

DEPARTMENT OF DISASTER MANAGEMENT



Simmonds Building #30 DeCastro Street
Road Town, Tortola, VG1110
Ph. 284-468-4200 Fax: 284-468-4208
E-Mail: ddm@gov.vg



TERMS OF REFERENCE (TOR) CONSULTANCY TO DEVELOP THE VIRGIN ISLANDS COMPREHENSIVE DISASTER MANAGEMENT (CDM) STRATEGY AND PROGRAMMING FRAMEWORK 2027–2031

1.0 BACKGROUND

The Government of the Virgin Islands is committed to strengthening national resilience through an integrated and comprehensive approach to disaster risk management. As a Small Island Developing State (SIDS), the Territory faces increasing exposure to multiple hazards, including tropical cyclones, flooding, coastal inundation, storm surge, drought, earthquakes, tsunamis, volcanic hazards, public health emergencies, marine pollution incidents, and the adverse impacts of climate change.

These hazards present significant risks to lives, livelihoods, critical infrastructure, ecosystems, and national economic development. Climate change is expected to further increase the frequency and intensity of extreme weather events, sea level rise, coastal erosion, and water insecurity, thereby exacerbating existing vulnerabilities.

Recognising these challenges, the Government, through the Department of Disaster Management (DDM), seeks to develop a comprehensive Five-Year Disaster Management Strategy and Programming Framework 2027–2031 (hereafter referred to as 'the Strategy'). The intended planning period is strictly five years, spanning from 2027 through 2031. The Strategy will guide national efforts to strengthen disaster risk governance, improve preparedness and response capacities, enhance resilience, and reduce disaster losses across all sectors.

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The Strategy shall support the transition from a predominantly response-focused approach towards a comprehensive disaster management framework that emphasises mitigation, preparedness, response, recovery, rehabilitation, and resilience-building. It shall be aligned with national legislation, development priorities, and international and regional commitments, including:

- The Sendai Framework for Disaster Risk Reduction 2015–2030;
- The Sustainable Development Goals (SDGs);
- The Early Warnings for All (2027);
- ISO Standards (31000 & 22301);
- The SAMOA Pathway;
- The Virgin Islands' National Sustainable Development Plan 2021-2036;
- The Caribbean Pathway for Building Resilience; and
- Other relevant regional and international frameworks.

Please note: The Sendai Framework and Early Warnings for All will both have expired before the end of the strategy period and may therefore require the consultant to make adjustments during that period.

The DDM therefore seeks the services of a suitably qualified Consultant or Consulting Firm to develop the Virgin Islands CDM Strategy and Programming Framework using a participatory, evidence-based, and inclusive approach.

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2.0 OBJECTIVES OF CONSULTANCY

2.1 The main objectives of this consultancy are:

2.1.1 Review and analyse the results of the Virgin Islands Comprehensive Disaster Management (VI CDM) Programme Audit to establish a baseline of the current state of CDM implementation and identify key gaps and priority areas for strengthening institutional arrangements, legislation, policies, capacities, and resources.

2.1.2 Review and assess existing disaster management programmes, plans, and initiatives to determine their relevance, effectiveness, implementation status, and alignment with current disaster risk management priorities, identifying gaps, overlaps, and opportunities for improved coherence and coordination.

2.1.3 Define strategic priorities and directions for strengthening disaster risk reduction and resilience based on findings from the VI CDM Programme Audit, existing programme reviews, and key stakeholder consultations.

2.1.4 Develop a practical and implementable Five-Year CDM Strategy and Programming Framework (2027–2031) for the Government of the Virgin Islands, adaptable to emerging international priorities.

2.1.5 Facilitate rigorous stakeholder consultations to ensure national ownership, inclusivity, and broad-based participation.

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3.0 SCOPE OF WORK

3.1 The Consultant or Consulting Firm shall undertake the following activities:

3.1.1 Participate in an inception meeting with the DDM to establish a common understanding of the consultancy, confirm expectations, and agree on the approach and work plan.

3.1.2 Prepare an Inception Report detailing the proposed methodology, approaches, key activities, deliverables, and timelines, incorporating feedback from the DDM.

3.1.3 Design and facilitate a participatory national-level stakeholder consultation process. This must explicitly include representation from the Sister Islands, vulnerable communities, persons with disabilities, older persons, young people, women's organisations, critical infrastructure operators, utilities, telecommunications providers, the private sector, non-governmental organisations (NGOs), and other relevant community groups.

3.1.4 Undertake a comprehensive review and strategic analysis of existing disaster management programmes, plans, and institutional arrangements.

Note: The Consultant is expected to review and synthesise existing information; no new primary technical hazard or vulnerability assessments are required.

To ensure the new strategy is both robust and actionable, the strategic analysis must, in addition to standard SWOT and PESTLE assessments, comprehensively address the Territory's changing multi-hazard risk profile. This requires an honest appraisal of our institutional and operational capacity, alongside a review of existing legislative and policy gaps.

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The framework must also safeguard our physical and digital environments by addressing critical infrastructure interdependencies, modernising early-warning and public-alert arrangements, and streamlining data management and information-sharing. Finally, the strategy must firmly embed climate-change adaptation and nature-based resilience measures while actively prioritising recovery readiness, business and government continuity, and secure disaster financing and financial protection.

3.1.5 Develop the Draft Virgin Islands CDM Strategy and Programming Framework 2027–2031. To ensure a cohesive document, the Strategy must integrate the following components:

- Strategic vision, mission, goals, and priority areas;
- A Results Framework setting out strategic results, outcomes, outputs, performance indicators, baselines, and targets;
- A Programming/Implementation Framework translating strategic priorities into actionable programmes, indicative timelines, responsible units, partners, and cost/resource requirements; and
- A Monitoring, Evaluation, and Learning (MEL) Framework.

3.1.6 Facilitate a stakeholder validation process to present the Draft Strategy, obtain feedback, and validate proposed priorities.

3.1.7 Consolidate and document all stakeholder feedback via a formal "Stakeholder Feedback Matrix," detailing how comments were addressed or incorporated into the Final Strategy.

3.1.8 Prepare a final Consultancy Close-out Report presenting the activities undertaken, results achieved, challenges encountered, lessons learned, and recommendations.

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4.0 RESULTS AND DELIVERABLES

4.1 The Consultant will submit to DDM for formal review and acceptance:

- **Deliverable 1:** Inception Report and Stakeholder Engagement Plan
- **Deliverable 2:** Stakeholder Consultation, Situational Analysis, and Risk Assessment Report
- **Deliverable 3:** Draft VI CDM Strategy and Programming Framework 2027–2031 (Inclusive of the Results, Implementation, and MEL Frameworks)
- **Deliverable 4:** Final VI CDM Strategy and Programming Framework 2027–2031 (Inclusive of the Stakeholder Feedback Matrix)
- **Deliverable 5:** Consultancy Close-out Report

5.0 INDICATIVE TIMEFRAME AND LEVEL OF EFFORT

5.1 The consultancy will be executed over a calendar period of approximately 150 days to ensure sufficient time for stakeholder engagement, thorough DDM reviews, and iterative revisions.

The table below outlines the estimated Level of Effort (LoE) for the Consultant/Consulting Team, which is strictly separated from the DDM's review timelines.

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Phase & Key Activities	Consultant Level of Effort (Professional Days)
Phase 1: Inception (Meeting, programme audit review, desktop review, Draft/Final Inception Report)	12
Phase 2: Data Gathering & Strategic Analysis (Stakeholder engagement, broad institutional/risk analyses, drafting Situational Analysis & Risk Assessment Report)	25
Phase 3: Draft Strategy Development (Synthesis of findings, developing the Strategy, Results, Implementation, and MEL Frameworks)	35
Phase 4: Validation & Finalisation (Validation session, feedback analysis, incorporating revisions, Final Strategy submission)	15
Phase 5: Consultancy Close Out (Preparation and submission of the Close-out Report)	3
Total Consultant Level of Effort	90 Days

Note: The 90 days represent the cumulative professional days for a consulting team (or sole consultant). This does not dictate the calendar duration, which allows for scheduled pauses during DDM and stakeholder review periods.

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6.0 GOVERNANCE, REVIEW, AND APPROVAL ARRANGEMENTS

6.1 Governance Structure:

- **Senior Oversight:** The Director of the DDM is the Senior Officer responsible for the overall strategic oversight and final acceptance of deliverables.
- **Day-to-Day Management:** The DDM Deputy Director will oversee the daily administration of the consultancy, coordinate logistics, and serve as the primary point of contact.
- **Technical Steering Committee:** An interdepartmental committee will provide technical guidance, support stakeholder validation, and review major deliverables. Members of this committee may represent, but are not limited to:
 - Deputy Governor's Office
 - DDM
 - Ministry of Health
 - Ministry of Environment
 - Ministry of Communications and Works
 - Ministry of Education
 - Premier's Office

Final Approval: The Strategy will achieve its "nationally endorsed" status upon formal submission to, and approval by, the Cabinet of the Virgin Islands.

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6.2 Deliverable Review and Acceptance Procedures:

- **Review Timeline:** DDM and the Technical Steering Committee will have up to ten (10) working days to review each submitted deliverable.
- **Consolidation of Comments:** The DDM Project Manager is responsible for consolidating all Government comments into a single, unified feedback matrix for the Consultant.
- **Revisions:** The contract will include up to two (2) rounds of revisions per deliverable to ensure feedback is adequately addressed.
- **Format:** Deliverables must be submitted electronically in both editable (MS Word/Excel) and accessible PDF formats. Presentations must adhere to Government of the Virgin Islands branding standards.
- **Acceptance Criteria:** Deliverables will be deemed acceptable when they meet the scope requirements outlined in Section 3, successfully incorporate consolidated feedback, and receive written sign-off from the Director of the DDM.

7.0 REQUIRED EXPERIENCE AND SKILLS

7.1 The lead consultant or the combined consulting team must possess:

- A Master's Degree in Disaster Risk Management, International Development, Public Policy, or a related field.
- A minimum of seven (7) years of progressive experience for the Lead Consultant in public-sector policy, strategic planning, and environmental management.
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- Demonstrated experience in developing comparable national or regional disaster management strategies.
- Extensive contextual experience working in the Caribbean, Overseas Territories, or Small Island Developing States (SIDS).
- Demonstrated expertise in results-based management, monitoring and evaluation, programme costing, and resource planning.
- Exceptional skills in stakeholder facilitation, participatory engagement techniques, and workshop management with diverse groups ranging from vulnerable communities to senior decision-makers.

(Note: If a consulting firm applies, the proposal must clearly distinguish the Team Leader—who must meet the 7-year experience threshold—from the supporting team members' specific technical qualifications).

8.0 PROPOSAL REQUIREMENTS AND EVALUATION CRITERIA

8.1 Proposal Components:

Interested consultants or consulting firms shall submit a proposal comprising two components: a Technical Proposal and a Financial Proposal. Proposals should clearly demonstrate the Consultant's understanding of the assignment, proposed approach and methodology, relevant experience, proposed level of effort, and the qualifications and experience of the Consultant or proposed

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consultancy team, as applicable. The Technical and Financial Proposals shall be submitted as separate sections or documents and clearly identified as such.

8.1.1 Technical Proposal

The Technical Proposal should, at a minimum, include the following:

- **8.1.1.1 Understanding of the Assignment:** A clear understanding of the purpose, objectives, scope, and expected outcomes of the consultancy, including the key issues and considerations relevant to the development of the VI CDM Strategy and Programming Framework 2027–2031.
- **8.1.1.2 Proposed Methodology and Approach:** A detailed description of the proposed methodology and approach for undertaking the assignment, including the proposed approach to reviewing and analysing the completed CDM Programme Audit, conducting the strategic and institutional analysis, engaging stakeholders, and developing and validating the Strategy and Programming Framework.
- **8.1.1.3 Stakeholder Engagement Approach:** A description of the proposed approach to stakeholder identification, consultation, engagement, and validation, including the proposed use of workshops, focus group discussions, interviews, surveys, and other appropriate methods.
- **8.1.1.4 Work Plan and Schedule:** A detailed work plan outlining the key activities, deliverables, milestones, and proposed timeframe for completion of the assignment, demonstrating how the consultancy will be completed within the period specified.

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- **8.1.1.5 Relevant Experience:** Details of the Consultant's or firm's relevant experience in undertaking comparable assignments, particularly in strategic planning, programme development, disaster risk management, comprehensive disaster management, organisational development, and/or related areas. Examples of relevant previous assignments should be provided, including the client, nature of the assignment, period of engagement, and a brief description of the work undertaken.
- **8.1.1.6 Proposed Personnel and Level of Effort:** Details of the proposed personnel who will undertake the assignment, whether as a sole Consultant or as a consultancy team, including their respective roles and responsibilities and the proposed number of professional days to be allocated to each person.
- **8.1.1.7 Qualifications and Experience:** Curriculum Vitae (CVs) should clearly demonstrate the relevant academic qualifications, professional experience, and experience applicable to the requirements of this consultancy, including relevant previous assignments and professional references.

The DDM reserves the right to verify the qualifications, experience, and references provided in the proposal.

8.1.2 Financial Proposal

The Financial Proposal shall provide a detailed and transparent breakdown of the total cost of the consultancy and should, at a minimum, include:

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- **8.1.2.1** Professional fees, including the proposed daily rate for the Consultant or each proposed team member, as applicable;
- **8.1.2.2** Number of professional days proposed for the Consultant or each proposed team member, as applicable;
- **8.1.2.3** Professional fees by activity and/or deliverable, where applicable;
- **8.1.2.4** Travel and transportation costs, where applicable;
- **8.1.2.5** Accommodation and subsistence costs, where applicable;
- **8.1.2.6** Costs associated with stakeholder consultations and other agreed activities, where applicable;
- **8.1.2.7** Any other direct costs required to complete the assignment; and
- **8.1.2.8** The total proposed consultancy cost.

All costs shall be clearly itemised, and the basis for each cost shall be stated. Professional fees should clearly indicate the applicable daily rate, number of professional days, and resulting fee. The Financial Proposal shall be consistent with the level of effort, methodology, work plan, and activities proposed in the Technical Proposal.

The consultancy shall be undertaken over the period from mid-December 2026 to mid-May 2027, representing approximately 150 calendar days. The Terms of Reference provide for an indicative total level of effort of 90 professional days, allocated across the activities and deliverables set out in the deliverables table.

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The proposed number of professional days shall be consistent with the level of effort and indicative allocation of professional days specified in the Terms of Reference. The total proposed level of effort shall not exceed 90 professional days without prior written authorisation from DDM. The proposed professional days represent the level of effort required to undertake the assignment and are distinct from the overall calendar duration of the consultancy.

The Consultant or consulting firm shall clearly identify any applicable taxes, fees, or other charges included in the proposed price.

8.2 Evaluation Criteria:

Proposals will be evaluated using a Combined Scoring Method (Technical 70% / Financial 30%). A minimum technical score of 75/100 is required before the Financial Proposal is opened. The

Technical Proposal will be evaluated based on the following criteria:

- **Understanding of the Assignment (15 points):** Clarity on objectives, scope, and strategic context.
- **Proposed Methodology & Stakeholder Approach (25 points):** Robustness of the strategic analysis approach and inclusivity of the stakeholder engagement plan.
- **Qualifications & Relevant Experience (25 points):** Caribbean/SIDS disaster management experience, strategic planning history, and demonstrable policy/strategy success.
- **Composition & Level of Effort of Team (20 points):** Appropriate mix of skills (costing, M&E, facilitation) and realistic allocation of professional days.

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- **Work Plan & Timeframe (15 points):** Logical sequencing of activities aligning with ToR requirements.

9.0 DURATION AND LOCATION OF CONSULTANCY

The consultancy is expected to commence in mid-November 2026 and conclude by mid-April 2027, accommodating the required ~150 calendar days for comprehensive execution. The primary location is Tortola, British Virgin Islands, utilizing a hybrid of in-person stakeholder engagement and virtual activities as agreed with the DDM.

10.0 PAYMENT SCHEDULE

Payments are strictly linked to the formal acceptance of identified deliverables by the Director of the DDM:

- **15%** – Acceptance of Deliverable 1 (Inception Report & Stakeholder Engagement Plan)
- **20%** – Acceptance of Deliverable 2 (Stakeholder Consultation, Situational Analysis, and Risk Assessment Report)
- **30%** – Acceptance of Deliverable 3 (Draft VI CDM Strategy and Programming Framework)
- **15%** – Acceptance of Deliverable 4 (Final VI CDM Strategy and Programming Framework)
- **20%** – Acceptance of Deliverable 5 (Consultancy Close-out Report)

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11.0 EXPECTED OUTCOMES

Upon completion, the Government of the Virgin Islands will possess a nationally endorsed, practical, and heavily prioritised CDM Strategy and Programming Framework 2027–2031. This evidence-based document will serve to guide DDM's programme development, resource allocation, and annual planning, while retaining the flexibility to adapt to emerging hazards, changing risk profiles, and post-2030 international frameworks.

12.0 CONFIDENTIALITY, DATA PROTECTION, AND INTELLECTUAL PROPERTY

- **Intellectual Property:** All bespoke reports, analyses, and data prepared under this consultancy become the exclusive property of the Government of the Virgin Islands. Pre-existing methodologies or proprietary tools brought to the project by the Consultant shall remain the Consultant's property, though the Government retains a perpetual license to use them within the context of the Strategy.
- **Data Protection & Privacy:** The Consultant must securely manage, process, and protect all confidential and personal information obtained during the assignment in accordance with applicable data protection laws.
- **Consent:** The Consultant is responsible for obtaining and documenting appropriate consent for stakeholder participation where necessary.
- **Data Transfer:** Upon completion, the Consultant must securely transfer all project records, raw data, and consultation notes to the DDM.

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- **Conflict of Interest:** The Consultant must disclose any actual or potential conflicts of interest prior to the commencement of the contract and throughout the project lifecycle.

13.0 APPLICATION PROCESS

Interested consultants/firms are invited to submit their proposals by close of business on
Thursday, 19th November 2026 at 4:30 p.m.

Electronic Submission:

Proposals should be submitted by email to ddm@gov.vg, using the subject line: *Application – Consultancy to Develop the VI CDM Strategy and Programming Framework 2027-2031*

Hard Copy Submission:

Mr. Jasen Penn

Director, Department of Disaster Management

2nd Floor, Simms Mini Mall

DeCastro Street, Road Town, Tortola

British Virgin Islands

Late submissions will not be considered.

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