



Universal Service Fund

(A Section 42 company)

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## Request For Technical Proposals

Prequalification for Panel Formation of Monitoring  
Auditors for Monitoring Audit Services in USF  
RTeS/BSD/NG-BSD Program

**Tender ID: USF/RTeS/BSD/NG-BSD Projects/MA Panel/2025-1**

Issued at Islamabad

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## 1. Introduction

Universal Service Fund (“USF Co”) is a Guarantee Limited Company incorporated under Section 42 of the Companies Ordinance 1984 (presently Companies Act 2017) established by the Government of Pakistan through Ministry of Information Technology & Telecom in pursuance of Universal Service Fund Rules, 2006 (“USF Rules”) promulgated by Federal Government of Pakistan in exercise of the powers conferred under clause (ab) of Sub Section (2) of Section 57 of the Pakistan Telecommunication (Re-organization) Act, 1996.

Universal Service Fund Company (“USF”) initiated/launched multiple projects of Rural Telephony, e-Services, Broadband for Sustainable Development and Next Generation Broadband for Sustainable Development (NG-BSD) Program to provide Voice and Broadband Services in un-served, under-served and remote areas.

This Request for Proposal (Technical)(RFP) is issued for Prequalification for Panel Formation of Monitoring Auditors for Monitoring Audit Services in USF RTeS/BSD/NG-BSD Program, to verify the network, quality of deployed network services of voice and data included customer satisfaction but not limited to deployed active and passive infrastructure quality and quantity by verification as defined in the scope of audit and TORs.

## 2. Bidding Process

- 1) A panel of Companies/Firms/Consortium will be prequalified after an open, competitive, and transparent bidding process in accordance with Public Procurement Regulatory Authority (PPRA) Ordinance, 2002, Rules, Regulations and Guidelines made thereunder.
- 2) At the time of bid submission, the interested bidder shall submit documents as per detailed mentioned in Section 6 of this RFP.
- 3) The bid/proposal to be attached on e-Pak Acquisition & Disposal System (e-PADS), comprising the technical proposal. **The bidder shall ensure that the attachment of bid/proposal on e-PADS is mandatory. Bid/proposals shall not be accepted/entertained via any other medium.**
- 4) Only the “**PROPOSAL**”, uploaded on **e-PADS** shall be opened.
- 5) The proposal shall be marked as “**TECHNICAL PROPOSAL**” in bold and legible letters to avoid confusion.
- 6) USF will expect that the aspirant bidders shall mention the correct information in their bids, failing which will lead to rejection of bids as well as blacklisting.
- 7) Evaluation of technical proposal for prequalification of panel members will be carried out, in accordance with evaluation criteria as per Section 7 of this RFP.
- 8) The technical evaluation report will be uploaded on e-PADS.
- 9) After successful completion of prequalification process, names of qualified bidders shall be placed at USF panel of monitoring auditors.
- 10) The qualified bidder shall remain part of USF till de-notified by USF
- 11) **Financial RFP shall be issued only to the technically prequalified eligible bidders.** Financial RFP shall, inter alia, include the scope of work for monitoring audit contract.
- 12) If more than one technically prequalified bidder submits equal quotations/bids, during financial bid submission, the tied prequalified bidders shall be notified by USF, and they will be requested to submit revised financial proposals in compliance with the RFP in sealed envelopes. The

revised bid amount must be either equal to or less than the original submitted bid amount. Such revised financial proposals shall be submitted in a sealed envelope and shall be re-evaluated.

- 13) All prices mentioned in the Financial Proposal shall be in Pak Rupees (PKR).
- 14) The bidder must submit quote in accordance with Pricing Table, mentioning price of each item. Failure to do so may lead to non-compliance and bid rejection.
- 15) USFCo may increase or decrease quantities of items at any time.
- 16) A contract will be awarded to the Lowest Financial Bidder for respective project/lot.
- 17) The contract of respective project/lot will be awarded to prequalified eligible bidder who shall submit lowest financial bid.
- 18) The term for Monitoring Audit services contract will be six (06) months and may be extended upon mutual consent of parties. The contractor shall be responsible to complete all the tasks as per scope of work mentioned in ToRs.
- 19) A Monitoring Auditor cannot be awarded more than six (06) monitoring contracts in succession. In case a monitoring contract ends after successful execution and the completion certificate has been issued by USFCo, then the Monitoring Auditor who has successfully executed the contract may apply for a new contract.
- 20) All technically qualified auditors shall be eligible for monitoring services, provided there is no conflict of interest. For instance, a monitoring audit firm engaged by the service provider or USF for design/technical audit/DT or otherwise of the same project, which is to be monitored, will be considered as a conflict of interest. Similarly, subcontractors engaged in installation and commissioning services of the same network shall also not be eligible.
- 21) The monitoring auditor will not employ any person for performance of tasks under this contract, if that person is in any way, professionally or otherwise, associated with the service provider for design/technical audit/DT of the same network.
- 22) Once any conflict of interest/disinformation/misinformation/fraudulent practice is noticed or brought to the notice of USF, the contract for monitoring audit services with monitoring auditor shall be terminated immediately and punitive action shall be initiated against monitoring auditor as defined under contract.
- 23) In case of a consortium, where local and foreign partners are involved, only local Firm / Company can be the consortium leader and in case where all partners are local, the partner who shall submit the bid will be identified as the consortium leader, however, combined experience of all partners shall be considered. The consortium leader shall be the signatory on behalf of consortium and shall be responsible for consortium performance, however, all members of the consortium shall be jointly and individually liable to USF in respect of the performance of the USF contract. Consortium deed/agreement shall be attached/uploaded with Technical Proposal on e-PADS.

### 3. General Conditions/Instructions

- a) Proposals shall be submitted in English/Urdu language.
- b) The bidder will be selected after an open, competitive, and transparent bidding process.
- c) The bidders shall bear all costs associated with the preparation and submission of their respective bids and USFCo will, in no case, be responsible or liable for those costs, regardless of the conduct or outcome of the bidding process.
- d) Bidders are under obligation to understand complete information package/bidding documents and address all requirements. USF shall not be responsible towards the Bidders

for any of their claim or complaint which may arise in result of misreading or misinterpretation of the bidding documents/information package by the Bidders.

- e) **For any clarifications, it is mandated that bidders communicate exclusively through e-PADS. Any attempt to utilize alternate modes of contact will result in consequential actions, potentially including disqualification of the bidder(s).**
- f) USF is the originator of bidding information package/documents, any clarification or interpretation communicated by USF, whether in response to a query or otherwise, shall be deemed final, conclusive and will remain unquestioned.
- g) Each page of the Technical Proposal shall be stamped and signed by an authorized representative of the Bidder. The representative's authorization shall be confirmed by the competent authority of the bidder. Same shall be accompanied with the proposals on company's official letter head.
- h) USF may reject all bids or proposals at any time prior to the acceptance of a bid or proposal.
- i) At any time before the submission of proposals, USFCo may, for any reason, whether at its own initiative or in response to a clarification requested by Bidder(s), amend the bidding document. Any amendment shall be issued in writing through addendum. However, main source of all such information will be **e-PADS**. The addendum shall be considered part of the RFP/TORs and will be binding on the Bidders.
- j) The monitoring auditor/ contractor shall complete all assigned tasks within given timelines as mentioned in clause 5(c) of RFP as well as in contract.
- k) USF will issue a Completion Certificate after review and verification of the tasks completed by MA as mentioned in ToRs.
- l) USF requires that Bidder, under its contract, observe the highest standard of ethics during the procurement and execution of such contract. In pursuit of this policy, the USF defines, for this provision, the terms set forth below:
  - i. "Coercive practice": means any impairing or harming or threatening to impair or harm, directly or indirectly, any party or the property of the party to influence the actions of a party to achieve a wrongful gain or to cause a wrongful loss to another party.
  - ii. "Collusive practice": means any arrangement between two or more parties to the procurement process designed to stifle open competition for any wrongful gain, and to establish prices at artificial, non-competitive levels.
  - iii. "Corrupt practice": means the offering, giving, receiving or soliciting, directly or indirectly, of anything of value to influence the acts of another party for wrongful gain.
  - iv. "Fraudulent practice": is any act or omission, including a misrepresentation, which knowingly or recklessly misleads, or attempts to mislead, a party to obtain a financial or other benefit or to avoid an obligation.
  - v. "obstructive practices": means harming or threatening to harm, directly or indirectly, persons to influence their participation in a procurement process, or affect the execution of a contract.
  - vi. "RFP" means this Request for Proposal.
  - vii. "Services" means the Scope of Work defined in the ToRs.
- m) USF will reject the award of contract if it determines that the Bidder has directly or through an agent, engaged in corrupt, fraudulent, collusive, or coercive practices in competing for the contract in discussion.
- n) Incomplete or partial bids will be not be accepted.
- o) Bids which do not comply with the prescribed format and requirements set out by USF shall be rejected.

## 4. Bid Security

- a) A bid security in the name of 'Universal Service Fund' amounting to PKR 30,000/- (Pak Rupees Thirty Thousand Only) in the form of CDR/Pay Order/Demand Draft, shall be submitted in a separate envelope, with the financial proposal, otherwise unopened proposal shall be returned, and bid will be rejected.
- b) No financial instrument for bid security shall be accepted other than specified in above mentioned clause..
- c) Bid Security of Bidders whether successful or unsuccessful shall be returned within fifteen (15) working days after signing of the respective contract.

## 5. Performance Guarantee & Liquidated Damages

- a) Performance Guarantee equivalent to ten [10%] percent of the contract value in shape of Irrevocable Bank Guarantee will be submitted by the Lowest Bidder in accordance with the format attached as **Annex-G** only. In case of non-submission within the time stipulated in Letter of Intent (LoI), USF Co may cancel the LoI and shall proceed accordingly.
- b) The Performance Guarantee shall be valid for a period of six (06) months from the date of signing of the contract or for any other extended period, as the case may be. Provided further that, if the Monitoring Auditor (MA) successfully discharge all contractual obligations and meets all requirements set out by USF in the contract before the expiry date of Performance Guarantee, the said guarantee can be released early on request of Monitoring Auditor (MA).
- c) Monitoring Auditor (MA) shall complete the monitoring activity along with all the reports, deliverables, and annexures within forty-five (45) calendar days. However, if the MA fails to complete the activity or to submit deliverables in stipulated time, the delay shall lead to the imposition of Liquidated Damages @ 1% per day of the contract value till the rectification of such delays and up to a maximum deduction of ten [10%] percent of the contract value. Once the maximum is reached, USF shall have the right to en-cash the Performance Guarantee and terminate the Contract.
- d) LD shall not be imposed on MA, if Force Majeure (FM) has been awarded to the MA either due to delay by the Service Provider or USF.
- e) Liquidated Damages (LD) shall be deducted/recovered from the invoice (s) or from performance guarantee submitted by Monitoring Auditor.
- f) The imposition of Liquidated Damages and its payment shall not absolve the Monitoring Auditor from its obligations to delivery or from any other liabilities or obligations under the Monitoring Auditor Contract (if not terminated).

## 6. Technical Proposal

Technical Proposals to be uploaded by the applicants shall be in compliance with the requirements laid down in the bidding document and ToRs

The Technical proposal shall be clearly marked with the following:

**Tender ID: USF/RTeS/BSD/NG-BSD Projects/MA Panel/2024-1**

## **“TECHNICAL PROPOSAL”**

The technical proposal shall include:

- a. A cover letter from the head of the company or an authorized representative of the applicant clearly mentioning the key features of the technical solution.
- b. Authorization certificate issued to an authorized representative on company's official letter head duly signed and stamped by the Head of Organization along with copies of CNIC (Head of Organization & Authorized representative).
- c. The Bidder must have been incorporated minimum three (03) years before the date of bid submission. In addition, the Bidder shall have related work experience of minimum two (2) years, working in telco network audit/acceptance, installation, commissioning and testing of telecom network infrastructure, services and quality of services.
- d. In case of company, incorporation certificate from SECP and in case of Firm, Form C issued from the office of registrar of Firms.
- e. Proof of verifiable NTN and STRN along with status on FBR Active Taxpayers List (ATL) and Sale Tax Active Taxpayer.
- f. It is mandatory for the bidder to remain active on ATL throughout the bidding process/term of the contract.
- g. An Undertaking on company's official letter head duly signed and stamped by Head of Organization to the extent "That the bidder has not been blacklisted by any Government/Semi-Government authority/Institution/Organization etc".
- h. The bidder must provide documentary proof of completed projects as part of technical proposal with references.
- i. Brief company profile, Major areas of expertise, Outline of work experience in chronological order with references to work/scope on projects, name of the client along with their references and project value in the following format .

S. No.	[Insert Serial Number of the project reference provided]
Project Title	[Insert title of the project]
Client	[Insert name of the Client]
Client Contact Information	[Insert the Name and Contact details (mobile & official email) of Point of Contact who can be contacted for verification]
Brief Description of the Project	[Brief Description of the project, area of operations, Team details]
Value of the Project	[Insert the value of the project]
Duration of the project	[Insert the duration i.e., total time taken for the completion of the project]
Documentary Evidence	[Attach documentary evidence (acceptance certificate, Reference letter, Purchase Orders, Details of license of software's and testing tools/equipment proposed and Contracts)].

- a) Complete address along with contact details and point of contact for all offices.
- b) CVs of proposed team should be provided as per format mentioned in clause 7.
- c) Proposed Monitoring Audit Methodology.
- d) Work plan for the audit execution as per the timelines set in the TORs.
- e) List of tools, whether owned or rented. (must be fully functional, meet the requirement of the audit and have valid licenses). USF may inspect and verify, during the bidding process.
- f) Compliance against each clause and sub-clause of RFP, ToRs and Draft Contract, cross linked with the submitted Technical Proposal, must be attached. Following conventions shall be used in the compliance checklist:
  - i. Fully Complied (FC)
  - ii. Not Complied (NC)

- g) Additional Information which can facilitate USF in evaluation of technical proposal (if any).
- h) Failure to meet any of the above-mentioned clauses will lead to declaration of Technical proposal as non-responsive and such non-responsive bid will not be considered for Technical evaluation as per Section 7 (Evaluation criteria) of this RFP.
- i) The annual inward remittances of the Bidder must be more than PKR 2,000,000/- (Pak Rupees Two Million Only/-) in recent two (02) year(s). Provided further that it is mandatory for the Bidder(s) to submit, in support thereof, account maintenance certificate for this period ending on the month before proposal submission.
- j) In case of a consortium, deed/agreement between the parties.

## 7. Evaluation Criteria For Technical Proposal

- a) USF will evaluate the Technical proposal based on its compliance with this RFP, ToRs, and the scoring mechanism as specified below in Table-1.
- b) Bidders are required to answer queries raised by USF within Forty-Eight (48) hours, otherwise, USF shall proceed with the evaluation of bids as per the actual submission and shall not in any case entertain answers to the queries submitted after the specified time.
- c) A proposal shall be rejected during technical evaluation if it does not comply with this RFP and ToRs and fails to achieve the minimum score as indicated in **Table 1 below**:

Evaluation Criteria		
S.No.	Description	Weight
1	<b>Specific relevant experience of company/firm</b>	
	a) <u><b>BSS</b></u> Network audit/acceptance, installation, commissioning and testing of <b>BSS</b> and of GSM, WCDMA/HSPA and LTE in national projects	10
	b) <u><b>Drive Testing</b></u> Network audit/acceptance, installation, commissioning and testing of <b>RF</b> works of GSM, WCDMA/HSPA and LTE in national projects	10
	c) <u><b>Transmission</b></u> Network audit/acceptance, installation, commissioning and testing of transmission / OFC Network	10
	d) <u><b>CME</b></u> Network audit/acceptance, installation, commissioning and testing of CME	10
2	<b>Successful completion of Monitoring Audit of Previous USF Co project (s)</b>	5
3	<b>Presentation of Proposal, Monitoring Audit Methodology</b>	10
	Proposed Monitoring Audit methodology and work plan for the audit execution as per the timelines set in TORs.	
4	<b>Qualification and competence of key staff</b>	



	a)	01 Project Manager: Should possess at least 10 years verifiable Work Experience in Audit/Acceptance of Cellular networks (WCDMA, GSM, LTE etc.) (RF, BSS, Transmission, Power) coordination with civil administration and Law Enforcement Agencies (LEAs)	10
	c)	02 Team Leads (Each having 5 Years of Cumulative verifiable Experience in Management of Audit/Acceptance of Cellular networks) (5 Marks)	30
		02 BSS resource having relevant field experience in(BSS/Transmission). (4 Marks)	
	d)	04 Drive Test resource having relevant of DT experience (8 Marks)	
	e)	02 Power Resource/Technician having relevant experience (04 Marks)	
	f)	02 Rigger having relevant experience (4 Marks)	
	g)	Legal Expertise of Firm/Individual (5 Marks)	
5	Company owned tools/equipment/software**		5
Total Marks			100
Minimum Score Required to Qualify			70

**Table 1: Evaluation Criteria**

- d) USF reserves the right to ask the perspective bidder to demonstrate standard audit tools that are to be used for audit.
- e) Failure to receive full marks, as per mentioned in Table-1, against S.No 4(c-g), will result in disqualification.
- f) A proposal/bidder shall be disqualified in technical evaluation if it fails to achieve the minimum score.

\* CVs of key staff proposed as per S.No.4 should be submitted in prescribed format mentioned in Table-2.

\*\* Bidder shall ensure that during the audit all required Company owned tools/equipment/software will be licensed.

CV Template of Key Staff	
<b>1. Personal Information</b>	<b>Professional Photograph:</b>
<b>Full Name:</b>	
<b>Current Job Title:</b>	
<b>Contact Information:</b>	
<b>Phone Number:</b>	
<b>Email Address:</b>	
<b>2. Employment Information</b>	

<b>Current Employer:</b>	
<b>Employment Start Date:</b>	
<b>Job Role/Designation:</b>	
<b>Department:</b>	
<b>Supervisor/Manager Name:</b>	
<b>Supervisor/Manager Contact Information:</b>	
<b>3. Professional Qualifications</b>	
<b>Educational Background:</b>	
Degree(s):	
Institution(s):	
Year(s) of Graduation:	
<b>4. Work Experience</b>	
<b>Summary of Relevant Experience:</b>	
Years of Experience in Telecommunication:	
Key Projects Involved:	
Specific Roles and Responsibilities:	
Major Achievements:	
<b>Detailed Work Experience:</b>	
<b>Company Name:</b>	
<b>Role:</b>	
<b>Duration:</b>	
<b>Responsibilities:</b>	
<b>Projects Handled:</b>	
<b>Technologies Used:</b>	
<b>Achievements:</b>	
(Repeat for each relevant position held)	
<b>5. Skills and Expertise</b>	
<b>Technical Skills:</b>	
<b>Soft Skills:</b>	
<b>Industry Knowledge:</b>	
<b>6. References</b>	
<b>Professional References:</b>	
Name:	
Relationship:	
Contact Information:	
Email Address:	
<b>7. Current Employment Verification</b>	
I, the undersigned, hereby verify that the above-mentioned team member is currently employed by [Bidder's Company Name] as of the date signed below.	
<b>Team Member Signature:</b>	
<b>Date:</b>	
<b>HR Manager/Authorized Personnel Signature:</b>	
<b>Date:</b>	
<b>HR Manager/Authorized Personnel Contact Information:</b>	

## 8. Financial Proposal

As mentioned above, after the prequalification of panel, a separate Financial RFP will be issued for each project for monitoring audit services only to the prequalified eligible bidders to submit their Financial Proposals on a per-lot basis.

The Bidder shall submit Financial Proposals in original and duplicate along with a softcopy of financial proposal in USB in sealed envelope. Envelope shall be clearly marked with the following:

**Tender ID: USF/RTeS/BSD/NG-BSD Projects/MA Panel/2024-1**

**“LOT X-XXX”**

**“FINANCIAL PROPOSAL”**

**“Do Not Open Prior to Financial Opening”.**

The Financial Proposal shall include the following:

1. A cover letter from the head of the company or an authorized representative of the applicant for applying in specific USF RTeS/BSD/NG-BSD Lot MA bidding process stating that the financial proposal shall remain valid for a period of 180 days from bid closing date and that the bidder has no conflict of interest in rendering his services in specific lot.
2. A bid security in the name of ‘Universal Service Fund’ amounting to PKR 30,000/- (Pak Rupees Thirty Thousand Only) in the form of CDR/Pay Order/Demand Draft, shall be submitted in a separate envelope, with the financial proposal, failing which will result in bid rejection.
3. The Bidder shall quote lumpsum as well as breakup/itemized price in whole numbers, otherwise, the proposal will be rejected for being non-compliant to this requirement.
4. Unit of material, count, quantity, rate, subtotal of all line items and grand total shall be written in words as well in Financial Proposals.
5. Total cost along with the complete item wise cost breakup inclusive of all applicable taxes shall be provided. However, the payment shall be made either according to the lump sum cost or as per line item-wise actual performed services, whichever is lower.
6. All prices shall be in Pak Rupees. Any exchange rates fluctuations shall be the responsibility of the Bidder and USF Co shall not give any price escalation on that account. Bidder will be responsible to pay any fee, taxes, duties, or charges required for successful completion of the audit/Scope of work.
7. All withholding taxes levied by the government will be deducted by USF at the time of the payment as per government rules and regulations.
8. Each page of the Financial Proposal shall be stamped and signed by an authorized representative of the Bidder. The representative’s authorization shall be confirmed by power of attorney accompanying the proposal on company’s official letter head.

### Annex 1: Pricing Table (Inclusive of applicable GST)

Pricing Table RTeS/BSD/NG-BSD XXXXX Lot				
S. No.	Description	Units*	Unit price	Sub Total Price
1	Mauzas			
2	BTS			
3	Repeater			
4	Highway sections (if applicable)			
5	Fiber Node (if applicable)			
<b>Total</b>				
<b>Total Amount in words</b>				

Table 3: Pricing table

## 9. Submission, Opening and Receipt of Proposals

The technical proposals shall be submitted as:

- The Technical proposal shall be attached and uploaded on e-PADS
- The technical proposal shall be prepared without any interlineations or overwriting.
- The technical proposal must be attached on e-PADS on or before **11:00 am. (PST), Thursday July 24, 2025.**
- Technical Proposals shall be opened on the same day at 1130 Hours (PST), in the presence of all the applicants who choose to be present.
- The evaluation of Technical proposal will be carried out first as per the evaluation criteria given in the RFP. The results of the technical evaluation will be uploaded on e-PADS.

## 10. Award of Contract

- USF shall award the contract to the most advantageous bidder:
  - who has quoted the lowest financial bid as per format mentioned in section 8, and bid is not in conflict with any other law, rules, regulations, or policy of the Federal Government, within the original or extended period of bid validity (PPRA Rule 38).
- A letter of Intent (LoI) will be issued to the most advantageous bidder who shall submit Letter of Acceptance (LoA) within the period stipulated under the LoI.
- The Bidder, to whom LoI has been issued, will have to submit the performance guarantee within Twenty-one (21) working days after issuance of LoI.
- After submission of the Letter of Acceptance and Performance Guarantee, the contract will be signed within time stipulated in LoI, failing which USF may proceed accordingly.

## 11. Performance Evaluation

USF shall, at its own discretion assess the performance and quality of work done under the contract by Monitoring Auditor (MA). The assessment of performance and quality of work done by the MA may include but not limited to the validation of submitted reports, committed and completed fieldwork accuracy and precision, quality and licenses of used equipment/tools to complete the scope, and the services quality of the audit team for compliance to USF requirements of qualification, reports submission timelines, reports comprehensiveness and quality and overall project management by the Monitoring Auditor. USF shall, at its discretion confirm from the service provider for professionalism and quality of conducted audit by the MA to establish that across-the-board transparency and merit-based delivery is ensured.

In case the USF team is not satisfied with the performance of MA, the decision shall be formally shared with the Monitoring Auditor and MA shall not be eligible to participate for bidding process of next monitoring cycle from the date of decision of assessment as granted by USF.

Performance evaluation for MA will be done as per below table which will be shared with all stakeholders on annual basis.

Performance Evaluation Criteria		
S/No	Description	Weight
1	<b>Field Coordination</b>	40
	Compliance guidelines communicated by USF during Project Kick-off (10)	
	Field Coordination with Service Provider (10)	
	Timely escalation of field issues to USF (10)	
	Monitoring Audit Field team expertise and performance (10)	
2	Report Iterations (05 marks will be deducted on each iteration)	20
3	Timely submission of field Audit data (Field Pictures, Videos, Impact Questionnaire, Soft Copies of filled Performa and Drive Test Reports	20
4	Impact Assessment containing depiction of results from data collected in field	10
5	Timely submission of FM documents i.e. FM claims and supporting evidence	10
	<b>Sub Total</b>	<b>100</b>
<b>Minimum Score Required To Qualify Technically</b>		<b>75%</b>

Table 4: Performance Evaluation criteria