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ROYAL GOVERNMENT OF BHUTAN
Ministry of Agriculture & Livestock
Tashichhodzong, Thimphu: Bhutan



MoAL/RNRJobs/Pro-1/FY2025-26 /115

April 27, 2026

**ACCELERATE BHUTAN'S JOB TRANSFORMATION THROUGH RENEWABLE
NATURAL RESOURCE VALUE CHAINS (P506825)- BHUTAN PROJECT**

REQUEST FOR EXPRESSION OF INTEREST (REoI)

for

**Hiring of National Individual Consultant for Assessment of Effectiveness of the Citrus
Ordinance and Develop a Strategic Way forward**

1. Royal Government of Bhutan has applied for financing from the World Bank towards the cost of the proposed Accelerate Bhutan's Job Transformation through Renewable Natural Resource Value Chains (P506825)-**Bhutan Project**, to be implemented partly by Project Management Unit under the Ministry of Agriculture and Livestock (MoAL) and intends to apply a part of the proceeds of this financing for the services of hiring of Individual consultant to assess the effectiveness of the citrus ordinance and a strategic way forward.

2.Scope of Services

The scope of services of the consultant will include, but not be limited to, the following:

- Legal provisions, and regulatory instruments under the Citrus Ordinance
- Institutional mandates, roles and coordination mechanisms among implementing agencies (MoAL, Departments, Dzongkhags and Gewogs, BFDA)
- Implementation mechanisms including inspection, certification, quarantine, compliance, monitoring and enforcement
- Provisions related to pest and disease management, orchard sanitation, and use of planting materials
- Impacts of Ordinance on smallholder farmers, cooperatives, traders, exporters, and other value chain actors
- Gender and inclusiveness considerations within the citrus value chains
- Costs and benefits of compliance for different stakeholders



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Ministry of Agriculture & Livestock
Tashichhodzong, Thimphu: Bhutan



- Interactions of ordinance with cross-border trade and export procedures, particularly with India and other markets

3.Duration and Estimate of Services

The assessment is expected to be completed within four months from the date of contract signing, according to an agreed work plan.

4. Selection Procedures

The PMU, MoAL now invites the eligible Applicants to submit the Expressions of Interests (EoI) for providing this services. The Interested Applicants need to provide information demonstrating that s/he has the required qualifications and relevant experience to perform the services. The selection criteria are:

4.1 Education:

- A strong educational background with a minimum of Bachelor's degree in either Agriculture or Horticulture (especially Citrus) or plant protection and pest/disease management is required.

4.2 Experience:

- Should demonstrate a knowledge in agriculture and citrus production systems (orchard, pests and diseases management) with a professional work experience of minimum of 5 years.

5.Applicants are required to submit only their Expressions of Interest (EOI), comprising of a CV (including experiences with duties and responsibilities), Portfolio of past experience and a cover letter describing briefly the reasons that the applicant considers him/her-self best suited to perform the assignment.

6. The attention of interested Consultants is drawn to paragraphs 3.14, 3.16, and 3.17 of the World Bank's "Procurement Regulations for IPF Borrowers, February 2025" ("Procurement Regulations"), setting forth the World Bank's policy on conflict of interest.



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Ministry of Agriculture & Livestock
Tashichhodzong, Thimphu: Bhutan



7. Detailed Terms of Reference (ToR) and other information will be available upon request from the address provided below either through email or in person. ToR is also available in www.moal.gov.bt

8. The consultant will be selected following the Selection of Individual Consultant method of the World Bank Procurement Regulations.

9. Only Expression of Interest needs to be submitted (either through e-mail or in person or by mail) to the following address by **17:00 hours** on or before **May 04, 2026**. Please clearly mention “Expression of Interest (EoI) for Selection of Consultant to assess effectiveness of citrus ordinance in the e-mail’s subject line or on the top of the envelope.

10. The authority reserves the right to accept or reject any or all EoIs without assigning any reason, whatsoever.

11. For any clarifications contact following during office hours;

- Sherub Gyeltshen, Project Manager, PMU, RNRJobs Project at sherubg@moal.gov.bt
- or
- Kelzang Wangmo, Procurement Expert at kelzangwangmo@moal.gov.bt

Terms of Reference
National Individual Consultant
for
Assessment of the Effectiveness of the Citrus Ordinance and Develop a Strategic Way
forward

Project Title	Accelerate Bhutan’s Job Transformation Through Renewable Natural Resource Value Chains (RNR Jobs Project)
Project Client	Ministry of Agriculture and Livestock (MoAL)
Funding Agency	World Bank
Prepared by	PMU

1. Background and Rationale

Citrus is one of Bhutan’s most important cash crops, contributing significantly to rural livelihoods, food security, and export earnings, particularly in the southern dzongkhags. Cultivated for over a century, this sub-sector has strong historical and economic importance. However, productivity and fruit quality remain below potential due to a combination of agronomic, climatic, and management-related constraints, including poor orchard management practices, aging orchards, pest infestations, and disease pressures.

To regulate the sub-sector, the Royal Government enacted the Citrus Ordinance of Bhutan to guide citrus cultivation, safeguard orchards against pests and diseases, maintain quality standards, and facilitate orderly marketing and export of citrus produce.

In recent years, the citrus sub-sector has encountered emerging and increasingly complex challenges. These include the spread of citrus greening disease (HLB), recurring pest outbreaks, declining orchard productivity compounded by the continued informal distribution of seedlings and the lack of systematic replacement of aging orchards, climate variability, evolving export market requirements, and institutional changes arising from decentralization and sector reforms. Furthermore, Bhutan’s growing commitments to international and regional phytosanitary and trade standards require that existing legislation remain aligned with current obligations and best practices.

Against this backdrop, there is a clear need to undertake a comprehensive and systematic assessment of the citrus ordinance to evaluate its continued relevance, effectiveness, and adequacy in addressing both present and future challenges of the citrus sub-sector. The findings of this assessment will inform potential amendments or revisions to strengthen the legal and institutional framework governing citrus production, quality assurance, and market competitiveness in Bhutan and provide a way forward for the citrus sector.

2. Objectives of the Assessment

2.1. Overall Objectives

To assess the relevance, effectiveness, efficiency, coherence, and sustainability of the Citrus Ordinance of Bhutan and to provide evidence-based recommendations for strengthening the legal and regulatory framework governing the citrus subsector.

2.2. Specific Objectives

- To review the objectives, scope, and provisions of the Citrus Ordinance in the current national agricultural and trade context of Bhutan
- To assess the effectiveness of the Ordinance in controlling citrus pests and diseases and improving orchard management
- To examine institutional arrangements, roles, and coordination among responsible agencies at the national and local levels
- To assess compliance, enforcement mechanisms, and practical/implementation challenges faced by growers, traders, and exporters
- To evaluate alignment with other national laws, policies, and strategies (e.g agriculture, plant protection, trade, decentralization)
- To assess consistency with international obligations and standards relevant to Bhutan (e.g., SPS measures, phytosanitary requirements of export markets)
- To assess critical role of the private sectors, middlemen, and requirements of importing countries and how it interacts with the ordinance
- To identify gaps, redundancies, and unintended effects of the Ordinance
- To propose practical options for amendment, revision, or replacement of the Ordinance

3. Scope of the Services

The scope of services of the consultant will include, but not be limited to, the following:

- Legal provisions, and regulatory instruments under the Citrus Ordinance
- Institutional mandates, roles and coordination mechanisms among implementing agencies (MoAL, Departments, Dzongkhags and Gewogs, BFDA)
- Implementation mechanisms including inspection, certification, quarantine, compliance, monitoring and enforcement
- Provisions related to pest and disease management, orchard sanitation, and use of planting materials
- Impacts of Ordinance on smallholder farmers, cooperatives, traders, exporters, and other value chain actors
- Gender and inclusiveness considerations within the citrus value chains
- Costs and benefits of compliance for different stakeholders

- Interactions of ordinance with cross-border trade and export procedures, particularly with India and other markets

4. Key Assessment Questions

The assessment will seek to answer the following questions:

- To what extent is the Citrus Ordinance still relevant to the current realities of Bhutan's citrus subsector?
- How effective has the ordinance been in preventing and managing citrus pests and diseases in achieving its stated objectives?
- Are the institutional roles and responsibilities clearly defined and adequately resourced?
- What challenges have stakeholders (farmers and market actors) faced in complying with the ordinance?
- Are enforcement and penalty provisions practical and appropriate?
- Are there overlaps, gaps, or inconsistencies with other national laws and policies?
- What legal or regulatory changes are required to strengthen governance of the citrus subsector?
- Do the farmers follow the technically recommended agronomic and orchard management practices? Strict orchard management practices are critical, especially timely irrigation, fertilizer application, and canopy management.
- What improvements are seen in the productivity and production due to the intervention of canopy management and integrated citrus nutrient management demonstrated by the research centers?
- How effectively has the NSC made the quality saplings available to the farmers?
- What are the outcomes of the citrus repository program?
- In which areas of agronomic practices do the citrus growers need government support to boost productivity and production?
- Assess the investment made by the LGs so far in citrus orchards' revival.
- How can the citrus industry in Bhutan be strengthened to improve productivity, production, and overall competitiveness?
- Are the existing legal and regulatory frameworks governing the citrus sub-sector relevant, effective, and adequately implemented?
- Do current policies, standards, and operational norms sufficiently address emerging challenges such as disease outbreaks, declining productivity, and market requirements?
- How are citrus orchards currently managed by farmers across major citrus-growing areas?
- To what extent are recommended agronomic and orchard management practices being adopted by farmers?
- What are the key gaps between recommended technical guidelines and actual field practices?
- What constraints limit farmers' adoption of improved orchard management practices (e.g., knowledge, inputs, extension support, finance, labor, or market incentives)?

- Are existing institutional arrangements and extension services adequate to support improved citrus production and disease management?
- What strategic, legal, technical, and institutional interventions are required to sustainably enhance the productivity, quality, and resilience of Bhutan's citrus industry?

5. Methodology

The assessment shall employ a mixed-methods approach, which may include:

- Desk review of the Citrus Ordinance and related legal, policy, and strategic documents
- Review of implementation reports (Canopy management and integrated citrus nutrient management programs carried out by the research centers), enforcement records, disease surveillance data and relevant data
- Key informant interviews with policymakers, regulators, and implementing agencies (ministries, departments, dzongkhags and Gewogs)
- Consultations with citrus farmers, cooperatives, traders, exporters, and other stakeholders (research centers, National and Regional Seed Centers)
- Field visits to selected citrus-growing Dzongkhags (including those dzongkhags where canopy management activities were done and integrated citrus nutrient management was implemented)
- Compare and analyze or review citrus-related legislation or regulatory practices in comparable countries and come up with detailed recommendations

6. Deliverables

The consultant/assessment team shall produce the following deliverables:

- **Inception Report** - outlining methodology, assessment framework, and work plan
- **Draft Assessment Report** - presenting findings, analysis, and preliminary recommendations
- **Stakeholder Validation Workshop / Consultation** - to discuss and validate findings
- **Final Assessment Report** - incorporating feedback and finalized recommendations
- **Policy Brief / Executive Summary** - highlighting key issues / findings and reform options

7. Payment Method

Deliverable	Description	Payment of contract value (%)
Inception Report	Outline methodology, assessment framework including questionnaires and work plan	30
Draft Assessment Report	Submit a draft report by presenting findings, analysis, and preliminary recommendations.	40
Final Assessment Report	Submit the final version of the report incorporating feedback from the PMU and stakeholders and finalized recommendations. The consultant must also provide the complete cleaned dataset, data dictionary, codebook, and all related metadata.	30

8. Evaluation Criteria

Proposals will be assessed based on Individual Consultant's Qualifications and Experience.

Criteria	Points
<ul style="list-style-type: none"> ▪ Academic qualifications in agriculture or horticulture or plant protection or pest/disease management 	<ul style="list-style-type: none"> ▪ Master and above: 15 ▪ Degree: 10
<ul style="list-style-type: none"> ▪ Technical and professional experiences in agriculture and Citrus production system with minimum of 5 years 	<ul style="list-style-type: none"> ▪ Above 7 years: 25 ▪ 5-7 years: 15
<ul style="list-style-type: none"> ▪ Relevant experience of the consultant in similar RNR sector assessments 	<ul style="list-style-type: none"> ▪ Experience in citrus: 30 ▪ Other than Citrus in RNR: 15
<ul style="list-style-type: none"> ▪ Quality, clarity, and suitability of the proposed methodology and clear work plan 	<ul style="list-style-type: none"> ▪ Clarity on methodology: 20 ▪ Clear work plan: 10
Total score	100

9. Duration and Timeline

The assessment is expected to be completed within four months (by August 2026) from the date of contract signing, according to an agreed work plan.

10. Academic Qualifications

A strong educational background with a minimum of Bachelor's degree in either Agriculture or Horticulture (especially Citrus) or plant protection and pest/disease management is required.

11. Technical and professional Experience

Should demonstrate a knowledge in agriculture and citrus production systems (orchard, pests and diseases management) with a professional work experience of minimum of 5 years.

12. Institutional Arrangements and Reporting

The assessment will be commissioned by the PMU at MoAL including overall oversight, coordination, and approval of deliveries. The consultant/assessment team shall report to the PMU. All deliverables shall be submitted in English and in both electronic and hard copy formats.

13. Consultant's Obligations

- Ensure high-quality, evidence-based analysis report
- Maintain regular communication with the PMU
- Submit all agreed deliverables on time
- Provide complete datasets and documentation

14. Facilitation Provided by the Employer

The PMU and the technical department will:

- Facilitate coordination with relevant agencies
- Provide access to relevant documents and data (where available)
- Support stakeholder consultations where necessary

15. Confidentiality and Ethics

The assessment shall be conducted in an objective, transparent, and ethical manner. All information obtained during the assessment shall be treated as confidential and used solely for the purpose of this assignment.

16. Selection Procedures

Selection of the Consultant will follow the procedures for Selection of Individual Consultants (Open-National) as set forth in the World Bank Procurement Regulations for IPF Borrowers,