TERMS OF REFERENCE (ToR)

For

Development of Foundational GovStack Building Blocks.

***Issued by**: GovStack Core Team, Cross-Functional Team, WoGS Division, GovTech Agency, Royal Government of Bhutan*

***Procurement Method:** Quality- and Cost-Based Selection (QCBS) in accordance with the Procurement Rules and Regulations (PRR) 2025.*

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Acronym Table

Term	Explanation
AMC	Annual Maintenance Contract
API	Application Programming Interface
CAP	Corrective Action Plan
CBOM	Cryptographic Bill of Materials
CI/CD	Continuous Integration / Continuous Delivery
COTS	Commercial Off-The-Shelf
CR	Change Request
DAC	Deliverable Acceptance Certificate
DAST	Dynamic Application Security Testing
DBA	Database Administrator
DPIA	Data Protection Impact Assessment
DPI	Digital Public Infrastructure
DR	Disaster Recovery
DSD / DSOM / DST	Digital Service Development / Digital Service Operation and Maintenance / Digital Service Transformation (GovTech divisions)
FDBKB	Feedback Block
GA System	Government Agency System

GEA-F	Government Enterprise Architecture Framework
GovCloud	The Government of Bhutan's national cloud hosting environment
HA	High Availability
HCI	Human–Computer Interaction
IaC	Infrastructure as Code
IDCB	Identity Conversion Block
IP	Intellectual Property
ITAR	IT Asset Repository
JV	Joint Venture
KPI	Key Performance Indicator
L1 / L2 / L3	First, second and third level technical support
MDMB	Master Data Management Block
NDA	Non-Disclosure Agreement
NDE	National Data Exchange
NDI	Bhutan National Digital Identity
NFR	Non-Functional Requirements
OIDC	OpenID Connect
OWASP ASVS	Open Worldwide Application Security Project; Application Security Verification Standard

PA	Procuring Agency
PRR	Procurement Rules and Regulations 2025
PSC	Project Steering Committee
PSR	Public Service Registry
PWA	Progressive Web Application
QCBS	Quality- and Cost-Based Selection
RBAC	Role-Based Access Control
RCA	Root Cause Analysis
RFP	Request for Proposals
RTM	Requirements Traceability Matrix
SAST	Static Application Security Testing
SBD	Standard Bidding Documents
SBOM	Software Bill of Materials
SCA	Software Composition Analysis
SDD	Software Design Document
SLA	Service Level Agreement
SoW	Statement of Work
SRS	Software Requirements Specification
SRFP	Standard Request for Proposals

SSDF	Secure Software Development Framework
SSO	Single Sign-On
ToT	Training of Trainers
TRB	Technical Review Board
UCS	Unified Client Support
UDS	Unified Design System
UPP	Unified Preference Platform
VAPT	Vulnerability Assessment and Penetration Testing
WCAG	Web Content Accessibility Guidelines
WoGS	Whole-of-Government System

Definitions

Term	Definition
T0	The effective date of the Lot contract, being the later of contract signing and the Vendor's receipt of the PA's written notice to commence.
Go-Live	The date on which a Building Block is first made available to real users in the Production environment, as confirmed in writing by the PA.
Final Acceptance	The date on which the PA issues the Deliverable Acceptance Certificate for the "Source Code, Documentation, Training and Knowledge Transfer" deliverable of the D7 in all three Lot tables, and D8 is Warranty Completion.

Hypercare	The thirty (30) day period after Go-Live of the integrated services during which the Vendor provides enhanced support as specified in Annexure 8.
Days	Calendar days, unless expressly stated as working days.
Working Days	Days on which RGoB offices are officially open, excluding Saturdays, Sundays and government holidays.
Month n	The end of the nth month after T0. For example, "Month 3" means three (3) months after T0.
Contract Price	The total price of a Lot contract at signing, covering Deliverables D1 to the final deliverable of the Lot. It excludes AMC prices (Section 14.2) and any interim hosting charges paid under Section 12.3. Referred to in Section 12.5 as the Initial Contract Price.
Ready Services	Existing government services, nominated by the PA in writing at Inception, whose owning GA systems are ready to be integrated with the Building Blocks of the Lot.
Interface Specification	The OpenAPI (or equivalent event or message) specification of every interface a Building Block exposes or consumes, as listed in Annexure 9.
Milestone Plan	The schedule of deliverables, dates and dependencies agreed with the PA and approved as part of D1.
Warranty Period	The twelve (12) month period starting on Final Acceptance (Section 14.1).
Business Owner	The official of the Government Agency that owns a Ready Service, designated by the PA to approve the integration of that service.

MyBhutan Portal	The national service portal through which citizens and businesses access government services, including its Unified Preference Platform (UPP) feature; outside the scope of this procurement (Section 3.4).

1. Background

1.1 Project Background

1.1.1 Overall GovStack Overview

The Royal Government of Bhutan is accelerating its Digital Government Transformation by establishing a standardised, interoperable, secure and citizen-centric Digital Public Infrastructure (DPI). This initiative aligns with the Government Enterprise Architecture Framework (GEA-F), which promotes a whole-of-government approach through shared standards, reusable components and integrated business processes across the Software Development Life Cycle (SDLC).

Over the years, Ministries, Departments and Agencies have developed their digital systems independently. This has resulted in siloed applications, fragmented and duplicated data, and costly custom integrations. Citizens and businesses must register separately for different systems, remember multiple passwords and navigate numerous portals. Agencies, in turn, maintain duplicate infrastructure and repeatedly build the same common functions, which raises costs and makes consistent security and data standards difficult to enforce.

To address these challenges, the Royal Government of Bhutan is implementing GovStack as the national DPI, following the GEA-F principle of "*Build Once, Reuse Many*". An assessment based on the Global GovStack framework identified 43 relevant building blocks. These are reusable enterprise capabilities rather than 43 separate systems: some are embedded within sector

applications, while others operate as shared services for many systems. Only the seven (7) Building Blocks listed in Section 1.1.2 are within the scope of this procurement.

GovStack Building Blocks are designed to be consumed by national service channels, including the MyBhutan Portal, through which citizens and businesses access government services. The Bhutan National Digital Identity (NDI) remains the primary means of authentication, with Single Sign-On (SSO) working alongside it. Through SSO, users sign in once at a central identity provider and can then reach the MyBhutan Portal and all integrated government services without signing in again. Credentials are entered only at the identity provider. Each service receives its own short-lived token that cannot be used to access other services. SSO also provides a fallback route when NDI is unavailable.

GovStack also provides shared national capabilities: a registry of government services and systems, master data management for reference data shared across agencies, and privacy-preserving identity conversion so that systems can work together without exchanging personal identifiers such as the Citizen Identity Number (CID). A common feedback capability gives agencies and leadership comparable insight into service quality. Unified Client Support (UCS) gives citizens and agencies a single channel for raising and resolving support issues, and the IT Asset Repository (ITAR) maintains a single record of Building Blocks and which Building Blocks consume GA systems.

Together, these capabilities will establish a unified, interoperable, secure and scalable digital government ecosystem that reduces duplication, accelerates service delivery, optimizes ICT investments and provides a simpler, citizen-centric experience.

1.1.2 Building Block Overview

The seven (7) Building Blocks in scope are summarised below and grouped into Lots as described in Section 1.2. The full description, business processes, functional requirements and

scope boundaries of each Building Block are set out in its BRD in Annexure 1, and the applicable non-functional requirements are set out in Annexure 2.

SL. No.	Building Block	Lot	Purpose
BRD 1	Public Service Registry (PSR)	1	Central catalogue of government services and the systems that deliver them, including service relationships, lifecycle and journeys. Single source of service information for the MyBhutan Portal, UCS and FDBKB.
BRD 2	Master Data Management Block (MDMB)	1	Single trusted golden record of reference data shared across agencies, such as organisations, locations, the Dzongkhag–Gewog–Village hierarchy and code lists, extensible through configuration.
BRD 3	Single Sign-On (SSO)	2	Sign-once access across the MyBhutan Portal and GA systems, working alongside NDI as the primary authentication, with an independent username, password and MFA fallback.
BRD 4	Identity Conversion Block (IDCB)	2	Privacy-preserving resolution of an identity in one domain to a related identity in another, returning only a pseudonym unique to the requesting domain. Purpose-bound rules, tamper-proof audit trail and governed re-identification.
BRD 5	Unified Client Support (UCS)	3	Single traceable support channel, citizen-initiated through MyBhutan Portal or agency-initiated through its back office. One reference per case, configurable SLAs, L1–L3 classification, multi-tenant.
BRD 6	Feedback Block (FDBKB)	3	Standard collection and analysis of service feedback (ratings, comments, sentiment) from GA System, with agency and national dashboards. Federated Feedback Nodes on a common codebase. Hands follow-up cases to UCS.
BRD 7	IT Asset Repository (ITAR)	3	GovTech's single product portal of GovStack stacks (building blocks) that GA systems can use.

1.2 Nature of This Engagement

This engagement, funded by the Royal Government of Bhutan, covers the **design, development, deployment** and integration of the seven building blocks described in Section 1.1.2. The blocks are grouped into three Lots:

- Lot 1: Public Service Registry (PSR) and Master Data Management Block (MDMB)
- Lot 2: Single Sign-On (SSO), Identity Conversion Block (IDCB)
- Lot 3: Unified Client Support (UCS), Feedback Block (FDBKB) and IT Asset Repository (ITAR)

Each Lot shall be awarded as a separate contract. Bidders may bid for one, two or all three Lots, subject to Section 9.1.

The Vendor may propose any solution architecture: custom-built (Bespoke), configured from an open-source GovStack reference implementation, a COTS product, or a hybrid. The proposed solution must meet the functional requirements, the non-functional requirements and the applicable GovStack specifications at the versions listed in Annexure 2 as at the date of RFP issue. The Vendor shall clearly document its proposed architecture and design (Section 16), detailed SRS, if applicable the sourcing model and licensing model with justification in its Technical Proposal.

The Building Blocks must integrate with national platforms such as National Digital Identity (NDI), National Data Exchange (NDE), the Notification Block (NTFB), the Journaling Block (JLB), the Event Bus (EVTB), the Observability Platform and the Document Management System (DMS), which are not part of this procurement. Each Vendor shall configure these building blocks for use with systems in accordance with the GEA-F, and also integrate its Building Blocks with Five (5) Ready Services nominated by the PA under the Integration with Ready Services deliverable (Section 5.1(c)). The Building Blocks shall first be hosted in the interim environment (Development, QA, Staging and Production)(Annexure 10) as and when

required, and later migrated to GovCloud when the PA notifies in writing that GovCloud is ready (Sections 5.1 and 5.2). The solution shall be designed and built to be portable, so that it can be migrated to GovCloud without re-engineering.

2. Objective

2.1 Overall Objective

To establish a standardized, secure, scalable, interoperable and reusable National Digital Public Infrastructure (DPI) based on GovStack that:

- Configures reusable Building Blocks and shared services that agencies can use throughout the SDLC, reducing duplication, development time and cost;
- strengthens interoperability and data governance through a trusted source of shared master data and privacy-preserving identity conversion;
- delivers a single, secure, citizen-centric experience through Single Sign-On across the MyBhutan Portal and government services; and
- strengthens security, auditability and operational support across government digital services.

2.2 Specific Objective

Lot 1

- Establish a Public Service Registry (PSR) as the single source for registering, managing and discovering government services and the systems that deliver them.
- Establish a Master Data Management Block (MDMB) as the single trusted source of shared reference data across government systems.

Lot 2

- Implement Single Sign-On (SSO) so that users sign in once to access the MyBhutan Portal and all integrated services, alongside NDI and as a fallback when NDI is unavailable.
- Enable privacy-preserving identity conversion through the Identity Conversion Block (IDCB), so that systems can work across domains without exposing personal identifiers such as the CID.

Lot 3

- Establish Unified Client Support (UCS) as a single channel for raising, tracking and resolving support issues.
- Provide a Feedback Block (FDBKB) through which citizens and businesses give feedback on services, helping agencies measure satisfaction and improve delivery.
- Establish an IT Asset Repository (ITAR) as GovTech's single catalogue of GovStack stacks (building blocks) that GA systems can use.

3. Scope of Work

3.1 Solution Approach

The seven GovStack Building Blocks shall be delivered using the solution architecture proposed by the Vendor (custom-developed, configured from an existing open-source or COTS solution, or a hybrid), provided it addresses the functional, operational and technical requirements of the Royal Government of Bhutan. The Building Blocks shall be architected and implemented in accordance with GovStack principles and standards, ensuring a modular, interoperable, reusable, secure, scalable and sustainable digital foundation that supports the Whole-of-Government approach to digital service delivery.

3.2 Requirement Documents

The detailed functional and non-functional requirements, business processes, user scenarios, integration specifications, and individual scope of each Building Block are defined in the following:

- **Business Requirements Document (BRD) in Annexure 1:** The Vendor shall use the BRD as the primary reference document for the design, development, configuration, and implementation of each Building Block and shall ensure that all delivered solutions comply with the approved business requirements, technical specifications, and GovStack architectural principles.
- **Non-Functional Requirements (NFR) in Annexure 2:** The NFRs specify the quality attributes and technical requirements that each Building Block must meet, including performance, scalability, availability, security, reliability, interoperability, and maintainability. The NFRs also define the Environment Strategy for hosting the GovStack Building Blocks. This covers the required Development, QA, Staging, and Production environments, their infrastructure and deployment requirements, the approach for ensuring consistent, secure, and reliable operation across environments, and later migration to the GovCloud environment. The User Interface (UI) shall be designed according to the Unified Design System provided by the PA.
- **Block Communication Matrix in Annexure 9:** The interfaces between the Building Blocks of all Lots, the MyBhutan Portal and the national platforms.

3.3 Order of Precedence

Where this ToR and its Annexures conflict, the order of precedence is: (1) this ToR, (2) Annexure 2 (NFR), (3) Annexure 1 (BRD), (4) Annexure 9 (Block Communication Matrix), (5) the other Annexures, unless the Contract states otherwise.

3.4 Scope per Lot

The scope of each Lot is limited to:

- the Building Blocks assigned to it in Section 1.2;
- their integration with the national platforms named in Section 1.2;
- their integration with the Building Blocks of the other Lots as defined in Annexure 9;
- integration testing with the MyBhutan Portal and the Zhabtog Lekjur MVP portal as specified in Section 5.2; and
- the deliverables in Section 5.1.

Operational Foundation Services (Journaling, Observability, Notification and others) are outside scope; the Vendor shall integrate with them as specified in Annexure 2.

The design, development and operation of the MyBhutan Portal, including its Unified Preference Platform (UPP) feature, are outside scope. The Vendor's obligation is limited to the interfaces with the MyBhutan Portal defined in Annexure 9 and to supporting joint integration testing with the MyBhutan Portal team.

3.5 Cross-Lot Dependencies and Interface Coordination

- **Interface Specifications.** As part of D1, each Vendor shall submit to the PA the Interface Specification for every interface its Building Blocks expose to, or consume from, other Building Blocks and national platforms, as listed in Annexure 9. The TRB shall approve the Interface Specifications of all Lots before the start of development of any dependent Building Block. Where the contract of another Lot has not yet commenced, the PA shall issue a provisional Interface Specification for that Lot based on Annexure 9, and the TRB may approve dependent development against it.
- **Change to an approved interface.** A Vendor shall not change an approved Interface Specification without TRB approval. Breaking changes shall be versioned, and the previous version shall remain supported for at least one release or ninety (90) days, whichever is longer.
- **Mocks and stubs.** Until the Building Block of another Lot, or the relevant interface of a national platform, is available in the QA environment, each Vendor shall develop and test

against mock services built from the approved Interface Specification, so that its own work is not blocked.

- **Dependency Register.** The PA shall maintain a Cross-Lot Dependency Register, reviewed at the fortnightly cross-Lot Project Working Group (Section 7.3). Each Vendor shall keep its entries current and report status in its periodic reports (Section 7.1).
- **Notification of delay.** Where a Vendor is, or expects to be, delayed by the PA, the Vendor of another Lot, a GA system, a national platform (Section 1.2) or GovCloud readiness, it shall notify the PA in writing within five (5) working days of becoming aware of the delay, stating the cause, the affected milestone, the expected impact and the mitigation taken. Only delays notified in this way qualify for relief from liquidated damages under Section 12.5 and for adjustment of the Milestone Plan.
- **Cooperation.** Each Vendor shall cooperate in good faith with the Vendors of the other Lots, including through joint integration testing, shared test data (anonymised in accordance with Section 10.1) and joint defect triage. The PA shall resolve disputes between Vendors on interface matters through the TRB. The TRB's decision is binding on the Vendors, without prejudice to their rights under the Change Management procedure (Section 13).
- **Acceptance against mocks.** Where a Building Block release depends on a Building Block of another Lot that has not yet been accepted, the TRB demonstration and UAT for that release may be conducted against mock services built from the approved Interface Specification. End-to-end validation with the real Building Block shall be completed as part of the Integration with Ready Services deliverable.

4. Key Professional Staff Requirements

The Bidder shall propose a qualified and experienced project team for each lot, consisting of key professional resources required to successfully implement, deliver, and support the project. The proposed resources shall possess the necessary technical expertise, domain knowledge, and

practical experience relevant to the project scope and objectives. The minimum number and qualifications for each role are set out in Section 4.3.

4.1 Role Requirement

The project team for each Lot shall include at least the roles, numbers and qualifications set out in Section 4.3. The detailed responsibilities of each role are set out in Annexure 7 (2. Role Descriptions of Professional Staff) and form part of the Vendor's obligations. In addition, the following responsibilities are specifically assigned:

- **Project Manager:** overall delivery; the integrated schedule, including cross-Lot dependencies (Section 3.5); change control (Section 13); and the reports specified in Annexure 3.
- **Technical Lead:** the solution architecture, in line with the SSDF and GEA-F; ownership of the Lot's Interface Specifications and representation of the Lot at the TRB (Section 3.5); and, with the DevOps / Security Engineer, the SBOM and CBOM
- **Software Developers:** all source code shall be committed, from the first day of development, to the Git repository owned and hosted by the PA. No parallel private repository shall be used for deliverable code.
- **DevOps / Security Engineer:** automated CI/CD across all environments, with SAST, DAST and SCA integrated into the pipeline, and integration with the national Observability platform.
- **Business Analyst:** custodian of all project documentation and the RTM, kept current with every approved change and release.
- **QA Engineer:** test strategy and execution, including automated regression testing, performance testing against Annexure 2 and WCAG 2.1 AA accessibility testing.
- **UI/UX Designer:** compliance of all user interfaces with the Unified Design System (UDS) provided by the PA and with WCAG 2.1 AA.

- **Database Engineer/Designer:** data models, high availability, backup and disaster recovery, and database security in line with Section 10.1.

4.2 Submission of Professional Staff Profiles

The Bidder must submit complete profiles of all proposed professional resources for evaluation. For each proposed resource, the following information must be provided:

4.2.1 Curriculum Vitae (CV)

The CV of each proposed expert shall be submitted using Form TECH-6 of the Standard Bidding Documents (SBD) (refer to the Standard Request for Proposals (SRFP)), together with copies of professional certifications, a signed statement of availability for the full assignment period, and the contact details of at least two (2) verifiable professional references.

4.2.2 Use of Artificial Intelligence Tools

The Vendor may use Artificial Intelligence (AI) assisted tools to improve efficiency and quality, subject to the following conditions:

- No confidential, personal, credential or source-code data of the PA shall be entered into any AI tool that retains data, uses it for training, or processes it outside environments approved by the PA, unless the PA has approved the tool in writing;
- All AI-assisted outputs shall be reviewed, validated and approved by qualified professionals before being incorporated into any deliverable, documentation, software component or operational process;
- The Vendor shall disclose, on request, which AI tools were used and for which deliverables; and
- The Vendor remains fully accountable for the accuracy, quality, security, licensing and compliance of all outputs, whether or not AI tools were used.

4.3 Key Expert Minimum Qualifications and Commitment

The following minimum requirements apply per Lot. All roles in the table below are Key Experts and are evaluated under Technical Criterion 3 (Section 11.3). Bidders may propose additional resources.

Role	Min. No. per Lot	Min. Years	Minimum Qualification	Desirable Certifications
Project Manager	1	5	Bachelor's degree in IT, Computer Science, Engineering, Management or in relevant fields.	Relevant certification
Technical Lead	1	5	Bachelor's degree in Computer Science/IT	Relevant certification
Business Analyst (Technical Writer)	1	3	Bachelor's degree; requirements analysis on at least 2 enterprise or e-government projects	Relevant certification
Software Developers	4	3	Certificate / Diploma / Bachelor's degree in Computer Science/IT or in relevant field	Relevant certifications
DevOps / Security Engineer	1	3	Bachelor's degree in Computer Science/IT; CI/CD and Kubernetes in production	Relevant certification
QA Engineer	1	3	Bachelor's degree; automated and performance testing experience	Relevant certification

UI/UX Designer	1	3	Degree or diploma in design, HCI or IT; portfolio of accessible web/mobile designs	Relevant certification
Database Engineer/Designer	1	4	Bachelor's degree in Computer Science/IT; HA and DR for production databases	Relevant database certification

Commitment and replacement. Key Experts shall not be replaced without the PA's prior written approval, except for death, serious illness or resignation from the firm. Any replacement shall have equal or better qualifications and experience, and shall be proposed within ten (10) working days. A Key Expert who is replaced shall complete a handover of not less than five (5) working days to the replacement, at no cost to the PA. Unapproved replacement of a Key Expert is a ground for a Notice to Correct under Section 7.2.2.

Presence. The Project Manager and Technical Lead shall be based in Thimphu for at least 60% of the implementation period and shall attend all PSC and TRB meetings in person or, with PA approval, by video conference.

Multiple Lots. A Bidder proposing for more than one Lot shall propose a separate Project Manager and Technical Lead for each Lot. No expert shall be proposed at more than 100% total time allocation across Lots.

5. Deliverables

5.1 Deliverable Description

The deliverables of each Lot are of the types (a) to (f) described below. The numbering, acceptance trigger, timeline and payment of each deliverable, for each Lot, are set out in Section 5.2.

(a) **Inception:** Project kick-off and submission of the Inception Report, SRS, SDD, Requirements Traceability Matrix (RTM), Milestone Plan, ToT Plan (Annexure 6), the detailed implementation plan for the Lot's Building Blocks, and the published Interface Specifications (Section 3.5).

(b) **Building Block Release:** Development and delivery of the named Building Block with the required documentation; completion of functional and non-functional testing; passing of the VAPT, MVP integration and Testing with Zhabtog lekjur, API testing; and submission of the Test Report. The Building Block shall be deployed to the Development, QA, Staging and Production environments. Where indicated in Section 5.2, the release shall also include a WCAG 2.1 AA conformance report.

(c) **Integration with Ready Services:** Integration of the Lot's Building Blocks with at least five (5) Ready Services nominated by the PA and with the Building Blocks of the other Lots as defined in Annexure 9; end-to-end functional and non-functional testing; a thirty (30) day Hypercare period after Go-Live; and submission of the Integration Documents and Test Report. Integrated services shall be deployed to all environments. Go-Live of the Ready Services shall take place no later than thirty (30) days before the timeline of this deliverable, so that Hypercare is completed before acceptance.

(d) **Source Code, Documentation, Training and Knowledge Transfer:** Submission of the complete source code and the documentation specified in Section 16, and completion of training and knowledge transfer as specified in Section 15.

(e) **Warranty Completion Report:** A report confirming completion of warranty obligations, including resolution of defects, security issues, performance issues and required system changes.

(f) **Migration to GovCloud:** When the PA notifies in writing that GovCloud is ready, secure migration of all Building Blocks, data, configurations and related services from the interim hosting environment to GovCloud with minimum service disruption, followed by functional and non-functional testing and submission of the Migration and Test Report.

5.2 Deliverable–Gate–Timeline–Payment Matrix

Payment percentages are of the Lot Contract Price. Timelines are measured from T0. Payment for each deliverable is released only on acceptance under Sections 5.3, 5.4 and 12.3. Deliverable types are described in Section 5.1. The following apply to all Lots:

- **Demonstration test cases.** The test cases used during each TRB Technical Demonstration shall be prepared by the Vendor, based on the approved Functional (BRD) and Non-Functional Requirements (NFR), and submitted to the PA for approval at least ten (10) working days before the demonstration.
- **GovCloud migration.** The PA will issue the GovCloud readiness notice within Financial Year 2028–29.
- **API and Integration Testing:** The Vendor shall test the APIs of each Building Block using OpenAPI/Swagger tooling or an equivalent platform approved by the PA. The Vendor shall prepare API test cases that confirm conformance to the GovStack specifications, and shall submit the API Test Report to the PA. The Vendor shall carry out integration testing between the building blocks and the MVP portal of Zhabtog Lekjur. The Vendor shall prepare integration test cases covering end-to-end service workflows, and shall submit the Integration Test Report to the PA.

5.2.1 LOT 1 (PSR(BRD 1), MDMB(BRD2))

D represents Deliverables and **T0** represents Starting Date. The reporting will be done according to reporting and monitoring (Annexure 3). Deployment should be done in Development, QA, Staging and Production Referring the Environment Strategy (Annexure 10). The Milestone Plan (D1) shall assign every BRD requirement ID in the RTM to a specific Technical Demo. At each demo, the Vendor shall have delivered, working, tested and demonstrated, at least the following cumulative percentage of requirements:D2 – 25%, D3 – 50%, D4 – 75%, D5 – 100%.

#	Deliverable	Type (5.1)	Acceptance Criteria / Trigger	Timeline	Payment

D1	Inception Report, SRS/SDD and Interface Specifications	(a)	Accepted by the PA; Interface Specifications approved by the TRB	T0 + 4 weeks (Weekly reporting)	10%
D2	First Technical demo for Public Service Registry (PSR) & Master Data Management Block (MDMB)	(b)	Technical Demo with UAT and Technical Report	2 month (Weekly reporting)	25%
D3	Second Technical demo for PSR & MDMB	(b)	Technical Demo with UAT, API testing and Technical Report	3 month (Weekly reporting)	
D4	Third Technical demo for PSR & MDMB	(b)	Technical Demo with UAT, API testing, Integration and Testing with MVP portal (Zhabtog Lekjur) and Technical Report	4 month (Weekly reporting)	25%
D5	Final Technical demo for PSR & MDMB	(b)	Technical Demo with UAT, API testing, Integration and Testing with MVP portal (Zhabtog Lekjur) and Technical Report, VAPT passed, Ready to Go-live	5 month (Weekly reporting)	

D6	Integration with Ready Services	(c)	Business Owner and PSC approval	6 -7 month (Weekly reporting)	30%
D7	Source Code, Documentation, Training and Knowledge Transfer	(d)	PSC acceptance	8 month (Weekly reporting)	
D8	Warranty Completion Report	(e)	Acceptance per Section 5.4	End of Warranty Period	0%
D9	Migration to GovCloud	(f)	Technical Demo with UAT, VAPT and Technical Report	Within Financial Year 2028–29	10%

5.2.2 LOT 2 (SSO(BRD 3), IDCB(BRD 4))

D represents Deliverables and **T0** represents Starting Date. The reporting will be done according to reporting and monitoring (Annexure 3). Deployment should be done in Development, QA, Staging and Production Referring the Environment Strategy (Annexure 10). The Milestone Plan (D1) shall assign every BRD requirement ID in the RTM to a specific Technical Demo. At each demo, the Vendor shall have delivered, working, tested and demonstrated, at least the following cumulative percentage of requirements: D2 – 25%, D3 – 50%, D4 – 75%, D5 – 100%.

#	Deliverable	Type (5.1)	Acceptance Criteria / Trigger	Timeline	Payment

D1	Inception Report, SRS/SDD and Interface Specifications	(a)	Accepted by the PA; Interface Specifications approved by the TRB	**T0** + 4 weeks (Weekly reporting)	10%
D2	First Technical demo for Single Sign-On (SSO) & Identity Conversion Block(IDCB)	(b)	Technical Demo with UAT and Technical Report	2 month (Weekly reporting)	25%
D3	Second Technical demo for SSO & IDCB	(b)	Technical Demo with UAT, API testing and Technical Report	3 month (Weekly reporting)	
D4	Third Technical demo for SSO & IDCB	(b)	Technical Demo with UAT, API testing, Integration and Testing with MVP portal (Zhabtog Lekjur) and Technical Report	4 month (Weekly reporting)	25%
D5	Final Technical demo for SSO & IDCB	(b)	Technical Demo with UAT, API testing, Integration and Testing with MVP portal (Zhabtog Lekjur) and Technical Report, VAPT passed, Ready to Go-live	5 month (Weekly reporting)	

D6	Integration with Ready Services	(c)	Business Owner and PSC approval	6-7 month (Weekly reporting)	30%
D7	Source Code, Documentation, Training and Knowledge Transfer	(d)	PSC acceptance	8 month (Weekly reporting)	
D8	Warranty Completion Report	(e)	Acceptance per Section 5.4	End of Warranty Period	0%
D9	Migration to GovCloud	(f)	Technical Demo with UAT, VAPT and Technical Report	Within Financial Year 2028–29	10%

5.2.3 LOT 3 (UCS (BRD 5), FDBKB(BRD 6), ITAR(BRD 7))

D represents Deliverables and **T0** represents Starting Date. The reporting will be done according to reporting and monitoring (Annexure 3). Deployment should be done in Development, QA, Staging and Production Referring the Environment Strategy (Annexure 10). The Milestone Plan (D1) shall assign every BRD requirement ID in the RTM to a specific Technical Demo. At each demo, the Vendor shall have delivered, working, tested and demonstrated, at least the following cumulative percentage of requirements: D2 – 25%, D3 – 50%, D4 – 75%, D5 – 100%.

#	Deliverable	Type (5.1)	Acceptance Criteria / Trigger	Timeline	Payment
D1	Inception Report, SRS/SDD and Interface Specifications	(a)	Accepted by the PA; Interface Specifications approved by the TRB	T0 + 4 weeks (Weekly reporting)	10%

D2	First Technical demo for Unified Client Support (UCS), Feedback Block(FDBKB) & IT Asset Repository (ITAR)	(b)	Technical Demo with UAT and Technical Report	2 month (Weekly reporting)	25%
D3	Second Technical demo for UCS, FDBKB & ITAR	(b)	Technical Demo with UAT, API testing and Technical Report	3 month (Weekly reporting)	
D4	Third Technical demo for UCS, FDBKB & ITAR	(b)	Technical Demo with UAT, API testing, Integration and Testing with MVP portal (Zhabtog Lekjur) and Technical Report	4 month (Weekly reporting)	25%
D5	Final Technical demo for UCS, FDBKB & ITAR	(b)	Technical Demo with UAT, API testing, Integration and Testing with MVP portal (Zhabtog Lekjur) and Technical Report, VAPT passed, Ready to Go-live	5 month (Weekly reporting)	
D6	Integration with Ready Services	(c)	Business Owner and PSC approval	6 -7 month (Weekly reporting)	30%

D7	Source Code, Documentation, Training and Knowledge Transfer	(d)	PSC acceptance	8 month (Weekly reporting)	
D8	Warranty Completion Report	(e)	Acceptance per Section 5.4	End of Warranty Period	0%
D9	Migration to GovCloud	(f)	Technical Demo with UAT, VAPT and Technical Report	Within Financial Year 2028–29	10%

5.3 Acceptance Criteria per Deliverable

Each Building Block release shall meet the following criteria, recorded on the Deliverable Acceptance Certificate (template in Annexure 5):

- APIs implemented, published as OpenAPI specification, and integrated with previously delivered Building Blocks.
- Unit, integration, security, accessibility (for user-facing blocks) and performance testing completed.
- Code quality gates passed, including at least 80% unit test coverage with no Critical or High findings from SAST, DAST or SCA.
- Release verified against OWASP ASVS Level 2, or Level 3 for SSO and IDCB (Annexure 2, CP-SEC-06).
- VAPT completed with no Critical or High findings open.
- SBOM and CBOM delivered and are up to date.

- For IDCB, and any other Building Block designated by the PA under Section 10.1: DPIA approved by the PA.
- Technical documentation updated.
- Demonstration completed and accepted by the Technical Review Board (TRB).
- No Critical or High severity defects remaining for the released functionality.

Review period. The PA shall accept, conditionally accept (with a list of items to be corrected), or reject a deliverable with written reasons within fifteen (15) working days of receiving a complete submission. The Vendor shall correct rejected items and resubmit within ten (10) working days, unless the PA agrees otherwise. The review period for the resubmission shall be ten (10) working days.

Conditional acceptance. The PA may conditionally accept a deliverable only where no Critical or High severity item remains open. The Deliverable Acceptance Certificate shall list each outstanding item with its severity, owner and completion date. The completion date shall not exceed thirty (30) days unless the PA agrees otherwise. Payment for a conditionally accepted deliverable shall be released less a retention of ten percent (10%) of that deliverable's payment, which shall be released when all listed items are closed. Failure to close a listed item by its date is a ground for a Notice to Correct under Section 7.2.2.

No deemed acceptance. Where the PA does not respond within the review period, the Vendor shall notify the PA Project Manager in writing, and the PA shall respond within a further five (5) working days. A deliverable is not accepted until the Deliverable Acceptance Certificate is issued.

5.4 Acceptance Criteria for Other Deliverables

The following minimum criteria apply to deliverables that are not Building Block releases, in addition to the review provisions of Section 5.3:

Deliverable	Minimum acceptance criteria
Inception	Inception Report, SRS, SDD, RTM, Milestone Plan and ToT Plan accepted by the PA; Interface Specifications approved by the TRB; PA Git repository in use with the CI pipeline running; NDA and team onboarding (Section 10) complete.
Integration with Ready Services	At least five (5) nominated Ready Services live in Production and integrated with the Lot's Building Blocks; end-to-end test report accepted; Hypercare completed with no open Critical or High incidents; Business Owner sign-off per Ready Service.
Source Code, Documentation, Training and Knowledge Transfer	A PA engineer, without Vendor assistance, builds and deploys every deliverable from the PA repository using the Source Code Build Guide; all documents in Section 16 delivered; ToT Completion and Competency Assessment Report accepted (Annexure 6); end-user and administrator training completed (Section 15.2); Exit Plan submitted (Annexure 8, Section 20).
Warranty Completion	All warranty defects closed, or transferred with PA agreement; SLA reports for the full Warranty Period accepted; exit requirements of Annexure 8 met.
Migration to GovCloud	All Building Blocks, data and configuration running in GovCloud; data reconciliation report shows no loss or corruption; functional, performance and security regression tests passed; Vendor-provided parts of the interim environment decommissioned, and data destroyed in accordance with Section 10.1.

6. Contract Duration

The implementation period for each Lot shall be eight (8) months from T0, comprising five (5) months for design, development and release of the Building Blocks and three (3) months for integration with Ready Services, hypercare, service onboarding and handover.

The implementation period and integration ready service is followed by a Warranty Period of twelve (12) months from Final Acceptance (Section 14.1). The Migration to GovCloud deliverable shall be completed within three (3) months of the PA's written GovCloud readiness notice, or any longer period stated in the notice, subject to Section 5.2. The contract term therefore runs from T0 until the later of the end of the Warranty Period and the acceptance, or lapse under Section 5.2, of the Migration to GovCloud deliverable.

Lots may start on different dates. Where the Lot 1 contract starts later than the Lot 2 or Lot 3 contract, the PA shall adjust the dependent milestones of the affected Lots through the Milestone Plan agreed at Inception.

7. Reporting Requirements and Performance Management

7.1 Reporting & Monitoring

The Vendor shall submit periodic reports and supporting evidence covering: BRD requirement implementation status, project progress against milestones and deliverable gates, deliverable and acceptance status, source code management, security and quality findings with remediation status, cross-Lot dependency status, and a risk/issue register. Report types, formats, frequency, and submission channels are detailed in Annexure 3.

Monitoring and Review

- The Vendor shall submit reports and evidence through agreed channels.
- The GovStack core team shall continuously monitor deliverables, code compliance, security findings, and progress (based on Section 5).

- Reports shall be reviewed by the PA's GovStack Technical Lead and Project Manager.
- Technical issues are verified by the technical team; risks, delays, and major decisions are managed by the GovStack Project Manager.
- The Vendor shall implement corrective actions per review feedback; further activities proceed upon the approval of the PA's Project Manager. The PA may appoint an independent quality assurance party to review Vendor reports and deliverables, as further specified in Annexure 3; the Vendor shall cooperate fully with such party.

7.2 Performance-Based Termination

7.2.1 Performance Assessment

The Vendor's performance shall be assessed based on the successful delivery, quality, security, interoperability, and operational readiness of the GovStack Building Blocks and related components, irrespective of the solution architecture adopted. Performance shall be measured against:

- compliance with the approved BRD and technical requirements;
- compliance with applicable GovStack Building Block specifications, APIs, standards, and architectural requirements (the Vendor may propose its own solution architecture to meet these);
- achievement of agreed deliverables, milestones, phase-gates, and acceptance criteria;
- software quality, security, architecture, performance, and maintainability requirements;
- successful completion of required testing and UAT, including resolution of identified defects within agreed timelines; and
- compliance with agreed system availability, SLA, and post-go-live support requirements.

Aggregate performance against the above criteria shall be tracked as a Project Success Rate, per the KPIs, SLAs, acceptance criteria, defect severity levels, performance thresholds, and measurement methods defined in Annexure 3.

7.2.2 Notice to Correct and Performance Review

Where the Vendor fails to meet a material contractual requirement, KPI, SLA, milestone, acceptance criterion or GovStack conformance requirement, the PA may issue a Notice to Correct specifying the deficiency and the required corrective action. Cure periods, the Formal Performance Review and the Corrective Action Plan (CAP) procedure are set out in Annexure 3.

7.2.3 Termination

The PA may terminate the Contract, in whole or in part, for default or for convenience in accordance with the Contract and PRR 2025. Grounds for termination for default include, without limitation: failure to remedy a Notice to Correct within the cure period; failure to implement an approved CAP; repeated failure to meet KPIs, SLAs, deliverables or GovStack requirements; material failure to meet security, quality, interoperability, performance or data integrity requirements; fraud or corruption; insolvency; and failure to meet source-code, documentation, IP or handover obligations. Termination for convenience requires sixty (60) days' written notice. The detailed procedures are set out in Annexure 3.

7.2.4 Exit and Handover

On expiry or termination for any reason, the Vendor shall comply with the exit and transition requirements in Annexure 8 and hand over all GovStack Building Block artefacts, including source code, documentation, data, and configurations required for continued operation, irrespective of the underlying architecture or technology stack. The Vendor shall provide reasonable knowledge-transfer support to the PA or its nominated successor for up to sixty (60) days. All deliverables developed under the Contract shall be owned by the PA/Government per Section 12.7. The PA shall retain audit rights over Contract-related records for five (5) years after expiry or termination of the Contract.

7.3 Project Governance

Project Steering Committee (PSC). The PSC, chaired by [the Head of the PA or nominee], gives strategic direction, accepts the Integration with Ready Services and the Source Code, Documentation, Training and Knowledge Transfer deliverables, approves Change Requests within its limit (Section 13.3), and decides escalated risks and issues. It meets monthly and at each milestone. The Vendor's Project Manager and Technical Lead attend as non-voting members.

Technical Review Board (TRB). The TRB, chaired by the PA GovStack Technical Lead, approves Interface Specifications and changes to them, witnesses and accepts technical demonstrations, reviews technical-design Change Requests, and decides interface disputes between Vendors (Section 3.5).

Project Working Groups. A Project Working Group for each Lot, chaired by the PA Project Manager, meets weekly. A cross-Lot Project Working Group, attended by the Project Manager and Technical Lead of every Lot, meets fortnightly and reviews the Cross-Lot Dependency Register (Section 3.5).

Escalation. A risk or issue not resolved by a Project Working Group within ten (10) working days is escalated to the PSC (Annexure 3).

Dispute resolution. A dispute between the PA and a Vendor is first referred to the PSC for amicable settlement. A dispute not settled within thirty (30) days is resolved under the dispute resolution provisions of the Contract and PRR 2025.

8. Firm Eligibility Requirements

8.1. Legal Standing & Experience of Firms

8.1.1. Nature of Firm

The Firm shall be a genuine Software/Information Technology (IT) Company whose core business is software design, application development, software implementation and systems

integration. Firms whose primary business is hardware supply, general trading, or reselling/distribution, without a demonstrable in-house software development capability, are not eligible to bid as the lead/sole firm. The Firm shall demonstrate:

- An in-house technical team (not a purely brokered/outsourced arrangement) capable of executing the proposed solution architecture, whether through custom development, configuration, or integration of an existing platform.
- A documented software development, configuration, or implementation methodology (e.g., Agile/Scrum, or an equivalent SDLC) that the Firm applies to its projects, appropriate to its proposed solution architecture.
- Relevant quality or process certifications (e.g., ISO 9001, ISO/IEC 27001, CMMI Level 2 or above) will be considered an advantage, though not mandatory unless stated in the Data Sheet.

8.1.2 Legal Standing

- Legally registered and licensed to provide software development, systems integration, or ICT services in its country of registration.
- For Bhutanese firms: valid registration and business licences as required by the Royal Government of Bhutan (RGoB), including a valid Trade/Industrial Licence covering IT/software services.
- For foreign firms: valid registration in the home jurisdiction and, where required by the procuring entity's rules, willingness to associate with or register a local presence for the duration of the contract, in accordance with section 8.2.
- Not debarred, blacklisted, or under any procurement sanction by the Royal Government of Bhutan, a development partner, or any other government; no conflict of interest with this assignment.

8.1.3 General Experience

Minimum five (5) years of experience in software development, implementation of enterprise software platforms, digital transformation, or enterprise application development.

8.1.4 Relevant Project Experience

- Successfully completed at least two (2) similar projects within the last five (5) years. A "similar project" means the development or implementation of a multi-module web platform involving integration with other systems and authenticated users, with a contract value of at least Nu. 7 million (or equivalent) per project.
- At least one (1) project shall involve a government/public-sector client.
- Experience in Digital Public Infrastructure (DPI), e-Government systems, or large-scale digital platforms will be an advantage and is scored under Technical Criterion.

Verification of Claims

All claims of legal standing, licensing, general experience, and relevant project experience made under this Section shall be verified against the supporting documents submitted with the Firm's proposal in response to the Request for Proposals (RFP), including certificates of incorporation, business/trade licences, client completion certificates, contract reference letters, and any other evidence specified in the RFP's submission requirements. Claims that are not substantiated by documentary evidence in the RFP submission shall not be considered during evaluation, and the PA reserves the right to seek independent confirmation from the named reference clients.

8.1.5 Financial Capacity

The Bidder shall meet the following minimum thresholds per Lot: (a) average annual turnover over the last three (3) financial years of at least Nu 6 million for Lot 1, Nu 6 million for Lot 2 and Nu 7 million for Lot 3; and (b) positive net worth in the most recent audited financial year. A

Bidder applying for more than one Lot shall meet the sum of the turnover thresholds for those 3 Lots.

Verification: Turnover and financial capacity claims shall be verified against the audited financial statements submitted with the proposal. Statements shall be certified by a licensed auditor. Only where the law of the Bidder's country does not require the Bidder to have its accounts audited may the Bidder instead submit financial statements certified by the relevant tax authority, together with a bank solvency certificate acceptable to the PA. Unaudited, self-declared or unsupported figures will not be accepted and may render the bid non-responsive.

8.1.6 GovStack / Interoperability Experience (Scored, not a knockout requirement)

Experience in the following is not an eligibility requirement but will be scored favourably under Technical Criterion 1 (Section 11.3):

- GovStack Building Blocks or equivalent Digital Public Infrastructure (DPI) frameworks.
- API-based integration and interoperable digital platforms.
- Demonstrated expertise in modern software architecture, modular and cloud-native application design, secure software development, and application security.

8.2 Joint Venture (JV), Consortium and other Provisions

- Bidders may participate individually or, where applicable, as a Joint Venture (JV) or other form of association proposed by the bidder, in accordance with the Procurement Rules and Regulations (PRR) 2025 and the requirements of this ToR.
- In accordance with Section 62 of the PRR 2025, an eligible bidder may be a private entity, Government-owned enterprise, or any combination of such entities in the form of a Joint Venture, provided that the bidder is authorized to conduct business in Bhutan and complies with the eligibility and qualification requirements specified in the bidding documents.

- Where a Bidder proposes to participate as a JV or other form of association, the Bidder shall clearly disclose in its proposal the proposed modality, structure, composition, roles and responsibilities of each participating entity, and the respective contributions to the assignment.
- Where a JV or other association includes an international/foreign entity, it shall have a locally registered/in-country Lead Company, which shall be the principal point of contact and responsible for overall contract coordination and delivery. All payments shall be made by the Procuring Agency in Bhutanese Ngultrum (BTN) to the Lead Company, with any internal distribution of payments among the participating entities being their sole responsibility.
- All members of a JV or association shall be jointly and severally liable for the performance of the Contract. The members shall together meet 100% of the eligibility and qualification requirements in Section 8.1.
- The Procuring Agency shall evaluate the proposed arrangement against the eligibility and qualification requirements of this TOR, the bidding documents, and the applicable provisions of PRR 2025.
- The proposed JV or association arrangement shall be subject to the Procuring Agency's acceptance and compliance with PRR 2025 and other applicable laws and regulations of Bhutan.
- The Bidder shall be responsible for proposing the appropriate modality and delivery arrangement required to demonstrate its capacity to undertake and successfully deliver the assignment.

8.3 Sub-contracting

The Vendor may sub-contract specialised services (for example, independent VAPT) with the PA's prior written approval. The total value of sub-contracted work shall not exceed thirty percent (30%) of the Lot Contract Price. Key Expert roles shall not be sub-contracted. The

Vendor remains fully responsible for the work of its sub-contractors, and sub-contractors are bound by Section 10.

The independent VAPT required for each release shall be performed by a tester that is independent of the Vendor and its affiliates and approved in writing by the PA. The tester shall report its findings directly to the PA at the same time as to the Vendor. The cost of the VAPT shall be included in the Vendor's price.

9. Selection Process

The Procuring Agency shall evaluate proposals submitted by eligible bidders using Quality- and Cost-Based Selection(QCBS), in accordance with the applicable Procurement Rules and Regulations (PRR) 2025 and the Request for Proposals (RFP). Detailed scoring is set out in Section 11 (Evaluation Criteria); this section governs the procedural stages leading to that scoring. Proposals shall be evaluated separately for each Lot.

Envelope structure: Bidders shall submit two separate envelopes — a Technical Proposal and a Financial Proposal — within a single submission package for each Lot. Financial Proposals shall remain sealed and unopened until technical evaluation is complete. Only Bidders whose Technical Proposal meets or exceeds the Minimum Qualifying Technical Score set out in Section 11.3 shall have their Financial Proposal opened; Financial Proposals of Bidders scoring below this threshold shall be returned unopened.

The evaluation process shall consist of the following stages:

Stage	Description
1. **Preliminary Examination**	Verification that the proposal is complete, responsive, and complies with the mandatory submission requirements in the bidding documents (forms, signatures, validity and bid security).

2. Knock-out (Eligibility)	Pass/fail verification (not scored) against the mandatory Firm Eligibility Requirements at Section 8 — Nature of Firm, Legal Standing, General Experience, Relevant Project Experience, Financial Capacity (Section 8.1), and JV/Association eligibility and sub-contracting (Sections 8.2 and 8.3, read with Eligibility of Bidders under PRR 2025 Chapter 5). A Bidder failing any knockout criterion is disqualified and not evaluated further. No solution architecture or sourcing model is, by itself, grounds for disqualification at this stage.
3. Technical Evaluation (Written Proposal)	Scoring of the Technical Proposal against the criteria in Section 11.3. The written proposal carries 80 of the 100 technical points. Bidders are shortlisted for the financial evaluation if they achieve at least 60 of the 80 written-proposal points, and at least 7 points in Category 1, 17.5 of the 25 written points in Category 2 and 31.5 points in Category 3.
4. Demonstration / Presentation	Shortlisted Bidders shall conduct a demonstration via video conference or in person in Thimphu, at the PA's discretion if only required. The session covers the proposed solution's required functions, delivery methodology, and project management approach, followed by a Q&A with the Evaluation Committee. The proposed Project Manager and Technical Lead must be present and answer questions directly. Price proposals shall not be discussed. Outcomes are scored against the relevant sub-criteria and added to the written-proposal score to give the Technical Score. The Minimum Qualifying Technical Score and per-category minimums (Section

	11.3) are applied to this combined Technical Score. Failure results in technical non-compliance, with the Financial Proposal remaining unopened.
5. Financial Evaluation	Financial Proposals of Bidders meeting the Minimum Qualifying Technical Score are opened and scored per Section 11.4: Financial Score = 100 × (Lowest Price ÷ Bidder's Price).
6. Combined Ranking	Technical and Financial scores are combined per Section 11.5: Final Score = (Technical Score × 0.80) + (Financial Score × 0.20). Bidders are ranked by Final Score.
7. Negotiation	The Bidder with the highest Final Score is invited to negotiate final contract terms, without altering the price, scope or basis of selection. The only exception is the person-day rates for Change Requests, which may be negotiated under Section 11.4.
8. Contract Award	The contract for each Lot is awarded to the technically qualified Bidder with the highest Final Score, subject to Section 9.1.

9.1 Bidding and Award Across Lots

- Bidders may bid for one, two or all three Lots and shall submit a separate Technical and Financial Proposal for each Lot.
- Each Lot shall be evaluated and ranked independently in accordance with this Section 9 and Section 11.
- A Bidder recommended for award of more than one Lot shall demonstrate that it meets the cumulative financial capacity (Section 8.1.5) and staffing (Section 4.3) requirements for all such Lots. Where it does not, it shall be awarded only the Lot or Lots for which it

qualifies, in the order of the PA's priority: Lot 1, Lot 2, Lot 3. Each remaining Lot shall be offered to the next-ranked technically qualified Bidder for that Lot.

10. Confidentiality, Non-Disclosure Agreement, and Onboarding

All information accessed, produced, or handled under this assignment is strictly confidential. Vendors are required to:

- Keep all project information, including source code, designs, credentials, data, and documentation, strictly confidential during and after the contract, with no expiry on this obligation.
- Sign the NDA prior to mobilisation and no later than contract signing.
- Declare any conflicts of interest at individual personnel level at the time of proposal submission and continuously throughout the assignment.
- Complete full team onboarding, including individual confidentiality undertakings, identity verification, and background checks for anyone accessing live government environments, before any access is granted.
- Access government systems strictly on a need-to-know and least-privilege basis using individually assigned credentials only; shared or generic credentials are not permitted.
- Report any security incident to the Procuring Agency within twenty-four (24) hours of discovery and bear the remediation costs of incidents attributable to the Vendor's act, omission or breach of contract, subject to the liability provisions of the Contract.

10.1 Data Protection, Residency and Security

- All government and personal data shall be stored and processed only within Bhutan, in environments approved by the PA.
- The Vendor shall comply with applicable Bhutanese laws, regulations and policies on information, data protection and digital identity, including the Information,

Communications and Media Act of Bhutan 2018, the National Digital Identity Act of Bhutan 2023 and RGoB information security policies.

- The Vendor shall carry out a Data Protection Impact Assessment (DPIA) for the IDCB, and for any other Building Block the PA designates, before Go-Live. The DPIA shall follow ISO/IEC 29134:2023 and include, at minimum, the elements in Guidelines for privacy impact assessment (GDPR) Art. 35(7)
- Production personal data shall not be used in Development, QA or Staging environments unless anonymised or pseudonymised in a manner approved by the PA.
- On completion or termination of the Contract, the Vendor shall return all PA data and securely destroy any copies it holds, and shall provide a certificate of destruction.

11. Evaluation Criteria (Summary)

11.1 How Proposals Are Evaluated

Proposals are evaluated separately for each Lot through the stages set out in Section 9. This Section sets out the weightage and scoring applied in those stages.

11.2 Weightage

Component	Weight
Technical Proposal	80%
Financial Proposal	20%

The Technical Proposal is weighted more heavily to ensure that the quality, technical capability, proposed architecture, GovStack interoperability, security, delivery approach, and sustainability of the proposed solution are given greater consideration than price, irrespective of the sourcing model proposed. Bidders should treat the Technical Proposal as the primary basis on which this engagement will be won or lost.

11.3 Technical Evaluation Criteria (100 points; 80% weight)

The Minimum Qualifying Technical Score is 80 out of 100 for each Lot. Bidders scoring below this threshold are eliminated regardless of their Financial Proposal.

#	Category and sub-criteria
1	**Bidder's Organisation and Experience (10)**
1.1	Relevant projects completed in the last five years
1.2	Year of Experience
2	**Approach, Methodology and Work Plan (45)**
2.1	Understanding of requirements (BRD, NFR, GovStack specifications)
2.2	Proposed Technical architecture/solution architecture and scalability, sourcing (Bespoke, open source or COTS) and licensing model
2.3	Project Management/Development Methodology, quality assurance and DevOps
2.4	Risk/Challenges Identification and mitigation strategies including cross-Lot dependencies
2.5	Warranty, Support and Maintenance Approach
2.6	Integration and interoperability Approach
2.7	Security, privacy and data protection Approach
2.8	Realism and comprehensiveness of project timeline
2.9	Training and Knowledge transfer Approach
2.10	Migration to GovCloud Approach
2.11	Demonstration / Presentation (only if it is needed)
3	**Staffing and Team Composition (CVs) (45)**
	Education Qualification, Relevant of Work Experience, Availability & Commitment, Training & Certificate
3.1	Project Manager
3.2	Technical Lead
3.3	DevOps / Security Engineer

3.4	Business Analyst (Technical Writer)
3.5	Software Developer
3.6	QA Engineer
3.7	UI/UX Designer
3.8	Database Engineer/Designer
Total	**100**

Note: *In addition to achieving the overall Minimum Qualifying Technical Score, each Bidder shall score at least 70% of the maximum marks allotted to each of the three categories in the table above (7 points for Category 1, 31.5 for Category 2 and 31.5 for Category 3). A Bidder that fails to achieve 70% in any one category shall be declared technically non-compliant and eliminated. Its Financial Proposal shall not be opened, regardless of its aggregate technical score.*

11.4 Financial Evaluation (20% weight)

The lowest-priced Financial Proposal among technically qualified Bidders for a Lot receives full marks. Every other proposal is scored in inverse proportion to its price:

Financial Score = 100 × (Lowest Price ÷ Bidder's Price)

The evaluated price is the total Lot price for all deliverables (D1 to the final deliverable) for the implementation and Warranty Periods. It includes all third-party licences and any hosting that Annexure 2 requires the Vendor to provide, plus the annual AMC prices for Years 1 to 3 quoted under Section 14.2. The AMC prices are included for evaluation only: they do not form part of the Contract Price, and any AMC shall be a separate contract. Prices shall be inclusive of all applicable taxes (Section 12.6). The person-day rates per role quoted for Change Requests (Section 13.2) are not part of the evaluated price but shall be reasonable.

11.5 Final Score and Award

Final Score = (Technical Score × 0.80) + (Financial Score × 0.20)

The contract for each Lot is awarded to the technically qualified Bidder with the highest Final Score, subject to Sections 9 and 9.1. Where two or more Bidders have the same Final Score, the Bidder with the higher Technical Score shall be ranked higher.

12. Contract Type and Payment

12.1 Contract Type

Each Lot shall be executed as a lump-sum, deliverable-based contract in accordance with PRR 2025, with payments linked to the acceptance of the deliverables in Sections 5.1 and 5.2.

12.2 Payment Currency

All payments shall be made to the Vendor in *Bhutanese Ngultrum (BTN)*.

12.3 Payment Structure - Deliverable/Milestone-Linked

Payments shall be made strictly against milestone completion (Section 5.2) and Acceptance Criteria (Section 5.3), following sign-off of the Milestone Plan agreed at Inception (D1). For each deliverable, the Vendor shall submit a Deliverable Completion Report summarizing the work completed, outputs produced, and evidence of meeting the Acceptance Criteria along with the corresponding invoice. No payment shall be released until the Procuring Agency has reviewed and formally accepted both the Deliverable Completion Report and the deliverable itself against the defined Acceptance Criteria and issued the Deliverable Acceptance Certificate (Annexure 5). Payment shall be made within twenty-five (25) days following submission of a complete and correct invoice and Deliverable Completion Report as per the provisions of the PRR 2025.

Where Annexure 2 requires the Vendor to provide any part of the interim hosting environment, the hosting charges quoted in the Financial Proposal shall be paid quarterly in arrears, on the PA's confirmation that the SLA-required availability was met. They shall cease on completion of the Migration to GovCloud or as otherwise agreed with the PA. Interim hosting charges do not form part of the Contract Price but are included in the evaluated price under Section 11.4.

12.4 Performance Security

The successful bidder shall submit a Performance Security of ten percent (10%) of the Contract Price within seven (7) working days after issuance of the Letter of Acceptance, but before contract signing. The Performance Security shall remain valid until twenty-eight (28) days after the later of the end of the Warranty Period and the acceptance, or lapse under Section 5.2, of the Migration to GovCloud deliverable. The forms of performance security, duration, forfeiture and release shall be based on PRR 2025.

12.5 Liquidated Damages

If the Vendor fails to achieve any contractual milestone within the agreed schedule, the compensation for each failure shall be 0.1% per day of the Initial Contract Price. The total amount of liquidated damages shall not exceed ten percent (10%) of the Initial Contract Price. Liquidated damages shall not apply to delays attributable to the PA, the Vendors of other Lots, GA systems, national platforms (Section 1.2) or GovCloud readiness, where such delays have been notified in accordance with Section 3.5.

12.6 Tax

Bid prices shall be inclusive of all applicable taxes, duties and levies. All payments are subject to applicable RGoB taxes, deducted at source per prevailing tax regulations.

12.7 Intellectual Property, Licensing and Source Code

- All custom code, configurations, scripts, documentation, designs and data produced under the Contract shall be the property of the Royal Government of Bhutan from creation.
- The RGoB may publish custom code produced under the Contract under an open-source licence of its choice.
- Where open-source components are used, the Vendor shall comply with their licences, list them in the SBOM, and shall not use components whose licence terms would restrict the RGoB's use, modification or distribution of the solution.
- Where COTS products are proposed, the Bidder shall provide a perpetual, irrevocable, government-wide licence covering all RGoB agencies, with no per-user, per-agency or per-transaction fees. The Bidder shall disclose all recurring support, maintenance or subscription costs in the Financial Proposal.
- Where the source code of a COTS component cannot be transferred, the Vendor shall place it in escrow with an agent approved by the PA, with release conditions that include the Vendor's insolvency, discontinuation of the product, or failure to provide support.
- Pre-existing Vendor tools and components that are not deliverables remain the Vendor's property, but the Vendor grants the RGoB a perpetual, royalty-free licence to use them to the extent they are needed to operate and maintain the deliverables.

13. Change Management

13.1 Scope Change Request Procedure

- All scope changes shall be processed using the CR Form provided in Annexure 4 (Change Request Form Guidelines).
- No Change Request shall be implemented without prior written approval of the Procuring Agency. The Vendor shall not be entitled to additional payment or extension of time without such approval.

- Correction of defects, security vulnerabilities, or non-conformities is not a Change Request and shall be rectified by the Vendor at no additional cost.

13.2 Costing and Approval of Changes

- Upon identification of a Change Request (CR), the Vendor shall submit a Change Request Analysis Report in accordance with_Annexure 4 — Change Request Form Guidelines, including the proposed cost, resource, schedule, and implementation impacts.
- The Vendor shall submit the Change Request Analysis Report within the timeline specified by the Procuring Agency.
- The Procuring Agency shall review the Change Request Analysis Report and may approve, reject, defer, or request additional information before making a final decision.
- The cumulative value of all approved Change Requests shall not exceed twenty percent (20%) of the original Contract Price. Change Requests within this limit shall be reviewed and approved in accordance with Section 13.3. Any Change Request exceeding this limit shall not be accepted or implemented by the Procuring Agency.
- Change Requests shall be priced using the person-day rates quoted in the Vendor's Financial Proposal.

13.3 Change Governance

Change Requests may be approved by the PSC where the cumulative value of approved Change Requests, including the one proposed, does not exceed five percent (5%) of the Contract Price and the change has no impact on Go-Live dates. All other Change Requests shall be approved by the Head of the PA / Tender Committee in accordance with PRR 2025.

The Vendor shall state, in each Change Request Analysis Report, the cumulative value of approved Change Requests as a percentage of the Contract Price.

14 Warranty, Support & Maintenance

14.1 Warranty Phase

The Vendor shall provide a warranty period of twelve (12) months commencing from Final Acceptance of the Lot. Building Blocks that go live before Final Acceptance shall be supported by the Vendor from their Go-Live until Final Acceptance as part of its implementation obligations, on the same terms as the warranty and at no additional cost.

During the warranty period, the Vendor shall, at no additional cost to the Procuring Agency, rectify defects, maintain SLA-required availability, remediate security vulnerabilities, keep third-party components patched and supported, and provide the technical support necessary to keep the delivered Building Blocks compliant with the approved BRD, NFR, and applicable GovStack specifications, irrespective of the underlying solution architecture. Work arising from GA System changes approved after Final Acceptance, or from requirements outside the approved BRD baseline, is addressed under Change Control (Section 13), not as a warranty obligation.

Detailed warranty coverage, defect and incident classification, response/resolution procedures, reporting, and exit requirements are set out in Annexure 8 (Warranty, Support & Maintenance). The Vendor shall also provide, within the Contract Price, a warranty change allowance of two (2) person-months per Lot for minor modifications, as defined in Annexure 8.

14.2 Support and Maintenance (Annual Maintenance Contract)

Entry into an Annual Maintenance Contract (AMC) following expiry of the warranty period shall be contingent upon the Vendor's demonstrated performance during the warranty period, assessed against the Project Success Rate and KPIs defined in Annexure 3. The annual AMC price quoted by the Bidder shall not exceed twenty percent (20%) of the Contract Price and shall include sixty (60) person-days of change requests per year.

Where the PA elects to proceed with an AMC:

- **Scope:** The AMC shall cover the same categories of support as the warranty phase for the delivered Building Blocks, excluding new feature development, which shall be handled as a separate change request or statement of work.
- **Term:** Initial period of twelve (12) months from warranty expiry, renewable annually by mutual written agreement, subject to satisfactory performance review.
- **Pricing:** as quoted in the Vendor's Financial Proposal. The quoted prices are fixed for the initial term and binding on the Vendor for any renewal in Years 2 and 3. Escalation for renewals beyond Year 3 is capped as specified in the Contract.
- **SLA carry-over:** Service levels and defect classifications under Annexure 8 continue to apply unless expressly revised in the AMC's own SLA schedule.
- **Non-renewal:** The PA has no obligation to renew, and may re-tender support services, without affecting the Vendor's completed warranty obligations under Section 14.1.
- **Notice:** Sixty (60) days' written notice by either party for non-renewal.

15. Knowledge Transfer & Capacity Building

15.1 Training of Trainers (ToT)

The Vendor shall design and deliver a comprehensive, competency-based, hands-on Training of Trainers (ToT) programme for five (5) designated officials from the GovTech Agency per Lot. The objective is to establish internal GovStack technical capacity within GovTech, enabling the designated officials to act as internal GovStack subject matter experts and provide ongoing technical guidance to government agencies throughout the planning, design, integration, implementation, and operation of future Government Agency (GA) systems.

The training shall be practical and competency-based, using demonstrations, hands-on exercises, and real implementation scenarios rather than presentations alone, and shall result in demonstrable competency, verified through assessment.

Training phases, Building Block coverage, objectives, methodology, schedule, assessment, and materials requirements are set out in Annexure 6 (Training of Trainers Implementation Plan).

The Vendor shall provide a ToT Completion and Competency Assessment Report, consolidated across all Training Phases per Annexure 6, documenting the training delivered, assessment results, identified competency gaps, and recommendations for continued capacity development.

15.2 End-User and Administrator Training

The Vendor shall train the agency users and administrators of the Lot's Building Blocks, including, as applicable, SSO administrators, IDCB rule administrators, UCS agents and supervisors, ITAR users from the DST, DSD and DSOM divisions, Feedback Node administrators, and system administrators. Training shall cover up to thirty (30) participants per Lot, in sessions agreed during Inception, and shall be completed before Go-Live of the relevant Building Block. The Vendor shall provide recorded sessions and quick-reference guides for later use by the PA.

16. Documentation

16.1 Technical Documentations

The Vendor shall maintain and submit the following documents during implementation, at handover, and during the warranty and support period. The required content of each document is set out in the Documentation Checklist in Annexure 5.

16.1.1 Architecture and Design:

System Architecture Document; Technology Stack Documentation, with SBOM and CBOM; API and Integration Specifications, consistent with Annexure 9; Database Design Documentation; Data Dictionary; Threat Model; and the DPIAs for IDCB and any other Building Block designated by the PA under Section 10.1.

16.1.2 Deployment and Configuration:

Installation and Configuration Manuals, including Infrastructure as Code; Backup Configuration Documentation; and the Source Code Build Guide.

16.1.3 Operations and Support:

System Administration and Operation Documentation, including runbooks, monitoring, backup and restore, and DR procedures and test results; Troubleshooting Guide; and Security Documentation, including security architecture, hardening baselines and VAPT results.

16.1.4 Quality and Handover:

Knowledge Transfer and Handover Report, and Test Reports (unit, integration, system, performance, security, accessibility and UAT).

16.2 Non-Technical Documentation

User Manuals and Administrator Manuals for each block, Training Materials (including ToT materials per Annexure 6), and Release Notes for each release.

16.3 Documentation Standards

All documentation shall be in English, supplied in editable format (DOCX or Markdown) and as PDF, version-controlled in the PA repository, and updated with every release. The PA repository is the source of truth; PDF copies are for reference only. Citizen-facing help content and user manuals shall also be provided in Dzongkha where required by the BRD.

17. Annexures

The following annexures form part of this ToR and are issued with it:

- Annexure 1: Business Requirements Documents (BRDs)
- Annexure 2: NFR Specification (Technical Baseline)
- Annexure 3: Reporting Requirements and Performance Management
- Annexure 4: Change Request Form
- Annexure 5: Deliverable Acceptance Certificate (DAC) and Documentation Checklist
- Annexure 6: Training of Trainers (ToT) Implementation Plan
- Annexure 7: Role Descriptions of Professional Staff
- Annexure 8: Warranty, Support & Maintenance (including Exit requirements)
- Annexure 9: Block Communication Matrix
- Annexure 10: Interim Hosting Environment Strategy