

TERMS OF REFERENCE (ToR)

## **Short term Consultancy - GESI-responsive sectoral planning for Clean Air Zones (CAZ) in Lahore, Pakistan**

**Action Area:** Air

**Strategic Group:** Climate and Environmental Risks

ToR

## About ICIMOD

The Hindu Kush Himalaya (HKH) region stretches 3,500 km across Asia, spanning eight countries – Afghanistan, Bangladesh, Bhutan, China, India, Myanmar, Nepal, and Pakistan. Encompassing high-altitude mountain ranges, mid-hills, and plains, the zone is vital for the food, water, and energy security of up to two billion people and is a habitat for countless irreplaceable species. It is also acutely fragile and vulnerable to the impacts of the triple planetary crisis of climate change, pollution, and biodiversity loss.

The International Centre for Integrated Mountain Development (ICIMOD), based in Kathmandu, Nepal, is an international knowledge organisation focused on the HKH region, working since 1983 to deliver greener, more inclusive, and climate-resilient development. Our work is guided by our [Strategy 2030](#), [Medium-Term Action Plan V \(2023–2026\)](#) and the associated Results Framework, and our various [policies](#). Learn more on our [website](#).

## Background

The Punjab province is Pakistan’s most densely populated and economically productive region, playing a central role in the country’s development. At the same time, the province and particularly the capital city of Lahore, consistently face some of the most severe air pollution challenges in South Asia. Ambient particulate matter (PM<sub>2.5</sub>) concentrations in major Punjab cities regularly exceed both Pakistan’s National Environmental Quality Standards (NEQS) and the World Health Organization (WHO) air quality standards.

Lahore continues to be the epicentre of this crisis.<sup>12</sup> The major sources of air pollution in the city include transport emissions, industrial combustion, road dust, and open waste burning.<sup>3</sup> Additionally, seasonal crop residue burning and long-range transport of pollutants across the Indo-Gangetic Plain further intensify pollution episodes in Lahore.

Recognising the severity of the problem, the Government of Pakistan has adopted the National Clean Air Policy (NCAP) 2023, which provides a cross-sectional framework covering multiple pollution sources. At the provincial level, the Government of Punjab has adopted the Punjab Clean Air Action Plan, which specifies mitigation measures to curb pollution and establish Clean Air Zones (CAZs), which are yet to be piloted but can accelerate emission reduction in critical hotspots.

## Consultancy overview

Supporting the vision of the Government of Punjab in curbing of air pollution, the consultancy will aim to develop comprehensive plans for two sites in Lahore city. The purpose is to identify, design, and develop plans of CAZs, while ensuring that such planning is gender equality and social inclusion (GESI)-responsive.

## Objectives

The objectives are to:

- Identify five candidate sites (covering dominant sources such as vehicular emissions, commercial, industrial, residential activities, etc.) to be developed as CAZs, based on pollution hotspots, exposure, and source analysis.
- From the five candidate sites, shortlist two potential sites for the development of detailed sectoral plans, in consultation with the government and diverse stakeholders including women, people with disabilities and members of vulnerable communities in the planning process.
- Develop a multisectoral rapid assessment action plan for immediate implementation by 1st Week of October 2026.
- Develop detailed sectoral plans for the two sites, each representing a dominant source sector (along with other sources) such as transport, industrial, commercial, and residential.
- Recommend GESI-responsive sectoral interventions that integrate financial, policy, regulatory, technological, and infrastructural measures to reduce emissions from top polluting sectors.
- Design a structured capacity building programme, develop a Code of Conduct (CoC) and draft standard operating procedures (SOPs) to strengthen the capacity of local authorities, community representatives, and relevant stakeholders for the effective operation and long-term sustainability of CAZ interventions as part of the implementation roadmap.
- Conduct at least two workshops with government agencies, local authorities, and relevant stakeholders to validate findings, design interventions, and ensure participatory planning.

## Scope of work

### Main task 1: Comprehensive review and site selection for CAZ implementation

The consultant shall assess the five candidate sites and select two potential sites as the most suitable for CAZ implementation (each site representing a dominant source sector: transport, industrial, commercial, residential), in consultation with the Government.

#### Sub-task 1.1: Conduct a rapid needs assessment of the following:

- Existing emission sources in the city of Lahore, including industries, waste burning, transport, diesel generators, and other local pollution sources.
- Current air quality levels, determined from monitoring station data and satellite-derived data.
- City-level plans, including master development plans, land use plans, and population density maps to understand urban structure and development strategies.
- National and provincial policies, including the National Clean Air Policy (NCAP), Punjab Clean Air Action Plan, and other relevant policies.
- International and regional examples of Low Emission Zones (LEZs) and Clean Air Zones (CAZs) to draw lessons applicable to Lahore.
- Proposal of five candidate sites for CAZ (covering dominant sources such as transport, industrial, commercial, residential).

**Sub-task 1.2:** Apply the Analytic Hierarchy Process (AHP) as a multi-criteria decision-making tool (to be discussed and finalised with the ICIMOD team) to evaluate and rank five candidate sites and their potential for CAZ implementation based on multiple relevant criteria.

- Define a set of criteria that reflects financial, social, environmental, institutional, and technical factors important for successful CAZ implementation, such as (but not limited to):
  - emission reduction potential
  - government and institutional readiness
  - infrastructure and technological readiness
  - institutional feasibility
  - gender and social vulnerability analysis
  - financial feasibility/ availability of funds
  - environmental co-benefits (health, ecosystems, climate)
  - enforcement capacity
  - acceptability of the stakeholders

**Sub-task 1.3:** Use the AHP results to support transparent, evidence-based decision making and justify the selection of the five candidate sites for CAZ implementation.

- Prepare a recommendation report that consolidates analysis across five candidate sites (supported by AHP results) for CAZ (each site representing a dominant source sector: transport, industrial, commercial, residential).

**Sub-task 1.4:** Conduct a stakeholder workshop to communicate the selection of the five candidate sites for CAZ implementation.

- Incorporate stakeholder feedback and finalise the report by identifying and justifying the recommendation of the two most suitable sites (among five candidate sites) for CAZ implementation.

## **Main Task 2: Development and implementation of a sectoral framework for selected CAZ sites**

The consultant will establish a robust, actionable, sectoral framework to facilitate the successful implementation of CAZ in two selected sites.

**Sub-task 2.1:** Develop detailed multisectoral rapid assessments (for immediate implementation by **1<sup>st</sup> Week of October 2026**) and detailed interventions for the two selected sites, clearly outlining policy and regulatory measures, gender-inclusive and socially responsible technological solutions, financial considerations, and GESI-responsive technological solutions, infrastructure improvements, and enforcement strategies.

- Identify feasible technologies (e.g. emission control devices, cleaner fuels, traffic management).
- Assess existing gaps and opportunities to support behavioural change through strategically designed and targeted outreach and awareness interventions.
- Conduct cost-benefit analysis of proposed interventions.
- Conduct co-benefit or socio-economic impacts assessment (benefits and risks) of proposed interventions, including:
  - air quality outcomes
  - climate outcomes
  - health outcomes
  - employment and livelihood
  - demographic profile of the two selected sites

**Sub-task 2.2:** Prepare detailed spatial plans illustrating the layout of proposed measures within the CAZ sites using a geographic information system (GIS) platform.

- Provide design concepts, drawings, and maps to clearly communicate before and after scenarios.
- Identify administrative and regulatory requirements such as permits needed to implement proposed interventions.
- Draft incentive policies and regulatory instruments

**Sub-task 2.3:** Develop an implementation roadmap detailing phased actions, timelines, and responsibilities of relevant agencies for CAZ intervention.

- Prepare short-term, medium-term, and long-term implementation phases along with financial requirements.
- Define clear timelines and sequencing of activities for each sectoral intervention.
- Define clear roles and responsibilities of the relevant stakeholders for each action item.
- Review the existing institutional framework and improvements required to deliver this CAZ plan.
- Develop manuals, code of conduct, and SOPs to implement and sustain CAZ interventions.
- Identify and define capacity building requirements needed for effective CAZ operation, monitoring, and enforcement.

**Sub-task 2.4:** Establish a monitoring, evaluation, and learning (MEL) framework, including (but not limited to):

- Indicators for tracking progress
- Reporting frequency
- Concept design of a dashboard

**Sub-task 2.5:** Organise targeted consultation workshops or meetings with relevant stakeholders to present sectoral interventions and seek feedback.

- Facilitate interactive sessions to address concerns.
- Incorporate stakeholder inputs and prepare finalised intervention report.

## Deliverables

The consultant will accomplish the following deliverables:

| Activity                                                                                               | Deliverable                                                                                           | Description                                                                                                                                                                                                        |
|--------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Main task 1: Comprehensive review and site selection for CAZ implementation till September 2026</b> |                                                                                                       |                                                                                                                                                                                                                    |
| 1.1                                                                                                    | Rapid Needs Assessment summarising emission sources, pollution levels, city-level plans and policies. | Assessment of emission sources, air quality levels, city-level plans, relevant national and provincial policies, international and regional CAZ/LEZ examples to propose two potential sites in Lahore city for CAZ |

|                                                                                                                       |                                                                                                                                                                |                                                                                                                                                                                                                                                                                                                                                                                      |
|-----------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                                                       |                                                                                                                                                                | <p>implementation (covering dominant sources such as transport, commercial, industrial, residential).</p> <p>Refer to Sub-task 1.1 under Section <b>Error! Reference source not found..</b></p>                                                                                                                                                                                      |
| 1.2                                                                                                                   | Multi-criteria Evaluation, outlining criteria for ranking five candidate sites.                                                                                | <p>Application of Analytic Hierarchy Process (AHP) as a multi-criteria decision-making tool (in consultation with ICIMOD team) to evaluate and rank five candidate sites based on various criteria such as financial, gender, social, environmental, institutional, and technical factors.</p> <p>Refer to Sub-task 1.2 under Section <b>Error! Reference source not found..</b></p> |
| 1.3                                                                                                                   | Recommendation Report highlighting five candidate sites for CAZ implementation along with justifications.                                                      | <p>Use the AHP results to prepare a Recommendation Report highlighting the rationale for selecting five candidate sites for CAZ implementation (covering dominant pollution source sectors, such as transport, commercial, industrial, residential).</p> <p>Refer to Sub-task 1.3 under Section <b>Error! Reference source not found..</b></p>                                       |
| 1.4                                                                                                                   | Stakeholder workshop and revised Recommendation Report incorporating stakeholder feedback to finalise two suitable sites for CAZ.                              | <p>Conduct a workshop to present and discuss five candidate sites and use feedback to finalise and justify the selection of the two most suitable sites for CAZ implementation.</p> <p>Refer to Sub-task 1.4 under Section <b>Error! Reference source not found..</b></p>                                                                                                            |
| <b>Main task 2: Development and implementation of sectoral framework for selected CAZ sites till 15 December 2026</b> |                                                                                                                                                                |                                                                                                                                                                                                                                                                                                                                                                                      |
| 2.1                                                                                                                   | Develop a rapid CAZ Action Plan for immediate actions for 2 selected sites in consultation with the EPCCD Punjab by the <b>1<sup>st</sup> Week of October.</b> | <p>This is to facilitate and demonstrate to the Government the strength of CAZ zones as a mitigation measure.</p> <p>Refer to Sub-task 2.1 under Section <b>Error! Reference source not found..</b></p>                                                                                                                                                                              |
| 2.2                                                                                                                   | Multisectoral intervention framework per CAZ site.                                                                                                             | Develop detailed multisectoral intervention frameworks for the two selected sites, clearly outlining policy and regulatory measures, gender-inclusive and socially responsible technological solutions, financial considerations, gender-inclusive infrastructure improvements, and enforcement strategies.                                                                          |

|     |                                                                                                        |                                                                                                                                                                                                                                                                           |
|-----|--------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|     |                                                                                                        | Refer to Sub-task 2.1 under Section <b>Error! Reference source not found..</b>                                                                                                                                                                                            |
| 2.3 | Spatial plans for each CAZ site.                                                                       | <p>Prepare GIS-based spatial plans and design concepts for proposed interventions within each CAZ site to communicate before and after scenarios.</p> <p>Refer to Sub-task 2.2 under Section <b>Error! Reference source not found..</b></p>                               |
| 2.4 | Implementation roadmap                                                                                 | <p>Develop a phased implementation plan of proposed interventions along with timelines, agency responsibilities, financial requirements, and institutional strengthening needs.</p> <p>Refer to Sub-task 2.3 under Section <b>Error! Reference source not found..</b></p> |
| 2.5 | Monitoring, evaluation, and learning (MEL) framework                                                   | <p>Establish MEL framework including indicators, reporting frequency, and concept design of a dashboard.</p> <p>Refer to Sub-task 2.4 under Section <b>Error! Reference source not found..</b></p>                                                                        |
| 2.6 | Consultation and CAZ intervention report, with necessary revisions made based on stakeholder feedback. | <p>Organise targeted consultation workshops with relevant stakeholders to present sectoral interventions and incorporate feedback into finalised CAZ Intervention Report.</p> <p>Refer to Sub-task 2.5 under Section <b>Error! Reference source not found..</b></p>       |

## Qualifications and experience

The consulting team should have:

- Proven experience in air quality assessment, urban planning, policy research, and environmental management.
- Demonstrated capability in performing feasibility analysis and designing or implementing similar air pollution reduction initiatives.
- Strong experience in rapid environmental assessments, stakeholder engagement and socio-economic studies.

- Familiarity with the policy and institutional frameworks related to environmental protection in Lahore or similar contexts.
- Proven experience in developing actionable, phased implementation roadmaps for environmental or urban projects.
- Excellent communication, report-writing, and presentation skills.
- Advanced degree in Social Sciences or Gender Studies with 7 years of experience integrating social safeguards and analysing impacts of pollution on male and female workers.

## Duration and notice period

The contract period for this assignment is till 15 December 2026. The exact start and end date of the consultancy will be mentioned in the consultancy contract.

The consultancy assignment may be terminated by either party upon providing 15 days prior written notice. In such cases, payment shall be made on a pro-rata basis for the work satisfactorily completed up to the effective date of termination, subject to approval by ICIMOD. However, in the case of misconduct by the consultant, such notice period is not applicable.

## Reporting requirements

The consultant will report to the Intervention Manager - Air Quality Monitoring and the Air Pollution Mitigation Analyst, while providing regular updates on progress and challenges to the Air Lead. All deliverables must be submitted as a draft for review and approval by the ICIMOD team before final submission.

## Proposal

### Technical proposal

Applicants must include the following sections in the technical proposal:

- **Technical approach and methodology**  
In this section, applicants should explain their understanding of the objectives of the assignment, approach to the services, and methodologies to be utilised to obtain the expected output.
- **Organisation and experts**  
Applicants should propose the structure and composition of their team, mentioning their qualifications and skills as requested in the section 'Qualifications and experience'. Applicants should list the main discipline of the assignment, the key expert responsible, and the proposed technical and support staff.
- **Relevant past experience**  
Applicants must include the past experience of their organisation and experts relevant to this request for proposals.

### Financial proposal

The bidder should provide the financial quotations with the breakdown of all the costs, including applicable tax, in the budget:

- Breakdown of the experts' charges, number of days, and rate
- Breakdown of any other costs, item, unit, quantity, rate

Refer to the table provided along with this ToR for the detailed budget.

### Evaluation criteria

The technical proposal will be evaluated based on the following:

| Criteria                                         | Maximum score | Details                                                                                                                |
|--------------------------------------------------|---------------|------------------------------------------------------------------------------------------------------------------------|
| Quality of the proposal                          | 10            | Structure and comprehensiveness of the proposal based on the ToR requirement                                           |
| understanding and approach on the proposed tasks | 20            | Understanding of the assignment, proposed methodology, work plan, and stakeholder engagement approach.                 |
| Organisation experience                          | 20            | Relevant experience in similar assignments, air quality management, policy development, and environmental consultancy. |
| Human resources                                  | 20            | Qualifications, relevant experience, and suitability of the proposed key experts.                                      |
| Proposed timeline and deliverables               | 10            | Realistic timeline and alignment of activities and deliverables with the ToR.                                          |
| Proposed management & operation plan             | 20            | Project management approach, coordination, quality assurance, reporting, and risk management.                          |

The service provider will be selected on the basis of the highest-ranked technical proposal (60% weightage) and the lowest-cost financial proposal (40% weightage).

The service provider will be selected on the basis of the highest cumulative scores obtained in the technical and financial proposals using the following formula:

- Technical score = Score obtained based on technical proposal (total 100)
- Financial score = Score obtained based on financial proposal (total 100)
- Total score = 60% of technical proposal + 40% of financial proposal

The service provider scoring the maximum score based on the criteria will be awarded. However, the service provider should score at least 60 points in the technical proposal.

### Terms of payment

Payments will be made upon satisfactory completion of deliverables for each task as follows:

| Milestone | Payment (%) |
|-----------|-------------|
|-----------|-------------|

|                                                          |     |
|----------------------------------------------------------|-----|
| Upon signing of the contract                             | 30% |
| Upon submission of final report incorporating all inputs | 70% |

## Method of application

The completed proposal should be submitted through email to [consultancyhr@icimod.org](mailto:consultancyhr@icimod.org) by 24 August 2026 (11:59 pm Nepal Standard Time, UTC+05:45) with the subject line, '**Application for Consultant for Clean Air Zones planning in Lahore**'.

Two separate files of technical and financial proposals should be submitted along with the valid legal documents as follows:

1. Legal registration and renewal certificate
2. Tax registration certificate (e.g. TPIN/PAN/VAT certificate) issued by the relevant statutory authority in the country where the organisation is legally registered.
3. Institutional profile and other relevant documents related to the nature of procurement
4. Tax clearance or annual tax return of the last fiscal year
5. Audit report of the last three (3) years including audited financial statements
6. CVs of all major team members

As per ICIMOD's policy, English is the official language for all agreement documents. Therefore, all required documents must be submitted in English. If any certificates or supporting documents are issued in a national or local language, a certified English translation must accompany the original document.

**For further inquiries or to submit proposals, please contact:**

[consultancyhr@icimod.org](mailto:consultancyhr@icimod.org) | ICIMOD | Kathmandu, Nepal.

## ICIMOD's core values

Our core values are integrity, neutrality, relevance, inclusiveness, openness, and ambition. These values are an expression of our culture and are central to the guiding beliefs and principles of our work and behaviour. Our core values will lie at the heart of ICIMOD operations and delivery. They will underpin everything we do and frame how we work with our partners. They reflect our founding intentions and the balances we seek to hold, while equipping ourselves for the future.

## Diversity, equity, inclusion, and safeguarding

ICIMOD's consultant selection process is based on the qualifications and competence of the applicants. As an employer, ICIMOD is committed to promoting diversity, equity, and inclusion, and offers equal opportunities to applicants from all backgrounds and walks of life, including but not limited to gender, age, national origin, religion, race, caste, ethnicity, sexual orientation, disability, or social status. ICIMOD strongly encourages applications from all eligible applicants, especially women, from all parts of the HKH region.

ICIMOD is dedicated to establishing and upholding a safe and nurturing work environment, where all its employees can participate fully and meaningfully without fear of violence, harassment, exploitation, or intimidation. Any type of abuse or harassment, including sexual misconduct (including child abuse), by our staff, representatives, or stakeholders is not condoned or tolerated.

## **Ethical consideration**

The consulting institutions/firm will be required to take all the necessary actions to handle the collected data responsibly (see [ICIMOD Responsible Data Policy](#)) to ensure data privacy, anonymity, and confidentiality.

## **Commitment to the prevention of sexual harassment**

ICIMOD is committed to prevention and redressal of sexual harassment at the workplace and promoting the welfare of children, young people and adults and expects all staff, consultants/consulting firms, volunteers to share this commitment. We will do everything possible to ensure that only those who are suitable to work within our values are selected to work for us.

## **Confidentiality/non-disclosure**

All material issued in connection with this ToR shall remain the property of ICIMOD and shall be used only for the purpose of this procurement exercise. All information provided shall be either returned to ICIMOD or securely destroyed by unsuccessful applicants upon completion of the procurement exercise.

During the performance of the assignment or at any time after expiry or termination of the Agreement, the consulting institutions/firm shall not disclose to any person or otherwise make use of any confidential information which s/he has obtained or may during this agreement relating to partner organisation/ICIMOD, the respondents or otherwise.

The consulting institutions/firms will be required to sign a non-disclosure/confidentiality agreement as part of their undertaking of this work.

## **Intellectual property, copyright, and ownership of all prepared information**

The consulting institutions/firm shall retain all rights to pre-existing (background) intellectual property or materials used by the firm in the delivery of this study. All arising intellectual property, ideas, materials, processes, or processes formed in contemplation, course of, or as a result of this study shall be passed to ICIMOD without restriction.

The consulting institutions/firm shall warrant that all arising intellectual property, materials and/or products produced in pursuit of this study shall be original and shall not infringe on any third party's claim. All technical or business information, in whatever medium or format, originated, collated, or prepared by or for the consulting institutions/firm in contemplation, course of, or as a result of this

assignment shall be transferred to ICIMOD without restriction on completion and shall not be used by the firm for any other purpose without express written permission of ICIMOD.

Copyright of all arising documents, data, information, or reports produced by the consulting institutions/firm under this agreement shall belong to ICIMOD and will be passed to ICIMOD without restriction. Such documents, data, information, and reports shall not be used by the firm for any other purpose other than in conjunction with this assignment, without the express written permission of ICIMOD's Head of Programme Finance.