

TERMS OF REFERENCE

Recruitment of Digital Strategy Development Consulting Firms (Panel Arrangement) for
Government Capabilities.

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1. Background

1.1 The Digital Transformation Imperative

GovTech Agency, under the mandate of the 13th Five-Year Plan (FYP), is leading a Whole-of-Government (WoG) digital transformation programme that transitions the previous siloed, agency-by-agency approach to ICT investment with a centralised, capability-based methodology. Government functions currently operate through complex, often disconnected, networks of departments, systems, and manual processes. This fragmentation limits the government's ability to respond to **citizen needs**, **increases cost**, and **undermines public trust** in digital services.

To address this, GovTech has developed a proprietary Digital Strategy Development Framework (DSDF) that anchors every digital strategy to the Government's capability hierarchy, working systematically from capability, to sub-capability, to service, to process before any technology solution is proposed. GovTech now seeks to engage qualified local consulting firms and individual consultants to apply this methodology across priority government capabilities.

1.2 Why This Assignment Matters

A rigorously developed digital strategy for each capability will:

- Ensure **technology investment** is driven by evidence and strategic alignment rather than ad-hoc agencies demand or vendor proposals.
- Provide a defensible basis for allocating limited public resources to the initiatives that deliver the **maximum citizen and government value**.
- Identify integration and data-sharing opportunities across capabilities, **reducing duplication of systems**.
- Produce a **phased, budgeted, risk-adjusted** implementation roadmap that feeds directly into GovTech's project and budget pipelines and
- Build genuine **co-ownership of the strategy** and its roadmap between GovTech and the respective capability-owning agency.

1.3 Nature of This Engagement

Given the scale of the programme (tentative 30 plus capabilities) and the need for continuity, consistency of methodology, and depth of available expertise, GovTech will establish a Panel of locally Qualified Digital Strategy Consulting Firms and individual consultants. Individual capability assignments will subsequently be issued to Panel firms as Call-Off Work Orders, each specifying the capability(ies) assigned, the Key Professional Staff engaged, the fee, and the delivery timeline.

This structure allows GovTech to:

- Run one time rigorous, centralised selection process instead of 30 plus separate tenders
- Reduce the administrative burden of selection, because to maintain the quality of Digital Strategy developed by consultants GovTech will be conducting **rigorous 6 levels of selection process** detailed under section 9.
- Save time and resources. If need be, the contract with the assigned consulting firm should be **terminated and awarded to another** performing consultant firm from the Panel of locally Qualified Digital Strategy Consultant. This engagement method will reduce time of recruiting new consultant firms as well as reduce dependency on selected consulting firms (letting GovTech terminate non performing consultant firms/individuals any time as per the PRR 2025).
- Allow a firm to submit multiple bids, but each bid requires its own dedicated Lead Researcher and ICT Business Analyst nomination, and each is scored entirely independently.
- Allow individual Researcher and BAs to partner and bid who don't have firm.

2. Objective

To recruit a Panel of qualified local consulting firms to develop comprehensive, capability-based Digital Strategies and Implementation Roadmaps for 30 plus priority government capabilities applying GovTech's Digital Strategy Development Framework (DSDF).

A through 6 level selection process that verifies beyond the paper qualifications of the firm, the actual analytical, research, and engagement competence for the named Lead Researcher who will lead the work (be it firm or individual).

3. Scope of Work

For each capability assigned under a Work Order, the consulting firm or individual partner (individual lead researcher + BA) shall execute the following:

3.1 Current State Assessment

- Establish a validated profile of the capability, mandate, owning agency, legal basis, strategic alignment, and known digital maturity
- Map the capability down to its constituent sub-capabilities, and every service delivered under them, through structured desk review and stakeholder engagement
- Document, current business processes (as-is), process maturity, customer journeys, and an evidence-based Challenges Register across people, process, technology, data, and policy dimensions.

- Compile an inventory of existing digital systems supporting the capability, including architecture, technology stack, integration points, hosting, and lifecycle status.

3.2 Digital Opportunity Analysis and Future State Design

- Evaluate every documented service against GovTech's digital-intervention typology to determine whether the appropriate response is process elimination, simplification, automation, digitalisation, system integration, or new system development.
- Design the future-state process, user journey, and high-level solution architecture for every service recommended for digital intervention, compliant with the Government Enterprise Architecture Framework (GEA-F), which will be shared during the onboarding workshop;
- Identify and assess cross-capability integration opportunities, shared identity, payments, notifications, data exchange with other government capabilities.

3.3 Roadmap

- Produce a time-phased, budgeted, risk-adjusted Implementation Roadmap with defined initiatives, outcome-oriented KPIs, and dependency mapping;

Note to Bidders: GovTech's proprietary Digital Strategy Development Framework (DSDF v2), which prescribes the detailed tools, templates, scoring models, and typologies used to execute the scope above, will be issued and formally oriented to the successful firm's assigned Key Professional Staff over a one-week onboarding period immediately after contract award. It is not released during the tender process. Bidders are expected to demonstrate, through their own proposed methodology and assessment stages described in Section 9, that they possess the professional capability to perform this scope using sound, generally accepted digital-government strategy practice. This is a deliberate design choice – see Section 11.

4. Institutional and Contractual Arrangement

Element	Arrangement
Contracting modality	Panel of Pre-Qualified Firms/individual; individual Call-Off Work Orders issued per capability
Number of capabilities	30 plus, indicative
Bidding structure	A firm may submit multiple bids, but each bid requires its own dedicated Lead Researcher and ICT Business Analyst nomination, and each bid is scored entirely independently.

	Individual Lead Researchers should partner with individual Business Analysts and submit a bid as one.
Key Professional Staff assessment	Each nominated Lead Researcher and ICT Business Analyst is individually assessed. Panel membership of consulting firms/individuals is contingent on the assigned individuals passing their respective assessments.
Next Contract Assignment	Subject to satisfactory performance review, Work Orders and Panel membership may be renewed or extended to ensure continuity across the completion of 30 plus capabilities.
Governing body	Digital Strategy Review Committee (DSRC), co-chaired by Chief, Digital Service Transformation (DST) oversees quality assurance and endorsement of all deliverables.

5. Key Professional Staff Requirements

The firm/individual shall propose, for one capability, a minimum of the following two Key Professional Staff for 4 months. Each will be individually assessed through the selection process in Section 9 to get the panel membership.

5.1 Lead Researcher / Digital Strategy Consultant

Responsible for the overall analytical quality of the digital strategy, leading the desk review and capability mapping, directing current-state and opportunity analysis, and serving as the primary engagement counterpart to the Agency and GovTech.

Indicative Qualifications

- Master's degree in a relevant field (Public Policy, ICT, Business Administration, Development Studies, or Related) with a relevant professional experience. OR a Bachelor's degree with a minimum of 10 years of relevant professional experience in strategy development, enterprise/business analysis, public sector consulting, or digital transformation.
- Demonstrated experience conducting structured desk research, process analysis, stakeholder consultation and engagement, or organisational capability assessments;
- Strong written and verbal communication skills in English (and verbal communication skills in Dzongkha, where applicable to stakeholder engagement).

5.2 ICT Business Analyst

Responsible for the technology-facing work-stream: application and systems inventory, technology architecture assessment, interoperability and data-integration analysis, and translation of opportunities into high level solution-architecture inputs.

Indicative Qualifications

- Bachelor's degree in Computer Science, Information Systems, Software/IT Engineering, or related field, with a minimum of 3 years of relevant experience in systems analysis, business requirement, or IT strategy;
- Working knowledge of Business Requirement concepts, API/interoperability standards, and public-sector or large-organisation IT environments;
- Ability to produce clear technical documentation for a non-technical audience.

5.3 Additional (Non-Key) Experts

Firms may propose additional supporting experts' engagement plan and idea – e.g., Change Management Specialist, Solution Architect, Business Process Re-engineering Specialist, Business Architect, Enterprise Architect, Service Design expert to strengthen delivery of the broader scope (Section 3). These are evaluated at proposal level only within Stage 1 (on the firm's plan to engage) and are not subject to the written examination or interview, in order to keep the assessment burden proportionate while still recognising bench strength.

6. Deliverables

6.1 Project Deliverables

The following deliverables are required for each capability assignment. All deliverables are reviewed and vetted by the Digital Strategy Review Committee (DSRC) before endorsement, no deliverable is considered final until DSRC sign-off is recorded.

#	Deliverable	Indicative Timing
1	Inception Report – confirmed understanding of scope, methodology, stakeholder engagement plan, and detailed work plan with milestones.	Within 2 weeks of Work Order / post-onboarding
2	Current State Assessment Report (Progress): capability/sub-capability map, service registry, process documentation and maturity assessment, customer journey analysis, challenges register, and existing systems inventory.	End of Month 1

3	Current State Assessment Report (Full): capability/sub-capability map, service registry, process documentation and maturity assessment, customer journey analysis, challenges register, and existing systems inventory.	End of Month 2
4	Digital Opportunity Analysis & Future State Design: Opportunity typology assessment, future process designs, high-level solution architecture, and cross-capability integration analysis.	Second week of Month 3
5	Capability-Based Digital Strategy Document: vision, objectives, KPIs, and strategic direction for the capability.	Fourth week of Month 3
6	Implementation Roadmap & Investment Plan – phased initiatives, budget estimates, resourcing, risk register, and dependency map.	Second week of Month 4
7	Final Consolidated Digital Strategy Report: single government-ready reference document for the capability, endorsed by the Agency and GovTech Management.	End of assignment (Month 4)

6.2 Workshops Deliverables (Tentative plan):

After completion of Developing the first Digital Strategy and before developing the second Digital Strategy.

*** Don't quote the price for these deliverables, the payment will be derived from the proposed man/day rate and paid based on the number of days involved in the workshop.

#	Deliverable	Indicative Timing
1	Cross-Capability Alignment Workshop – participation in a GovTech-convened workshop to review the strategy against other capabilities' strategies and confirm whole-of-government alignment (integration, shared platforms, data standards). ••• don't quote price for this.	Following completion of each capability
2	Capabilities list and services list identification workshop for the whole of RGOB after getting the hands-on and experience on digital strategy development project through first Capability assignment.	Following completion of first capability

7. Duration

Each capability assignment is expected to take **4 months**, irrespective of size of the capability provided the task should be completed within 4 months, depending on the ***complexity and size of the capability the “Non-Key Expert Support”*** from the Inception Reports work plan. Panel membership is established for the duration of the 2 years, with Work Orders issued progressively across 30 plus capabilities and subject to termination from panel membership on unsatisfactory performance.

8. Reporting Requirements and Performance Management

- Bi-Weekly progress updates (brief, written, template to be agreed) to the DST Division.
- Formal monthly progress reports presented to the Digital Strategy Review Committee, documenting activities completed, findings to date, issues encountered, and proposed actions for the following period. The Review Committee's comments must be formally incorporated into the following month's work.
- Availability for periodic review meetings and validation workshops with capability leads and department heads, as requested by the DST Division.
- Individual firms/individuals will be oriented on the Digital Strategy Development Framework for one week after the successful selection. Failure to attend the orientation will result in termination from the panel membership.
- The quality of the Digital Strategy will be assessed by the Digital Strategy Review Committee based on the GovTechs Digital Strategy Development Framework.

8.1 Performance-Based Termination

- To assess individual firms bi-weekly on the progress and those firms failing to meet the expectation of the Review Committee for two consecutive bi-weekly assessments without valid justification will lead to termination after providing one month of notice.

9. Selection Process

Selection follows a Six-stage Quality Based Selection (QBS) process. Full scoring rubrics are set out in Annex A – Comprehensive Evaluation Criteria.

Stage	Activity	Assessed
1	Expression of Interest / Technical Proposal: firm profile, track record, proposed methodology and approach, work plan, and CVs of proposed Key Professional Staff.	Firms

	Expression of Interest / Technical Proposal: Individual profile, track record, proposed methodology and approach, work plan, and CVs of proposed Key Professional Staff. For the proposal purpose, you must consider L2 sub-capabilities and their corresponding L3 sub-capabilities/services mentioned in Annex-B1.	Individuals
1a	Shortlisting: firms/individuals scoring above the Stage 1 threshold are shortlisted for Stage 2.	Firms/ Individuals
2	Written Examination (4 hours), sat individually by each nominated Lead Researcher, using a real (but assigned-for-exercise) capability data pack: (a) desk review approach and findings; (b) proposed next steps to validate the desk review; (c) end-to-end methodology and engagement model from validation through to strategy finalisation.	Lead Researchers (same process for both firms and individuals)
3	Panel Interview (1 hour) with each Lead Researcher whose Stage 2 script is shortlisted, to probe and validate the analytical reasoning, competence, and communication demonstrated in Stage 2.	Lead Researcher (same process for both firms and individuals)
4	ICT Business Analyst Assessment: CV review only	ICT Business Analyst (same process for both firms and individuals)
5	Reference and Due-Diligence Checks on the firm and both Key Professional Staff (verification of claimed assignments, referee interviews, integrity/blacklist checks).	(same process for both firms and individuals)
6	Financial Proposal Evaluation, password for financial proposal will be requested only for firms/individuals that meet the minimum qualifying technical score.	(same process for both firms and individuals)

Stages 2–3 assess demonstrated competence rather than paper credentials, and are the primary

safeguard against firms/individuals whose proposals are stronger on paper than in practice. Full weighting, marking rubrics, and pass/fail rules are in Annex A.

10. Firm/individual Eligibility Requirements (Pass/Fail Gate)

The following are mandatory eligibility conditions, assessed on a pass/fail basis before technical scoring begins. Years of firm/individual experience are deliberately excluded from this gate and instead scored under Stage 1 (Annex-A, Section 11), to avoid disqualifying otherwise competent Bhutanese firms and consultants at the outset.

- Valid business/firm registration and tax clearance in accordance with Bhutanese law (and not required if proposal is by individual Lead Researchers and BAs).
- Not currently blacklisted or debarred under PRR 2025 or by any development partner.
- No undeclared conflict of interest with GovTech, the DST Division, or the capability-owning Agencies.
- Nominated Lead Researcher holds, at minimum, the qualification threshold in Section 5.1
- Nominated ICT Business Analyst holds, at minimum, the qualification threshold in Section 5.2;
- Firms are encouraged, though not required, to bid as a Joint Venture (JV) or with sub-consultants where this strengthens coverage across capabilities – e.g., pairing a firm with strong local stakeholder access with a partner offering deeper enterprise-architecture expertise;
- Individual/sole-practitioner bids are permitted provided all Key Professional Staff and capacity requirements are met.

11. Confidentiality, Non-Disclosure, and Onboarding

GovTech's Digital Strategy Development Framework (DSDF v2) is not released during the tender process. This is a deliberate evaluation design: it allows GovTech to test whether a bidder's Lead Researcher can independently structure a rigorous desk review, validation plan, and engagement approach using their own professional judgement, rather than their ability to reproduce a template they have been handed. It is not a withholding of information, bidders need to bid responsibly. The scope, deliverables, and quality standards required are fully specified in this ToR.

- All candidates sitting the Stage 2 written examination will sign a Non-Disclosure and Examination Integrity Undertaking before receiving the exam capability data pack, covering confidentiality of the exercise materials and prohibition on receiving external assistance during the exam.
- The successful Panel firm(s) will receive a one-week structured orientation to the DSDF, delivered to the assigned Key Professional Staff immediately upon contract signing and before commencement of substantive work on any capability.

- All Panel firms and Key Professional Staff must sign a standing Confidentiality and Data Protection Undertaking covering all government information accessed during the assignment, surviving contract expiry.

12. Evaluation Criteria (Summary)

Full sub-criteria, marking rubrics, and formulas are provided in the standalone Annex A – Evaluation Criteria document, which forms an integral part of this ToR.

Component	Weight within Technical Score
Stage 1 – EOI / Technical Proposal (firm/individual)	25%
Stage 2 – Written Examination (Lead Researcher)	35%
Stage 3 – Interview (Lead Researcher)	30%
Stage 4 – ICT Business Analyst Assessment (CV verification only)	5%
Stage 5 – Reference & Due Diligence	5%
Technical Score Subtotal	100%

13. Contract Type and Payment

Individual Work Orders will be structured on an output-based (deliverable-linked) basis, consistent with PRR 2025. Payment is milestone-linked to DSRC-endorsed deliverables in Section 6, no payment is released against a deliverable that has not received DSRC sign-off.

#	Deliverable	Indicative Timing	Payment %
1	Inception Report – confirmed understanding of scope, methodology, stakeholder engagement plan, and detailed work plan with milestones.	Within 2 weeks of Work Order / post-onboarding	5%
2	Current State Assessment Report (progress): capability/sub-capability map, service registry, process documentation and maturity assessment, customer journey analysis, challenges register, and existing systems inventory.	End of Month 1	10%

3	Current State Assessment Report (full): capability/sub-capability map, service registry, process documentation and maturity assessment, customer journey analysis, challenges register, and existing systems inventory.	Fourth week of Month 2	10%
4	Digital Opportunity Analysis & Future State Design: Opportunity typology assessment, future process designs, high-level solution architecture, and cross-capability integration analysis.	Second week of Month 3	10%
5	Capability-Based Digital Strategy Document: vision, objectives, KPIs, and strategic direction for the capability.	Fourth week of Month 3	10%
6	Implementation Roadmap & Investment Plan – phased initiatives, budget estimates, resourcing, risk register, and dependency map.	Second week of Month 4	10%
7	Final Consolidated Digital Strategy Report: single government-ready reference document for the capability, endorsed by the Agency and GovTech Management.	End of assignment (Month 4)	45%

14. Governance and Compliance

This engagement is governed by Bhutan's Procurement Rules and Regulations (PRR) 2025, and shall be conducted with transparency, fairness, and competitiveness throughout. All contractual terms concerning confidentiality of government information, intellectual property in strategy documents and analysis produced, and grounds for termination shall apply in full accordance with applicable regulations and the Digital Strategy Review Committee's oversight role described in Section 6.

Intellectual property in all capability-specific deliverables produced under a Work Order vests in GovTech Agency / the Royal Government of Bhutan. The consulting firm's own pre-existing

methodologies, tools, and general know-how remain its property, but may not be marketed as having been derived from GovTech's DSDF.

15. What the Bid Proposal Should Contain

15.1 Mandatory Eligibility Documents

SN	Mandatory Eligibility Item	Consultant Firm(s) Requirement	Individual Consultant Requirement	Points Allocated	Verification Status
1	Legal Registration	Valid Trade License / Registration Certificate.	Copy of Citizen ID	0 Points (Pass/Fail)	Pass / Fail
2	Tax Clearance	Valid Tax Clearance Certificate.	NA	0 Points (Pass/Fail)	Pass / Fail
3	Debarment Status	Signed declaration confirming non-exclusion & debarment under PRR 2025.	Signed declaration of non-exclusion & debarment by both experts.	0 Points (Pass/Fail)	Pass / Fail
4	Lead Researcher Threshold	Indicative qualification & experience requirement [refer TOR Section 5.1]	Indicative qualification & experience requirement [refer TOR Section 5.1]	Stage 1 [refer Annex-A: Section 2 & 3]	Assessed
5	ICT Business Analyst Threshold	Indicative qualification & experience requirement [refer TOR Section 5.2]	Indicative qualification & experience requirement [refer TOR Section 5.2]	Stage 1 & 4 [refer Annex-A: Section 2, 3 & 7]	Assessed

15.2 Technical proposal

15.2.1 Approach

The Bidder shall clearly explain the relationship between the current-state assessment, identified challenges, digital opportunities, proposed initiatives and the target future state. The approach shall not be limited to the identification of technology solutions and shall address the required business, process, organizational, data, governance and technology changes.

The Bidder shall also explain how the proposed approach will be applied consistently across the twenty-five L3 Sub-Capability/Services provided as a sample **Annex-B1**, while allowing detailed analysis of priority L3 Sub-Capability/Services where necessary.

15.2.2 Methodology

The Bidder shall provide a detailed methodology for executing the assignment. The methodology shall demonstrate the activities, techniques, tools, stakeholder engagement methods, quality-assurance arrangements and outputs that will be used to develop the Digital Strategy.

15.2.3 Sample Digital Strategy Document

The Bidder shall submit a Sample Digital Strategy Document demonstrating the practical application of the proposed approach and methodology against **2 (two)** priority L3 Sub-Capability/Services. The sample document shall reflect the expected structure, analytical depth and level of detail of the final Digital Strategy to be delivered under the assignment.

15.3 Financial Proposal

15.3.1 Basis for Estimation of the Scope of Work

For the purpose of submitting the Financial Proposal, Bidders shall base their financial proposal on the assessment and development of the Digital Strategy for **twelve (12) L3 Sub-Capabilities/Services**. This number represents the average tentative number of L3 Sub-Capabilities/Services identified for RGoB under each L1 Capability.

The actual number of L3 Sub-Capabilities/Services to be covered shall be reviewed and validated during the inception phase and confirmed in the approved Inception Report.

Accordingly, the Financial Proposal shall include:

- A lump-sum financial offer based on **twelve (12)** L3 Sub-Capabilities/Services; and
- Unit price for each L3 Sub-Capability/Service will be derived by dividing the lumpsum final offer by 12.

If the number of L3 Sub-Capabilities/Services confirmed through the Inception Report exceeds twelve (12), payment for the additional services may be calculated using the unit price derived from the bid, subject to the terms and conditions of the Contract.

If the number of L3 Sub-Capabilities/Services confirmed through the Inception Report is less than twelve (12), the Contract price may be adjusted accordingly based on the unit price derived.