

TERMS OF REFERENCE (TORs)

Development of the Disaster Risk Reduction (DRR) Policy Implementation Plan, Khyber Pakhtunkhwa

A. Concepts and Background

Khyber Pakhtunkhwa is increasingly exposed to a wide range of natural and human-induced hazards, including floods, earthquakes, landslides, heatwaves, droughts, and complex emergencies. These evolving risks continue to challenge development gains and place significant pressure on institutions and communities across the province. In response, the Government of Khyber Pakhtunkhwa has formulated Khyber Pakhtunkhwa Disaster Risk Reduction (DRR) Policy, which sets a clear direction for transitioning from a reactive disaster management approach to a proactive, risk-informed development pathway.

While the policy provides a comprehensive strategic framework, its effectiveness depends on translating these commitments into actionable and implementable measures. In this context, there is a critical need to develop a **DRR Policy Implementation Plan**, which will serve as a practical and time-bound roadmap for operationalizing policy recommendations at provincial, district, and local levels. The plan will ensure alignment with sectoral priorities, institutional mandates, and resource allocation mechanisms.

The Implementation Plan will be developed through a **multi-sectoral, participatory, and evidence-based approach**, ensuring meaningful engagement of provincial departments, district administrations, development partners, academia, and communities. Particular emphasis will be placed on localization, inclusion, adaptive social protection, and risk-informed development to ensure that the implementation is both effective and sustainable.

B. Specific Objectives

The primary objective of this assignment is to develop a **comprehensive and implementable DRR Policy Implementation Plan** for Khyber Pakhtunkhwa. To achieve this, the assignment will focus on the following:

1. Translating DRR Policy recommendations into **practical, sector-specific, and implementable actions**.
2. Defining **clear roles and responsibilities** for provincial departments, PDMA, DDMUs, and other stakeholders.
3. Developing a **time-bound implementation framework**, categorized into:
 - Short-term (1-2 years)
 - Medium-term (3-5 years)

- Long-term (5–10 years)
- 4. Proposing **costed activities and indicative budgets**, aligned with provincial planning processes such as ADP and sectoral plans.
- 5. Integrating key thematic areas into implementation
- 6. Ensuring **validation, ownership, and institutional buy-in** through structured consultations at regional and provincial levels.
- 7. Developing a **Monitoring, Evaluation, and Reporting Framework** to track progress and ensure accountability.

C. Scope of Work

The consultant firm will undertake a series of structured and interlinked tasks to develop a robust Implementation Plan.

1. Desk Review and Situational Analysis

The assignment will commence with a comprehensive desk review of the approved DRR Policy, existing sectoral plans, DRM frameworks, NDMP, and other relevant policies and strategies. This will be complemented by an analysis of institutional mandates, ongoing initiatives, and existing gaps in DRR implementation across the province.

2. Stakeholder Mapping and Institutional Analysis

A detailed stakeholder mapping exercise will be conducted to identify key actors at provincial, district, and community levels. This will include:

- Provincial line departments
- District administrations and DDMUs
- Development partners and academia
- Community-level institutions

The exercise will also assess institutional capacities, coordination mechanisms, and implementation challenges.

3. Technical Working Group (TWG) Meetings and Consultation Process (Core Requirement)

To ensure systematic translation of the Provincial DRR Policy into implementable actions, the consultant firm shall facilitate a series of seven (07) Technical Working Group (TWG) meetings at PDMA Headquarters prior to regional consultations.

The TWGs were constituted as part of the policy development process comprising of representatives from relevant provincial departments, PDMA, RR&SD, Planning & Development Department, Finance Department, academia, development partners, and technical experts.

Each TWG meeting will focus on specific policy pillars and thematic areas of the Provincial DRR Policy, including but not limited to:

1. Institutional Development
2. Water Resources and Associated Hazards
3. Climate Change and Risk Assessment
4. Earthquake and related hazards
5. Drought, landslides and heatwaves
6. Complex emergencies
7. Adaptive Social Protection

The objectives of the TWG meetings shall include:

- Translating policy recommendations into actionable interventions.
- Identifying lead and supporting departments.
- Defining implementation timelines.
- Proposing indicative budgets and financing mechanisms.
- Identifying institutional and operational challenges.
- Developing consensus on implementation priorities.

The outcomes of the TWGs shall form the basis for subsequent regional consultations and validation exercises.

4. Regional Consultation Workshops

Following completion of the Technical Working Group meetings, a total of four (04) regional consultation and validation workshops shall be conducted for proposed actions, timelines, institutional responsibilities, and indicative budgets.

(a) Malakand Regional Consultation Workshop at Swat

Covering Malakand Division districts with a focus on floods, GLOFs, landslides, seismic risks, watershed management, tourism-related vulnerabilities, and mountain resilience.

(b) Hazara Regional Consultation Workshop at Abbotabad

Covering Hazara Division districts with a focus on earthquakes, landslides, flash floods, urban resilience, forest ecosystem management, and critical infrastructure protection.

(c) Central Khyber Pakhtunkhwa Consultation Workshop at Peshawar

Covering Peshawar Valley and adjoining districts with a focus on urban risks, riverine flooding, infrastructure resilience, governance systems, and service delivery continuity.

(d) Central-Southern Khyber Pakhtunkhwa Consultation Workshop at DI Khan

Covering southern and central-southern districts including DI Khan, Tank, Bannu, Lakki Marwat, Karak, Kohat and adjoining areas with a focus on drought, heatwaves, flash floods, water scarcity, livelihood resilience, and climate-induced vulnerabilities.

Each consultation workshop shall:

- Validate proposed actions and priorities.
- Review departmental roles and responsibilities.
- Refine implementation timelines.
- Review indicative budgets and financing opportunities.
- Ensure regional ownership and contextual relevance.

5. Focus Group Discussions (FGDs) and Strategic Consultations

To strengthen institutional ownership and financing alignment, the consultant firm shall conduct a series of targeted Focus Group Discussions (FGDs) and strategic consultations.

Provincial-Level FGDs

Two (02) provincial-level FGDs shall be conducted with:

- Planning & Development Department (P&D)
- Finance Department

The discussions shall focus on:

- Integration of DRR actions into provincial planning frameworks.
- Alignment with ADP and sectoral plans.
- Financing mechanisms and budgetary requirements.
- Institutional sustainability of proposed interventions.

Federal-Level FGDs

Four (04) federal-level FGDs shall be conducted with:

- Economic Affairs Division (EAD)
- Planning Commission of Pakistan
- National Disaster Risk Management Fund (NDRMF)
- National Disaster Management Authority (NDMA)
- A donor-focused FGD involving organizations such as the World Bank, ADB, EU, UN agencies, JICA, KfW, FCDO, and other development partners
- An FGD with the Pakistan Humanitarian Forum (PHF).

The discussions shall focus on:

- National-level policy alignment.
- Financing opportunities for DRR investments.
- Resource mobilization mechanisms.
- Public Sector Development Programme (PSDP) linkages.
- Climate and disaster financing opportunities.
- Leveraging federal support for implementation of the Provincial DRR Policy.

6. Development of DRR Policy Implementation Plan

Based on findings from the Technical Working Group meetings, regional consultations, and provincial and federal FGDs, the consultant firm shall prepare a comprehensive DRR Policy Implementation Plan comprising:

- Sector-wise Action Plans.
- Detailed Activity Matrix.
- Departmental Responsibilities.
- Short-, Medium-, and Long-Term Timelines.
- Indicative Budgets and Financing Sources.
- Monitoring, Evaluation and Reporting Framework.
- The DRR Policy Implementation Plan shall incorporate and operationalize the following thematic areas:

- Disaster Governance and Institutional Strengthening
- Multi-Hazard Vulnerability and Risk Assessment (MHVRA) and Provincial Disaster Risk Information System (PDRIS)
- Early Warning Systems and Disaster Preparedness
- Community-Based Disaster Risk Management (CBDRM) and Localization
- Climate Change Adaptation and Resilient Infrastructure
- Adaptive Social Protection and Risk-Informed Development
- Disaster Risk Financing and Complex Emergencies

6. Costing and Budgeting

The consultant will develop indicative budgets for each proposed activity, ensuring alignment with:

- Annual Development Programme (ADP)
- Sectoral financing mechanisms
- Donor and development partner funding opportunities

7. Monitoring and Evaluation Framework

A comprehensive M&E framework will be developed, including:

- Key Performance Indicators (KPIs)
- Reporting mechanisms
- Institutional roles and responsibilities

This framework will be linked with PDMA systems to ensure effective tracking and oversight.

D. Deliverables

The consultant firm will deliver the following:

1. **Inception Report**
 - Methodology, work plan, stakeholder mapping
2. **TWG & Regional Consultation, KII, and FGD Reports**
 - Documentation of all regional and provincial consultations

3. Draft DRR Policy Implementation Plan

- Sector-wise action plans
- Activity matrix with timelines and budgets

4. Approved/Final DRR Policy Implementation Plan

- Incorporating all stakeholder feedback
- Ready for approval and implementation

E. Detailed Work Plan and Timeline

Assignment Duration: 02 Months (01 July 2026 – 30 August 2026)

Week	Period	Key Activities	Outputs
Week 1	01 – 07 July 2026	Kick-off meeting with PDMA and RR&SD; desk review of DRR Policy, NDMP, sectoral plans, MHVRA, PDRIS, relevant legislation and strategies; development of methodology and consultation framework	Inception activities initiated
Week 2	08 – 14 July 2026	Stakeholder mapping; institutional analysis; preparation of consultation tools, KII guides and FGD templates; submission of Inception Report	Inception Report submitted
Week 3	15 – 21 July 2026	TWG-1: Disaster Governance & Institutional Strengthening; TWG-2: MHVRA, PDRIS & Risk Information Management; TWG-3: Early Warning Systems & Preparedness	TWG Reports 1, 2 & 3
Week 4	22 – 28 July 2026	TWG-4: CBDRM, Localization & Community Resilience; TWG-5: Climate Change Adaptation & Resilient Infrastructure; TWG-6: Adaptive Social Protection & Risk-Informed Development	TWG Reports 4, 5 & 6
Week 5	29 July – 04 August 2026	TWG-7: Disaster Risk Financing & Complex Emergencies; consolidation of TWG recommendations; Regional Consultation Workshop – Malakand Division; Regional Consultation Workshop – Hazara Division	TWG Report 7 and Northern KP Consultation Reports
Week 6	05 – 11 August 2026	Regional Consultation Workshop – Central KP; Regional Consultation Workshop – Central-Southern KP; Provincial	Regional Consultation Reports and Provincial FGD Reports

		FGD with Planning & Development Department; Provincial FGD with Finance Department	
Week 7	12 – 18 August 2026	Federal FGDs with Economic Affairs Division (EAD), Planning Commission of Pakistan, NDMA and NDRMF; consolidation of recommendations	Federal FGD Reports
Week 8	19 – 25 August 2026	Preparation of Draft DRR Policy Implementation Plan; development of sectoral action plans, timelines, responsibilities, financing framework and M&E framework	Draft DRR Policy Implementation Plan
Week 9	26 – 30 August 2026	Provincial Validation Workshop; incorporation of stakeholder comments; final editing, formatting and submission	Final DRR Policy Implementation Plan

Key Milestones

Milestone 1 (14 July 2026)

- Inception Report approved

Milestone 2 (04 August 2026)

- Seven Technical Working Group Meetings completed

Milestone 3 (11 August 2026)

- Four Regional Consultation Workshops completed

Milestone 4 (18 August 2026)

- Provincial and Federal FGDs completed

Milestone 5 (25 August 2026)

- Draft DRR Policy Implementation Plan submitted

Milestone 6 (30 August 2026)

- Final DRR Policy Implementation Plan submitted and ready for approval

F. Team Composition

The assignment will be outsourced to a qualified consultant firm, comprising a team of **five (05) core experts**, including:

1. DRR Advisor cum Planning Specialist (Team Lead)
2. DRM Planning and Research Expert
3. Climate Change & Risk Communication Experts
4. Social Protection, Gender & Inclusion Specialist
5. Planning and budgeting Expert
6. Consultation and Coordination Specialist

H. Coordination

The consultant firm will work under the **technical guidance of PDMA Khyber Pakhtunkhwa**, with overall supervision by:

- Secretary, Relief Rehabilitation & Settlement Department
- Director General, PDMA

Close coordination will be maintained with all relevant provincial departments and stakeholders throughout the assignment.

I. Payment Structure

Payments will be linked to deliverables as follows:

- Inception Report, Regional Consultations & Interim Outputs, and Draft/Final Implementation Plan (**100%** Payment).