

## TERMS OF REFERENCE

### Development of Early Action Protocols (EAP) for Taiz and Hodeidah Governorates, Yemen

**Organization:** Action Contre La Faim - ACF

**Department:** Emergency Department - Headquarters

**Location:** Taiz and Hodeidah Governorates, Yemen

**Duration:** [ 10-12 weeks]

**Reporting to:** Emergency Coordinator / Deputy Country Director

#### 1. BACKGROUND AND CONTEXT

Yemen continues to face one of the world's most severe humanitarian crises, exacerbated by conflict, economic collapse, and recurrent natural hazards. Taiz and Hodeidah governorates are particularly vulnerable to multiple hazards including floods, droughts, disease outbreaks, cyclones, and conflict-related shocks. The affected populations face compounded vulnerabilities due to damaged infrastructure, limited early warning systems, and weakened coping mechanisms.

Action Against Hunger is committed to strengthening anticipatory action mechanisms that enable communities and humanitarian actors to take early action before predictable crises escalate. Drawing from international best practices, including the Forecast-based Action (FbA) methodology and Simplified Early Action Protocol approaches, ACF aims to develop contextualized Early Action Protocols that establish clear triggers and predetermined actions to mitigate the impact of identified hazards on vulnerable populations.

An ongoing detailed mapping assessment of existing Early Warning Systems (EWS) in Taiz and Hodeidah is being conducted to understand the functionality, gaps, and reliability of current mechanisms. The findings from this assessment will be critical inputs for the EAP development process.

#### 2. OBJECTIVE

To develop comprehensive, multi-hazard Early Action Protocols for Taiz and Hodeidah governorates that integrate community feedback, government actions, leverage existing early warning systems, and enable timely anticipatory action to reduce humanitarian impacts on vulnerable populations.

### **3. SPECIFIC OBJECTIVES**

- 3.1. To Review the existing multi-Hazards assessment conducted in Yemen targeting Taiz and Hudaidah, governorates which prioritizing hazards based on frequency, impact and predictability.
- 3.2. Conduct a complementary assessment, if needed based on the review results, to enable a complete analysis and support the anticipation of early actions and the design of appropriate triggers

Integrate findings from the ongoing detailed mapping assessment of existing Early Warning Systems (EWS) and their functionality.

- 3.3. Define the communication channels for the EWS, to insure access to the most exposed communities to the potential hazards.
- 3.4. Engage communities and local stakeholders through participatory approaches to incorporate contextual knowledge, indigenous early warning indicators, and feedback into protocol design
- 3.5. Develop hazard-specific trigger mechanisms based on predefined thresholds using available forecasts, monitoring data, and early warning information
- 3.6. Design a tiered activation system with clearly defined early actions mapped to each trigger level (e.g., readiness, pre-positioning, early action)
- 3.7. Define roles, responsibilities, decision-making authority, and activation mechanisms for the EAP
- 3.8. Establish monitoring, verification, and learning frameworks including After-Action Review protocols
- 3.9. Propose financing mechanisms, budget allocations, and resource pre-positioning strategies for anticipatory action

### **4. SCOPE OF WORK**

#### **4.1. Hazard Identification and Risk Analysis**

- Identify and prioritize multi-hazard risks in target governorates, focusing on hazards with predictable onset that allow for early action (including floods, disease outbreaks, extreme temperatures)
- Coordinate with the consortium under this project and Analyze historical data on hazard occurrence, frequency, magnitude, and humanitarian impact.
- Map vulnerable populations, geographic hotspots, and priority intervention areas.
- Assess predictability of hazards and availability of reliable forecasting systems or early warning information
- Assess current coping mechanisms, existing preparedness capacities, and implementation capacity of ACF and partners.

#### **4.2. Early Warning System Assessment and Integration**

- Review and integrate findings from the ongoing detailed mapping assessment of existing EWS in Taiz and Hodeidah
- Analyze functionality, reliability, accuracy, lead time, and gaps of current early warning mechanisms
- Identify available forecasting sources (meteorological services, humanitarian forecasting platforms, technical agencies) and their credibility
- Assess information flow channels, dissemination mechanisms, and last-mile communication systems
- Identify opportunities for strengthening linkages between EWS and early action implementation

#### **4.3. Community Engagement and Participatory Risk Assessment**

- Conduct complementary risk assessments with affected communities if needed based on the review results as a supplement to the existing IMPACT assessment. This will use appropriate community-based methodologies such as focus group discussions, community risk mapping, and hazard calendars
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- In coordination with ACF and its consortium under this project, facilitate consultations with key informants, including local authorities, community leaders, vulnerable groups, and civil society organizations
- Document indigenous knowledge systems and local early warning indicators used by communities
- Ensure the meaningful inclusion and representation of marginalized and vulnerable groups including women, children, older persons, persons with disabilities, and displaced populations by drawing on existing gender and vulnerability data and integrating these considerations into the design of early action activities
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- Identify community priorities for early actions based on needs and impact reduction potential

- Document community feedback mechanisms, preferred communication channels, and information access patterns

#### **4.4. Trigger Mechanism and Threshold Development**

For each priority hazard, develop:

- Define clear trigger indicators based on available forecasts, monitoring data, and predefined thresholds while also considering any existing standard trigger mechanisms established by relevant technical ministries (such as the Ministry of Health, Ministry of Water and Environment, or others). These triggers should enable early action to be initiated in advance of hazard impact.
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- Trigger activation levels or tiers (e.g., Level 1: Readiness, Level 2: Pre-positioning, Level 3: Early Action) with corresponding actions
- Trigger source identification and monitoring responsibilities (who monitors, how frequently, reporting channels)
- Lead time analysis - time available between trigger activation and hazard impact
- Historical validation of triggers using past events to test reliability and appropriate threshold levels

#### **4.5. Early Action Selection and Design**

- Identify and prioritize early actions based on evidence, effectiveness, feasibility, and community priorities
- Design three categories of actions: readiness activities, pre-positioning of relief items, and early actions to be implemented before hazard impact
- Define target beneficiaries, selection criteria, and geographic coverage for each early action
- Map early actions to each trigger level with clear implementation timelines
- Develop detailed implementation plans including procurement requirements, logistics, and coordination needs
- Ensure alignment with ACF's sectoral expertise (nutrition, food security, WASH, mental health) and complementarity with ongoing programs

#### **4.6. Standard Operating Procedures (SOPs) and Activation Mechanisms**

- Develop clear SOPs for EAP activation, including decision-making flowcharts and authorization procedures
- Define trigger monitoring and verification procedures
- Establish communication protocols and escalation pathways (internal ACF and external stakeholders)
- Define roles and responsibilities at each stage (HQ, country office, field teams, partners, communities)
- Develop rapid mobilization procedures for funds, staff, and resources upon activation

#### **4.7. Coordination Framework**

- In coordination with ACF and its consortium, Map coordination mechanisms with local authorities, UN agencies (OCHA, WFP, UNICEF, WHO), clusters, and humanitarian partners
- Define information-sharing protocols and joint decision-making processes where applicable
- Identify complementarities and avoid duplication with existing anticipatory action initiatives or contingency plans
- Establish linkages between EAP and broader emergency response plans

#### **4.8. Monitoring, Verification, and Learning Framework**

- Design monitoring indicators for trigger tracking and early action implementation
- Establish verification mechanisms to confirm trigger activation and validate early actions taken
- Develop After-Action Review (AAR) protocols to capture lessons learned from activations
- Create feedback loops for continuous protocol improvement and adaptation
- Define data collection requirements, reporting timelines, and documentation standards

#### **4.9. Financing Strategy and Budget Development**

- Identify and assess potential financing mechanisms for anticipatory action (dedicated anticipatory action funds, contingency budgets, flexible donor funding, pooled funding mechanisms)
- Develop budget allocations for: (a) readiness activities, (b) pre-positioning of stocks, and (c) early action implementation per hazard scenario
- Propose resource pre-positioning strategies and stockpiling locations
- Define fund disbursement and activation procedures to ensure rapid release of resources

#### **4.10. Capacity Strengthening and Training Recommendations**

- Identify capacity gaps at various levels (ACF staff, partners, local authorities, communities)
- Develop training recommendations and capacity-building plans to ensure effective EAP implementation.
- Propose simulation exercises and drills to test protocol effectiveness and staff readiness

### **5. METHODOLOGY**

The consultant/team will employ a participatory, evidence-based approach grounded in recognized anticipatory action methodologies, The methodology will include:

- Comprehensive desk review of relevant documentation including risk assessments, ongoing EWS mapping assessment, humanitarian response plans, historical hazard data, climate projections, and existing contingency plans
- Close integration and analysis of the ongoing detailed mapping assessment of EWS functionality in Taiz and Hodeidah governorates
- Conduct field visits to priority areas in Taiz and Hodeidah governorates for data collection and stakeholder consultations, ensuring coordination with key line ministries in Aden as well as the relevant authorities in Hodeidah and Taiz. All coordination and field engagement will be carried out in close collaboration with ACF and its consortium partners
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- Key informant interviews with ACF staff (HQ and field), implementing partners, local authorities, meteorological services, UN agencies, cluster coordinators, and technical experts
- Participatory community consultations using focus group discussions, community risk mapping exercises, seasonal calendars, and hazard timeline development.
- Analysis of forecasting sources and historical trigger validation using past hazard events
- Multi-stakeholder validation workshops to review draft protocols and gather feedback
- Coordination with relevant humanitarian coordination mechanisms (clusters, working groups, anticipatory action platforms)
- Adherence to humanitarian principles, Do No Harm approaches, and conflict-sensitive programming given Yemen's context

## **6. DELIVERABLES**

### **6.1. Inception Report**

- Detailed work plan with timelines, milestones, and responsibilities
- Refined methodology and approach
- Stakeholder mapping and engagement plan and collaboration with other consortium members
- Data collection tools, interview guides, and assessment frameworks

### **6.2. Multi-Hazard Risk and EWS Assessment Report**

- Comprehensive multi-hazard risk analysis with prioritization matrix
- Integration and synthesis of ongoing EWS mapping assessment findings and community feedback and participatory risk assessment findings
- Analysis of forecasting sources, reliability, and lead times for priority hazards
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- Vulnerability mapping and target population profiles
- Gap analysis of current early warning and preparedness mechanisms

### **6.3. Draft Early Action Protocols**

- Complete EAP document covering priority hazards including:

- Hazard profiles and risk analysis
- Trigger mechanisms and activation thresholds
- Early actions mapped to each trigger level
- Standard Operating Procedures (SOPs)
- Roles and responsibilities matrix
- Coordination and communication protocols
- Monitoring and verification framework
- Detailed budget allocations
  - Visual tools including decision trees, trigger matrices, implementation timelines, and communication flowcharts

#### **6.4. Validation Workshop**

- Facilitate multi-stakeholder validation workshop with ACF teams, partners, local authorities, and technical experts
- Present draft EAP findings and recommendations
- Workshop report documenting feedback, recommendations, and agreed revisions

#### **6.5. Final Early Action Protocols**

- Finalized EAP document incorporating all stakeholder feedback and validation workshop outcomes
- Executive summary highlighting key findings, proposed triggers, and priority early actions
- Training module outline and capacity-building recommendations
- User-friendly summary documents for different audiences (field staff, communities, donors)

### **7. REQUIRED EXPERTISE AND QUALIFICATIONS**

#### **Essential:**

- Advanced degree in disaster risk reduction, emergency management, climate adaptation, humanitarian studies, or related field
- Minimum 7-10 years of progressive experience in anticipatory action, forecast-based financing, early warning systems, or emergency preparedness in humanitarian contexts
- Proven experience developing Early Action Protocols, Forecast-based Financing plans, or similar anticipatory action frameworks (at least 3 completed EAPs or equivalent)
- Deep understanding of multi-hazard risk analysis, forecasting systems, and trigger development methodologies
- Experience working in Yemen or similar complex emergency and fragile contexts (conflict-affected, limited infrastructure, access constraints)
- Strong expertise in participatory assessment methodologies and community-based risk assessment tools

- Familiarity with international anticipatory action frameworks (FbF methodology, Simplified EAP approach, Anticipatory Action Pilot, etc.)
- Excellent analytical, report writing, and presentation skills in English and Arabic
- Strong facilitation skills and proven ability to engage diverse stakeholders (communities, authorities, UN agencies, donors)

#### **Highly Desirable:**

- Working knowledge of Arabic or demonstrated ability to work effectively through interpreters
- Direct familiarity with anticipatory financing mechanisms (Forecast-based Action by the DREF, CERF Anticipatory Action, START Network, OCHA CBPFs)
- Technical expertise in climate risk analysis, hydrometeorological forecasting, or epidemiological surveillance systems
- In-depth understanding of the Yemen humanitarian context, operational constraints, and humanitarian architecture
- Previous collaboration or familiarity with Action Against Hunger's programs and operational approach
- Experience integrating Protection, Gender, and Inclusion considerations into anticipatory action programming

### **8. INDICATIVE TIMELINE**

*[Indicative 10-12 weeks timeline - to be refined based on consultant availability, field conditions, and security considerations]*

**Week 1-2:** Inception phase - desk review, methodology finalization, tool development, stakeholder coordination, submission of inception report

**Week 3-4:** Conduct a complementary field assessment in Taiz and Hodeidah, if needed, based on gaps identified during the analysis of the IMPACT assessment

**Week 5-6:** Data analysis, trigger development, early action prioritization, submission of risk and EWS assessment report

**Week 7-8:** Draft EAP development - protocol writing, SOP development, budget preparation, visual tool creation, submission of draft protocols

**Week 9-10:** Multi-stakeholder validation workshop, feedback collection, workshop report finalization

**Week 11-12:** Revision and finalization of EAP based on feedback, quality assurance, submission of final deliverables

### **9. MANAGEMENT AND COORDINATION**

The consultant/team will work under the direct supervision of the Emergency Coordinator at ACF Headquarters and in close coordination with:

- ACF Yemen Country Director and Deputy Country Director
- ACF Emergency and Program Coordinators in Yemen mission
- **ACF and its consortium field coordinators and base managers in Taiz and Hodeidah**
- Technical advisors (Disaster Risk Reduction, Climate Change Adaptation, WASH, Food Security & Livelihoods, Nutrition, Mental Health & Psychosocial Support)
- Yemen Meteorological Authority and early warning focal points
- UN agencies (OCHA, WFP, UNICEF, WHO, FAO) and relevant cluster coordinators
- Humanitarian partners engaged in anticipatory action and DRR in Yemen
- Local authorities, civil society organizations, and community representatives

#### **Reporting and Communication:**

- Weekly progress meetings with Emergency Coordinator (virtual)
- Bi-weekly check-ins with Yemen mission leadership
- Interim briefings as needed on key findings and emerging issues

#### **10. BUDGET**

**The financial proposal must present a comprehensive and fully itemized budget covering all expenses required to complete the assignment. The consultant whether national, regional, or international must include a detailed breakdown of all anticipated costs, as ACF will not cover any consultant-related expenses separately.** ACF will issue a single lump-sum payment based on the total agreed contract amount; all details will be finalized at the contract-signing stage.

**. The budget should include, at minimum, the following categories:**

- **Consultant fees**
- **International and domestic travel costs**, including flights, local transport, and regional movement for the regional or international applicant.
- **Accommodation and per diem allowances** for all required travel or field missions.
- **Visa fees and all required insurance** (travel, medical, security).
- **Local transportation and logistics**, including vehicle rental, drivers, and fuel.
- **Communication and reporting costs**, such as phone, data, printing, or software tools.
- **Any other relevant operational or administrative expenses** necessary to conduct the consultancy.

**The financial proposal must clearly present a line-by-line breakdown of each cost category to ensure transparency and alignment with the Terms of Reference.**

**Note:** All consultant expenses must be included in the submitted financial proposal. ACF will make a single settlement payment for the full contract amount and will not provide separate reimbursements for any costs. The exact number of payment instalments, along with all other payment terms and conditions, will be detailed in the consultancy contract.

## 11. APPLICATION PROCESS

Interested candidates should submit the following documents:

- Updated CV (maximum 4 pages) highlighting relevant experience in anticipatory action and EAP development.
- Updated CV for all the team members.
- Technical proposal (maximum 6 pages) outlining:
  - Understanding of the assignment and proposed approach
  - Detailed methodology for each component of the scope of work
  - Work plan with timeline and key milestones
  - Risk mitigation strategies and quality assurance measures
    - Financial proposal with itemized budget breakdown and total estimated cost
    - At least two relevant writing samples demonstrating EAP development, DRR frameworks, or anticipatory action plans (links or attachments)
    - Contact details for three professional references with specific experience working with the candidate on similar assignments

**Submission deadline:** [Date - allow minimum 3 weeks from publication]

**Submission to:** [Email address]

**Subject line:** "Application - Early Action Protocol Development Yemen"

## 12. EVALUATION CRITERIA

Applications will be evaluated based on the following weighted criteria:

- Technical expertise and relevant experience in anticipatory action and EAP development (35%)
  - Demonstrated experience developing complete Early Action Protocols
  - Knowledge of FbF methodology and simplified EAP approaches
  - Expertise in trigger development and multi-hazard risk analysis
    - Quality of proposed methodology and approach (30%)

- Clarity and feasibility of proposed methodology
- Appropriateness of participatory approaches
- Realistic work plan and timeline
- Quality assurance and risk mitigation strategies
  - Understanding of Yemen context and operational constraints (20%)
- Previous experience working in Yemen or similar contexts
- Understanding of humanitarian access and security challenges
- Awareness of Yemen's hazard profile and EWS landscape
  - Financial proposal - value for money (15%)
- Reasonableness and competitiveness of proposed budget
- Clear budget justification and cost-effectiveness

**Minimum qualifying score: 70% overall**

**Note:** Shortlisted candidates may be invited for an interview. Reference checks will be conducted for the selected candidate before final contract award.