



**PROJECT MANAGEMENT UNIT (PMU)
PUNJAB URBAN LAND SYSTEMS
ENHANCEMENT (PULSE) PROJECT
Board of Revenue (BOR)
Government of the Punjab**



TERMS OF REFERENCE

**PUNJAB URBAN LAND SYSTEMS ENHANCEMENT
(PULSE)**

**ISLAMIC REPUBLIC OF PAKISTAN
PUNJAB PROVINCE**

**HIRING OF CONSULTANCY FIRM
FOR CONSULTANCY SERVICES FOR LEGAL RESEARCH,
SUPPORT & ASSISTANCE UNDER PULSE**

PK-BOR PUNJAB-530020-CS-LCS

JANUARY 2026

PROJECT MANAGEMENT UNIT – BOARD OF REVENUE
Punjab Urban Land Systems Enhancement (PULSE) Project (P172945)
Credit Number 7041-PK
Terms of Reference (TORs)

For

LEGAL CONSULTANCY - LEGAL RESEARCH, SUPPORT & ASSISTANCE: -

1. Introduction:

The Punjab Urban Land Systems Enhancement Project (**PULSE**) aims to modernize and improve the efficiency and transparency of land administration in Punjab. To achieve this objective, the project requires expert legal research, support, and assistance in drafting Rules, Regulations, and prescribing processes in alignment with existing and proposed legal frameworks.

PULSE is undertaking an extensive modernization of land administration systems, including an Android-based cadastral survey, door-to-door verification campaigns, and development of a Digital Cadaster of the Punjab for the implementation of a parcel-based land records regime through the Land Management Portal (**LaMP**). To ensure that these activities are executed within a robust legal framework and in harmony with the Punjab Land Records Authority Act 2017, Punjab Land Revenue Act 1967, Punjab Land Revenue Rules 1968, and other related laws, the PULSE project intends to engage a qualified Law Firm capable of providing comprehensive legal support and assistance on an ongoing basis. An experienced team of legal professionals with strong experience and background in land laws, legal research, and support. The selected Firm will assist the PULSE project by providing legal research and assistance, ensuring legal compliance, managing documentation, drafting requisite rules and regulations, and making the laws consistent with the objectives of the PULSE project. It is also required to consolidate the numerous statutes governing land and property within Punjab.

2. Objectives

The primary objective of engaging the Law Firm is to ensure that the initiatives and activities under the PULSE project are legally compliant and the legal documentation is in place. The Firm will support the development of rules and regulations under the Punjab Land Records Authority Act 2017 to facilitate modernized management of land records, digital cadastral mapping, -e-registration workflows, and a parcel-based land records system. Furthermore, the Firm will provide day-to-day legal assistance to the PULSE project and to review documentation, ensure transparency, and support risk identification and mitigation. These will include:

- a. Conduct comprehensive legal research on relevant laws, regulations, and precedents related to land administration in Punjab and international best practices.
- b. Advising and proposing the laws for achieving the objectives of the PULSE, project.
- c. There is a need to harmonize different scattered laws related to land and property and to work and propose a unified code of land administration in Punjab.
- d. Draft clear, concise, and legally sound SOPs, regulations, rules, and process documents to support the implementation of the PULSE project.
- e. Ensure that all drafted documents are consistent with existing legal frameworks and best practices.
- f. Provide legal advice and assistance on matters related to the project's implementation.
- g. To assist and to perform tasks assigned by the PMU-PULSE management and the Legal Specialist (Revenue), PULSE, from time to time.

3. Scope of Work

The Law Firm will provide legal professionals; these professionals will ensure their legal assistance during project activities. Their responsibilities include advising survey teams on land law matters, ownership disputes, encroachment claims, boundary disagreements, and verification of legal documents presented by citizens. They will support Android-based survey teams by clarifying legal requirements, facilitating communication with local authorities, and helping to resolve challenges arising during household visits. The Firm will ensure that all field activities are conducted in accordance with the applicable laws. There is a thought process going on for the need of formulation of a unified code of land administration, which is necessary to streamline and harmonize these legal frameworks, thereby ensuring uniformity and clarity in their interpretation and application. The services of the qualified law firm shall assist the PULSE project in strengthening the legal framework for better land records management and service delivery.

In addition to field support, the Firm will be responsible for drafting, reviewing, and assisting in the formulation of rules, regulations, notifications, standard operating procedures, and legal frameworks required under the Punjab Land Records Authority Act 2017 and other applicable laws. This includes the development of regulations governing land record management processes, specifying and assisting in finalizing legally compliant documents to be included in the Land Records, operational procedures for maintaining and updating land records, standards for documents that form part of land records, and detailed processes for conducting cadastral surveys and mapping using digital technologies.

The Firm will also assist in drafting Standard Operating Procedures and procedural workflows for

the -e-registration system, ensuring legal alignment with digital execution, biometrics, online payments, remote verification mechanisms, integration with LaMP, and digital archiving processes. Regulations governing a new parcel-based land records framework, including unique parcel identification, spatial verification, mutation processes, and replacement of legacy land record formats, will be prepared by the Firm in close coordination with the PMU-PULSE and PULSE technical teams.

The Firm will respond to legal questions raised during field operations, guide documentation requirements, help resolve grievances, prepare legal notices or statements when required, and maintain detailed logs of all legal interactions and resolutions. It will support risk mitigation by identifying legal gaps, inconsistencies, potential disputes, or procedural defects in survey or registration workflows, and by recommending corrective measures. The Firm will liaise with PULSE when needed to ensure uninterrupted and legally compliant survey activities. The Firm is required to perform the following tasks:

- a. Legal Research and Analysis:
- b. Drafting of proposed laws with legal research
- c. Conduct thorough research on existing and proposed legislation, regulations, case law, and international best practices related to parcel-based land administration.
- d. Analyze the legal implications of proposed project activities and identify potential legal risks and challenges.
- e. Prepare legal memoranda and reports summarizing research findings and providing recommendations with Drafts.
- f. Drafting and Review of Legal Documents

Draft comprehensive and legally sound SOPs, regulations, rules, and process documents for various aspects of the PULSE project, including but not limited to:

- a. Review and revise existing legal documents to ensure consistency and compliance with applicable laws and regulations.
- b. Ensure all documents are drafted with clarity and precision, suitable for implementation.

Legal Advisory and Support:

- a. Provide legal assistance to the project team on matters related to the interpretation and application of relevant laws and regulations.
- b. Assist in developing and implementing strategies to address legal challenges and mitigate risks.
- c. Facilitate and assist in consultations with relevant Government agencies, stakeholders, and

beneficiaries.

- d. Incorporate feedback from stakeholders into the drafted documents.
- e. Assist and draft research findings and legal recommendations to project stakeholders.

Reporting and Documentation:

- f. Prepare regular progress reports on the status of legal research and drafting activities.
- g. Maintain accurate and organized records of all legal documents and research materials.
- h. Submit reports summarizing the key findings, recommendations, and deliverables from time to time.

4. Deliverables:

It will be an ongoing assignment for a period of one year, with the following deliverables provided on monthly/need basis.

- a. Legal research reports and Drafts
- b. The proposed amendments and drafting of new laws as required by the project.
- c. The detailed analysis and research of all the relevant laws related to land administration, including but not limited to:
 - i. Punjab Land Records Authority Act 2017
 - ii. Punjab Land Revenue Act 1967
 - iii. Punjab Land Revenue Rules, 1968
 - iv. The Registration Act 1908
 - v. The Stamp Act 1899
 - vi. The Illegal Dispossession Act 2005
 - vii. The Transfer of Property Act 1882
 - viii. The Land Records Manual
 - ix. The Land Administration Manual
- d. The review of proposed laws, amendments, rules, regulations and legal instruments from time to time.
- e. To draft the unified land administration law incorporating and unifying all the land-related laws, to consolidate the law, and simplify the processes.
- f. Updated Draft SOPs, regulations, rules, and Legal documents.

- g. Revised and reviewed legal documents.
- h. Regular Monthly progress reports.

5. Qualifications and Experience:

1. The firm shall have a minimum of five (5) years of professional experience in the legal sector, with proven expertise in the following areas: legislative drafting, delegated or subordinate legislation, legal and regulatory analysis, policy formulation, legal research, assistance and drafting
2. The firm shall have successfully completed at least two (2) similar assignments during the last five (5) years in the public and/or private sector involving drafting, review, or reform of legal, regulatory, or policy frameworks, including legal assistance and research.
3. The firm must have a registered and operational office in Lahore with adequate staffing and facilities to ensure effective coordination, consultations, and timely delivery of outputs.
4. The firm must be a legally registered entity under the laws of Pakistan and must not be subject to any form of suspension, debarment, or ineligibility by any government or donor agency.

The firm shall propose a team comprising, at a minimum, the following key personnel:

1. One Legal Expert having at least twelve (12) years of relevant experience and valid registration as an Advocate of the High Court, having experience of working on multiple assignments.
2. Two Legal Experts with at least six (6) years of relevant experience in the field of Law and registered as Advocates of the High Court.
3. Two research associates having at least two (2) years of experience in Law and Practice.
