



TERMS OF REFERENCE

ANTICIPATORY ACTION READINESS STUDY

ASIA COMMUNITY PREPAREDNESS AND TRANSFORMATION (ACT) PHASE 2 IN INDONESIA

Project Name	ASIA COMMUNITY PREPAREDNESS AND TRANSFORMATION (ACT) PHASE 2 IN INDONESIA
Project Implementation Period	January 2024 – December 2026
Partners Organization	CIS TIMOR
Project Locations	East Nusa Tenggara Province, Indonesia 1. Bena Village, Timor Tengah Selatan District 2. Meusin Village, Timor Tengah Selatan District 3. Motaulun Village, Malaka District

1. INTRODUCTION

The Asia Community Preparedness and Transformation (ACT) Program is a multi-country initiative implemented in Indonesia, the Philippines, Nepal, and Bangladesh. The program aims to strengthen the capacity of vulnerable communities and local humanitarian actors to prepare for, anticipate, and respond effectively to disasters through improved disaster risk reduction (DRR), early warning systems (EWS), and anticipatory action approaches.

ACT Phase 2 (2024–2026) builds on the achievements of Phase 1, including strengthened community disaster preparedness systems, contingency planning processes, and simulation exercises. In Indonesia, the program is being implemented by Penabulu, a Prospective Affiliate of Oxfam International, in partnership with CIS Timor, continuing its work in three flood-prone villages in East Nusa Tenggara Province: Bena, Meusin, and Motaulun.

A strategic focus of ACT Phase 2 is the strengthening of Anticipatory Action (AA) initiatives—structured efforts aimed at operationalizing anticipatory action through improved early warning systems (EWS), risk analysis, preparedness planning, and pre-agreed triggers and financing mechanisms. Within this broader framework, anticipatory actions refer to early, pre-agreed interventions triggered by forecast-based information to reduce the humanitarian impacts of floods before they occur. These interventions may include early cash or in-kind assistance, livelihood protection measures, early evacuation support, and the pre-positioning of essential items.

To support the operationalization of these AA initiatives, ACT Phase 2 will undertake an Anticipatory Action Readiness Study in the three project communities. The study will adopt a qualitative-led mixed methods approach, prioritizing participatory and qualitative data collection methods such as key informant interviews (KIIs), focus group discussions (FGDs), observations, and case studies. Quantitative data may be used selectively to complement and triangulate qualitative findings where relevant.



The study aims to generate an in-depth understanding of operational readiness, institutional dynamics, community perspectives, and anticipatory action practices in the target villages. Findings will be used to develop practical, context-specific recommendations to strengthen anticipatory action systems and inform future anticipatory action planning and potential pilot implementation.

For the purpose of this study, “readiness” refers to the extent to which systems, institutions, financing mechanisms, trigger processes, and communities are prepared to operationalize and activate anticipatory action prior to flood impacts.

2. OBJECTIVE

The overall objective of this study is to assess the operational readiness of anticipatory action systems, assess the appropriateness of potential trigger thresholds, and provide evidence-based recommendations for strengthening anticipatory action systems for flood hazards in ACT Phase 2 target areas.

Specific Objectives

- To assess flood risk scenarios and examine the reliability of forecast data and lead times for anticipatory action.
- To identify and assess measurable, locally appropriate trigger thresholds for anticipatory action activation.
- To assess institutional readiness and identify gaps in activation protocols, roles, and decision-making processes.
- To evaluate financial systems and delivery mechanisms for timely anticipatory assistance (cash and non-cash).
- To assess community readiness, trust in early warning systems, and capacity to act early, while ensuring gender equality and social inclusion considerations.
- To provide practical and context-specific recommendations for strengthening anticipatory action systems, including triggers, coordination mechanisms, delivery modalities, and considerations for future pilot implementation and scale-up.

Expected Outcomes:

- The study will provide a clear assessment of the operational readiness of anticipatory action systems for flood hazards, including key strengths, gaps, and priority areas for improvement.
- The study will provide evidence-based recommendations to strengthen anticipatory action systems, supporting more timely, predictable, and inclusive delivery of cash and non-cash assistance prior to flood impacts, with attention to transparency, accountability, and gender and protection considerations.
- The study will provide practical guidance and context-specific recommendations, including illustrative village-level approaches, to inform anticipatory action programming by government institutions, financial actors, NGOs, and humanitarian partners in future flood responses.
- The study will contribute to improved alignment between forecast information, governance structures, financing mechanisms, and community preparedness, supporting more risk-informed and proactive disaster management approaches.



- The study will inform strategic decision-making for strengthening and scaling anticipatory action approaches at village level.



3. SCOPE OF THE ASSIGNMENT

The Anticipatory Action Readiness Study shall focus on assessing the operational readiness of anticipatory action systems and identifying practical opportunities and constraints for future implementation. The assessment is not intended to undertake standalone technical studies of flood risk, livelihoods, markets, or financial systems, but rather to assess their relevance and implications for anticipatory action readiness.

3.1 Flood Risk and Trigger Readiness

- Review flood typology, historical flood patterns, and upstream–downstream dynamics relevant to the target villages
- Assess the reliability and usability of available forecast information, including lead times for anticipatory action
- Review and assess the operational relevance and practicality of potential trigger thresholds (e.g., rainfall and river levels) based on available data and stakeholder perspectives.
- Assess trigger monitoring, information flow, and decision-making processes
- Identify gaps and risks in trigger-based activation
- Provide recommendations to strengthen trigger readiness

3.2 Institutional and Governance Readiness

- Map roles and responsibilities of key stakeholders
- Assess decision-making authority and activation processes
- Review SOPs, contingency plans, and coordination mechanisms
- Identify institutional gaps and bottlenecks
- Assess alignment with relevant government systems
- Provide recommendations to strengthen governance and coordination

3.3 Financial and Delivery System Readiness

- Assess financial service providers and delivery channels relevant to anticipatory action
- Review the accessibility and operational capacity of available financial service providers and delivery channels.
- Review key market and delivery considerations that may influence the feasibility of anticipatory action interventions.
- Identify feasible financing mechanisms (e.g., ERF, village funds)
- Assess operational risks, including access, inflation, and exclusion risks
- Provide recommendations to strengthen financial and delivery systems

3.4 Community Readiness and Inclusion

- Assess community awareness of flood risk, early warning systems, and anticipatory action
- Evaluate trust in early warning information and willingness to act early
- Identify barriers to anticipatory action uptake
- Assess gender, disability, protection, and social inclusion considerations



- Identify community-level capacities and constraints
- Provide recommendations to strengthen inclusive community engagement

3.5 Scenario-Based and Operational Readiness Analysis

- Assess operational readiness under different flood scenarios
- Review potential trigger activation, decision-making, and delivery timelines
- Identify operational gaps and bottlenecks
- Provide recommendations to strengthen operational readiness

3.6 Synthesis and Recommendations

- Consolidate findings across all assessment components
- Identify key readiness gaps and priority actions
- Provide practical recommendations to strengthen anticipatory action systems
- Suggest considerations for future pilot implementation and scale-up

3.7 Cross-Cutting Analytical Framework

The assessment should apply a cross-cutting analytical lens that considers:

- Enabling environment (policies, governance systems, coordination mechanisms)
- Actors and stakeholders (government, financial institutions, NGOs, and community structures)
- Infrastructure, services, and delivery mechanisms
- Risk management and accountability mechanisms
- Gender equality and social inclusion principles

4. CONSULTANCY DELIVERABLES

4.1 Inception Phase Deliverables

4.1.1 Inception Report, including:

- Refined study objectives and analytical framework
- Detailed methodology outlining a qualitative-led mixed methods approach, prioritizing qualitative and participatory data collection methods while incorporating quantitative methods where relevant to support triangulation and analysis
- Data collection tools (KII guides, FGD guides, observation checklists, case study guidance, and survey tools if applicable)
- Sampling strategy and respondent categories
- Risk mitigation and safeguarding plan
- Work plan and timeline
- Stakeholder engagement plan

4.1.2 Validation

- Presentation and validation of methodology and analytical approach with Penabulu and CIS Timor

4.2 Field Assessment Deliverables

4.2.1 Data Collection



The assessment is expected to adopt a qualitative-led mixed methods approach, with qualitative and participatory methods serving as the primary sources of data, complemented by limited quantitative data where relevant.

Indicative stakeholders for key informant interviews (KIIs), focus group discussions (FGDs), observations, and case studies may include village authorities, BPBD representatives, Community Disaster Committee (CDC) members, women's groups, representatives of vulnerable groups, farmer and livelihood groups, local traders and market actors, financial service providers, traditional and religious leaders, relevant technical agencies, and other stakeholders identified during the inception phase. The final selection of stakeholders should be determined during the inception phase based on relevance to the study objectives and available resources.

The consultant is expected to apply a purposive and practical sampling approach, focusing on stakeholders most relevant to the study objectives and ensuring adequate representation of key stakeholder groups without requiring exhaustive coverage of all stakeholder categories.

Conduct field data collection in the three target villages to assess key dimensions of anticipatory action readiness, including:

- Flood risk patterns, impacts, and implications for anticipatory action
- Livelihood vulnerabilities and coping strategies relevant to flood hazards
- Institutional and coordination readiness
- Early warning systems and trigger readiness
- Financial service providers and delivery mechanisms relevant to anticipatory action
- Community readiness, inclusion, and willingness to act early
- Appropriateness and operational feasibility of anticipatory action modalities

4.2.2 Quality Assurance

- Supervision and quality control of data collection processes
- Data verification and triangulation

4.2.3 Data Outputs

- Organized interview notes, FGD documentation, case study documentation, and datasets (if applicable)
- Documentation of interviews and FGDs

4.3 Technical Analysis Deliverables

4.3.1 Flood Scenario and Trigger Readiness Analysis

- Review and refinement of moderate and severe flood scenarios for readiness analysis
- Lead time assessment for anticipatory action
- Trigger assessment matrix (rainfall/river-level thresholds)
- Assessment of trigger monitoring and activation processes

4.3.2 Anticipatory Action Modality Analysis

- Assessment of feasibility and appropriateness of:
 - Cash transfers



- Vouchers (if applicable)
- In-kind assistance and pre-positioning
- Comparative analysis of modality suitability and implementation considerations

4.3.3 Institutional and Financial Readiness Analysis

- Governance and coordination readiness assessment
- Financing mechanism analysis (e.g., ERF, village funds)
- Assessment of operational and delivery capacity

4.3.4 Risk Analysis

- Operational risks
- Financial risks
- Safeguarding and protection risks
- Inclusion and exclusion risks

4.3.5 Recommendations

- Practical, evidence-based recommendations to strengthen:
 - Trigger mechanisms and decision-making
 - Institutional coordination and activation processes
 - Financial and delivery systems
 - Community engagement and inclusion
- Considerations for future pilot implementation and scale-up

4.4 Draft Report Deliverables

4.4.1 Submission of Draft Anticipatory Action Readiness Study Report (Bahasa Indonesia and English), including:

- Executive Summary
- Context and flood risk analysis
- Livelihood vulnerabilities and coping strategies relevant to flood hazards
- Institutional and governance readiness analysis
- Early warning system and trigger readiness assessment
- Financial and delivery system readiness analysis
- Assessment of anticipatory action modalities (cash and non-cash)
- Flood scenario and operational readiness analysis
- Synthesis of findings, including key gaps, capacities, and constraints
- Practical, evidence-based recommendations to strengthen anticipatory action systems, including specific recommendations for coordination mechanisms, trigger thresholds, and delivery systems.
- Annexes (tools, stakeholder list, documents reviewed, trigger matrix, data summary)

4.4.2 Validation

- Facilitation of a validation workshop/debrief session with key stakeholders

5. Final Deliverables

5.1 Final Report

- Submission of the **Final Anticipatory Action Readiness Study Report** (Bahasa Indonesia and English), incorporating feedback from Penabulu, CIS Timor, and relevant stakeholders



5.2 Supporting Documents

- Clean datasets (if applicable)
- Final data collection tools (FGD, KII, survey tools)
- Stakeholder mapping matrix
- Trigger assessment matrix (rainfall/river-level thresholds)
- PowerPoint presentation summarizing key findings and recommendations

6. Expected Results of the Consultancy

The consultancy is expected to produce:

- A clear assessment of the operational readiness of anticipatory action systems for flood hazards in the three target villages, including key strengths, gaps, and priority areas for improvement.
- A comprehensive Anticipatory Action Readiness Study Report in Bahasa Indonesia and English (electronic version only, no print copies), presenting findings, analysis, and practical recommendations to strengthen anticipatory action systems and inform future anticipatory action planning.

E. INDICATIVE TIMEFRAME

A total of 30 days is allocated for the Anticipatory Action Readiness Study and within which firm/consultant must complete entire document review, field activities and report submission.

Activities	Output	Estimated Working Days	Indicative Period
Project document review, Methodology: finalize data collection tools and some key documentation, including coordination with partners and the Penabulu team	Inception Report Submission.	5	July 2026
Orientation and training for local facilitators/data collectors on qualitative data collection tools, facilitation techniques, safeguarding principles, and field protocols	Training to local enumerators/facilitators conducted and finalized qualitative and participatory data collection tools	2	July 2026
Data collection, analysis, and validation	Field assessment findings and validated data	14	July-August 2026
Drafting of Anticipatory Action Readiness Study Report and preparation of preliminary findings presentation	Draft report in Indonesia and English and presentation or debrief session conducted to collect feedback	5	August 2026



Submit final report	Final report in Indonesia and English with feedback integrated	4	August 2026
Total Days		30	

F. CONSULTANT EXPERIENCE AND QUALIFICATION

The Consultant must possess demonstrated ability in data collection, analysis, writing, coordination, and stakeholder engagement, with the capacity to deliver high-quality outputs within tight timelines and with minimal supervision. The Consultant should demonstrate strong analytical and technical skills relevant to anticipatory action and disaster risk management.

Specifically:

- University degree in data analytics, statistics, social sciences, disaster management, or related fields, or equivalent combination of academic background, knowledge, and professional experience relevant to the assignment.
- Proven experience in conducting **assessments related to anticipatory action, disaster preparedness, or early warning systems**, preferably including readiness assessments or similar analytical studies.
- Strong understanding of disaster risk management (DRR), early warning systems (EWS), flood risk analysis, and relevant policy and development frameworks.
- Experience in data collection and analysis in humanitarian or development contexts, particularly in DRR, disaster preparedness, resilience, or anticipatory action programming.
- Experience assessing financial delivery mechanisms, cash and voucher assistance (CVA), market systems, or related approaches in humanitarian, disaster preparedness, or anticipatory action contexts.
- Strong analytical skills in qualitative and participatory research methodologies, with quantitative analysis skills considered an advantage.
- Excellent communication and coordination skills, with the ability to engage effectively with local government authorities, financial institutions, NGOs, and community stakeholders.
- Strong report writing skills in Bahasa Indonesia and English, with the ability to produce clear, concise, and high-quality analytical reports.
- Experience applying participatory and community-based research approaches.
- Demonstrated ability to ensure data protection, confidentiality, and ethical standards in data collection and analysis.
- Experience applying safeguarding principles, including gender equality, protection, and inclusion considerations in research processes.

Preferable:

- Experience in assessing or working with forecast-based or trigger-based systems is highly desirable
- Ability to work under tight timelines and meet specific deliverables.
- Good knowledge and understanding of the study areas in East Nusa Tenggara (NTT) Province.
- Domiciled in, or having team members based in, the study area will be an advantage.

Submission Requirements

Interested candidates should submit the following:



- Technical proposal, outlining their understanding of the ToR and proposed approach to conducting the Anticipatory Action Readiness Study, including proposed qualitative and participatory assessment approaches, work plan, timeline, and measures to ensure safeguarding and ethical data collection.
- Team composition, including roles and responsibilities, with CVs of all team members.
- Financial proposal, detailing professional fees and all associated costs (including travel and operational expenses), with clear indication of tax calculations and proposed payment terms.
- Availability period to undertake the assignment.
- Samples of relevant previous work, particularly studies or assessments related to anticipatory action, disaster risk management, early warning systems, or similar assignments.