). In addition to a passport and CBTAZ membership, an ICBT must obtain a recommendation letter from CBTAZ, to be presented to the immigration officer at the border post and pay a CBP application fee of ZMW 4,500 (USD 210.17).⁶ A standard CBP is valid for three months, with the possibility of a one-time, six-month extension at a cost of ZMW 6,750 (USD 315.25). In addition to the costs and challenges associated with obtaining a CBP, the instrument itself is somewhat prohibitive in nature, as it restricts ICBTs to the selling or purchasing of goods at one location: the COMESA market near the border post.

Figure 2. Cross-border permit and border pass issued at the Mwami Border Control Post



⁵ The Malawian e-passport fee structure is available at https://epassport.gov.mw/Services/Malawi_Passport_Fee. Information on the Zimbabwean passport application fee is available at <https://africanarguments.org/2020/07/a-passport-is-a-privilege-in-zimbabwe>. The MWK–USD exchange rate used is as at 12 January 2021.

⁶ Given figure as at 1 January 2021. During the fieldwork, a CBP cost ZMW 1,500 (USD 70.59), valid for three months and extendable for ZMW 2,250 (USD 105.88).

RAPID SITUATION AND NEEDS ASSESSMENT OF INFORMAL CROSS-BORDER TRADERS AT THE CHIRUNDU AND MWAMI BORDER POSTS IN ZAMBIA DURING THE COVID-19 PANDEMIC

ORIGINAL

FORM 28

Fee K3.00

ZBP No.: 2799475

REPUBLIC OF ZAMBIA

PHOTOGRAPH AFFIXED HERE

**DEPARTMENT OF IMMIGRATION
BORDER PASS**

1. This Border Pass is valid for travel to.....
(give name of country to be visited)

2. Name of control.....
Name of Holder.....
National Registration Card Number.....
Accompanied by (a) Wife..... NRC No.....
(b) Children.....

Residential address..... Village.....
Chief..... District.....

Signature of holder
or
Thumb Print

Immigration Date Stamp

Customs and Excise Date Stamp

Signature of Officer

Signature of Officer.

NOTES:
This Border Pass is issued for the purpose of providing a facility to Zambians in border areas to pay social vis immediate neighbouring areas.
It is not a national passport or emergency travel document of identity and will only be valid when used along with a valid
Zambian National Registration Card.

Similar to the CBP, the border pass is also issued by Zambia immigration authorities, at a cost of ZMW 3 (USD 0.14). Its issuance is restricted to Zambian ICBTs residing in border communities, who only need to present a national registration card at the border posts as proof of Zambian nationality.

Zimbabwean authorities at the Chirundu OSBP issue short-term travel documents to Zimbabwean ICBTs instead of border passes. At the Mwami BCP, Malawian officers issue free border passes to Malawian ICBTs. However, the border passes present challenges for both border authorities and ICBTs. For example, the lack of a proper monitoring tool (such as a database of registered border community residents eligible for border passes) means that immigration authorities at border posts are unable to check or screen applicants. Additionally, border passes have a limited validity period and restrictions on how far from the border its bearer can go. A border pass issued to Zambian ICBTs at the Mwami BCP is valid for 30 days

3. FINDINGS AND RESULTS

and can only be used for one crossing. However, the Government of Malawi gives Zambian ICBTs only seven days on this 30-day border pass, with travel limited to only as far as Mchinji Town. The border pass issued by the Zambian Government to Malawian ICBTs is valid for a week and allows ICBTs to travel no further than Chipata in Zambia. A border pass issued by Zambian immigration authorities issued at the Chirundu OSBP is valid for 30 days but can only be used on market days (Monday and Friday), while a travel document issued by Zimbabwean authorities allows ICBTs to travel as far as Lusaka. (Gaarder et al., 2019).

Passport

Aside from the CBP and the border pass, another option available to ICBTs is the use of a passport to enter a destination country as a business visitor for a maximum of 30 days' stay per year. However, the costs associated with obtaining a passport and a business visa are burdensome for most ICBTs.

The research revealed that there is currently no immigration policy instrument in the SADC region to facilitate the movement of ICBTs across borders. This report, thus, recommends that countries work towards harmonizing their policy instruments and ensure the affordability of crossing the border for ICBTs.


COVID-19 test certificate

A COVID-19 negative test certificate is now required at both the Mwami BCP and the Chirundu OSBP to be permitted across the border. A number of challenges arise when taking a COVID-19 test. First, the cost of COVID-19 testing per individual is estimated at ZMW 1,000 (about USD 47) at the Mwami BCP and ZMW 1,500 (about USD 71) at the Chirundu OSBP – amounts that are extremely high for all interviewed ICBTs. Second, since January 2021 a COVID-19 test certificate is now valid for only seven days – a reduction from 14 days at the time of the field visits. ICBTs and other border users find that this time is not sufficient to cross borders and return to Zambia, especially given that the count starts from the date the test is conducted. (At the time of the field visits, port health personnel at both border posts carried out polymerase chain reaction (PCR) COVID-19 testing, with results available anywhere from 24 (if one uses a private clinic) to 72 hours (government clinic). Third, other countries, such as South Africa, do not recognize Zambia COVID-19 test certificates, which means that border users, such as truck drivers, are forced to take another COVID-19 test when they arrive in South Africa. According to interviewed ICBTs, these factors have driven them to bypass formal routes to avoid additional expenses and, ultimately, business losses. Interviewed border officers also reported that truck drivers had been using fake COVID-19 test certificates to avoid taking another COVID-19 test, which entailed high costs and further requirements.

COVID-19 health clearance slip

To address some of the challenges arising from the need to undergo a COVID-19 test and obtain a test certificate, health officers at the Mwami BCP now issue health clearance slips for COVID-19 to ICBTs as a substitute (Figure 3).

Figure 3. Health clearance slip issued at the Mwami Border Control Post


 Republic of Zambia
 Ministry of health
MWAMI BORDER HEALTH CLEARANCE SLIP (COVID19)

NAME OF TRAVELLER.....
 SEX.....AGE.....ADDRESS..... DATE SEEN.....
 TEMPERATURE..... DECISION..... (CLEARED/NOT CLEARED)
 NAME OF AUTHORIZED OFFICER.....SIGNATURE.....

The health clearance slip is issued to ICBTs who cannot afford COVID-19 testing or those who indicate that their COVID-19 test results have been delayed. In addition, it limits travel to no further than Mchinji Town and is valid for seven days. It is issued only to ICBTs whose body temperatures have been checked and found to fall within the normal range. However, interviews and discussions with ICBTs revealed that majority of them were not aware of this slip. Only one ICBT from the FGD reported being aware of the slip; however, he also stated that Malawian authorities did not accept it in place of a COVID-19 test certificate. The high cost of COVID-19 testing and non-recognition of the health slip by Malawian authorities has meant that a Zambian ICBT must take a COVID-19 test in Malawi, and, sometimes, succumb to corruption in the form of paying officials to allow them passage (harassment and corruption at the border posts are discussed further in [section 3.1](#)).

3.4. Profile of the interviewed informal cross-border traders

This section presents the profile of the interviewed ICBTs (one-on-one and/or in an FGD). It gives an overview of their experiences (including of harassment and corruption) in relation to crossing borders.

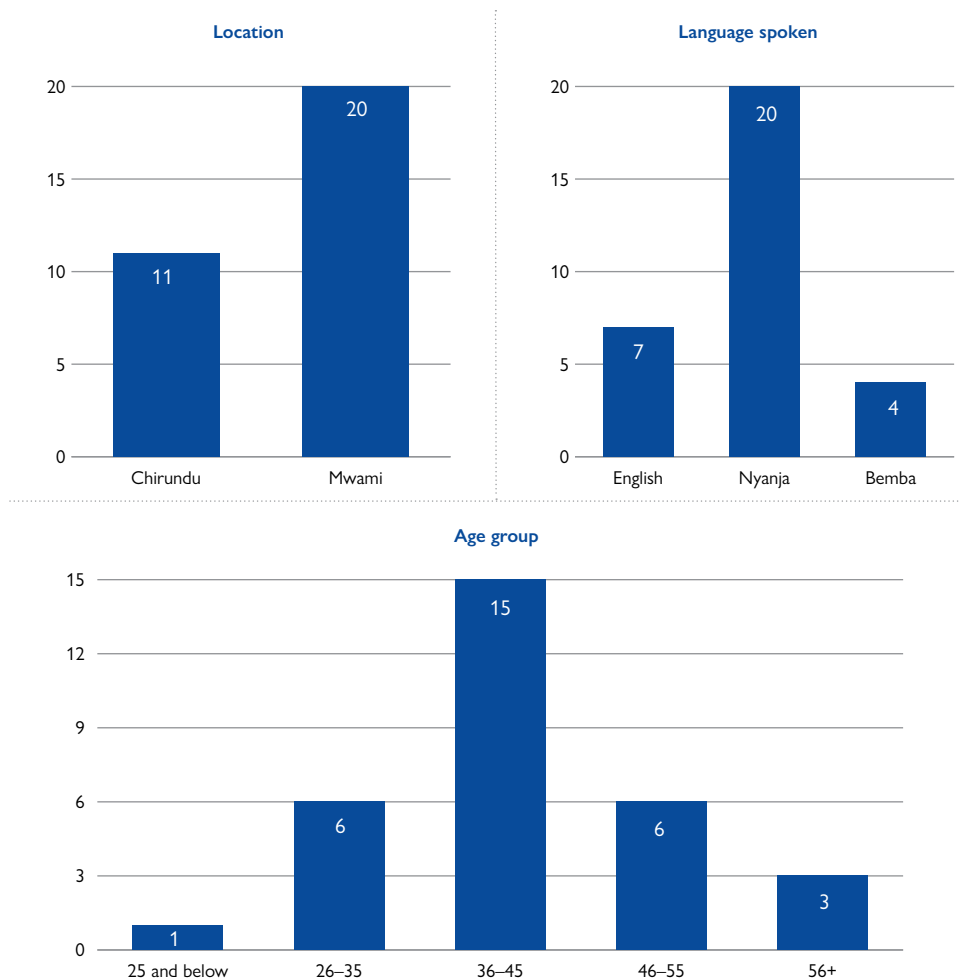
3. FINDINGS AND RESULTS

3.4.1. Age and language spoken

A total of 31 individuals (18 female and 13 male) were interviewed in the border areas of Chirundu and Mwami. More ICBTs were interviewed in Mwami than in Chirundu – which is not surprising given that Chirundu OSBP was closed to cross-border traders at the time of the field research as part of COVID-19-related restrictions. Figure 4 shows the distribution of interviewed ICBTs by interview location, age and the language in which they were interviewed (thus, the language they spoke).

The interviewed ICBTs were typically middle-aged (48% of the ICBTs were found to be in the 36–45 age bracket). Majority were women: The average age of the interviewed male ICBTs was 40, while that of females was 44. These findings are more or less consistent with those of studies previously undertaken by various scholars and organizations (see, e.g.: Gaarder et al., 2019; UNCTAD, 2019; Lesser and Moisé-Leeman, 2009) that showed that majority of ICBTs in Zambia (and the rest of Africa) were women.

Figure 4. Number of interviewed ICBTs, by location, age and language spoken



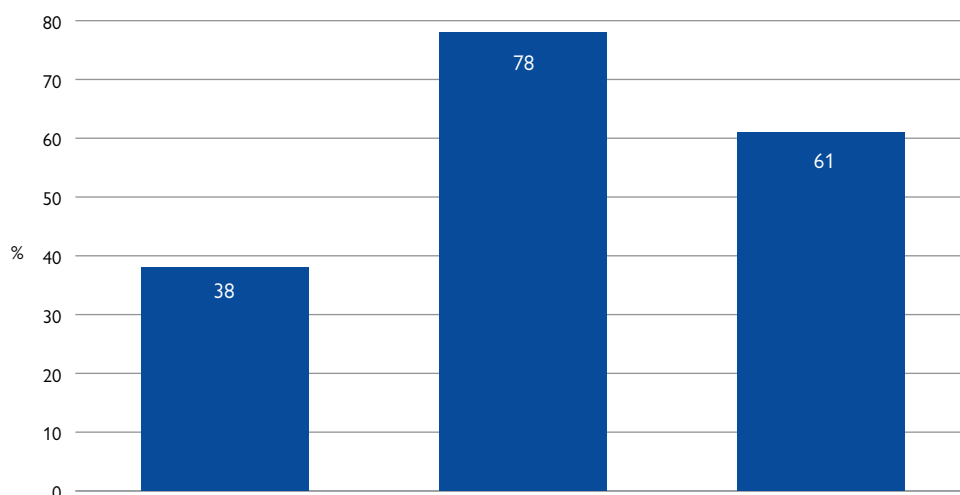
Source: Field data from the current study.

All (100%) of the ICBTs surveyed in both border areas indicated their preference for ordering trade goods in person, as opposed to other placement methods, and for cash as a mode of payment, whether for buying or selling. (Although the survey questionnaire did not include questions on whether ICBTs would consider other order placement methods or modes of payment, the enumerators asked if they would order goods online or by phone, or this would pay via electronic money transfer if given the option.) Most interviewed ICBTs expressed skepticism about order placement and payment methods other than in person and cash, respectively, as they were unsure if they could trust a seller on the other side of the border to ship them their orders after payment has been made. Discussions with the TIDO at the Chirundu OSBP revealed that, on one occasion, a Lusaka-based trader placed an electronic order for goods that was shipped to the border post and later collected by the trader himself. Mvunga and Kunaka (2021) reported that policies that support e-commerce have the potential to promote a safe trading environment during the pandemic and enable ICBTs to save on costs associated with having to cross borders as part of their trade operations. Indications that minimal e-commerce takes place across the border from Zambia, including from the interviews with ICBTs, mean that policies and a significant amount of sensitization and education would be vital to promote trade through electronic means.

3.4.2. Informal cross-border trade as the main income source

Of the total number of ICBTs interviewed at the two targeted locations, 61 per cent reported cross-border trade to be their main livelihood, with a higher proportion of women (78%) than men (38%) who depended on it for their families' economic survival (Figure 5).

Figure 5. Percentage of respondents with informal cross-border trade as their main livelihood, by sex



Source: Field data from the current study.

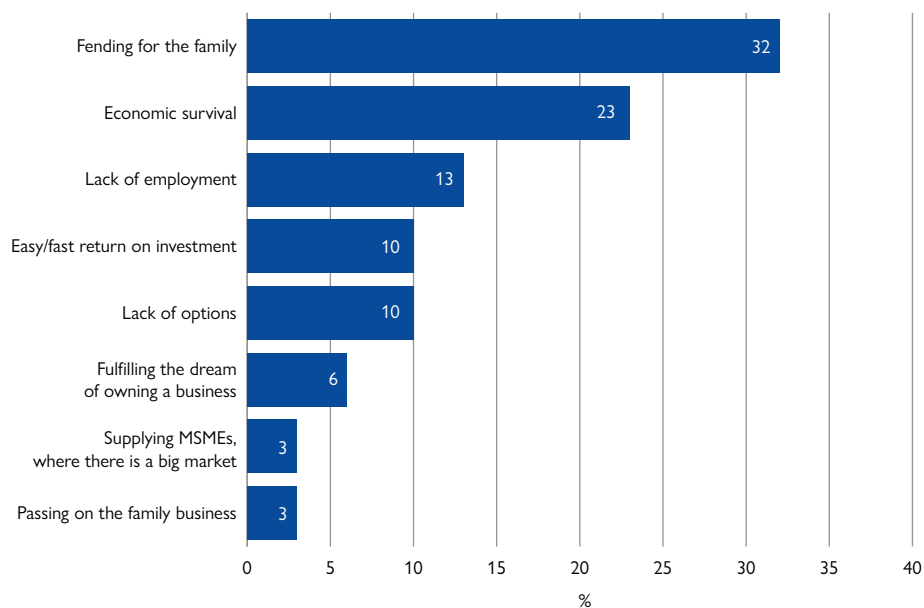
3. FINDINGS AND RESULTS

It is clear that border closures, whether complete or partial, have the potential to worsen the inequality between men and women, putting women (who make up the majority of ICBTs) at a further economic disadvantage. The study also found that it is important for border agencies to develop action plans and/or initiatives to facilitate safe cross-border trade during the pandemic, to ensure women's continued participation in the economy.

3.4.3. Main factors in the decision to become traders

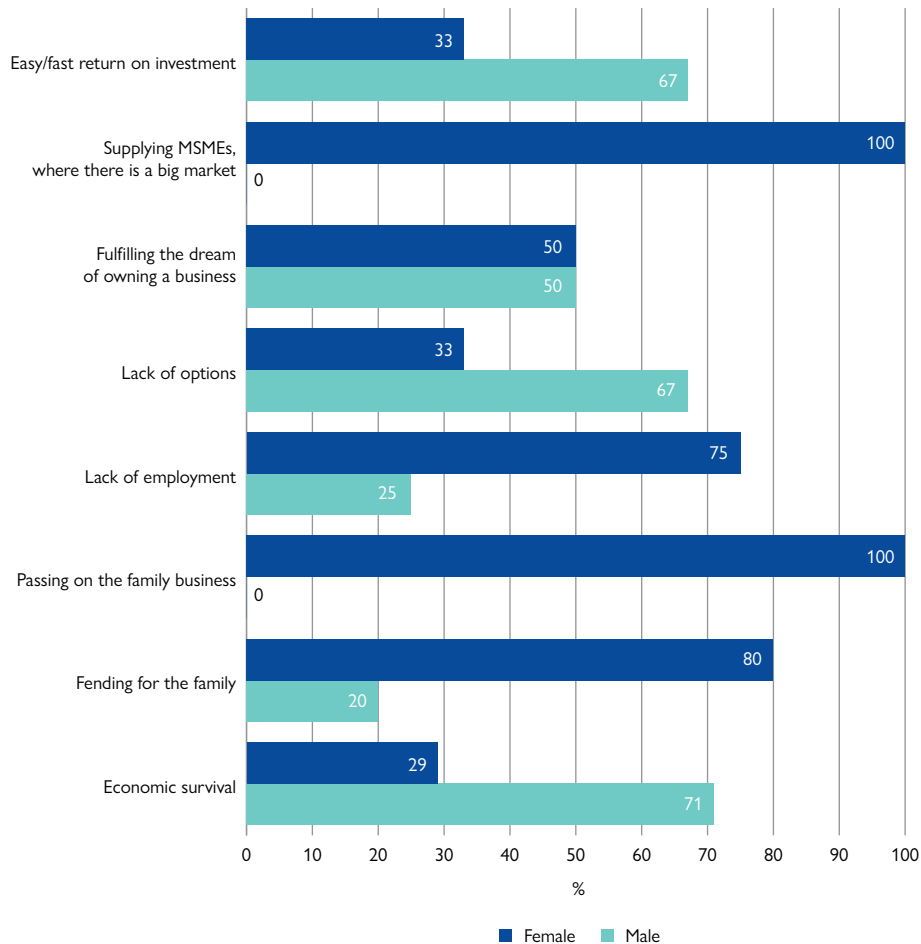
All interviewed ICBTs were asked about the main factor that led to their decision to become traders. Thirty-two per cent indicated the need to fend for their families, including extended family members. The need to survive and the lack of employment opportunities drove 23 per cent and 13 per cent, respectively. Figure 6 shows the aforementioned factors, among others, reported by the ICBTs.

Figure 6. Main factor in the respondents' decision to become ICBTs



Source: Field data from the current study.

Of the 32 per cent of respondent ICBTs who indicated fending for their families as the main factor in their decision to become ICBTs, 80 per cent were found to be women and the rest, men. On the other hand, 71 per cent of those who reported economic survival (or subsistence) as the reason that drove them to engage in informal cross-border trade were men and the rest, women. Of the 13 per cent of interviewed ICBTs who reported lack of employment to be the factor behind their engagement in informal cross-border trade, 75 per cent were women.

Figure 7. Main factor in the respondents' decision to become ICBTs, by sex

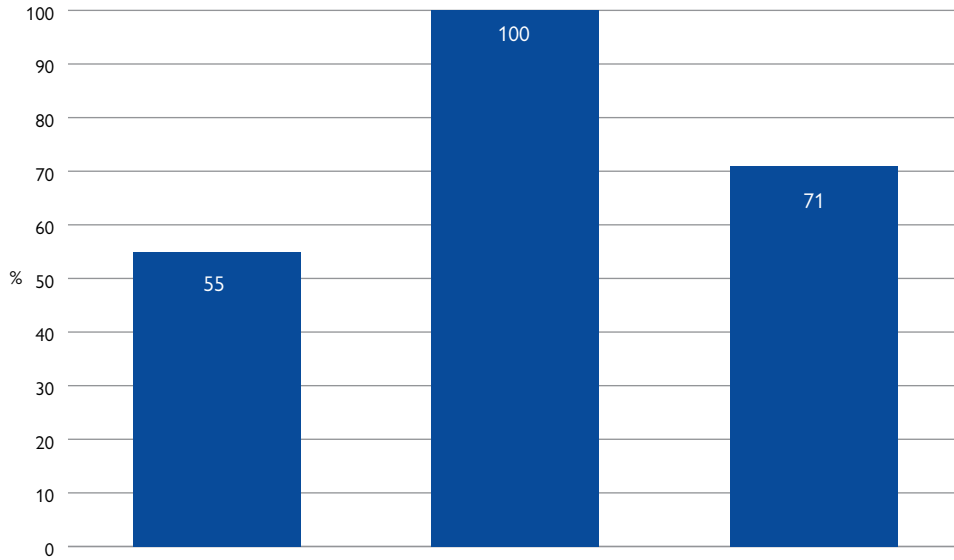
Source: Field data from the current study.

It can be inferred from the results that a higher proportion of women than men engage in informal cross-border trade to support their families, making it vital to ensure that this sector is sustained during COVID-19 and future crises of a like nature, as border restrictions, for example, impact not only ICBTs themselves but also their families.

3.4.4. Membership in a traders' association

A large majority (71%) of all interviewed ICBTs indicated that they were members of CBTAZ. Everyone in the group interviewed in Chirundu reported belonging to the Chirundu chapter of CBTAZ (who, having their contact information, was able to gather and organize them). Around 45 per cent of this group comprised women traders and the rest, men. Among those interviewed in Mwami, only 55 per cent stated that they were members of the Chipata chapter of CBTAZ; of these, 73 per cent were women (Figure 8).

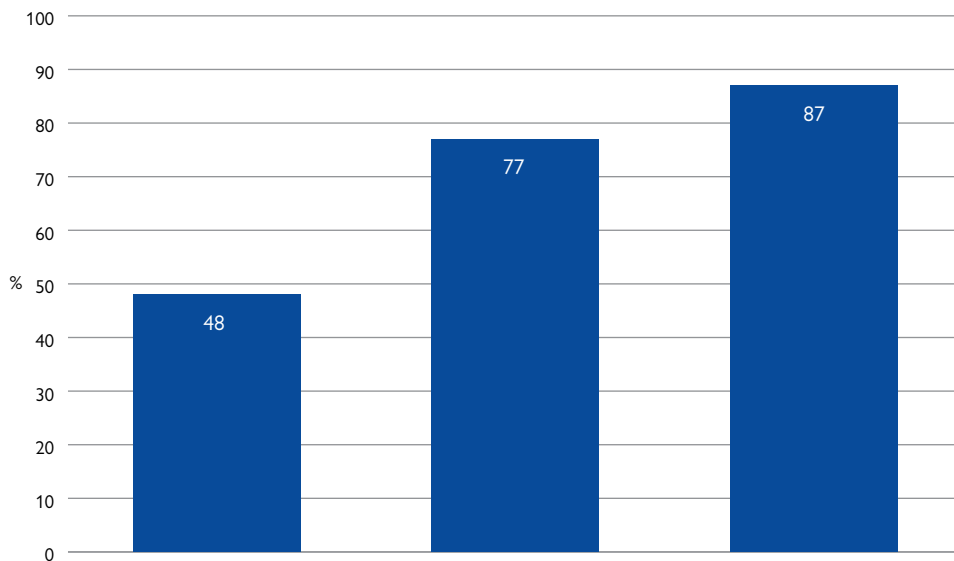
3. FINDINGS AND RESULTS

Figure 8. Proportion of ICBTs who are members of CBTAZ

Source: Field data from the current study.

3.4.5. Digital and financial inclusion of ICBTs

Only 48 per cent of all surveyed ICBTs indicated having a bank account, while 77 per cent reported having access to and using mobile money (Figure 9).

Figure 9. Digital and financial inclusion of ICBTs, by location

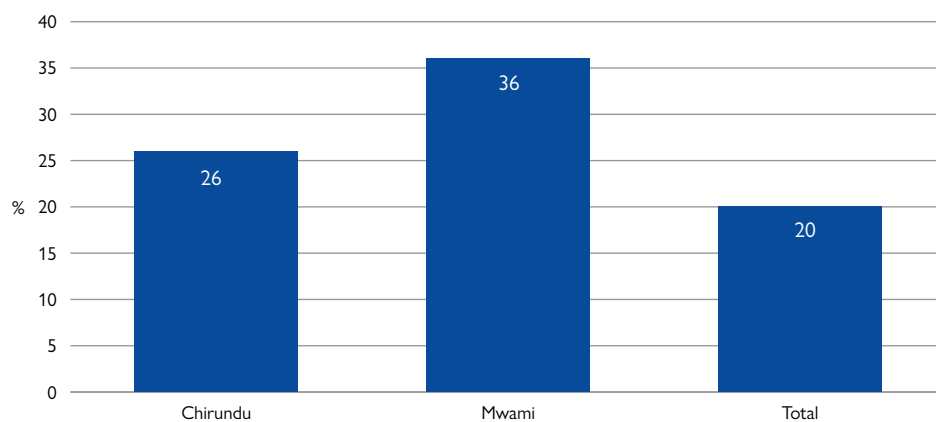
Source: Field data from the current study.

Mobile money gives a user the ability to perform a variety of transactions, including cash withdrawals and deposits, bills payments and money transfers. Although the survey did not inquire into the respondents' purpose(s) for using mobile money, the mere fact that the majority of them have access to it indicates that: (a) there is an existing channel that can be used to ensure the increased financial inclusion of Zambian ICBTs; and (b) innovations such as e-commerce can be accessed by ICBTs. A large majority (87%) of the surveyed ICBTs indicated that they had mobile phones, pointing to the potential to shift to more digital and electronic methods of carrying out transactions and procedures at border posts to minimize physical contact in the event that an epidemic similar to COVID-19 occurs in the future. Such would also help save on time. ZRA is currently preparing for its nationwide rollout of its preclearance and preregistration system, which would enable even ICBTs, so long as they have mobile phones and Internet access, to complete some of the required customs documentation ahead of their arrival at the border post.⁷

3.4.6. Training on border procedures

The questionnaire included a question to determine if the respondent ICBTs had received training from border authorities on the correct they do not have to take a COVID-19 test anymore procedures at border posts. Findings revealed that none, in either Chirundu or Mwami, had received such. An additional question (although not included in the questionnaire) asked if ICBTs had received any training or education on either border procedures or COVID-19 prevention measures from the CBTAs that they were members of. Twenty-six per cent of all surveyed ICBTs indicated to have received training from CBTAs resulting in awareness of border procedures to conform to formality. This represented a 36 per cent of traders at Chirundu and 20 per cent traders at Mwami who received this training (Figure 10).

Figure 10. ICBTs receiving training



Source: Field data from the current study.

⁷ For information on how the Zambia Revenue Authority is implementing pre-registration and preclearance techniques, see: www.zra.org.zm/trade-facilitation-tools and www.wcoomd.org/-/media/wco/public/global/pdf/topics/facilitation/activities-and-programmes/natural-disaster/covid_19/zambia_en.pdf?la=en.

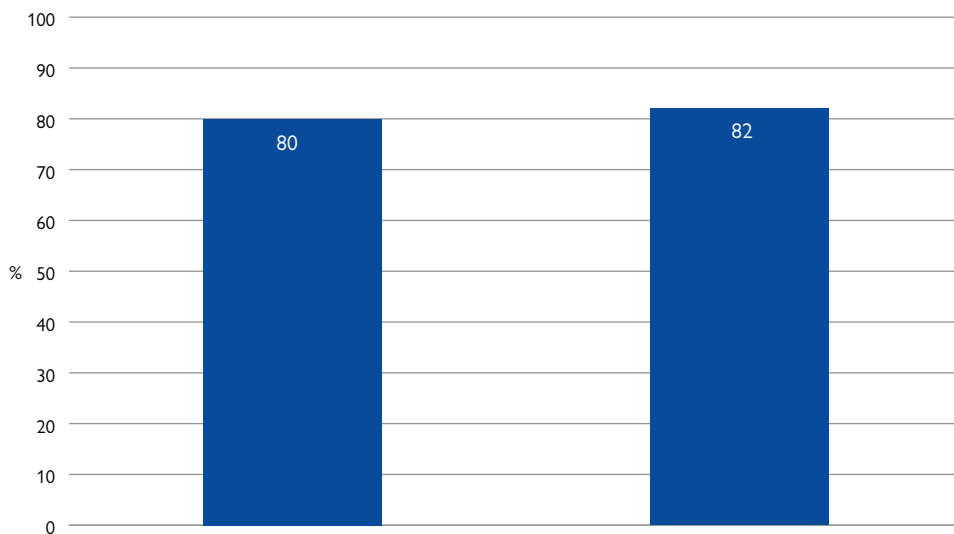
3. FINDINGS AND RESULTS

Of the 20 per cent of interviewed respondents from Mwami, one individual indicated to have also received information from the local CBTAZ on COVID-19 prevention measures along with other traders not captured by the survey. Although the number of ICBTs reporting to have received training from the local CBTAZ is low, the numbers show that it is willing and ready to educate ICBTs on border procedures and provide information during crisis. All traders indicating of having not received any training from border officials shows the need for officials to conduct training and awareness campaigns on border procedures. This could also build trust between ICBTs and officials.

3.4.7. Transportation of goods across the border

Eighty per cent of those surveyed at Mwami indicated that the pay for the transportation of their goods when engaging in cross-border trade while for Chirundu, the number of ICBTs paying for transportation stood at 82 per cent (Figure 11).

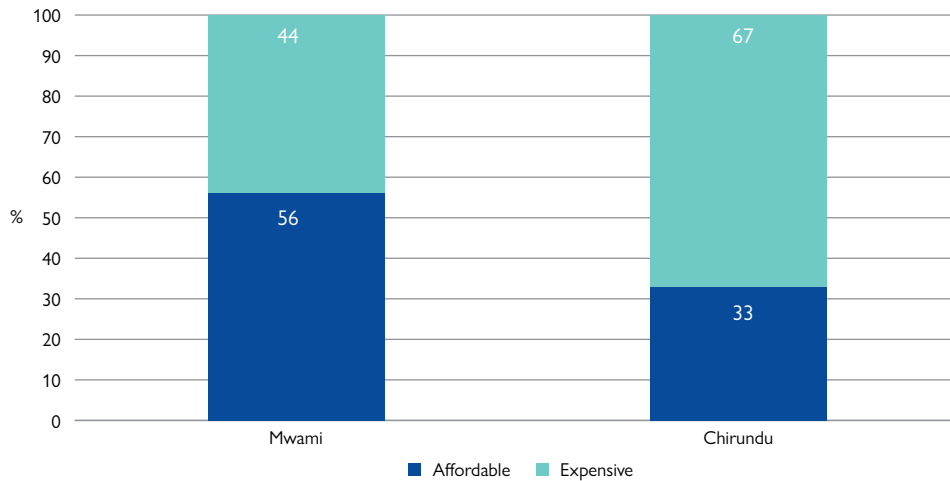
Figure 11. ICBTs using transport



Source: Field data from the current study.

3.4.8. Affordability of transportation fees

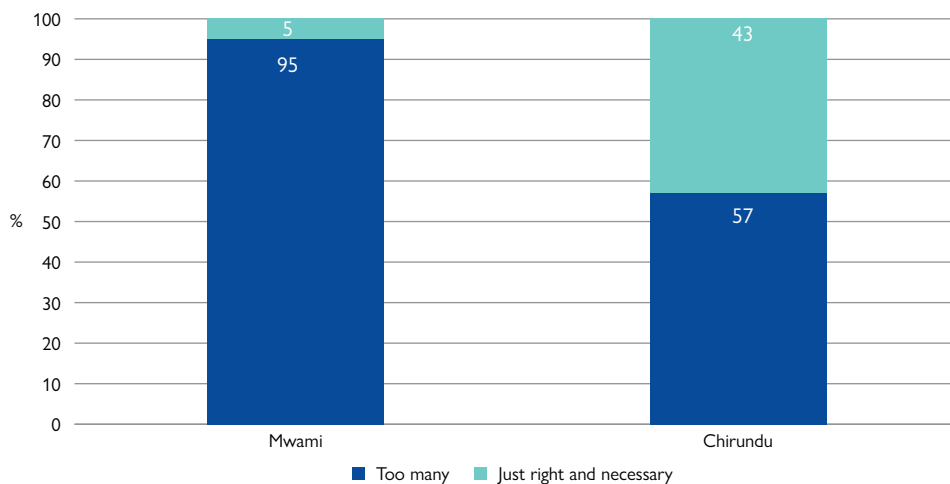
ICBTs indicating to be paying transportation fees were asked additional questions to determine the degree of affordability of transporting their goods. Majority of traders at Mwami accounting for 56 per cent of those surveyed indicated that the cost of transportation was affordable while only 33 per cent of ICBTs at Chirundu found transportation fees to be affordable. However, the majority of traders at Chirundu accounting for 67 per cent of those interviewed found transportation fees to be expensive, whereas only 44 per cent of those using the Mwami BCP found the fees to be expensive (Figure 12).

Figure 12. Affordability of transportation

Source: Field data from the current study.

3.4.9. Roadblocks to cross-border trade

All traders were asked if they had encountered roadblocks while engaging in cross-border trade activities on either side of the border, with 87 per cent answering in the affirmative. The remaining 13 per cent, all in the Chirundu border area, indicated having never encountered roadblocks. Of those that have encountered motorway roadblocks by the traffic police, 95 per cent of ICBTs interviewed in Mwami thought that these roadblocks were too many and unnecessary, while the number stood at 57 per cent at the Chirundu OSBP. Forty-three per cent of the ICBTs interviewed in Chirundu thought the roadblocks were moderate and necessary, whereas only 5 per cent interviewed in Mwami thought the same (Figure 13).

Figure 13. Perception of roadblocks encountered

Source: Field data from the current study.

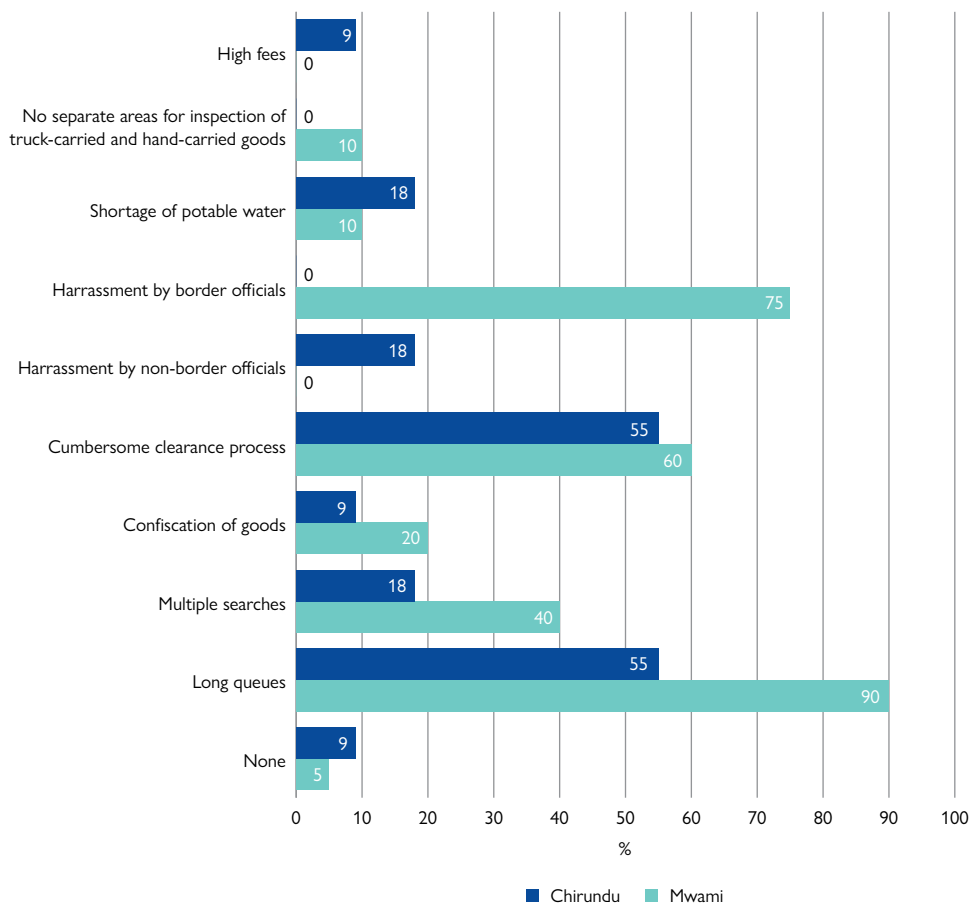
3. FINDINGS AND RESULTS

Most of the ICBTs interviewed indicated that too many roadblocks are mounted on the Malawian and Zimbabwean side of the Mwami and Chirundu OSBP, respectively. Traders using the Mwami BCP also indicated that the roadblocks in Malawi are used as a means of harassing traders and extorting money from them, as traders are asked to pay about MWK 1,000 to 1,500 per officer stationed at each roadblock to be permitted to proceed.

3.4.10. Other challenges encountered while crossing borders

In addition to challenges faced when transporting the goods across borders (i.e. high transportation costs and other roadblocks), the survey also assessed other types of challenges faced by ICBTs and the frequency they are encountered. One-on-one interviews revealed that a significant number of ICBTs either face one or a combination of other challenges when using the targeted border locations in Zambia. Of the total ICBTs surveyed, only 9 per cent at Chirundu OSBP and 5 per cent at the Mwami BCP indicated to have crossed the border without ever having faced any other challenges (Figure 14).

Figure 14. Other challenges encountered while crossing borders



Source: Field data from the current study.

Ninety per cent of traders crossing the Mwami BCP and 55 per cent of ICBTs crossing the Chirundu OSBP indicated standing in long queues as another challenge encountered at the border. Physical searches and verification of goods conducted by multiple officers at the border was also indicated as a challenge faced by ICBTs. At the Mwami BCP, 40 per cent of traders indicated to have encountered multiple searches during a single border crossing, whereas 18 per cent at the Chirundu OSBP indicated facing this problem. At the Mwami BCP, 20 per cent of those interviewed indicated that border officers had, at times, confiscated their goods without explanation while the figure stood at 9 per cent at the Chirundu OSBP. High percentages of ICBTs at both border posts (60% for Mwami and 55% for Chirundu) reported cumbersome clearance processes, posing additional challenges when crossing borders.

Although the questionnaire aimed to determine the level of harassment in the form of sexual harassment faced by women traders and committed by border officials only, the question was modified during the one-on-one interviews to include verbal and physical harassment on both male and female traders and from other sources, as any type of harassment is likely to impede the ability of ICBTs to conduct trade safely. At the Chirundu OSBP, ICBTs indicated that their source of harassment and corruption are the random individuals found at the border posts. Eighteen per cent of the total ICBTs surveyed at the border indicated to have been harassed. At the Mwami BCP, ICBTs indicated the source of harassment and corruption to have been border officials, especially those on the Malawian side of the border. Seventy-five per cent of ICBTs surveyed at Mwami reported having been harassed by border officials. Findings on harassment and corruption are discussed further in [section 3.1](#).

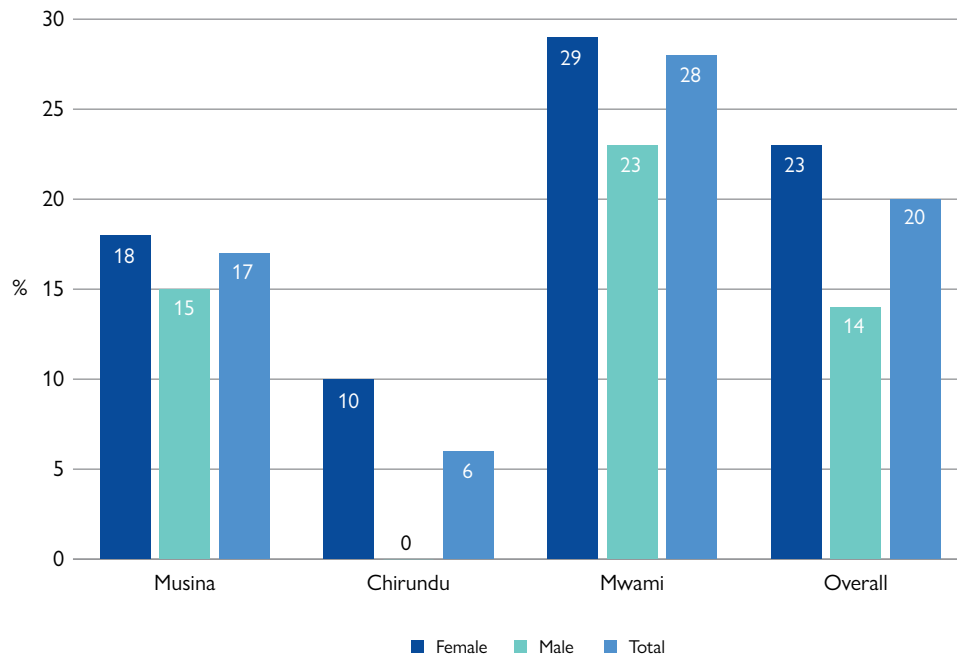
Only 10 per cent of ICBTs crossing the Mwami BCP and 18 per cent crossing the Chirundu OSBP indicated issues of water shortage as a challenge. However, some of the ICBTs indicated that this was not a frequent occurrence. During the tour of the border, only the Chirundu OSBP was found to have no running water. However, a handwashing basin had been placed outside the toilet facilities. In Mwami, 10 per cent of ICBTs also indicated that clearance of goods was done in the same area as clearance of trucks and other individuals, which caused delays in clearing ICBTs. At the Chirundu OSBP, 9 per cent of ICBTs interviewed indicated that high fee charges by border officials is another source of challenges faced when crossing the border.

3.4.11. Frequency of challenges faced during border crossings

Traders were also asked to indicate the frequency with which they faced challenges at the border occur. In Chirundu, 60, 30 and 10 per cent indicated experiencing challenges at the border post every time, frequently and rarely, respectively; in Mwami, 21, 16, 47 and 16 per cent indicated that they experienced them every time, very frequently, frequently and rarely, respectively (Figure 15).

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Figure 15. Frequency of challenges faced at the border



Source: Field data from the current study.

The fact that a greater percentage of traders using Chirundu OSBP and those using the Mwami BCP indicated facing these challenges every time and frequently indicates the need to take up new initiatives aimed at addressing these challenges identified by ICBTs.

3.5. Harassment and corruption at the border posts

Interviews with officials and ICBTs at the borders of Chirundu and Mwami also explored the topic of harassment and corruption. The primary goal of the interviews were to determine: (a) the degree to which harassment and corruption occurs at the border posts; (b) the perpetrators of harassment and corruption; and (c) complaint mechanisms in place to resolve any issues of harassment and corruption that may occur at the border posts.

3.5.1. Complaint mechanisms

Personnel at both border locations reported that complaint mechanisms and appeals procedures have been established at their borders to enable ICBTs to make complaints on harassment, corruption and other issues that may occur. For example, officials indicated that traders can approach any officer to seek help. Also, ZRA and Zambia's Anti-Corruption Commission (ACC) established toll-free lines that ICBTs can call to report acts of harassment and corruption (see, e.g.: Gaarder et al., 2019). Alternatively, ICBTs can file complaints via an online platform, www.tradebarriers.org, created jointly for COMESA, SADC and EAC member States. Border officials

RAPID SITUATION AND NEEDS ASSESSMENT OF INFORMAL CROSS-BORDER TRADERS AT THE CHIRUNDU AND MWAMI BORDER POSTS IN ZAMBIA DURING THE COVID-19 PANDEMIC

also indicated that there exists a National Trade Facilitation Committee (NTFC), of which CBTAZ is a member, and Joint Border Committees, whose roles include resolving cases of harassment and corruption. At the national level, the Ministry of Gender, working together with the Zambia Police have established a number of Victim Support Units mandated to investigate and prosecute all cases involving violence against women, children and spouses and provide counselling to victims and perpetrators of gender-based violent crimes. The CBTA also indicated providing assistance to ICBTs facing harassment or corruption. The association have advertised a number that traders can use to file a number of complaints, including those relating to harassment and corruption.

Figure 16. Communications/information material on mechanisms designed to tackle harassment and corruption

CBTAZ helpline

**CROSS BORDER TRADERS COMPLAINTS ALERT:
ARE EXPERIENCING THE FOLLOWING Non-Tariff Barriers:**

1. UNNECESSARY DELAYS AT THE BORDER
2. SPS MEASURES WITHOUT PRIOR NOTIFICATION
3. BORDER AUTHORITIES AND OFFICIALS ASKING FOR BRIB
4. OFFICERS MOUNTING UNAUTHORISED ROADBLOCKS CAUSING DELAYS;
5. OFFICERS CARRYING OUT OF UNAUTHORISED SEARCH / SEIZURE OF GOODS BY POLICE AND BORDER OFFICIALS
6. ANY OTHER FORM OF HARASSMENTS.

IF YOU EXPERIENCE ANY OF THE ABOVE PROBLEMS,
REPORT BY SENDING AN SMS TO **+26097
675-7643**


Don't be let your business suffer Non-Tariff barriers

or Contact Trade Information Desks Officers at:

Chirundu :097-384-3489
Mwami : 097-666-3076
Nakonde : 096-275-7640
Kasumbalesa:- 097-9001155
Luangwa : 0979489699

CBTA "The Traders' Voice"

Online platform (www.tradebarriers.org)



The screenshot shows the website interface with a navigation bar, a list of documents under 'Documents' and 'Notifications', and a 'Statistics' section. The 'Documents' section lists two entries: 'THE EAST AFRICAN COMMUNITY ELIMINATION OF NON-TARIFF BARRIERS ACT, 2017' dated 19 April 2018, and 'THE EAST AFRICAN COMMUNITY ELIMINATION OF NON-TARIFF BARRIERS ACT, 2017' dated 19 April 2018. The 'Notifications' section lists 'PASSPORT HOLDERS WHO ARE EXEMPT FROM VISAS FOR SOUTH AFRICA - 2016 (SUBJECT TO CHANGE WITHOUT NOTICE)' dated 10 May 2016 and 'CUSTOMS AND EXCISE (TARIFFS) (AMENDMENT) ORDER, 2014' dated 02 December 2014. The 'Statistics' section shows: 690 complaints registered, 631 complaints resolved, and 59 complaints unresolved.

Source: Gaarder et al., 2019.

Source: TradeMark Southern Africa, 2021.

Anti-corruption Commission and Zambia Revenue Authority toll-free corruption hotline



3. FINDINGS AND RESULTS

3.5.2. Allegations of harassment and corruption at border posts

However, despite all the measures put in place, the research found that the trading environment at the border areas of Chirundu and Mwami are compromised because of harassment and corruption by officials at formal border crossings or random unscrupulous individuals found about the border vicinity. Traders seem largely unaware of the existence of the mechanisms in place as most traders indicated that they do not know where to go to seek help. Those that are aware that harassment and corruption can be reported to officials are afraid to do so in fear that this would result in further harassment and corruption.

Although the one-on-one interviews conducted at the Chirundu OSBP did not include questions that probed further on the type of harassment or corruption experienced at the border, ICBTs interviewed divulged information that was noted down by enumerators regarding the nature of harassment and corruption encountered while crossing border posts. Two WICBTs indicated that they have often been stopped by random individuals galavanting about the Chirundu OSBP on the Zambian side who demand money in exchange for passage. If ICBTs refuse to pay, their goods are forcefully seized and because the traders are not aware of where to seek help and do not believe that officials can be of any assistance, they pay the money demanded, sometimes negotiating the price down. After payment, they are allowed to proceed into Zimbabwe to sell their goods.

In Mwami, the FGD enabled further probing into the type and source of harassment and corruption experienced by traders. Traders interviewed indicated that corruption and harassment was more rampant on the Malawian side of the border. Only 3 out of 13 traders (comprising 11 females and 2 males) in the FGD indicated that they had never personally encountered corruption or harassment but had heard from stories of harassment and corruption faced by fellow traders while crossing the border. A total of 10 ICBTs, comprising 9 female traders and 1 male trader, indicated that they had directly faced some type of harassment or corruption at the Mwami BCP with all 10 ICBTs indicating the source of harassment and corruption to have been border officials at the Malawi side of the border, with only two traders (both women) indicating to have also experienced harassment and corruption at the Zambian border committed by border officials.

Extortion by officials from both countries was the form of corruption at the Mwami BCP. For example, traders indicated that in Malawi, border personnel often direct ICBTs to private offices belonging to their fellow personnel border personnel within the border where cash is demanded in exchange of passage or clearance of goods. Sometimes, traders are asked to put MWK 1,500 to 2,000 between pages of their passport which is given to officials in exchange for documents to be stamped. Traders also indicated that during the pandemic, officials demand payment of MWK 2,000 indicating that only after payment is made can they then take temperatures of an ICBT and administer a COVID-19 test. However, once this payment is made, ICBTs are permitted to pass without any test or temperature being taken. One female trader indicated that officials demanded MWK 1,000 before permitting her to cross

and when she indicated that she did not have the money she was denied passage and had to return to Zambia. On the Zambian side, two female traders also indicated extortion by officials to be the major type of corruption. The two female traders gave an example of an incident when an official demanded for money during clearance. Upon them indicating that they did not have the money demanded for, the official asked when and where he could collect the money and the traders indicated that the location of their stall was in a market in Chipata Town. Traders were surprised when two days later, the official encountered at the border showed up at the market to collect his money. One male trader who used the Mwami BCP frequently prior to the pandemic indicated that he attempted to use the Chanida border between Zambia and Mozambique as a response measure to the pandemic but has also faced harassment and corruption at there.

At both of the targeted border locations, traders indicated that verbal harassment was an issue, as officials did not respect or communicate well with traders. With regards to sexual harassment, female traders complained that searches at both borders was done by male officials and expressed discomfort in how officials touch them during searches.

Responses on harassment and corruption by traders signals a need to: (a) raise awareness of the COMESA Traders' Charter and ensure that it is being implemented at borders; (b) train border officials and officers on how to communicate to and treat traders respectfully; (c) sensitize traders on their rights when crossing the border, as well as channels for seeking help or filing complaints should they fall victim to harassment or corruption; and (d) ensure that discreet reporting mechanisms are established at the borders and information publicly displayed to the public to allow traders, especially women, to report their concerns in a way that ensures their anonymity.

3.5.3. Services provided by CBTAs and TIDOs to ICBTs⁸

During field research, CBTAZ, headquartered in Lusaka, with multiple branches in various borders locations (including Chirundu and Mwami), was found to be the officially recognized CBTA by local governments. CBTAZ acts as a voice on behalf of ICBTs. At the Chirundu OSBP, CBTAZ offices are located at the Chirundu Market (about 1.1 km from the border post while at the Mwami BCP, their office is located within Kapata Market (about 27.6 km from the border post).

Services offered by the Cross-Border Traders' Association of Zambia

The role of CBTAZ in Zambia includes; advocating for the removal of trade barriers to create an enabling trading environment for ICBTs, raising awareness and promoting the use of the Traders' Charter for Cross-border Traders and the Simplified Trade Regime (STR), providing information to ICBTs on existing border procedures and changes to border procedures and assisting in resolving disputes that arise between

⁸ Findings on services provided by CBTAZ are consistent with the study undertaken by Gaarder et al. (2019) at four Zambian border posts.

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ICBTs and officials. CBTAZ has also taken an active role during the pandemic by raising awareness on the COVID-19 pandemic including infection and prevention measures and requirements at the various borders and distributing PPEs (particularly face masks and hand sanitizers) to their members. However, their ability to reach a larger or majority of their members during the pandemic has proven futile due to lack of resources. The FGD in Mwami revealed that less than half of those in attendance had received PPE through the association. During one-on-one interviews conducted at both targeted borders, only a few members (see [section 4.3.2](#)) indicated having received PPEs or assistance from CBTAZ.

Until 2020, the role of CBTAZ in Zambia also extended to manning of trade information desks (TIDs) run by trade information desk officers (TIDOs) at both targeted border locations. However, as of January 2020, TIDs at both border locations are being financed (payment of salaries and provision of equipment) by COMESA within its Cross-border Trade Initiative (CBTI) project, which is financed by the European Commission. CBTAZ still plays a co-managing role alongside COMESA, as TIDOs are expected to report to both institutions. Financing of TIDs under the CBTI is expected to run until April 2022, to which CBTAZ is expected to take over the financing function again.

Services offered by trade information desk officers

TIDOs provide a number of services to ICBTs at the targeted border locations. The most vital role is supplying the COMESA Simplified Customs Document (SCD) to ICBTs who wish to benefit from the STR. The STR enables traders whose goods appear on a “common list” of products negotiated between two countries to import/export goods with a value of not more than USD 2,000, duty-free. The “common list” of goods eligible to be traded under the STR is established through negotiations between partner countries, represented by the relevant CBTAs and the authorities on either side of a given border. A “sustainability fee” in the amount of ZMW 20 (USD 0.94) is paid by ICBTs to obtain the SCD. The TIDOs also offer additional services which include: assisting ICBTs with completing the SCD where traders are unable to do so on their own, providing information to ICBTs on formalities that need to be completed on either side of the border, helping resolve disputes between ICBTs and officials, collecting trade statistics from ICBTs and, now, providing information on COVID-19 prevention measures and requirements at the border.

Challenges faced by cross-border trade associations

Services provided by CBTAs and TIDOs are indispensable to the survival of ICBTs, contributing to the conducive trade environment and ensuring that compliance with border procedures is adhered to. However, weaknesses at the national, bilateral and regional levels still exist within CBTAs and TIDs.

A regional CBTA has yet to be formally established in the COMESA region, despite the fact national and local-level CBTA exist in Malawi (Mchinji border), Zambia and Zimbabwe (Chirundu OSBP). The CBTI aims to support and create an effective regional network of CBTA in the COMESA/tripartite region which might help resolve the weakness at the regional level and enhance cooperation.

At the national level, interviews with CBTAZ revealed that the organization had no prior or current strategy to dealing with a crisis like the COVID-19 pandemic. Officers and members of CBTAZ indicated that accessing financial credit and raising awareness was the greatest challenge identified during the pandemic and yet CBTAZ had no way of providing financial assistance and awareness campaigns conducted were limited, only reaching a few ICBTs and providing limited PPEs. Additionally, discussions with CBTAZ officers explored alternative ways the association was using to help members either continue trading during the pandemic or assisting them in engaging in other businesses. The research found that CBTAZ have not taken any initiative to facilitate trade during the pandemic. Initiatives that could be taken to ensure continued and safe trade during the pandemic while minimizing the costs include trading in clusters or groups. Mvunga and Kunaka (2021) indicate that trading within the Great Lakes Region has enabled enabling SSCBTs to organize into clusters whose representatives are then allowed to cross the border to sell or buy products on behalf of an association's members. This could reduce the cost of COVID-19 testing for traders, as only the selected representatives would need to obtain certificates and yet trade would be conducted on behalf of a larger group. Discussions on possible alternative sources of livelihoods that ICBTs can engage in have been made only in passing. CBTAZ also expressed concern at the lack of support that associations and ICBTs are receiving during the pandemic and their inability to benefit from current stimulus packages. For example, CBTAZ indicated that they have on numerous occasions during the pandemic written to and visited a number of government institutions, highlighting the challenges that CBTAZ and ICBTs are facing during the pandemic and the type of assistance needed and yet, no assistance has been provided to date.

Challenges faced by trade information desk officers

The major challenges facing TIDs at both targeted borders is that they are each manned by one TIDO. Prior and during the pandemic, the Mwami BCP has continued to operate on a 24-hour-daily, 7-day-weekly basis, whereas hours of operation at the Chirundu OSBP were extended to operate on a 24-hour daily, 7-day-weekly basis to ensure continued flow of essential goods (e.g. medical equipment) into the country. Having one TIDO has meant that, if he or she is sick, the TID is left vacant and ICBTs cannot get assistance. At the Mwami BCP for example, the TIDO currently manning the TID is female and has a young baby requiring nursing and this results in the TIDO having to take multiple breaks throughout the day to breastfeed, leaving the TID vacant. Additionally, given that the TIDO has additional responsibilities at home and tries to maintain work-life balance, she does not report for work on Sundays and can only work from 8 to 17 hours during the week. This means that the TID is left

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vacant on Sundays and also left vacant from 17 hours all through to the following day during the week. At the Chirundu OSBP, the TIDO is male and works 24 hours daily, seven days weekly. However, the TID is left vacant when he falls ill or has to rest. Both TIDs are faced with challenges relating to office space. At the Chirundu OSBP, the TIDO has been allocated office space, but the accessibility of the office to ICBTs is poor, as the office is not visible and requires navigation within the halls of the border premises which could also result in spreading COVID-19 should a trader have the virus. At the Mwami BCP, an open-office floor plan puts the desk of the TIDO with those of other border officers (customs and immigration) in close proximity. This is not conducive for reporting, as it may deter ICBTs from seeking assistance, especially on cases relating to harassment and corruption. Additionally, the closeness of the desks with no divisions or protective virus shields put the TIDO and other officers at risk of contracting or spreading COVID-19. The TIDO at the Mwami BCP also indicated having received a limited supply of PPEs that were about to run out. Both TIDOs also indicated a lack of Internet access as their computers are not connected to the server, meaning that TIDOs need to leave their offices to go access the Internet at Internet cafés located away from the TID.

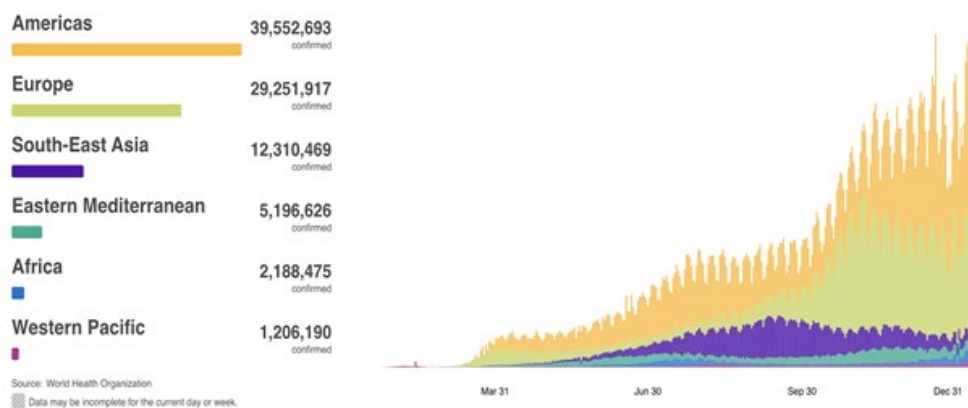
The challenges faced by TIDOs hinder the effectiveness of TIDs and ability for ICBTs to access services. The research recommends hiring an additional TIDO at each border, providing Internet connection service, relocating TIDs to ensure easy accessibility by ICBTs, supplying TIDs and CBTAs with PPEs, supporting CBTAs in raising awareness on COVID-19 and developing ICBT-focused assistance programmes.

4. COVID-19: challenges, impact and possible solutions

4.1. COVID-19: global, regional and national trends and statistics

The coronavirus continues to ravage the entire world. As of 12 January 2021, WHO reported 89,707,115 confirmed cases of COVID-19 and 1,940,352 deaths resulting from the virus. The Americas region reported the highest number of confirmed cases globally reaching 39,522,693 while the Western Pacific region, with 1,206,190, reported the least number of cases. The Africa region confirmed a total of 2,188,475 cases. (See Figure 17 for complete data on confirmed cases by region.)

Figure 17. Confirmed COVID-19 cases by region, as of January 2021



On 5 January 2021, Africa CDC reported 67,943 deaths in 55 African Union member States. During the period covering 27 December 2020 to 3 January 2021, Africa CDC reported that Zambia had recorded a total of 21,582 of which 1,748 were new cases, while deaths during this period amounted to 392. Eighty-four per cent of African Union member States indicated community transmission as the main channel through which the virus has been spreading. Africa CDC also noted that 19 African Union member States are reporting case fatality rates higher than the global case fatality rate of 2.2 per cent. Countries include Malawi and Zimbabwe, which share borders with Zambia (Table 3).

4. COVID-19: CHALLENGES, IMPACT AND POSSIBLE SOLUTIONS

Table 3. African countries and territories reporting COVID-19-related fatalities above the global case fatality rate of 2.2 per cent

Fatality rates (above 5%)	Fatality rates (above 3%)	Fatality rates (below 3%)
Sudan (6.3%)	Chad (4.7%)	Sierra Leone (2.8%)
Egypt (5.5%)	Liberia (4.6%)	Malawi (2.8%)
Western Sahara (8.8%)	Mali (3.8%)	Algeria (2.8%)
	Tunisia (3.4%)	Somalia (2.8%)
	Democratic Republic of the Congo (3.3%)	South Africa (2.7%)
	Gambia (3.3%)	Zimbabwe (2.4%)
	Niger (3.2%)	Mauritania (2.4%)
		Eswatini (2.4%)
		Angola (2.3%)

Source: Africa CDC, 2021.

In 2021, PERC noted that confirmed COVID-19 cases in Africa had exceed 2.5 million on 19 December 2020 with South Africa accounting for the majority of cases and reaching 1 million cases on 27 December 2020. Evidence shows that countries recording highest numbers of COVID-19 cases during the period covering 22 December 2020 to 4 January 2021. Malawi and Zambia reported new cases having increased by 385 per cent, and 285 per cent, respectively (Table 4).

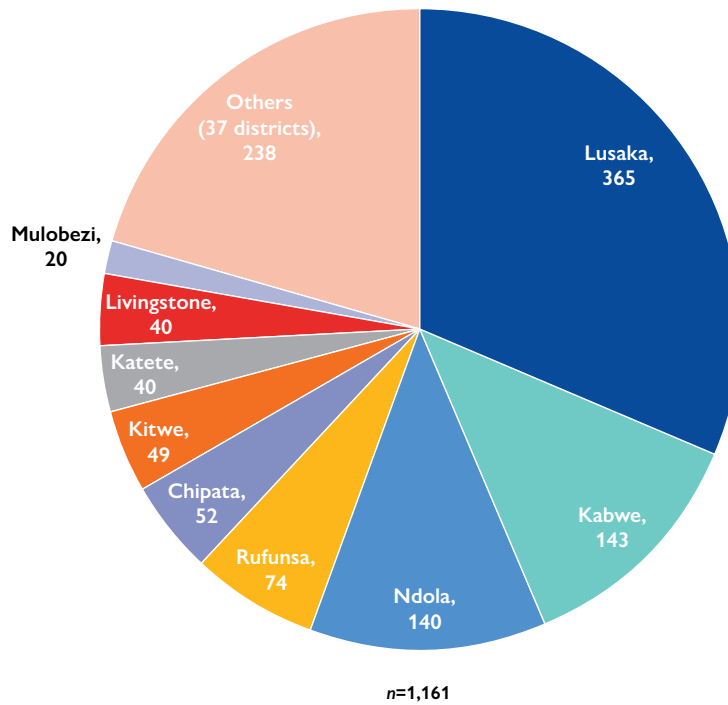
Table 4. COVID-19 cases in Africa, 22 December 2020 to 4 January 2021

Largest number of new cases		Highest percentage increase in new cases (%)		Largest number of new deaths		Highest percentage increase in new deaths (%)	
South Africa	182 638	Malawi	385	South Africa	5 104	Eswatini	472
Morocco	25 800	Zambia	285	Tunisia	735	Egypt	115
Tunisia	25 343	Eritrea	252	Egypt	733	South Africa	92
Egypt	17 191	Eswatini	149	Morocco	538	Libya	55
Nigeria	12 561	Egypt	131	Libya	167	Tunisia	38

Source: Partnership for Evidence-Based Response, 2021.

According to WHO (2021), Zambia reported a total of 27,728 confirmed cases of COVID-19 and 469 deaths on 20 January 2021. Out of 1,161 cases reported on 10 January, Lusaka District accounted for the majority of cases, amounting to 365, while Chipata District registered 52 cases. Figure 18 shows a complete list of distribution of cases by district (ibid.).

Figure 18. Distribution of COVID-19 cases, 10 January 2021



Source: WHO, 2021.

At the regional level, the Tripartite Free Trade Area, comprising member States (including Zambia) of the COMESA, East African Community (EAC) and the SADC adopted harmonized tripartite guidelines on trade and transport in July 2020 as a regional response measure to COVID-19. The objective of the guidelines is to ensure continued safe, efficient and cost-effective movement of goods and services across borders while containing the spread of the virus.⁹

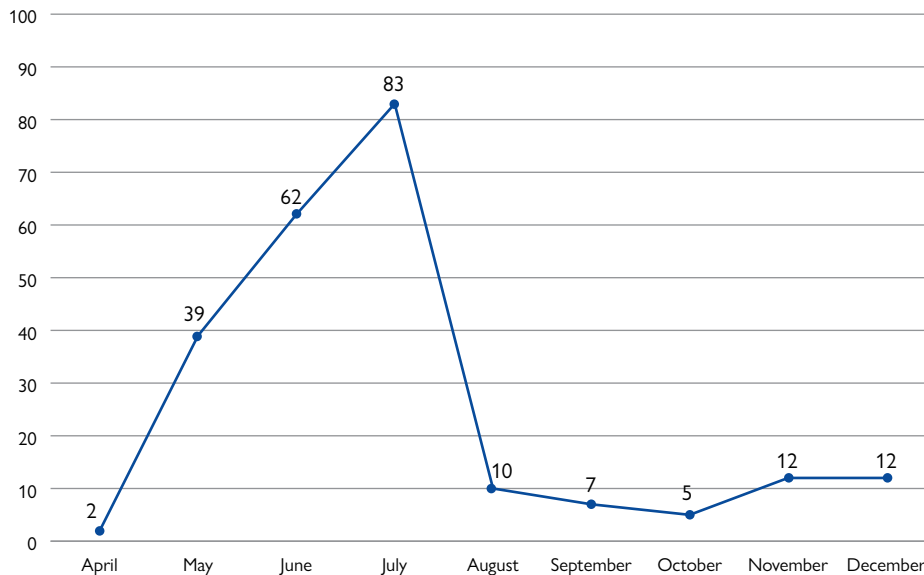
4.2. COVID-19 at the border

Incidences of COVID-19 at the border locations have been minimal. The Mwami BCP has reported only two confirmed cases of COVID-19 since the pandemic began, of which both have made full recoveries. Zambian health officials found one Malawian national entering Zambia to have had COVID-19 in November 2020, while one Zambian national (a trucker) was reported to have been found with COVID-19 in December 2020 by Malawian health officials.

⁹ Refer to the Tripartite Free Trade Area guidelines (Trade Law Centre (tralac), 2020) for more details.

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Figure 19. Trend of confirmed cases of COVID-19 at the Chirundu One-Stop Border Post, 2020



Source: District Office, Chirundu (raw data).

Compared to the Mwami BCP, incidences of confirmed cases of COVID-19 at the Chirundu OSBP were reported to be high. A total of 232 cases from April to 13 December 2020 were recorded (see Figure 19). Chirundu reported the highest number (83) of confirmed cases in July which declined significantly in the following month to 10. In November 2020, total reported cases amounted to 12. As of 13 December 2020, reported cases amounted to another 12. Ninety-three per cent of the confirmed cases in Chirundu were found to be truck drivers.

4.3. COVID-19 awareness at the border

4.3.1. COVID-19 awareness by border agency personnel

Majority of border agency personnel at both border locations are aware of COVID-19, including infection and prevention measures, given that training and awareness campaigns were conducted by the Ministry of Health at both border locations. However, interviews revealed that not all staff were trained due to limited resources and because staff work in shifts, making it difficult to assess their level of understanding of COVID-19. Additionally, during the field visits, it was evident that not all personnel wore masks or maintained social distancing. This also extended to other areas within the vicinity of the border as random individuals and groups of people without masks were seen about the border conversating at both border locations. Further, the closeness in proximity of desk at both border locations, especially Mwami, was alarming as there were no protective virus shields or divisions separating desks. This signals a strong possibility that levels of awareness are low, institutions do not fully understand the seriousness of COVID-19 or that border agencies relaxed as fewer new COVID-19 cases were being reported from August to October.

The report recommends that trainings be conducted at the borders targeting staff who did not attend trainings facilitated by the Ministry of Health. Additionally, the report recommends providing protective virus shields that separate desks occupied by officers. Lastly, the report recommends enforcing the wearing of masks both within and outside of the border post.

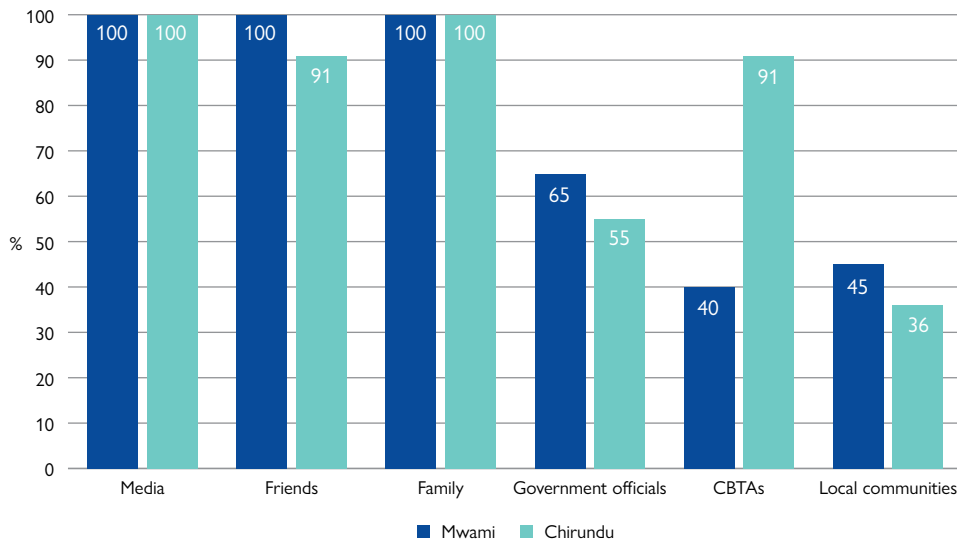
4.3.2. COVID-19 awareness by ICBTs

The section presents information on the respondents' level of awareness and education on COVID-19 infection and prevention measures at the targeted border locations. Questions in this section were asked to all traders (i.e. ICBTs who have continued to trade during the pandemic, ICBTs that stopped trading because of the pandemic, and ICBTs that have or have not been to the border since the pandemic began).

Source of COVID-19 knowledge

ICBTs at targeted border locations were asked the source by which they received information on COVID-19. All of the ICBTs surveyed at the targeted locations indicated that media and family were the source of knowledge or education on COVID-19 pandemic.

Figure 20. Source of COVID-19 knowledge/education



Source: Field data from the current study.

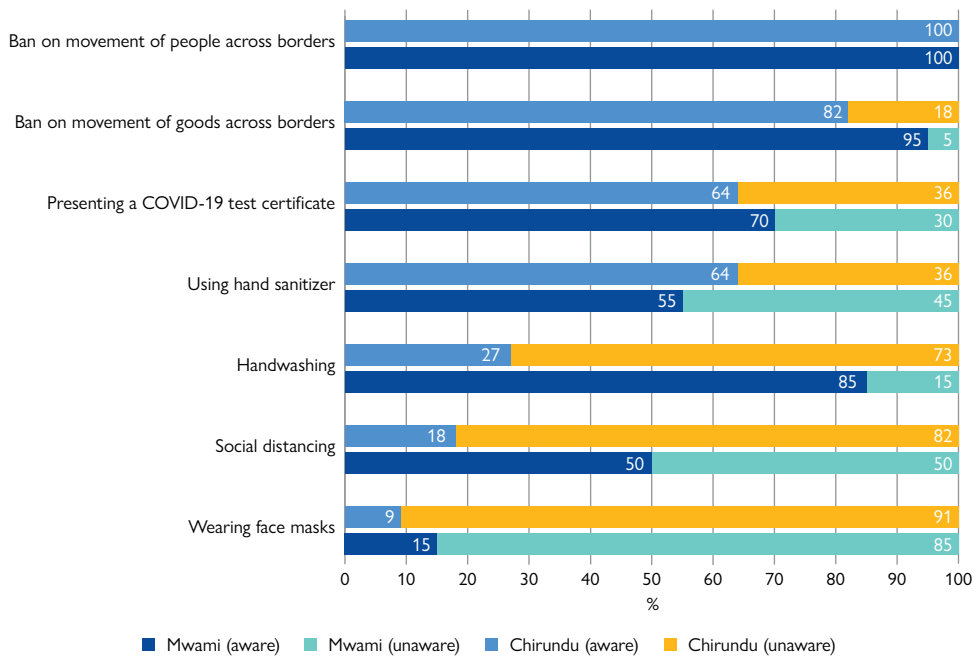
In Chirundu, only 55 per cent of respondents indicated having received knowledge or education on COVID-19 from government officials; the figure is 65 per cent for Mwami. In Chirundu, CBTAs has also played an important role, as 91 per cent of those surveyed indicated to have received knowledge or education on COVID-19 from CBTAs. On the other hand, only 40 per cent at the Mwami BCP indicated to have received knowledge or education on COVID-19 from CBTAs.

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Awareness of travel restrictions

Results from the field survey revealed that all traders from both targeted border locations are aware of the existence of COVID-19 and the travel restrictions put in place by the Government at the respective borders. However, the degree of awareness varied among traders (see Figure 21 below).

Figure 21. Awareness of border restrictions



Source: Field data from the current study.

Only 9 per cent of ICBTs interviewed at the Chirundu OSBP were aware of the requirement to wear masks, compared to 15 per cent at the Mwami BCP. Only 18 per cent of traders at the Chirundu OSBP were aware of needing to maintain social distancing, compared to 50 per cent at the Mwami BCP. Eight-five of ICBTs at the Mwami BCP were found to be aware of needing to wash hands with soap at the border post, while only 27 of ICBTs at the Chirundu OSBP displayed the same level of knowledge. However, a higher percentage (64%) of ICBTs interviewed in Chirundu showed knowledge of using hand sanitizers when compared to those in Mwami (55%). Sixty-four per cent of ICBTs in Chirundu and 70 per cent of ICBTs in Mwami were aware of the need to produce a COVID-19 negative test certificate in order to be permitted to cross the border. In Mwami, 95 per cent indicated having awareness of the ban on movement of goods across the border, while 82 per cent at the Chirundu were aware of this requirement. All surveyed ICBTs, in both of the targeted locations, were aware of the ban on movement of people across the borders.

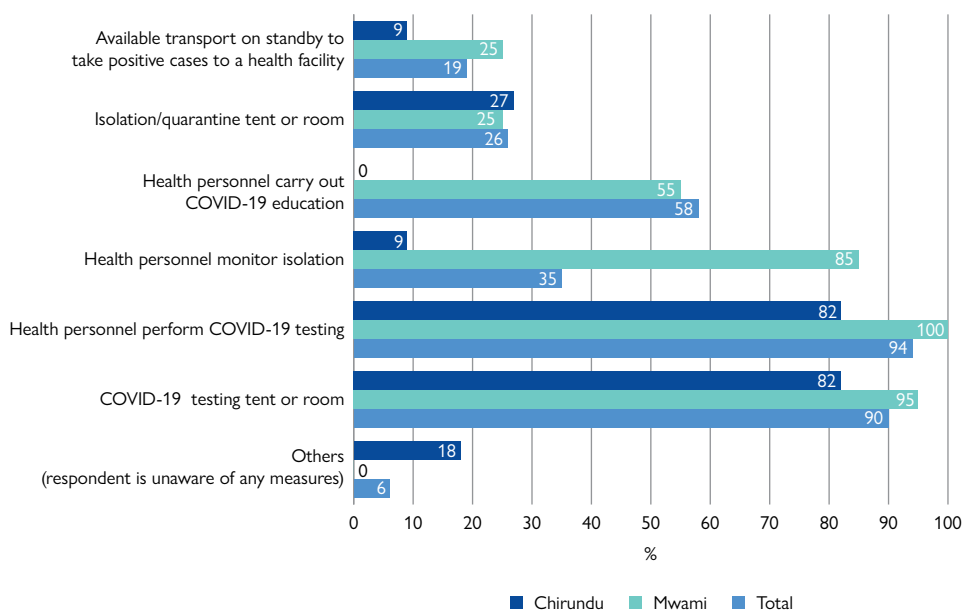
Although significant numbers of traders at both targeted locations are aware of the ban on movements of people and goods, a significant number of traders are unaware of other restrictions at the border. Between the two borders, ICBTs from

the Chirundu OSBP, where confirmed cases of COVID-19 have been found to be greater than cases confirmed at the Mwami BCP, seem to suffer more from a lack of awareness. This report recommends raising awareness at the targeted border locations, especially the Chirundu OSBP, given the rising numbers of COVID-19 cases in Zambia and a new variant of the virus has been discovered. In addition to awareness campaigns, this report recommends publicly displaying information inside and outside of the border facilities through the use of posters, brochures or billboards in such a way that makes this information easily visible and accessible to the public.

Awareness of COVID-19 prevention and control measures

Surveys also explored the level of awareness of COVID-19 prevention and control measures at the targeted border locations (Figure 22).

Figure 22. Awareness of COVID-19 prevention and control measures



Source: Field data from the current study.

Six per cent of the total ICBTs interviewed at the border locations (comprising 20% of ICBTs from the Chirundu OSBP) indicated being unaware of prevention and control measures at their respective borders. A significant number of traders (82% at the Chirundu OSBP and 95% at the Mwami BCP) reported having awareness of the existence of COVID-19 testing tents at respective borders. All traders surveyed in Mwami and 82 per cent of those surveyed in Chirundu were aware of the presence of health personnel at the borders to conduct COVID-19 testing. However, a significantly low number of ICBTs at the Chirundu OSBP (9%) were aware of the presence of health personnel to monitor individuals in isolation or quarantine while a majority (85%) of ICBTs in Mwami were aware of the same measure being in place. Numbers of ICBTs reporting knowledge of personnel to provide education

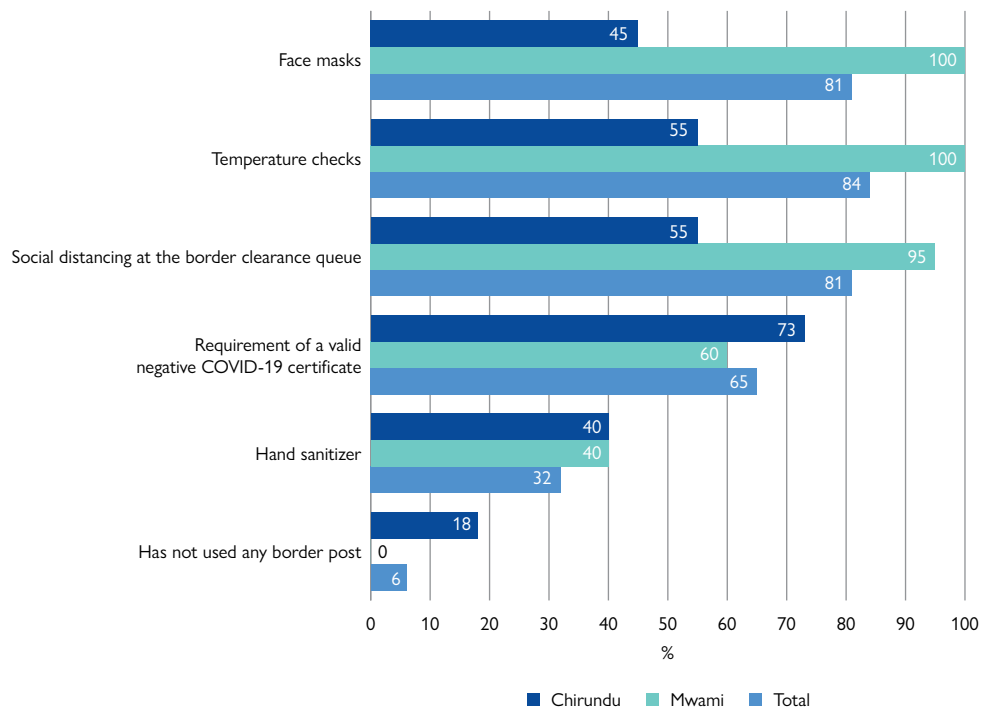
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at the Chirundu OSBP was zero, while at the Mwami BCP, the figure was at a low 55 per cent. Both borders reported significantly low numbers of awareness of isolation and quarantine tents, as well as availability of transport services to take individuals testing positive for COVID-19 to the nearest health centres (Figure 22).

Infection and prevention measures commonly used at the borders

Traders were asked what type of infection and prevention measures, they frequently use at the border. Eighteen per cent of ICBTs interviewed at the Chirundu OSBP (representing 6% of the total ICBTs surveyed) indicated that they have not been at the border since the pandemic started and therefore have neither used nor are aware of the infection and prevention measures currently in place at their respective borders. Figure 23 illustrates the degree to which ICBTs have used infection and prevention measures at the targeted locations.

Figure 23. Infection and prevention measures commonly enforced at the border posts



Source: Field data from the current study.

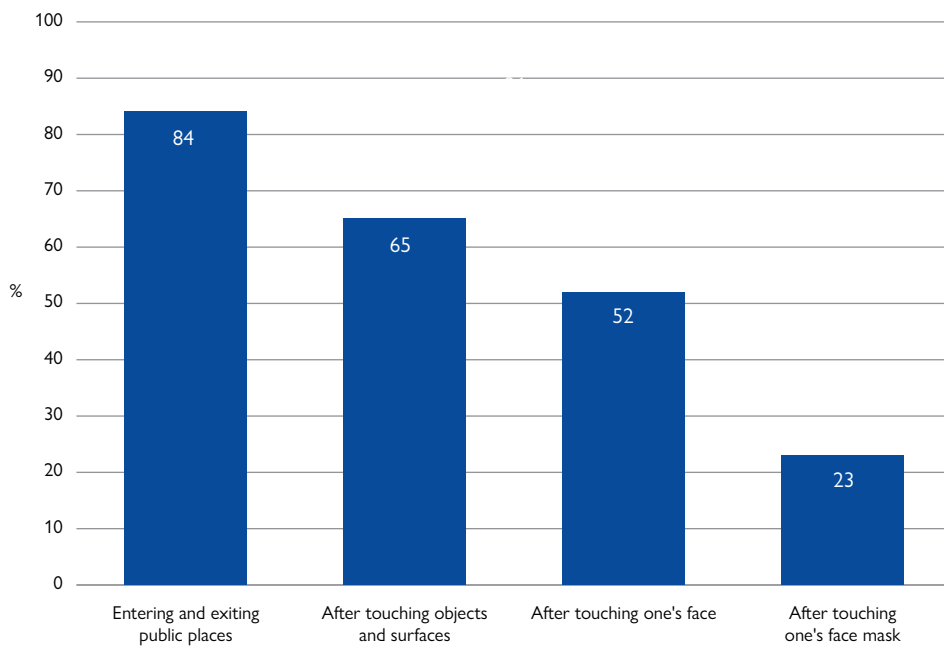
Of the total traders surveyed 81 per cent indicated to have been aware of the need to use face masks as a prevention measure of COVID-19. All the traders surveyed in Mwami were aware of using face masks as a preventative measure, compared to only 45 per cent in Chirundu. All the traders surveyed in Mwami were also aware of the use of temperature checks as a COVID-19 measure, with only 55 per cent of ICBTs surveyed in Chirundu having such awareness. Only 60 per cent of traders in Mwami displayed awareness of knowing that a valid COVID-19 negative test certificate

was essential to engage in cross-border trade, whereas 73 per cent of ICBTs at the Chirundu OSBP had the same awareness. Eighty-one per cent of all the surveyed ICBTs indicated that border clearance queues provided enough space to ensure social distancing was maintained. This corresponded to 55 ICBTs in Chirundu and 95 in Mwami. The use of hand sanitizers at both targeted locations was significantly low, with only 40 per cent of ICBTs in Mwami and 18 per cent in Chirundu, indicating that they frequently use hand sanitizer.

Washing of hands

Figure 24 shows that 84 per cent of total ICBTs surveyed wash their hands before and after leaving public places with either soap or hand sanitizer, whereas only 23 per cent wash their hands before and after touching their face masks.

Figure 24. Washing of hands



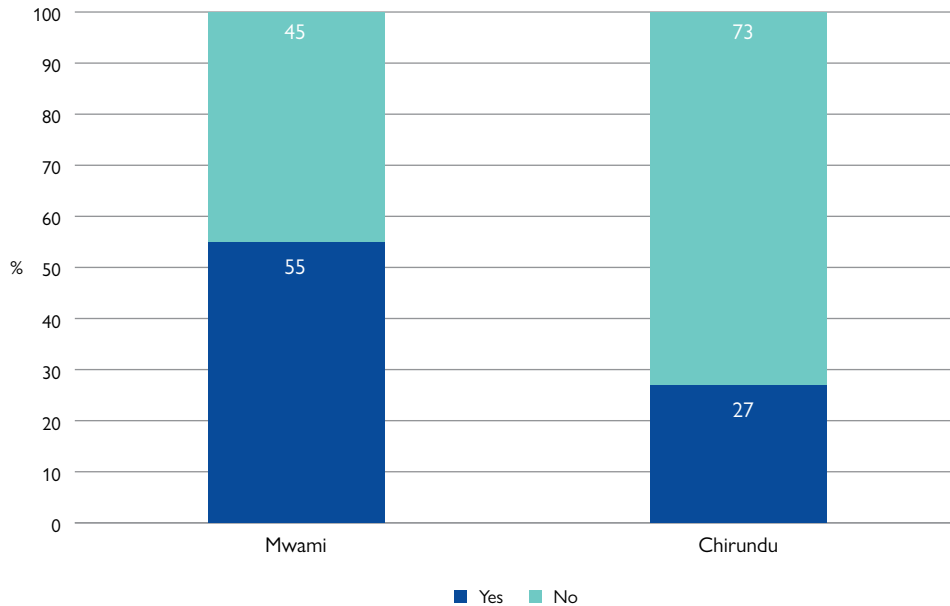
Source: Field data from the current study.

Sixty-five per cent reported washing their hands before touching their faces, surfaces or objects, and 52 per cent, after.

Awareness of government stimulus

Traders at targeted border posts were also asked questions on whether they were aware of the existence of national government stimulus packages and the degree to which they had benefited from these packages.

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Figure 25. Awareness of the Government's COVID-19 stimulus package

Source: Field data from the current study.

Of the total traders surveyed at the targeted border locations, only 55 per cent at the Mwami BCP and 27 per cent at the Chirundu OSBP had some awareness of the existence of the COVID-19 government stimulus packages. When interviewing traders, none of the ICBTs were fully aware of what the stimulus package comprises and how to gain access to it. Most of the traders indicated their source of knowledge on the existence of stimulus packages to be friends or family who also did not have full knowledge of what the stimulus package comprised and how to benefit from it. Therefore, aside from one trader who was registered (prior to the pandemic) to receive assistance from the Government through social cash transfers, none of the remaining ICBTs interviewed have benefited from the stimulus package during the pandemic.

Assistance from other sources

Additionally, traders were asked if they had received assistance from any other source aside from the Government. The questionnaire was modified slightly during the survey to identify the source of assistance, where ICBTs indicated having received any. Despite not seeing ICBTs (with the exception of one) receiving assistance from the Government during the pandemic, 26 per cent of traders surveyed reported to have received some form of assistance from other sources during the pandemic. Of the 26 per cent, 50 per cent were from Chirundu and the remaining 50 per cent were from Mwami. The assistance received varied with some ICBTs indicating to have received face masks only while others indicated receiving a combination of items. Table 5 displays the type of assistance received by border, gender and source of assistance.

Table 5. Other assistance received by border, gender and source

Type of assistance	Chirundu (% of respondents)		Mwami (% of respondents)		Source
	Male	Female	Male	Female	
Face masks only	25	-	25	-	CBTA
Face masks and hand sanitizer	25	-	25	-	CBTA
Groceries	-	-	-	25	Church
Payment of children's school fees	-	50	-	-	Orphanage
Cash, face masks and hand sanitizer	-	-	25	-	Mosque

Source: Field data from the current study.

According to feedback received from traders, majority of assistance received came from CBTA offices at respective borders who provided face masks and hand sanitizers. Other sources of help were Christian churches, mosques and orphanages.

4.3.3. COVID-19 prevention, control and management measures at the border and resources to manage COVID-19 at the border

This section provides information on COVID-19 management (prevention and control) measures at the targeted border locations, as well as the extent of availability of resources to border agencies to ensure a safe trading and working environment. Information was assessed by examining the extent of the safety and cleanliness of the border environment, extent of personal hygiene, security at the border, access to information and health-related resources. Information presented relies on information collected from key stakeholders, ICBTs and through border walk-throughs.

Both border locations have put in place prevention and control measures to curb the spread of COVID-19. However, the resources in place or currently available are not sufficient at both targeted border locations.

Safe and clean environment

Both border locations appeared to be clean and safe. However, a couple of issues were noted at both border posts. For example, at the Chirundu OSBP, while three handwashing basins had been placed at the point of entry to cater to all border users, these handwashing basins are not sufficient to cater to increased traffic should the border reopen. The number of handwashing basins currently in place are likely to result in long queues on a day that sees heavy traffic flow. At the Mwami BCP, only two handwashing basins were placed at points of entry. Within the toilet facilities, running water and soap were not available within the toilet facilities at the Chirundu OSBP at the time of the visit. However, one handwashing basin had been placed at the entrance and is intended to cater to both male and female travellers using the border crossing and this is not sufficient and likely to result in long queues. At the Mwami BCP, running water was available within the toilet facility, but no soap or hand sanitizer was available. Additionally, only one sink had running water. Also,

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a number of drums had been placed within the women's toilet, making it difficult to navigate. Further, only one toilet at the Mwami BCP catering to women was observed as functional, while the Chirundu OSBP had a sufficient number of toilets.

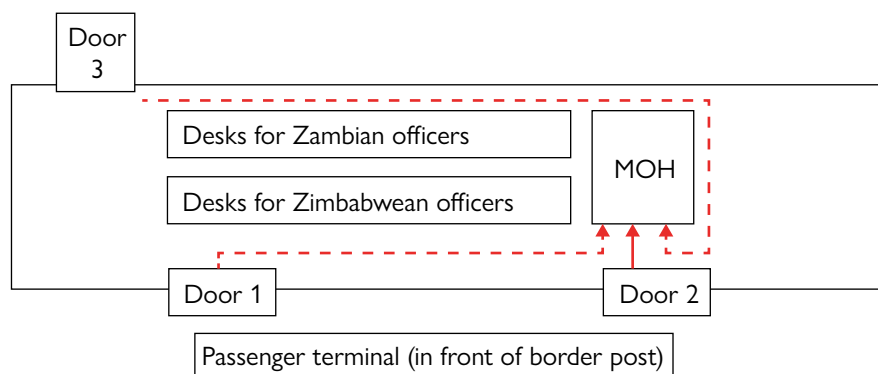
Personal hygiene

Most of the border officers appeared to have hand sanitizers on their desks. However, at the time of the field visits, not all officers appeared to be wearing masks at both border locations. Additionally, desks of officials (and that of the TIDO at the Mwami BCP) were situated in very close proximity, raising the risk of transmitting the virus. This is further worsened by the fact that few traders (who were seen without masks) have access to the office space occupied by the border officials and TIDOs when seeking assistance. At the Chirundu OSBP, traders have to navigate the hallways to access the TIDO, also putting at risk the chances of spreading the virus if one has it. The close proximity of the desks and the fact that traders enter the office spaces and navigate hallways to access the border has the potential to drive up the number of COVID-19 cases.

Security at the border

Another issue that was noted at the Chirundu OSBP was that the border post had three doorways. Two located at the front of the facility and one at the back (see a rough illustration of the floor plan in Figure 26). Although the first point of contact for any border user to undergo a temperature check and obtain clearance to proceed onto the next desk is with Ministry of Health officials, ICBTs and other border users are allowed to use any of the three doors as entry and exit points. Ideally only one entry point (door 2) that leads directly to the Ministry of Health should be in place or temperature checks should be available at each entry point to ensure that anyone exhibiting COVID-19 symptoms is tested before they are permitted to walk around inside the border facility. Additionally, at the time of the visit a number of individuals were found gathered in very close proximity on the outside, especially the area near door 3 with no masks on. Additionally, only one handwashing basin was observed on this side of the border.

Figure 26. Floor layout of the Chirundu One-Stop Border Post



Note: MOH = Ministry of Health.

Access to information and transparency

Access to information on COVID-19 at both border locations was extremely limited. A few posters containing information on COVID-19 were placed within the border facility, while no information on COVID-19 were noted outside the facilities. The posters placed within the border post were difficult to find and none of the posters viewed contained information on the requirements (e.g. a COVID-19 certificate, health declarations and temperature checks) and were all in English. At both borders, COVID-19-related floor markings showing points to stand to maintain sufficient social distancing were not visible.

Health-related resources

Both border posts had health personnel to conduct testing and temperature checks. However, at the Mwami BCP, temperature checks are only conducted at the point of entry into Zambia, which means that border users exiting Zambia with high temperatures or other COVID-19-related symptoms find their way within the border facilities increasing the risk of spreading the virus. Two tents are available at the Mwami BCP. One acts as a temperature check point and the other a testing point (see Figure 27). The tent used as the temperature check point at is worn out and not suitable for use, especially during heavy rains. Additionally, at the Mwami BCP, the COVID-19 isolation area is located about 500 metres away from the border post, while the ambulance assigned to transport any patient with COVID-19 is located at a Kapata clinic about 28 km from the border post. Further, only two personnel are assigned to conduct testing and temperature checks at the border that operates around the clock. At the Chirundu OSBP also, only two health personnel are available to work around the clock. The testing tent at the Chirundu OSBP is worn out and not suitable as the height of the tent is too low. The isolation room at the Chirundu OSBP, which was originally a storage room, is very small and filled with numerous boxes reaching roof level. Air circulation in this room is also poor. The point for temperature checks at the Chirundu OSBP is also not suitable.

Figure 27. COVID-19 tents at the Chirundu One-Stop Border Post and Mwami Border Control Post

COVID-19 screening tent at the Chirundu OSBP



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COVID-19 temperature check tent at the Chirundu OSBP



COVID-19 testing tent at the Mwami BCP

*Other measures*

A number of committees have been established at the regional, national and border levels to respond to COVID-19 challenges. Additionally, existing committees are also addressing COVID-19 at the national and border levels. For example, there now exists a COVID-19 preparedness and response unit at the SADC level that works to ensure that policies are harmonized and implemented at the regional level and across borders. Key line ministries from Zambia are all represented on this committee. At the national level, a COVID-19 response committee at the ZRA headquarters in Lusaka has been established to support quick and safe trade across all border posts around Zambia, including Chirundu and Mwami. A cross-border initiative at the Mwami BCP has been established to address COVID-19 challenges that arise and at the Chirundu OSBP, and a Chirundu OSBP steering committee under the IOM project has been instituted to address challenges facing ICBTs during the pandemic. The existing NTFC and joint border committees are also addressing challenges that arise at the border. Officers at the two border posts have also created WhatsApp groups comprising all agencies present at the border to discuss and address, among others, COVID-19 issues that may arise.

4.4. Impact of COVID-19 on informal cross-border trade at the border

There have been several impacts of COVID-19 on informal cross-border trade at the targeted border locations. This section discusses the impacts as revealed from one-on-one interviews with ICBTs, FGDs and interviews with key stakeholders.

(a) **Loss of income/profit and increased cost of trade**

Majority of ICBTs who stated that they are unable to trade due to the pandemic, indicated that they have not been able to raise money to fend for their families. Those who continue to trade indicated that high

cost of COVID-19 certificates, depreciation of the Zambian kwacha and sometimes money paid to officials have affected their profit levels and increased the cost of trading.

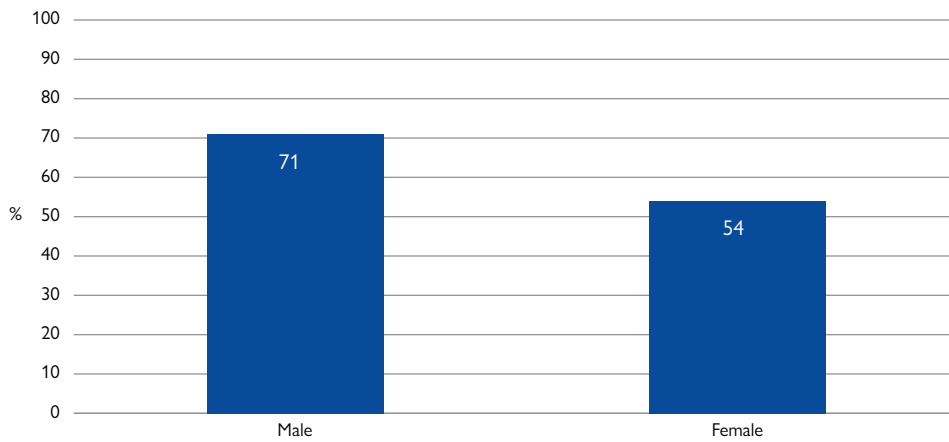
(b) Increased trade using the informal routes

Traders in Chirundu, where the border is closed to informal cross-border trade, resorted to using informal routes through the national park or by canoes (to cross the Zambezi River) at night. In Mwami, traders use the informal route to avoid paying the costs associated with obtaining a COVID-19 certificate. The use of informal routes has increased the risks of traders being attacked by unscrupulous people and/or wild animals and drowning or injury.

(c) Reduced number of traders crossing the border and numbers of border crossing

Figure 28 shows the proportion of ICBTs still continuing to trade during the pandemic.

Figure 28. ICBTs continuing to trade during the pandemic, by sex



Source: Field data from the current study.

Zero per cent of traders interviewed in Chirundu reported using the border during the pandemic. This could be attributed to the fact that Zimbabwe placed a ban on informal cross-border trade. Traders also expressed concern at the high cost of obtaining COVID-19 certificates during FGDs. In Mwami, only 60 per cent of traders, of which WICBTs account for 54 per cent and male ICBTs account for 71 per cent of traders indicated that they continued to trade during the pandemic. The fact that traders that use the Mwami BCP are still trading during the pandemic can be attributed to the fact that the border was not completely closed to ICBTs. However, FGDs revealed that traders who continue to trade at the Mwami BCP have decreased their frequency of crossing the border. For example, where some traders used to cross three or four times a month, some cross once every month while others indicated to have only crossed once since the pandemic began.

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(4) Increased fear and uncertainty among traders

Traders interviewed expressed fear of using the border due to COVID-19. Some traders also expressed uncertainty as to what their future holds as some were contemplating whether to return to trading post-COVID-19, while others simply did not know how they would survive or fend for their families if the pandemic continues.

(5) Switch to alternative livelihoods

Some ICBTs have opted to switch from trade and engage in alternative income-generating businesses in order to raise income. However, for some ICBTs, their choices of alternative income-generating ventures have not been viable, as some indicated that they are still struggling to meet ends meet. This is discussed further in [section 4.3](#).

(6) Impacts on ICBTs and their families

Most female traders who indicated to have gone into trade to fend for families indicated the impact on their inability to trade or trade with restrictions to have also impacted their family members as it has become increasingly difficult to provide basic needs to dependents.

(7) Use of other border posts

Some traders indicated that the pandemic began, efforts have been made to use other borders like Chanida, Chavuma, Kasumbalesa and Nakonde¹⁰ in the hopes that borders would be opened and procedures much easier. However, Nakonde border was later closed to traffic due to high COVID-19 cases.¹¹ At other borders, issues such as corruption, harassment and high transport costs discouraged traders from continuing to trade. Additionally, some traders were disappointed to discover that COVID-19 certificates were also required to pass through other border points.

4.5. National response to COVID-19: health measures and lockdowns

The national response to COVID-19 in Zambia has been guided by the Public Health Act of 2020, as well as Statutory Instruments 21 and 22 of 2022. In addition, Zambia's health sector has also adopted the WHO recommended pillars in responding to the crisis. National response measures in Zambia have focused on preventing the importation of COVID-19 through points of entry.

¹⁰ These borders are shared between Zambia and its neighbouring countries: Chanida with Mozambique, Chavuma with Angola, Kasumbalesa with the Democratic Republic of the Congo and Nakonde with the United Republic of Tanzania.

¹¹ The President of the Republic of Zambia ordered the closure of Nakonde border on 11 May 2020 after Nakonde District recorded its highest single day increase of 76 new COVID-19 cases (see: *Crisis24*, 2020).

4.5.1. Health-related measures¹²

Specific health measures that have been put in place in Zambia from March 2020 to date in to ensure effective response to the COVID-19 include the following:

- (a) Activation of the National Public Health Emergency Operations Centre (PHEOC) located at the Zambia National Public Health Institute (ZNPHI). The PHEOC has taken the lead in coordinating nationwide approaches to containing the spread of COVID-19.
- (b) Provision of ZMW 57 million to the Epidemic Preparedness Fund under the Ministry of Health and ZMW 659 million to support the COVID-19 Contingency and Response Plan under the Disaster Management and Mitigation Unit.
- (c) Continued monitoring by the Government, through the Ministry of Health, of points of entry, ensuring that all international passengers are screened and follow-ups made on those passengers originating from high-risk countries.
- (d) Installation of isolation facilities at the district level countrywide to safely manage confirmed COVID-19 cases and limit its spread.
- (e) Strengthening IPC measures by continuously procuring disinfectants and PPEs such as face masks and hand hygiene supplies to ensure a steady supply to health personnel, especially front-line officers.
- (f) Undertaking continuous community engagement through social media, radio, television, automated countrywide texts to ensure that information on COVID-19 is provided to the general public. Additionally, through the Ministry of Health, distribution of information by use of posters including at borders across the country has been conducted.
- (g) Establishing emergency call centres to enable citizens to report suspected COVID-19 cases and receive information.
- (h) Conducting training for key health-care workers, including front-line officers from various institutions.
- (i) Offering tax relief and suspending excise duties on essential medical goods such as medical equipment, protective garments, thermometers, testing equipment and ethanol (for use in manufacturing alcohol-based sanitizers), among others.

¹² See: Government of Zambia – Ministry of Health, 2020.

4.5.2. Non-health-related measures

Other measures instituted by Government included suspending payment of export duty on precious metals and export of concentrates in the mining sector and waived tax penalties and interest on outstanding tax liabilities to ease pressure. To ease liquidity in the economy, the Government released ZMW 2.5 billion worth of financial relief for businesses while Bank of Zambia instituted a ZMW 10 billion Medium-Term Refinancing Facility. A COVID-19 bond aimed at raising ZMW 8 billion in tranches from the banking sector and pension funds was also established.

4.5.3. Restrictions

Lockdowns or restrictions resulting from surging COVID-19 cases have varied from March 2020 to date. Restrictions have included requiring travellers entering Zambia with temperatures of not less than 38 °C (100.4 °F) to undergo mandatory COVID-19 testing and requiring a COVID-19 negative test certificate for travel outside Zambia and for travellers entering the country. Parts of 2020 saw a complete closure of schools which later shifted to partial closures that enabled students in exam classes to reopen. Schools were later reopened to all. In 2021, the school reopening date has been shifted from 18 January to February. Restrictions also saw a complete ban of casinos and bars operating in 2020 which was later reversed. Hours of operation of restaurants were restricted for parts of 2020. Public gatherings of more than 50 people were also banned. The wearing of protective face masks in public places was made mandatory. Border posts like those at Chirundu, Mwami and Nakonde were completely closed to cargo, passenger and informal cross-border trade in parts of 2020 but resumed operation for commercial cargo.

4.6. National economic recovery plans and COVID-19¹³

Zambia has one national economic recovery programme (ERP). On 16 December 2020, the Government of Zambia through the Ministry of Finance launched the Zambia Economic Recovery Programme 2020 to 2023 under the theme, “Restoring Growth and Safeguarding Livelihoods through Macroeconomic Stability, Economic Diversification and Debt Sustainability”. The programme provides a road map for economic reforms that hold the potential to result in growth, prosperity and sustainable public debt levels. The programme is expected to achieve five key results: (i) restoration of macroeconomic stability; (ii) attainment of fiscal and debt sustainability; (iii) dismantling the backlog of domestic arrears; (iv) restoration of growth and diversifying the economy; and (v) safeguarding social protection programmes.

One sector targeted by the economic recovery programme is the trade sector. Among the actions required, establishing trade centres at the Kasumbalesa border shared between Zambia and the Democratic Republic of the Congo and at the Jimbe border shared between Zambia and Angola ensures ICBTs are incorporated into the ERP (see Table 6).

¹³ See: Government of Zambia, 2020b.

Table 6. Summary of information on measures for economic recovery, action required and lead institution

Measure	Action required	Lead institution(s)
Restore macroeconomic stability measures (medium-term)		
Revive and stabilize growth	Amend the Citizen Economic Empowerment Commission to increase participation of citizens in economic activities.	MCTI
Current account sustainability	Establish a trade centre at the Kasumbalesa border post to formalize trade with the Democratic Republic of the Congo and increase foreign exchange earnings.	MCTI
Agriculture sector growth and diversification measures		
Promotion of domestic and international markets	Establish a trade centre at the Jimbe border post to formalize trade with Angola and increase foreign exchange earnings.	MCTI
	Enhance exports of goats, honey, wax and fish in collaboration with the private sector through the establishment of trade centres at the borders with the Democratic Republic of the Congo and Angola, and operationalization of trade agreements.	Ministry of Fisheries and Livestock MCTI
Manufacturing sector growth and diversification measures		
Support to manufacturing sector and export promotion	Aggressively pursue export market opportunities through investment promotion missions in markets, such as the Africa Continental Free Trade Area and the Tripartite Free Trade Agreement, to support job creation while simultaneously pursuing a policy framework to support industry resilience and sustainability.	MCTI

Source: Information from the Ministry of Finance.

In addition to the measures in the above table, the ERP makes mention of increasing the allocation to safeguarding social protection programmes to reduce or cushion vulnerability and poverty induced by COVID-19. Although the ERP makes no mention of which ministry will be responsible for safeguarding social protection programmes, the assumption in this report is that the Ministry of Community Development, Mother and Child Health (MCDMCH), which is mandated with providing and facilitating the provision of equitable social protection and quality primary health care services to communities will be the lead ministry.

Although installing of trade centres will entail better and safer infrastructure for ICBTs to buy and sell goods and is likely to encourage increased trade within the market, it does not necessarily mean that this will lead to increased competitiveness of goods supplied by ICBTs. Therefore, to take advantage of initiatives like the African Continental Free Trade Area, the MCTI should seek to understand the dynamics of regional value chains and to understand what is needed to enable ICBTs to participate in higher revenue-generating sectors along the cross-border value chains.

4.7. National strategies and action plans for informal cross-border traders in relation to COVID-19

There exists a number of national trade policies and strategies developed such as the National Micro, Small and Medium Enterprises (MSME) Development Policy, the National Trade Policy and the National Export Strategy, all of which seek to address issues of cross-border trade as it relates to informal cross-border trade. For example, the National Trade Policy has set a target to simplify and harmonize border procedures. However, although a number of these policies, strategies and actions plans exist, they were all developed during the pre-pandemic period and recommended actions did not account for a crisis like the COVID-19 pandemic. During the pandemic, a number of national strategies and actions plans have been developed with the aim of addressing the effect of COVID-19 exist nationwide. However, the research found that there are no policies directly targeting ICBTs during the pandemic. Trade-related initiatives and action plans as is highlighted exist but most of these are geared towards large commercial trade with the exception of established committees (such as the NTFC) that deal with the issues faced by ICBTs at various border posts. This signals a need to change the Government of Zambia's perception of informal cross-border trade during the pandemic or future crisis of a like nature, the role it can continue to play in the economy, including its impact and the impact of crisis on ICBTs. More importantly, the Ministry of Commerce, working with other agencies, needs to develop action plans that can facilitate cross-border trade where restrictions are in place ensuring that costs associated with trading across borders are affordable to traders.

4.8. Viable livelihood alternatives during COVID-19

Table 7 presents information on ICBTs at both targeted border locations who engaged in alternative businesses as a response measure to COVID-19 challenges. Table shows the degree of viability of the alternative business engaged in.

Table 7. Alternative livelihoods of ICBTs and their self-reported viability during the COVID-19 pandemic

Alternative livelihood	% of respondents				
	Male	Female	Very viable	Fairly viable	Unviable
Casual/daily waged labour	25	-	-	100	-
Mechanics (fixing vehicles)	13	-	100	-	-
Obtaining loans to buy and sell goods	13	-	-	-	100
Buying and selling goods locally (no loans)	-	50	-	50	50

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Baking scones for sale	13	-	100	-	-
Making fritters and rearing chickens to sell at the market	-	25	100	-	-
Driving a taxi	13	-	-	100	-
Selling charcoal	-	25	-	-	100

Source: Field data from the current study.

Only 39 per cent of total ICBTs surveyed were engaging in alternative activities during the pandemic as a response measure. Thirteen of the total traders surveyed and engaging in alternative business were female while 26 per cent were men. Fifty per cent of these women have opted to start buying and selling goods locally whereas the remaining 50 per cent made fritters and reared village chickens to sell locally, with others selling charcoal. However, of those women buying and selling goods locally, 50 per cent indicated that the business is fairly viable, while the remaining 50 per cent indicated that the business is unviable. Women cooking fritters and rearing village chickens to sell locally indicated that these businesses are very viable.

Male traders appear to have had more alternative business opportunities during the pandemic. Twenty-five per cent indicated that they are engaging in income-generating activities, which is fairly viable, while another 12 per cent indicated to be engaging in casual/daily waged labour which is also fairly viable. Thirteen per cent of male traders indicated to be engaging in mechanics (fixing of vehicles) while another 13 per cent of male traders indicated to be engaging in the baking and selling of scones of which both areas of business were found to be very viable. Thirteen per cent of males indicated to have become taxi drivers, with the business being fairly viable.

Given that only a small proportion (39%) of ICBTs surveyed are engaging in alternative businesses (of whom 13% were women) while a large proportion (61%) of ICBTs surveyed have informal cross-border trade as their main livelihood, it is imperative that measures be put in place to facilitate safe cross-border trade during the pandemic to ensure the survival of ICBTs. For example, Mvunga and Kunaka (2021) indicate that in the Great Lakes Region, countries have explored pragmatic measures to keep trade flowing while minimizing the cross-boundary spread of the pandemic and this has led to countries setting protocols to have their borders reopened to small-scale cross-border trade. A similar approach can be taken between Zambia and the neighbouring countries of Malawi and Zimbabwe.

5. Gender and COVID-19 management in national responses, strategies and action plans

5.1. Gender and COVID-19 management at the national level

Interviews with key stakeholders exposed the weaknesses in Zambia's COVID-19 management strategy as it relates to gender at the national and border levels. Interviews revealed that most government institutions have not developed individual ministry-based COVID-19 strategies to address gender-related challenges that arise from the pandemic as their direction of operation is guided by Public Health CAP 295, SI 21 and 22. However, the Ministry of Gender redesigned its Women's Economic Empowerment Programme (WEEP) initiative to respond to the unprecedented economic and social disruptions, with the aim of contributing to building resilience of Zambia's economy and enterprises for recovery post-COVID-19.¹⁴

Although the ministry is open to providing assistance to both women and men, it has found that women are the most vulnerable and, thus, 70 per cent of their assistance targets women and 30 per cent men. Therefore, WEEP targets vulnerable youths and women in both rural and urban areas across Zambia with the aim of creating jobs and wealth.

Although WEEP can be regarded as an important mechanism for assisting women, it has some weaknesses. First, it targets women-led, registered groups, such as cooperatives, associations and clubs, and leaves out women who may be working independently. Secondly, it targets women in micro-, small and medium enterprises (MSMEs) in information, finance and technology – sectors that have been forecasted as having a large potential for growth – and ignores majority of women (including WICBTs) employed in the informal sector, which falls outside these categories. Third, assistance is provided in the form of equipment – which means that individual women engaged in business, such as cross-border traders, who require capital in the form of cash or loans, instead of equipment, are automatically excluded.

During the interview with the Ministry of Gender, the official narrated how women cross-border traders have on different occasions during the pandemic visited the ministry seeking assistance in the form of capital or loans to enable them to continue trading but have been turned away because the ministry's policy shifted away from cash assistance to assistance in the form of equipment and also because one needs to belong to and file an application as an association to receive equipment-based

¹⁴ See www.gender.gov.zm/wp-content/uploads/2021/01/Revised-Women-Empowerment-Guidelines-final.pdf.

assistance. The CBTAZ chapter at the Chirundu OSBP and the Mwami BCP through the CBTAZ head office in Lusaka also indicated that they reached out to numerous ministries seeking assistance but have either been turned away or received no response. The Ministry of Gender indicated a lack of accountability by recipients of cash as the reason the ministry shifted from cash assistance.

5.2. Gender and COVID-19 management at the border posts

Interviews with officials revealed that all border agencies in Chirundu and Mwami follow COVID-19 guidelines that have been put in place by the Ministry of Health. With the exception of gender-segregated toilets border agencies have not developed gender-based strategies which has resulted in increased vulnerabilities among ICBTs, especially women.

For example, in Chirundu, two women narrated how the closure of the border and high cost of COVID-19 testing has prevented them from continuing to trade during the pandemic. The two women both indicated that they are now unable to send their children to school. One of the women cross-border traders indicated that an orphanage is providing funding for one of her children while the other is forced to stay at home due to lack of resources to finance for the child's education and the other woman indicated that two out of three of her children are receiving assistance to continue schooling during the pandemic. However, most WICBTs indicated that meeting the basic needs of their family has become a challenge during the pandemic. ICBTs have now opted to use illegal routes to continue to trade. For example, in Chirundu, ICBTs indicated during FGDs that using the national park or canoes (which takes not less than three traders plus their goods) at night, increasing the risk of attack from wild animals or drowning should the canoe capsize.

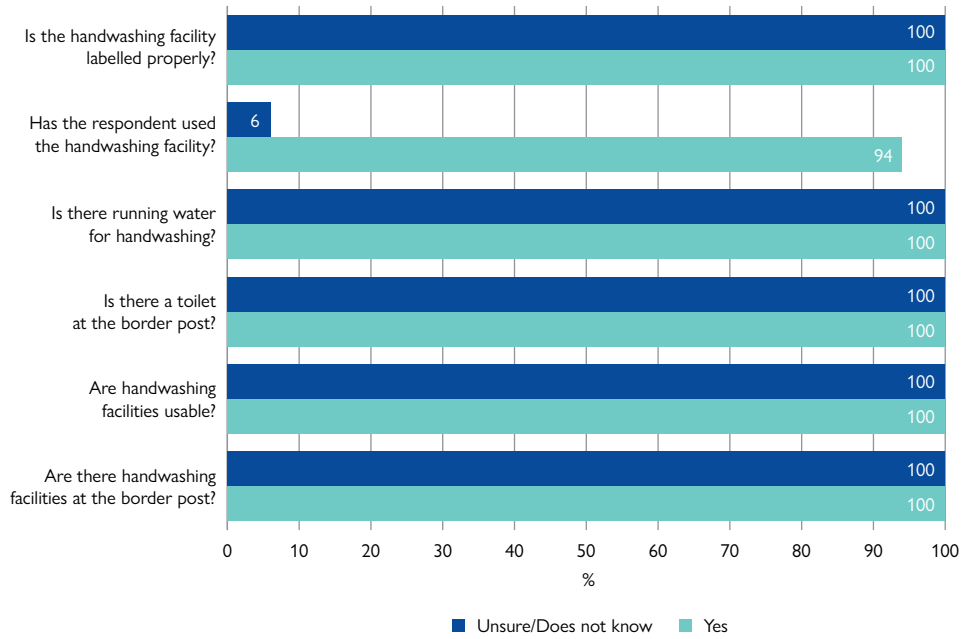
Traders in Mwami narrated during the FGDs how a fellow woman who was using the informal route at night fell into an open graveyard, suffering injuries that left her unable to walk, while another WICBT indicated that she and her children had to move in with a relative as she cannot afford to pay rent. Two women have had to switch from cross-border trade to selling fish at the Chipata market purchased from Mongu (located over 1,100 km away). One male trader and two female traders have explored using other borders like Kasumbalesa, Nakonde, Chavuma and Chanida but the distance to these borders and challenges (e.g. COVID-19-related challenges, harassment and corruption and the amount of transportation money required) has prevented them from continuing on.

5.2.1. Border post facilities

ICBTs were asked to respond to questions on the availability and conditions of a number of border facilities such as toilets and handwashing facilities and their level of useability were mostly positive, with 100 per cent of ICBTs indicating that toilets, handwashing facilities and running water was available, useable and in good condition (Figure 29).

RAPID SITUATION AND NEEDS ASSESSMENT OF INFORMAL CROSS-BORDER TRADERS AT THE CHIRUNDU AND MWAMI BORDER POSTS IN ZAMBIA DURING THE COVID-19 PANDEMIC

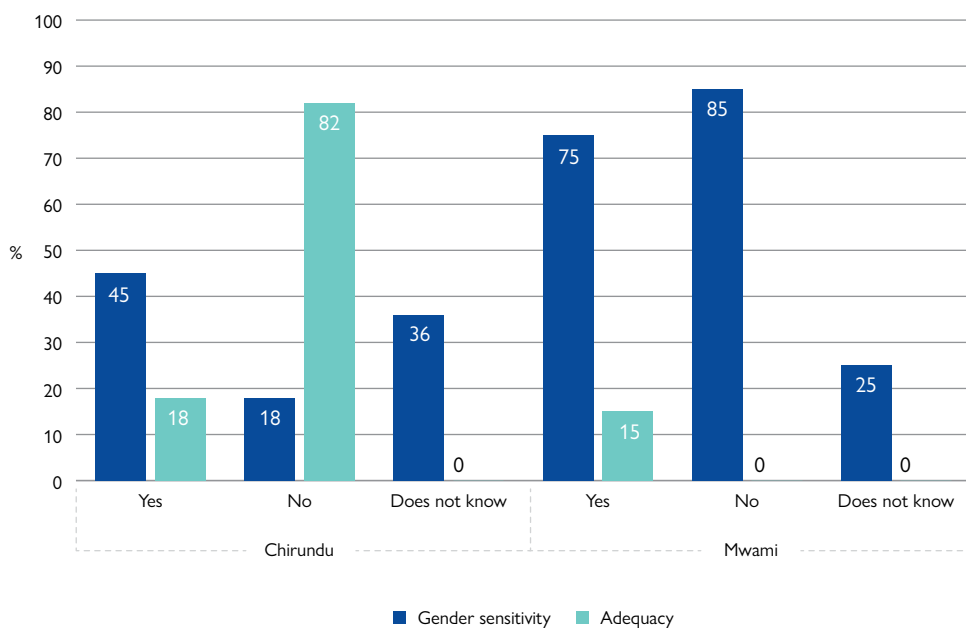
Figure 29. Border post facilities



Source: Field data from the current study.

However, when exploring the extent to which ICBTs found structures to be gender-sensitive, and catering to the requirements of women, responses varied across borders.

Figure 30. Gender sensitivity and adequacy of washing and toilet facilities



Source: Field data from the current study.

At the Chirundu OSBP, only 18 per cent of ICBTs surveyed indicated that toilet facilities were adequate, whereas 85 at the Mwami BCP were satisfied with the number of toilets. Forty-five per cent of ICBTs in Chirundu and 82 per cent in Mwami indicated that toilets were not enough to cater to a high number of ICBTs and other travellers using the border. Although the question in the survey only aimed to explore the degree to which ICBTs believed toilets were gender-sensitive, during interviews, the question was modified to not only focus on toilets but other facilities at the borders and their degree to gender sensitivity. Forty-five per cent of ICBTs at the Chirundu OSBP indicated that border facilities (including toilets) were gender-sensitive, with the remaining 18 per cent indicating that facilities were not gender-sensitive to women. In Mwami, 75 per cent indicated the same. Exploring further the response of inadequacy of gender-sensitive facilities at the Chirundu OSBP revealed that facilities catering to mothers with little children (e.g. nursing/changing rooms) or women (to allow for private searches) were unavailable. Thirty-six per cent of traders surveyed in Chirundu and 15 per cent of traders surveyed in Mwami were not sure about the extent to which facilities catered to gender-sensitive requirements of women.

At both borders, the need for gender-sensitive policies and infrastructure is self-evident. As indicated in the harassment and corruption section ([section 3.5](#)), some traders indicated that they feel harassed during physical searches and would prefer to be searched by fellow women. Moreover, some women traders would be more comfortable reporting cases of harassment or corruption to fellow women. When it comes to infrastructure, some female traders indicated that the travel along with their babies when engaging in cross-border trade and border facilities do not provide safe spaces for nursing and toilets do not have baby changing facilities. Additionally, during the pandemic, the Chirundu OSBP began to operate on a 24/7 basis and officials indicated that the border is likely to maintain these hours of operation post-pandemic while the Mwami BCP has been and continues to operate all day and night.

To be efficient, gender-based policies that aim to facilitate ICBTs and improve the trading environment at the borders of Chirundu and Mwami should include: improved infrastructure and gender-sensitive infrastructure (e.g. installation of shelters and more toilets and resting rooms that allow mothers to nurse privately), clearly displayed information on the Traders' Charter, with emphasis on the right of WICBTs to request for a female officer to conduct a search and reintroduction of cash-based assistance at the Ministry of Gender with better monitoring mechanisms.

6. Conclusion

A summary of some of the main findings common to both border locations are as follows:

- (1) ICBTs are excluded from national COVID-19 strategies, action plans, with the exception of border committees (existing and newly created committees).
- (2) COVID-19 test are too expensive and has formed an addition non-tariff barrier for ICBTs.
- (3) Validity of COVID-19 test (seven days) is not sufficient for most border post users.
- (4) Information on COVID-19, including on infection and prevention measures, as well as posters detailing border requirements at the border posts are not easily visible and accessible.
- (5) PPEs are in low supply, especially for TIDs and CBTAs.
- (6) Trainings on COVID-19 have only been undertaken by a few border officials while ICBTs have not received any trainings from border officials regarding border procedures.
- (7) COVID-19 awareness among ICBTs is low.
- (8) Implementation of COVID-19 measures, particularly enforcement of the wearing of face masks, is weak.
- (9) The number of health personnel (two at each border) testing for COVID-19 is insufficient given that the borders operate on a 24-hour basis, Mondays to Sundays.
- (10) Social distancing floor markings within the border post premises have faded.
- (11) ICBTs have struggled to secure alternative livelihoods during the pandemic.
- (12) Existing immigration policy for cross-border traders is cumbersome and not conducive to trade.
- (13) ICBTs have not benefited from national stimulus packages and very few have received any form of assistance from other sources.

6. CONCLUSION

- (14) ICBTs at both borders are susceptible to harassment and corruption and a majority of ICBTs are unaware of the mechanisms in place to file complaints and/or receive help.
- (15) Infrastructure at the borders is not gender-sensitive to the needs of women, especially mothers crossing with their children.
- (16) TIDs are not easily accessible and the number of TIDOs manning each desk is insufficient.
- (17) The level of ICBTs awareness on their rights while crossing the border is extremely low.
- (18) Transport costs associated with moving goods across the border is high.

Border-specific findings from the research reveal that:

(1) **Chirundu One-stop Border Post**

- (a) The COVID-19 testing tent is worn out and needs replacement.
- (b) Awareness of COVID-19 by ICBTs is very low when compared to Mwami, despite the fact that this the Chirundu OSBP has recorded more confirmed COVID-19 cases than at the Mwami BCP.
- (c) The isolation room is not conducive as it was originally built to be a storage room.
- (d) Sources of harassment at the border occurs from random unscrupulous people found loitering about the border.
- (e) ICBTs are now using dangerous routes (national parks and canoes) at night to continue to trade to avoid COVID-19-related restrictions.
- (f) The temperature check point is poorly positioned.

(2) **Mwami Border Control Post**

- (a) The current temperature check tent is worn out and needs replacement.
- (b) Temperature checks are only done at point of entry (i.e. entering Zambia from Malawi) while border users from Zambia are allowed access into the border facility without temperature checks, thus putting at risk other border users and officers.
- (c) Harassment and corruption is rampant at this border with the main source being Malawian border officials.

- (d) Desks of front-line officers and the trade information desk officer are located in an open-floor space with desks in close proximity, raising the chances of contracting COVID-19 as traders have access to their offices.
- (e) The isolation centre and ambulance to transport COVID-19 patients is located far from the border post.

7. Recommendations

Recommendations provided in this section are divided into two parts:

- (1) Cross-cutting recommendation targeting both border locations;
- (2) Border-specific recommendations.

Cross-cutting recommendations

In no particular order of importance, the cross-cutting recommendations, applicable to both border areas, are as follows:

Recommendation 1. Develop ICBT-focused COVID-19 strategies and include ICBTs in existing national COVID-19 action plans. As noted in this report, existing strategies on addressing the challenges in the trade sector during the pandemic are mostly geared towards large commercial trade, with the exception of border committees. National Government stimulus packages are also targeting those in the formal sector. Women-focused strategies exclude WICBTs. It is therefore imperative to include ICBTs in national strategies to enable them to thrive and survive during the pandemic or future crisis of a like nature.

Recommendation 2. Introduce a new harmonized immigration policy instrument. As explained in [section 3.3.2](#), existing immigration policy instruments for ICBTs in Zambia and the region are too expensive and burdensome. Additionally, given that ICBTs are frequent users of the border, issuing a border permit with a short validity and at a high cost forms a non-tariff barrier that could easily be corrected with a longer validity at affordable costs. Additionally, other instruments like the border pass limits how far an ICBT can travel, also adding to the shortcomings of policy instruments issued by Immigration. This report therefore recommends that a new legal instrument on informal cross-border trade be designed with a longer validity and made affordable for ICBTs. Restrictions on the distance to which ICBTs can travel should also be removed.

Recommendation 3. Provide more/better printed information at border posts. This recommendation calls for more and better information to be made available at the targeted border locations by printing COVID-19-related posters, brochures, leaflets or pamphlets in English and local languages. Additionally, information on the rights of ICBTs and the existing or available complaint mechanism for harassment and corruption should be clearly displayed at the border.

Recommendation 4. Raise awareness on complaint mechanisms. As noted above, the majority of ICBTs surveyed were unaware of the existence of complaint mechanisms to report issues of harassment and corruption and where traders were aware, they did not believe that officials would be of any assistance. Awareness campaigns informing ICBTs of existing complaint mechanisms and publicly displaying

7. RECOMMENDATIONS

to a larger extent information on where and how to complain at the border will contribute to increased awareness. Additionally, designating a female officer to deal with harassment complaints by WICBTs can enable more traders to come forward.

Recommendation 5. Reduce the cost of COVID-19 testing at border locations for ICBTs. Given that ICBTs are frequent users of the border and the COVID-19 test certificate is now only valid for seven days (a 50% reduction from December 2020), trading has become very costly for traders. Therefore, this report recommends that cost of the certificate be reduced for ICBTs

Recommendation 6. Set protocols to facilitate trade during the pandemic. At borders like Chirundu, where ICBTs are not permitted to cross the border to engage in trade, countries can, at a bilateral level, work towards setting protocols that enable a small number of ICBTs who produce negative COVID-19 test certificates to cross the border every day to conduct trade.

Recommendation 7. Develop a comprehensive COVID-19 and Harassment Curriculum and Communication Strategy for ICBTs. [Section 4.3.2](#) showed that ICBTs, especially those using the Chirundu OSBP lack awareness of a number of COVID-19 infection and prevention measures, including restrictions that are currently in place. Developing a comprehensive curriculum or strategy would instruct ICBTs on the importance of adhering to COVID-19 measures, providing them with the much-needed knowledge to avoid contracting the virus which could be fatal. Additionally, the curriculum will enable traders to be aware of their rights, how to minimize chances of falling victim to harassment and corruption and places to go to seek help. The communication and curriculum should aim at raising awareness of COVID-19 and its dangers at the borders and how to safely conduct trade within border markets and across borders.

Recommendation 8. Provide for the reinforcement of trade information desk officers and health officials. The TIDOs at both border locations are faced with a number of challenges. Both TIDOs are operating beyond their capacity as the borders are open 24 hours daily, seven days weekly. The TIDO at the Mwami BCP is also faced with an additional challenge as she has a young, nursing baby. TIDOs also lack Internet access, sufficient PPEs and their offices are poorly located. This report recommends hiring an additional TIDO at each border post, supplying PPEs, installing Internet connection and finding them better space within the border premises that are easily accessible to traders. Additionally, each border post was found to have two health personnel carrying out tests. However, with borders operating all day and night an additional two officers at each border should be installed to enable work-life balance.

Recommendation 9. Build infrastructure that is tailored to ICBTs. The study also explored to what extent the current infrastructure at targeted border locations was gender-sensitive, to the needs of ICBTs especially women. The findings showed that gender-sensitive infrastructure does not cater to the needs of women. The report therefore recommends that officials consider installing infrastructure or making provision of space that caters to women, especially those with children. The report

also recommends ensuring adequate number of toilets with running water and soap made available.

Recommendation 10. Support reinforcement of COVID-19 measures by border agencies at both border locations. As noted in [section 4.3.1](#), a number of border officials and random people were found to not have been wearing face masks and standing in close proximity. The report recommends a short training/workshop targeting all officials at the borders be conducted to ensure that COVID-19 infection and prevention measures are understood and enforced by key line officers would help promote a safe environment.

Recommendation 11. Provide additional hygiene infrastructure and equipment at borders. As noted in the report, border posts have an insufficient number of handwashing basins. Additionally, public toilet did not have soap or hand sanitizer at the time of the visit. The report recommends installing additional handwashing basins and providing more soap at both border locations to cater to the public.

Border-specific recommendations

Recommendations specific to each border post are presented below.

Chirundu One-Stop Border Post

Recommendation 1. Install a new tent for COVID-19 testing and an additional tent to serve as isolation space. The tent currently being used at the Chirundu OSBP is worn out and its height is low. Additionally, the current isolation room at this border is too small and has no windows as it was designed to be a storage room. The isolation room is also filled with a number of boxes reaching roof level. Access to the isolation room requires moving through hallways. The report therefore recommends installing a new tent for testing and another tent to act as a temporal isolation area (or securing a better room at the border to use as an isolation room)

Recommendation 2. Provide thermometers for temperature checks at other entry points or use one door for entry. As noted in the report, the Chirundu OSBP has three doors that allow entry and exits into the border facility. Only one of these doors is closely and directly located near the Ministry of Health temperature check point meaning that traders entering the facility and possibly carrying the virus may spread it to border officials or other border users. This report therefore recommends supplying additional thermometers to be used to check temperatures at the two doors not closely located to the Ministry of Health desk or ensuring that only one entry point is used.

Recommendation 3. Secure the border so that random unscrupulous individuals are unable to access ICBTs. As mentioned in the section on harassment and corruption ([section 3.5](#)), ICBTs indicated that the source of harassment and corruption at the Chirundu OSBP was random individuals who loiter the surroundings. The report therefore recommends securing the border to ensure that ICBTs are not easily accessible.

7. RECOMMENDATIONS

Mwami Border Control Post

Recommendation 1. Install a new testing tent. The report found that the current testing tent at the Mwami BCP is worn out and not suitable for use in the rainy season. Therefore, the report recommends installing a new tent.

Recommendation 2. Ensure temperature checks prior to entering the border facilities. The study revealed that temperature check point is located at the point of entry (from Malawi), which means that border users leaving Zambia do not undergo temperature checks before they enter the border facilities. The report therefore recommends conducting temperature checks at the point of exit.

Recommendation 3. Ensure that the new OSBP facility reserves isolation rooms to ensure readiness for future crises. There was uncertainty by border agencies as to the extent to which the new facility will be able to cater to users during future crises. This report therefore recommends that the Ministry of Health ensure that an isolation room is reserved which will guarantee readiness in combating future crises of a like nature.

Recommendation 4. Ensure that the new OSBP accounts for the needs of ICBTs. The report found that at the current facility, searches or physical verification of goods traded by ICBTs are done in the same area as those of truckers and other travellers. Additionally, there is no shelter for ICBTs using the Mwami BCP. The report therefore recommends that the new OSBP take these findings into consideration and ensure that new, adequate facilities catering to ICBTs be installed or existing ones reserved for them.

Annexes

Annex 1: One-on-one ICBT questionnaire

SECTION A: INTRODUCTION	
This section is completed before you start the actual interview	
1. DETAILS OF THE INTERVIEWER	
1.1 Name of Research Assistant in full	
1.2 Date of interview (DD-MM-YYYY)	___/___/___
1.3 Interview language	<input type="checkbox"/> English <input type="checkbox"/> Local language (please specify)
2. IDENTIFICATION DETAILS	
2.1 Country (single response)	<input type="checkbox"/> Malawi <input type="checkbox"/> South Africa <input type="checkbox"/> Zambia <input type="checkbox"/> Zimbabwe
2.2 Border Post Town (single response – cascade)	<input type="checkbox"/> Beitbridge <input type="checkbox"/> Chirundu (Zambia) <input type="checkbox"/> Chirundu (Zimbabwe) <input type="checkbox"/> Mchinji <input type="checkbox"/> Musina <input type="checkbox"/> Mwami

CONSENT	
<p>My name is [...], I am a Research Assistant for an IOM Rapid Situation and Needs Assessment of Informal Cross Border Trade in [country:]. The aim of this Rapid Assessment is to gather important information that will inform activities of the IOM project which aims to contribute towards the enhanced protection of the health and economic rights of Informal Cross-Border Traders (ICBTs) through the facilitation of continued trade during the COVID-19 pandemic. This interview will take roughly 30 minutes of your time. All the information shared will be confidential, not shared with anyone except to be used in the compilation of the report. You are free to adjourn the interview at any time and not to answer some of the questions in the questionnaire.</p>	
Will you want to participate in the interview? (If answer is NO, thank the respondent and adjourn the interview.)	<input type="checkbox"/> Yes <input type="checkbox"/> No

SECTION B: RESPONDENT DETAILS			
1. DETAILS OF THE CROSS-BORDER TRADER			
1.1 Full name of the respondent (optional)	a. Surname		
	b. First name		
1.2 Age in years		1.3 Sex	<input type="checkbox"/> Male <input type="checkbox"/> Female

ANNEXES

1.4 Residential town (Type in)	
1.5 What is your country of residence?	<input type="checkbox"/> Malawi <input type="checkbox"/> South Africa <input type="checkbox"/> Zambia <input type="checkbox"/> Zimbabwe <input type="checkbox"/> Other: _____ <input type="checkbox"/> Prefer not to say
1.6 Which one is your most frequently used border post? (Single response and depends on what was selected above)	1. Beitbridge–Musina 2. Chirundu One-stop Border Post (OSBP) 1. Mwami–Mchinji
2. DETAILS OF THE CROSS-BORDER TRADERS' ASSOCIATION (CBTA)	
<i>Instruction: In the space provided below, please complete the details of your CBTA.</i>	
2.1 Are you a member of any CBTA?	<input type="checkbox"/> Yes <input type="checkbox"/> No
2.2 If YES, what is the Cross-border Traders Association's name?	

SECTION C: TRADE PROFILE

List by name, goods commonly traded in (before the COVID-19 pandemic and lockdown).

1.1 Are you currently involved in cross-border trading? Yes No

1.2 If YES: In the space below, list by name all the goods that you frequently EXPORTED from (state country name) before the COVID-19 pandemic.

- Building materials
- Fresh fruits and/or vegetables
- Fresh meat and/or fish
- Processed food products
- New clothes and shoes
- Second-hand clothes and shoes
- Blankets, bed covers, bedsheets, pillows, etc.
- Household items
- Cosmetics
- Handicrafts
- Electricals
- Others: _____

1.3 In the space below, list by name all the goods that you frequently IMPORTED to (state country name) before the COVID-19 pandemic

- Building materials
- Fresh fruits and/or vegetables
- Fresh meat and/or fish
- Processed food products
- New clothes and shoes
- Second-hand clothes and shoes
- Blankets, bed covers, bedsheets, pillows, etc.
- Household items
- Cosmetics
- Handicrafts
- Electricals
- Others: _____

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1.4 Order placement and transaction methods of payment by ICBT		
1.4.1 Do you have a smartphone?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
1.4.2 Do you have a mobile account?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
1.4.3 Do you have a bank account?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
1.5 Instruction 1: From the list given below, indicate your most commonly used method of order placement for the goods bought from the country of import.		
Order placement method (Indicate your commonly used method by placing an "X" in the appropriate space provided below.)		
<input type="checkbox"/> Website address <input type="checkbox"/> WhatsApp <input type="checkbox"/> Cell phone call <input type="checkbox"/> In person (i.e. upon crossing the border; applicable to either selling exports or importing goods) <input type="checkbox"/> Other methods (please specify)		
1.6 Instruction 2: From the list given below, indicate your ONE most common payment method used in buying goods from the country of import.		
<input type="checkbox"/> Cash <input type="checkbox"/> Bank telegraphic transfer <input type="checkbox"/> Online payment <input type="checkbox"/> Money transfer agencies (e.g. Western Union) <input type="checkbox"/> VISA cards <input type="checkbox"/> Other payment methods (please specify)		
1.7 Are you currently involved in cross-border trading?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
1.7.1. From the list of the goods you frequently export and import, do some of the goods require export and import permits or licences?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
1.7.2. If YES, are these exports and import permits or licences issued centrally by one Government department located at this BCP?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
1.7.3. If YES, briefly explain where you get the import and export permits or licences.		
1.7.4. Are you charged any fee to get these export and import permits or licences?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
1.7.5. If YES (1.7.4): What would you say about the amount of money charged as administrative fees to get these export and import permits or licence ?	<input type="checkbox"/> Affordable <input type="checkbox"/> High <input type="checkbox"/> Very high	
1.7.6 How are these exports and import permits or licences submitted to Customs for processing at this border?		
<input type="checkbox"/> Manually as hardcopy documents <input type="checkbox"/> As photocopied documents <input type="checkbox"/> Electronically processed in the Customs computer system <input type="checkbox"/> Others (please specify)		
1.8 Are you aware of any of the border and travel restrictions which were in place or which are still in place as a result of COVID-19 pandemic?	<input type="checkbox"/> Yes	<input type="checkbox"/> No

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1.9 If YES (1.8), kindly explain. (Tick whatever client states.)		
<input type="checkbox"/> Ban on people's movement across the borders <input type="checkbox"/> Ban on movement of goods across borders (other than designated essential goods) <input type="checkbox"/> Mandatory requirement to produce a COVID-19 test certificate that is negative <input type="checkbox"/> Use of hand sanitizer <input type="checkbox"/> Washing of hands with soap <input type="checkbox"/> Maintenance of social distance <input type="checkbox"/> Other (please specify)		
1.10 If YES (1.9): What is the effect of these restrictions on your informal cross-border trading and priority needs? (Please state all the responses.)		
SECTION D: COVID-19 RESPONSE MEASURES		
1.1 Impact of National COVID-19 Response Measures on Cross-border Traders		
Instruction: In the space provided below, state any challenges that you commonly faced at the borders before the outbreak of COVID-19.		
a) Border Control Post Level		
i) From the list below, indicate challenges you have faced at one time or another at this border:		
<input type="checkbox"/> Standing in a long queue waiting for your turn to be cleared by the border officials <input type="checkbox"/> Searches or physical verification of your goods by many border officials one after the other <input type="checkbox"/> Cumbersome clearance processes <input type="checkbox"/> Detention of your goods by Customs officials without clear explanation as to why <input type="checkbox"/> Harassment from any of the border officials (sexual harassment if a woman trader) <input type="checkbox"/> Being cleared from the same place with commercial trucks, other motorists, etc. <input type="checkbox"/> Shortage of water within the border premises (e.g. tapes, ablution facilities, etc.) <input type="checkbox"/> Closed or decrepit toilet or ablution facilities <input type="checkbox"/> Other (please specify)		
ii) How frequently did you face any or a number of these challenges?		
<input type="checkbox"/> Rarely <input type="checkbox"/> Frequently <input type="checkbox"/> Very frequently <input type="checkbox"/> Every time I pass the through border		
iii) Have you ever received any border procedures and processes training from Customs authorities?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
iv) If YES, are you now fully knowledgeable and aware of border clearance procedures and processes that affect you as a cross-border trader?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
v) How often did you cross-border posts? (State the frequency)		
vi) On average, how many days would you spend in the foreign country?		
b) Highway and Goods Transportation Level		
i) Do you pay transport fares for your goods from one country to the other?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
ii) If YES, would you say the fares are:	<input type="checkbox"/> Affordable <input type="checkbox"/> High <input type="checkbox"/> Very high	
iii) Have you ever encountered roadblocks to check or verify on your imported goods?	<input type="checkbox"/> Yes	<input type="checkbox"/> No

RAPID SITUATION AND NEEDS ASSESSMENT OF INFORMAL CROSS-BORDER TRADERS AT THE CHIRUNDU AND MWAMI BORDER POSTS IN ZAMBIA DURING THE COVID-19 PANDEMIC

iv) If YES, do you see the frequency of these roadblocks as:	<input type="checkbox"/> Moderate and necessary <input type="checkbox"/> Too many and causing unnecessary delays
v) State any of the challenges you frequently face as a cross-border trader along the highway.	
1.2 Instruction: In the space provided below, respond to the question concerning how the COVID-19 outbreak has impacted your life and livelihood as a cross-border trader?	
a) Means of living and livelihood during the COVID-19 pandemic	
i) From the list given below, choose ONE main factor that influenced your decision to go into ICBT. <ul style="list-style-type: none"> <input type="checkbox"/> Basic survival reasons (subsistence) <input type="checkbox"/> To fend for my family (including, if applicable, extended family members) <input type="checkbox"/> Passing on of a breadwinner in the family <input type="checkbox"/> Lack of employment/high unemployment levels <input type="checkbox"/> It was the easiest thing for me to do soon after leaving school. <input type="checkbox"/> To complement my monthly salaries <input type="checkbox"/> To start a personal business <input type="checkbox"/> Supply small to medium enterprises and downtown tuckshops <input type="checkbox"/> Others (please specify) 	
ii) Is cross-border trade your only means of income and survival?	<input type="checkbox"/> Yes <input type="checkbox"/> No
iii) If YES, what alternative livelihood(s) have you switched to during this period of COVID-19 pandemic? (Respondent to state all applicable answers in the space provided below.)	
1.	
2.	
3.	
4.	
5.	
iv) Were you aware of the existence of the Government's COVID-19 National Stimulus Package or its equivalent?	<input type="checkbox"/> Yes <input type="checkbox"/> No
v) If YES, state or give details of everything that you benefited through this programme.	
1.	
2.	
3.	
4.	
5.	
6.	
7.	
8.	
9.	
10.	

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vi) Have you benefited from any other government assistance programme as a way to cushion your life and livelihood during COVID-19 pandemic?		<input type="checkbox"/> Yes	<input type="checkbox"/> No
vii) If YES (to vi), state or give details of everything that you benefited through this programme.			
1.			
2.			
3.			
4.			
5.			
viii) From the list below, did you receive from any source any of the following benefits during this period directly in connection with the effects of the COVID-19 pandemic? (Tick all that are applicable.)			
Form of assistance	Tick in the space below if received	If received, state the source or from whom	
Grant			
Loan			
Cash			
Food			
Groceries			
Medication			
Face masks			
Hand sanitizers			
Personal protective equipment			
Reduced rates of airtime			
Reduced rates of Internet			
Google classroom facilities for your college/school-going dependents			
Suspended payment for any services (please specify)			
Reduced municipality rates			
Suspended payment for any services (please state)			
Other (please state)			

SECTION E: INFECTION PREVENTION AND CONTROL MEASURES

1. HEALTH AND HYGIENE MEASURES

1.1 Were you educated on COVID-19 infection prevention and control measures? (single response)	<input type="checkbox"/> Yes	<input type="checkbox"/> No
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RAPID SITUATION AND NEEDS ASSESSMENT OF INFORMAL CROSS-BORDER TRADERS AT THE CHIRUNDU AND MWAMI BORDER POSTS IN ZAMBIA DURING THE COVID-19 PANDEMIC

<p>1.2 If YES (1.1), how did you receive the knowledge/education on COVID-19 infection prevention and control measures? (single response – cascade)</p> <p><input type="checkbox"/> From media (e.g. TV, radio, Internet)</p> <p><input type="checkbox"/> From friends, family</p> <p><input type="checkbox"/> Local communities (e.g. churches, WhatsApp groups, clubs)</p> <p><input type="checkbox"/> From government officials</p> <p><input type="checkbox"/> From a trader's association</p> <p><input type="checkbox"/> From friends, family, government officials and trader's association</p> <p><input type="checkbox"/> Other (please specify)</p>		
<p>1.3 If YES (1.1), when do you wash your hands with sanitizers? (Before and/or after) (multiple response)</p> <p><input type="checkbox"/> Touching your eyes, nose or mouth</p> <p><input type="checkbox"/> Touching your mask</p> <p><input type="checkbox"/> Entering and leaving a public place</p> <p><input type="checkbox"/> Touching an item or surface that may be frequently touched by other people, such as door handles, tables, gas pumps, shopping carts or electronic cashier registers/screens</p> <p><input type="checkbox"/> Other (please specify)</p>		
<p>1.4 What infection prevention and control measures are at the border that you frequently use? (multiple response)</p> <p><input type="checkbox"/> Hand sanitizers</p> <p><input type="checkbox"/> Face masks</p> <p><input type="checkbox"/> Foot and wheel baths</p> <p><input type="checkbox"/> Production of a valid negative COVID-19 test certificate</p> <p><input type="checkbox"/> Temperature checks</p> <p><input type="checkbox"/> Border clearance queue space is enough for social distancing</p> <p><input type="checkbox"/> Other (please specify)</p>		
<p>1.5 Are you aware of the presence of the following COVID-19 infection, prevention and control measures or provisions which are at this border? (multiple response)</p> <p><input type="checkbox"/> COVID-19 testing tent/room</p> <p><input type="checkbox"/> Isolation/quarantine tent/room</p> <p><input type="checkbox"/> Transport to take those tested positives to a health facility</p> <p><input type="checkbox"/> Health personnel to do COVID-19 education</p> <p><input type="checkbox"/> Health personnel to do COVID-19 testing</p> <p><input type="checkbox"/> Health personnel to monitor those in isolation/quarantine</p> <p><input type="checkbox"/> Other (please specify)</p>		
<p>2. INFRASTRUCTURE MEASURES – HANDWASHING FACILITIES AT THE BCP</p>		
2.1 Is there a handwashing facility at the BCP? (single response)	<input type="checkbox"/> Yes	<input type="checkbox"/> No
2.2 If YES (1.1), is the handwashing facility labelled? (single response – cascade)	<input type="checkbox"/> Yes	<input type="checkbox"/> No
2.3 If YES (1.1), is the handwashing facility accessible?		
2.4 If YES (1.1), have you used the handwashing facility (single response – cascade)	<input type="checkbox"/> Yes	<input type="checkbox"/> No
2.5 Is washing of hands done under running water?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
<p>2.6 If NO (1.3), then what was the reason for not using it (multiple response)</p> <p><input type="checkbox"/> No water and sanitizer solution</p> <p><input type="checkbox"/> Not functioning properly</p> <p><input type="checkbox"/> Not educated on its use</p> <p><input type="checkbox"/> Its location is far from other service provision points</p> <p><input type="checkbox"/> People's queue to it was too long and they are only a few of them available</p> <p><input type="checkbox"/> Other (please specify)</p>		

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3. INFRASTRUCTURE MEASURES - TOILETS		
3.1 Is there a toilet at the BCP? (single response)	<input type="checkbox"/> Yes	<input type="checkbox"/> No
3.2 If YES (1.1), is it usable? (single response – cascade)	<input type="checkbox"/> Yes	<input type="checkbox"/> No
3.3 If YES (1.1), are there handwashing facilities within or at the entrance of the toilet? (single response – cascade)	<input type="checkbox"/> Yes	<input type="checkbox"/> No
3.4 Is washing of hands done under running water?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
3.5 If NO (1.4), then what was the reason for not using it? (multiple response)		
<input type="checkbox"/> No water and sanitizer solution <input type="checkbox"/> Not functioning properly <input type="checkbox"/> Not educated on its use <input type="checkbox"/> Its location is far from other service provision points <input type="checkbox"/> Other (please specify)		
3.6 Are the border ablution/toilet facilities adequately constructed to cater to women's gender-sensitive needs and requirements?	<input type="checkbox"/> Yes	<input type="checkbox"/> No

SECTION F: INFECTION PREVENTION AND CONTROL MEASURES

1. In the wake of COVID-19, what alternative means have you switched to for your livelihood during this pandemic?	
Alternative livelihood	Viability of the alternative means
1)	<input type="checkbox"/> Unviable <input type="checkbox"/> Fairly viable <input type="checkbox"/> Very viable
2)	<input type="checkbox"/> Unviable <input type="checkbox"/> Fairly viable <input type="checkbox"/> Very viable
3)	<input type="checkbox"/> Unviable <input type="checkbox"/> Fairly viable <input type="checkbox"/> Very viable
4)	<input type="checkbox"/> Unviable <input type="checkbox"/> Fairly viable <input type="checkbox"/> Very viable

Annex 2: Focus group discussion guide questions

- (1) Are you still trading during the pandemic? What route (formal or informal) are you using during the pandemic? Have you attempted to use other borders and what has been your experience? Let us discuss your experience in detail.
- (2) If you are currently not trading, what alternative livelihood have you switched to? How is that working out for you?
- (3) What are your thoughts on the cost of the COVID-19 certificate?
- (4) Are you aware of the health clearance slip being issued at the Mwami BCP?
- (5) Have you encountered harassment or corruption when crossing the border? What has been the form and source of this harassment or corruption and how did you deal with it?
- (6) What has been the impact of COVID-19 on you and your household?
- (7) Have you heard of the COVID-19 National Stimulus Package, and have you received any assistance from the Government or any other institution during the COVID-19 pandemic?
- (8) What has been the level of your interaction with the CBTA during the pandemic? Have you received any information or assistance from them?
- (9) What is your greatest need during the pandemic?
- (10) Do any of you who are mothers cross the border with your kids? How do you cope if you do? How do you find facilities at the border post?
- (11) What other impacts/effects have you faced as a result of COVID-19 affecting your trade activities?

Annex 3: Guide questions for institutions

Ministry of Gender

- (1) How is the Ministry of Gender ensuring that policies, guidelines are gender-sensitive and non-discrimination measures are enforced to mitigate the impact of the outbreak on the overall informal sector, with a focus on ICBTs, especially women?
- (2) What are some of the gender-sensitive measures that the ministry is implementing at the national level and at the Mwami and Chirundu border areas as it relates to the informal sector and, more specifically, to ICBTs?
- (3) What type of safety net or support measures is the Ministry of Gender adopting or planning to adopt to support individuals operating in the informal sector? Do any of these measures target CBAs and ICBTs, and especially women, during the pandemic?
- (4) What work has the Ministry of Gender undertaken or plans to undertake in the area during the COVID-19 pandemic? Is the ministry determining the factors of differentiated impacts of COVID-19 on men and women to better formulate strategies/policies to lessen impact of COVID-19 on vulnerable groups?
- (5) Has there been a surge in violence towards women and girls during the pandemic? How about women working in the informal sector? Is there data available for the Mwami and Chirundu border areas?
- (6) To what degree has the number of female unemployment compared to male unemployment risen during the pandemic on the national level and with a focus on the Mwami and Chirundu border areas?
- (7) How is the Ministry of Gender interacting with informal sector employees, particularly ICBTs, especially women at all phases of COVID-19 response at the border posts and at the national level and during the decision-making processes?
- (8) Is the Ministry of Gender collecting sex-disaggregated data during the pandemic, with emphasis on the informal sector (ICBTs especially women traders)? If so, what mechanism is the ministry using? Has the ministry adopted any innovative techniques in data collection?
- (9) Has your institution provided any training on COVID-19 to ICBTs, especially women traders and officials?

- (10) Has the Ministry of Gender adopted measures to prevent and mitigate sexual violence and gender-based violence associated with quarantine and social distancing?
- (11) How is the Ministry of Gender reaching vulnerable groups/traders during the pandemic? Does the ministry have a mechanism of identifying individuals who fall under the vulnerable group category, especially at the Mwami BCP and Chirundu OSBP?
- (12) How is the Ministry of Gender raising awareness on COVID-19? What message is the ministry trying to convey to the public? Does any of the information focus on ICBTs?
- (13) What challenges are your ministry facing in implementing COVID-19 policies and guidelines?
- (14) What key issues has your ministry identified from a policy perspective regarding the issues relevant to the needs of ICBTs, especially women?
- (15) What institutional needs/gaps has your ministry identified as essential to effectively support ICBTs, especially women during the pandemic?
- (16) Is your institution part of any inter-agency and cross-border coordination mechanisms and needs including at the national and border levels?
- (17) Is the ministry engaging with market vendors' associations, CBTAs, individual traders, rural and urban credit unions to: (i) disseminate information about COVID-19; (ii) assess the impact of COVID-19 on specific professional groups within the informal economy, (iii) propagate, supervise and enforce social distancing and hygiene protocols, (iv) provide a platform to hear the concerns of these groups or (v) provide assistance?

Ministry of Health

- (1) Apart from WHO guidelines on social distancing, wearing of masks and washing hands, what measures has the Government instituted in a bid to contain the continued spread of the virus, especially as it relates to ICBTs and officials?
- (2) What health measures/guidelines has your ministry put in place at borders and border markets to ensure the safety of SSCBTs, marketeers, customers and border officials?

- (3) Are COVID-19 testing requirement and costs the same for traders, truckers, vendors, other individuals at borders, border markets and other places? If not, what are the differences? What is the cost of COVID-19 testing at the Mwami BCP and Chirundu OSBP? How long is a COVID-19 test certificate valid for?
- (4) Have you put measures in place for those infected to have access to health care at the Mwami BCP or Chirundu OSBP? (How many COVID-19 health centres are available nationwide and near the borders?)
- (5) What are the border specific quarantine measures in places? Are the measures the same countrywide?
- (6) What are the relevant national plans that support the implementation of the International Health Regulation (IHR) (2005) requirements in the context of the COVID-19 pandemic?
- (7) Do you have sector-specific health guidelines?
- (8) What is the ministry's strategy on universal health coverage with a focus on ICBTs?
- (9) Is your ministry providing any social protection schemes and other relief and economic assistance packages to disadvantaged groups in the informal sector, specifically ICBTs and more especially women?
- (10) Do you have staff on the ground, including at border markets to ensure rules are upheld or are you working with associations to ensure this takes place?
- (11) Is the ministry engaging with market vendors' associations, CBTA's, individual traders, rural and urban credit unions to: (i) disseminate information about COVID-19; (ii) assess the impact of COVID-19 on specific professional groups within the informal economy, (iii) propagate, supervise and enforce social distancing and hygiene protocols, (iv) provide a platform to hear the concerns of these groups or (v) provide assistance?
- (12) What is the distance of the nearest health centre treating COVID-19 patients from the border?
- (13) How many staff do you have at those health centres?
- (14) Have any COVID-19 tests been conducted at this border? If yes, did any target SSCBTs and how many?
- (15) Are there any confirmed COVID-19 cases (including new cases) at this border? Are there confirmed deaths?

- (16) How is your ministry raising awareness on COVID-19? What message is the ministry trying to convey to the public? Does any of the information focus on ICBTs?
- (17) What modes of communication are you using to raise awareness of COVID-19 among ICBTs and particularly in the Mwami and Chirundu border areas? Is there a communication strategy on COVID-19 targeting ICBTs?
- (18) How is your ministry providing accessible information on preventive measures, safe workplace behaviour and symptoms in case of infection?
- (19) What challenges is your ministry facing in implementing COVID-19 policies and guidelines?
- (20) What key issues has your ministry identified from a policy perspective regarding the issues relevant to the needs of informal cross-border traders, especially women?
- (21) What institutional needs/gaps has your ministry identified as essential to effectively support ICBTs, especially women during the pandemic?
- (22) Is your institution part of any inter-agency and cross-border coordination mechanisms and needs including at the national and border levels?
- (23) Is the ministry engaging with market vendors' associations, CBTAs, individual traders, rural and urban credit unions to: (i) disseminate information about COVID-19; (ii) assess the impact of COVID-19 on specific professional groups within the informal economy, (iii) propagate, supervise and enforce social distancing and hygiene protocols, (iv) provide a platform to hear the concerns of these groups or (v) provide assistance?
- (24) What monitoring and evaluation mechanism do you have in place? Is the ministry adopting any innovative technology in data collection?

Ministry of Commerce, Trade and Industry

- (1) Has your ministry engaged market associations and CBTAs at any point since the pandemic began? If so, which ones, what has been the nature of the engagement and results of from those discussions?
- (2) What is the attitude of the Government during the pandemic towards vendors who occupy border markets, markets within the vicinity of the border with the intention to sell their goods (e.g. has the Government shut down these markets, restricted the number of marketeers, put requirements on marketeers (e.g. each marketeer needs to wear a mask at all times, have been tested for COVID-19), or has no action been taken etc.)?

- (3) How is MCTI (or the Government in general) making use of digital and mobile platforms to target the most vulnerable, especially among ICBTs?
- (4) What structure is in place to allow for interministerial coordination in formulating/implementing policies and strategies at the national level or border level that targets CBTA?
- (5) What incentives have you made available to ICBTs?
- (6) Is MCTI working towards facilitating transition to formality of ICBTs?
- (7) Is MCTI working to or currently working to strengthen the national organizations representing the informal economy, especially ICBTs?
- (8) How is MCTI shaping COVID-19 response strategies according to the needs, characteristics and requirements of the informal economy, especially ICBTs?
- (9) How is MCTI working with neighbouring countries to facilitate trade at the national and regional levels, and specifically small-scale cross-border trade at the Mwami and Chirundu? What progress has been made with COMESA and SADC?
- (10) How is your ministry raising awareness on COVID-19? What message is the ministry trying to put across to the public? Does any of the information focus on ICBTs?
- (11) What challenges is your ministry facing in implementing COVID-19 policies and guidelines?
- (12) What key issues has your ministry identified from a policy perspective regarding the issues relevant to the needs of informal cross-border traders, especially women?
- (13) What institutional needs/gaps has your ministry identified as essential to effectively support ICBTs, especially women, during the pandemic?
- (14) Is your institution part of any inter-agency and cross-border coordination mechanisms and needs including at the national and border levels?
- (15) Is the ministry engaging with market vendors' associations, CBTAs, individual traders, rural and urban credit unions to: (i) disseminate information about COVID-19; (ii) assess the impact of COVID-19 on specific professional groups within the informal economy, (iii) propagate, supervise and enforce social distancing and hygiene protocols, (iv) provide a platform to hear the concerns of these groups or (v) provide assistance?

- (16) Has the ministry provided training to ICBTs or any officials, including MCTI officials, on COVID-19?
- (17) What is the ministry's strategy towards ensuring safe of trade, especially for ICBTs?

Immigration headquarters

- (1) Is informal cross-border trade taking place across the Chirundu OSBP and the Mwami BCP at this time?
 - If so, had the border closed anytime during the pandemic/national lockdown? When? Are there any restrictions on the number of traders that can cross per day? What are the requirements for ICBTs to cross the border?
 - If not, when did the border close to ICBTs and do you have a timeline on when the border is likely to open to ICBTs?
- (2) Have immigration authorities adopted any migration management policies/guidelines to adapt to the new reality of COVID-19 to safely enable cross-border human mobility during the pandemic and post-pandemic?
- (3) How are immigration authorities integrating health concerns at the national and border levels, and particularly as it relates to ICBTs? Are there any differences on how immigration authorities are handling male versus female traders, traders and non-traders?
- (4) Has the number of illegal immigrants, unofficial traders (traders without proper documentation), smuggling increased at either Mwami or Chirundu?
- (5) What restrictions have immigration authorities put in place at the Mwami BCP and Chirundu OSBP, including for ICBTs?
- (6) Are immigration authorities exploring any new innovative techniques in border management, systems and policies? (e.g. remote processing cross-border permit, visa for ICBTs, data collection mechanism, touchless biometrics and contactless passage through security)
- (7) How are immigration authorities ensuring the safety of ICBTs and border officials at the Mwami BCP and the Chirundu OSBP? What infection prevention and control measures does ZRA currently have in place at the Mwami BCP and the Chirundu OSBP? Do they serve the needs of ICBT?
- (8) Have the documentation requirements, fees for ICBTs changed during the pandemic or remain the same?

- (9) How are immigration authorities integrating traders, association in policy/guidelines and actions plans at the national and border levels? (Have immigration authorities created a platform or social dialogue forum in which you engage with ICBTs and/or CBTAs?)
- (10) How are immigration authorities working with neighbouring countries/agencies, COMESA, SADC to facilitate human mobility including trade, specifically of SSCBTs and at the Mwami BCP and the Chirundu OSBP?
- (11) How is your ministry raising awareness on COVID-19? What message is the ministry trying to convey to the public? Does any of this information focus on ICBTs?
- (12) What challenges is your ministry facing in implementing COVID-19 policies and guidelines?
- (13) What key issues has your ministry identified from a policy perspective regarding the issues relevant to the needs of ICBTs, especially women?
- (14) What institutional needs/gaps has your ministry identified as essential to effectively support ICBTs, especially women during the pandemic?
- (15) Is your institution part of any inter-agency and cross-border coordination mechanisms and needs including at the national and border levels?
- (16) Is the ministry engaging with Market vendors' associations, CBTAs, individual traders, rural and urban credit unions to: (i) disseminate information about COVID-19; (ii) assess the impact of COVID-19 on specific professional groups within the informal economy, (iii) propagate, supervise and enforce social distancing and hygiene protocols, (iv) provide a platform to hear the concerns of these groups or (v) provide assistance?
- (17) What monitoring and evaluation mechanism do you have in place? And is the ministry adopting any innovative technology in data collection?
- (18) Have immigration authorities conducted or participated in any COVID-19 related training? Including its border officials? What are the procedural guidance and training requirements for (health and non-health) front-line border officials to facilitate informal traders?
- (19) Have immigration authorities identified any capacity-building needs at the Mwami BCP or Chirundu OSBP, as well as priority health-related infrastructure requirements at these border posts (and border market areas) in light of COVID-19?
- (20) Have immigration authorities developed any standard operating procedures/protocols, and more specifically for Mwami or Chirundu. If so, what is the level of usage and gaps in implementation?

Zambia Revenue Authority (customs)

- (1) Have the hours of operation changed at the Mwami BCP and Chirundu OSBP for trade-related activities or during the pandemic?
- (2) Has ZRA imposed any import or export restrictions on any commodities? Does this extend to goods carried by ICBTs?
- (3) Has ZRA waived, reduced taxes/tariffs/VAT on certain commodities imported or exported? If so, does this include any goods carried by ICBTs?
- (4) Has ZRA increased or decreased permit licencing requirements for any imported or exported products? Does this include permits required by ICBT? If not, do you plan, in the future to introduce additional or decrease on number of required permits?
- (5) Has ZRA changed or does it intend to make changes to documentation required for SSCBTs to engage in trade activities?
- (6) Is ZRA still allowing traders to make use of the STR during the pandemic? Have any changes to the procedure of using the STR occurred?
- (7) Is informal cross-border trade a priority for ZRA during the COVID-19 pandemic? Has ZRA or does ZRA intend to incorporate informal cross-border trade in COVID-19 recovery plans, policies and strategies? What COVID-19 strategies/guidelines or policies does ZRA have in place to continue to facilitate trade at the Chirundu OSBP and Mwami BCP and do these incorporate ICBTs?
- (8) What key issues has ZRA identified from a policy perspective regarding the issues relevant to the needs of ICBTs during the pandemic? What challenges have you identified as affecting ICBTs?
- (9) What steps is ZRA taking to facilitate resumption of safe trade or ensure safe trade if trade is taking place at the Mwami BCP and Chirundu OSBP?
- (10) Has ZRA adopted or considering adopting new technological solution to deal with trade and more specifically to support ICBTs?
- (11) Is there an interagency coordination system/mechanism in place to ensure effect COVID-19 response? Does this incorporate focusing on ICBTs? If yes, to what extent? If no, does the mechanism intend in the future to incorporate ICBTs?
- (12) Has ZRA engaged any traders' association or ICBTs in any policy dialogue during the pandemic? If yes, what was the nature of the engagement, to what extent and what was the result of from the dialogue?

- (13) What relevant national plans does ZRA have in place or plan to have in place that support or will support the implementation of the International Health Regulation (IHR) (2005) requirements in the context of the COVID-19 pandemic?
- (14) Has ZRA conducted or participated in any COVID-19 related training? Including its border officials? What are the procedural guidance and training requirements for (health and non-health) front-line border officials to facilitate informal traders ?
- (15) Has ZRA identified any capacity-building needs at the Mwami BCP or Chirundu OSBP, as well as priority health related infrastructure requirements at border posts (and border market areas) in light of COVID-19?
- (16) What Infection prevention and control measures does ZRA currently have in place at the Mwami BCP and Chirundu OSBP? Do they serve the needs of ICBTs?
- (17) Has ZRA developed any standard operating procedures/protocols, and more specifically for Mwami or Chirundu? If so, what is the level of usage and gaps in implementation?
- (18) What stimulus packages has the Government released that ICBTs have benefited from?
- (19) Has the Government put in place cash transfer programmes? Do these include ICBTs as beneficiaries?
- (20) Are there any incentives available to assist ICBTs during the pandemic?
- (21) What measures are in place for ZRA to assist any staff infected by COVID-19?
- (22) What information/message is ZRA providing to the public during the pandemic and what is the mode of delivery? Does ZRA have a communication strategy in place focussing on COVID-19 and incorporating ICBTs?
- (23) How many health centres around the vicinity of the border are available to treat suspected cases of COVID-19? What is the distance from the border?
- (24) Is ZRA working on and with other agencies to facilitate or priorities transition to formality of ICBTs?
- (25) How is ZRA working with neighbouring countries/agencies, COMESA and SADC to facilitate trade, specifically of SSCBTs, and at Mwami and Chirundu?

- (26) What challenges is your ministry facing in implementing COVID-19 policies and guidelines?
- (27) What key issues has your ministry identified from a policy perspective regarding the issues relevant to the needs of informal cross-border traders, especially women?
- (28) What institutional needs/gaps has your ministry identified as essential to effectively support ICBTs, especially women during the pandemic?
- (29) Is your institution part of any inter-agency and cross-border coordination mechanisms and needs including at the national and border levels?
- (30) Is the ministry engaging with market vendors' associations, CBTAs, individual traders, and rural and urban credit unions to: (i) disseminate information about COVID-19; (ii) assess the impact of COVID-19 on specific professional groups within the informal economy, (iii) propagate, supervise and enforce social distancing and hygiene protocols, (iv) provide a platform to hear the concerns of these groups or (v) provide assistance?

Cross-border traders' associations

- (1) Since the pandemic began, which institutions, if any, has your CBTA held dialogues in an effort to improve the environment of traders?
- (2) What has been the attitude of various ministries towards CBTAs during the pandemic?
- (3) How has your CBTA helped their members manage shocks from COVID-19?
- (4) Is your CBTA able to identify its most vulnerable members during the pandemic? If so, what mechanism is it using?
- (5) Has your CBTA or any of its members benefited from any stimulus packages or mitigation measures put in place by the Government?
- (6) What challenges are your CBTA facing during the pandemic?
- (7) What challenges are the CBTA members facing during the pandemic?
- (8) Where borders have closed to ICBTs, how is your CBTA helping its members navigate this challenge?
- (9) Is your CBTA making use of any platform (social, digital, etc.) to improve the well-being of its members during the pandemic, communicate with members or offer assistance?

- (10) Has your CBTA seen any changes in registration of members (either decline or increase in number of traders registering or de-registering)?
- (11) What are the major complaints brought by traders, especially women traders to the CBTA during the pandemic?
- (12) How is your CBTA engaging with TIDOs during the COVID-19 pandemic? (What challenges are TIDOs facing?)
- (13) Has your CBTA provided their staff, members or TIDOs any training? If so, what type of training, how many have been trained, what material has been used?
- (14) What services aside from the regular services are you now offering your members?
- (15) Are you offering non-CBTA traders any services during COVID-19?
- (16) How is your CBTA working with other local associations, including other CBTAs in Malawi, Zimbabwe and South Africa to facilitate small-scale cross-border trade?
- (17) Is CBTA engaging with COMESA and SADC, with a focus on the pandemic? If so, to what extent?
- (18) How is your organization raising awareness on COVID-19? What message are you conveying to the public?
- (19) What challenges is your organization facing in implementing COVID-19 policies and guidelines?
- (20) What institutional needs/gaps has your organization identified as essential to effectively support ICBTs, especially women during the pandemic?
- (21) Is your institution part of any inter-agency and cross-border coordination mechanisms and needs including at the national and border levels?

Ministry of Transport and Communication

- (1) How is Ministry of Transport and Communication making cashless transactions more accessible to informal traders? Have you reduced any or waived all charges on mobile money transfers and increased transaction amounts?
- (2) To what degree has transport operation as it relates to trade (ICBTs) been affected in Zambia at the national and border-specific levels (Mwami and Chirundu) during the pandemic?

- (3) Has the ministry adopted innovative techniques such as electronic submissions, paperless transactions and digital payment methods, among others, that contribute to facilitation of trade and transport of goods and/or services? To what extent are these ICBT user-friendly?
- (4) Is MTC promoting the use of single windows, trade information portals, e-commerce, mobile payments and others during the pandemic? To what extent are ICBTs included?
- (5) What strategies/policies is MTC adopting to keep transport networks and borders operational and facilitate the flow of goods and services across at the national level and at the Mwami BCP and the Chirundu OSBP – and especially for ICBTs?
- (6) How is your ministry raising awareness on COVID-19? What message is the ministry trying to convey to the public? Does any of the information focus on ICBTs? Do you have a communications strategy on COVID-19?
- (7) What challenges is your ministry facing in implementing COVID-19 policies and guidelines?
- (8) What key issues has your ministry identified from a policy perspective regarding the issues relevant to the needs of ICBTs, especially women?
- (9) What institutional needs/gaps has your ministry identified as essential to effectively support ICBTs, especially women during the pandemic?
- (10) Is your institution part of any inter-agency and cross-border coordination mechanisms and needs, including at the national and border levels? Is the Ministry of Transport coordinating with other ministries responsible for transport in Malawi, Zimbabwe and South Africa to facilitate trade? If yes. Does this include facilitation of informal cross-border trade?
- (11) Is the ministry engaging with market vendors' associations, CBTAs, individual traders, rural and urban credit unions to: (i) disseminate information about COVID-19; (ii) assess the impact of COVID-19 on specific professional groups within the informal economy, (iii) propagate, supervise and enforce social distancing and hygiene protocols, (iv) provide a platform to hear the concerns of these groups or (v) provide assistance?

Annex 4: Border market walk-through

1. IN-COUNTRY MARKET DETAILS				
	Yes	No	N/A	Notes, comments and remarks, if any
1.1 Is the name of the market visibly displayed as you approach it?				
1.2 Is the market secure/fenced right around?				
1.3 Are the COVID-19 guidelines and prevention measures publicly and clearly displayed for all to see?				
1.4 Are the COVID-19 guidelines and prevention measures displayed in English and local languages?				
1.5 COVID 19 emergency contact numbers publicly displayed at the border market?				
1.6 Are there designated points of entry/exit into the market by foot?				
1.7 Are there designated points of entry/exit into the market by motor vehicles?				
2. ARE THE FOLLOWING PREVENTION AND CONTAINMENT MEASURES BEING OBSERVED/PRACTICED AT THE MARKET? (TICK ALL THAT ARE APPLICABLE.)				
2.1 No Mask, No Entry				
2.2 Compulsory wearing of masks throughout the period one is in the marketplace				
2.3 Compulsory temperature checks before each entry				
2.4 Compulsory hand sanitization before each entry				
2.5 Requirement of a negative COVID-19 test certificate				
2.6 Compulsory foot-bathing				
2.7 Compulsory wheel-bathing (for those using vehicles to enter the marketplace)				
2.8 Maintenance of social distancing				

RAPID SITUATION AND NEEDS ASSESSMENT OF INFORMAL CROSS-BORDER TRADERS AT THE CHIRUNDU AND MWAMI BORDER POSTS IN ZAMBIA DURING THE COVID-19 PANDEMIC

	Yes	No	N/A	Notes, comments and remarks, if any
2.9 Are there other COVID-19 sensitization materials in English displayed publicly at the border market?				
2.10 Are there other COVID-19 sensitization materials in a local language displayed publicly at the border market?				
Other (please specify)				
3. BORDER MARKET PLACE HYGIENE ASSESSMENT				
3.1 Is tap water available/running?				
3.2 Are toilets/ablution facilities available?				
3.3 If YES: Comment on their cleanliness and suitability for use amidst the pandemic				
3.4 Are there any cleaners on sight for periodic rounds of cleaning throughout the day within the marketplace?				
3.5 Are points for buyers and sellers to wash hands enough and strategically placed?				
3.6 Are touch-free litter bins/receptacles available?				
3.7 If YES (to 3.6): Please comment on their adequacy and distribution.				
3.8 Are there any clear markings to assist with the observance of social distancing?				
3.9 Are there any health workers or their equivalence walking about assisting with monitoring and reminding people to wear their masks, maintain social distancing, etc.?				
3.10 Do some people exchange cash for goods? (Comment if people sanitize hands after exchanging cash/goods)				
3.12 Other observations (please specify)				

Annex 5: Border post walk-through

	Yes	No	Number	Notes (if any)
1. BORDER PREMISES: INFECTION PREVENTION AND CONTROL MEASURES				
Are the following prevention and control measures in operation and in place?				
1.1 Use of handheld thermometers				
1.2 Use of alcohol-based hand sanitizers				
1.3 Availability of handwash basin and soap				
1.4 Use of face masks/face-shields				
1.5 Use of wheel baths and foot baths				
1.6 COVID-19 testing area/tent/desk/room				
1.7 Use of PPEs by border officers and front-line workers				
1.8 Use of paper, wall charts and other signage about COVID-19 written in English				
1.9 Use of paper, wall charts and other signage about COVID-19 written in a local language				
1.10 Use of direction signage (If YES: Comment on the extent and appropriateness.)				
1.11 Use of client charters outside and within the buildings/premises?				
1.12 Other(s) (Please specify)				
2. MOVEMENT OF PEOPLE WITHIN AND ACROSS THE BORDER AT THE TIME OF OBSERVATION				
2.1 Is there a clear demarcation in terms of the BCP layout on people who are exiting the country and those who are incoming?				
2.2 Were people wearing face masks?				
2.3 Was social distancing being observed?				

RAPID SITUATION AND NEEDS ASSESSMENT OF INFORMAL CROSS-BORDER TRADERS AT THE CHIRUNDU AND MWAMI BORDER POSTS IN ZAMBIA DURING THE COVID-19 PANDEMIC

	Yes	No	Number	Notes (if any)
2.4 Does the border clearance queue management (at customs and immigration offices) allow for safe and adequate social distancing as people wait to be served?				
2.5 Were there any long queues of ICBTs waiting for immigration and customs clearance at the time of observation?				
2.6 Use of clearly positioned ICBT/SSCBT Client Charters				
2.7 Are Client Charters, signage, COVID-19 posters, etc., written in English?				
2.8 Are Client Charters, signage, COVID-19 posters, etc., written in local languages as well?				
2.9 Other(s) (Please specify)				
3. MOVEMENT AND CLEARANCE OF CROSS BORDER TRADERS' GOODS				
3.1 Are any of the following strategies used to lower the risk of transmission of the pandemic without compromising on border compliance requirements? <input type="checkbox"/> Latex hand gloves <input type="checkbox"/> Non-intrusive inspection equipment (e.g. scanners, X-ray machines, etc.) <input type="checkbox"/> Other(s) (Please give details.)				
3.2 Are the surroundings secure and safe for ICBT goods (e.g. security fence in place and intact, presence of hired/contracted security companies' personnel, etc.)				
3.3 Are public notices on customs clearance procedures and processes clearly displayed? If YES, are they written in any of the local languages as well?				
3.6 Is the general physical layout and application of processes designed in line with the existing standard operating procedures in place?				
3.11 Are TIDOs/information desks/counters visibly in place?				
4. BORDER HYGIENE ASSESSMENT				
4.1 Is tap water available/running?				
4.2 Are toilets/ablution facilities available? If YES, comment on their cleanliness, and suitability for use amidst the pandemic.				

	Yes	No	Number	Notes (if any)
4.3 Are the available toilets/ablution facilities gender-sensitive to women cross-border traders' needs and requirements?				
4.4 Is there a clinic in the border post premises?				
4.5 Are points for the travellers to wash hands easily accessible?				
4.6 Are touch-free litter bins/receptacles available? (If YES: Please comment on their adequacy and distribution.)				
4.7 Are there any clear markings to assist with the observance of social distancing?				
4.8 Are there any health workers or their equivalent walking about assisting with monitoring and reminding people to wear their masks, maintain social distancing, etc.?				
4.9 Border officials do they put on face shields/masks while undertaking their duties.				
4.10 Are the border officials and officers working in halls, offices, clearing counters behind glass screens, or related preventative measures?				
Other(s) (Please specify)				

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