



وزارة الاقتصاد  
الرقمي والريادة

Ministry OF Digital Economy and Entrepreneurship

**Pre-Qualification**

**For**

**Agentic Chatbot (SANAD AI)**

**Submission Deadline: 18/5/2026.**

**RFP NO : 15/eGovt/2026**



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# Introduction

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The Ministry of Digital Economy and Entrepreneurship (MoDEE) is soliciting Pre-Qualification proposals from qualified local bidders or joint ventures (maximum of two members) between Jordanian and international firms. The objective of this Pre-Qualification (PQ) is to shortlist technically and financially capable firms for the design, development, deployment, and maintenance of the SANAD AI Chatbot, a national, bilingual (Arabic and English), Omnichannel, AI-powered conversational platform that supports Jordanian citizens in accessing e-government services. Bidders must demonstrate proven experience in implementing AI-driven platforms, natural language processing (NLP) systems, chatbot, and large-scale similar projects for public or private entities. The PQ process will follow the requirements of the Government Procurement By-Law No. 8 of 2022 and will be conducted in two stages:

## Stage 1

- Bidders are required to submit technical proposals for pre-qualification without prices, in addition, they are requested to provide list of features & functionalities for the proposed SANAD AI.
- In the first stage, the procurement committee may negotiate with any of the bidders or all of them to understand the proposals or determine the changes required to make them acceptable, and to explore the bidders' desire to make such changes.
- The procurement committee may reject offers that do not meet the basic requirements, the required minimum performance, or the required implementation period.
- Only the companies that have passed the pre-qualification step will be invited to submit their technical and financial offers for the implementation of the project.

## Stage 2

- Qualified bidders from Stage 1 will be invited to submit their technical and financial proposals for the implementation of the SANAD AI Chatbot Project, in accordance with the published tender documents and MoDEE's procurement regulations.
- Qualified bidders will be required to submit pilot or PoC for their AI engine.



## Project's Scope of Work

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The SANAD AI Project aims to design, build, and deploy an intelligent, Arabic-first, omnichannel conversational platform that serves as a unified digital interface between Jordanian citizens and government services. The system will leverage Large Language Models (LLMs), Retrieval-Augmented Generation (RAG), and Natural Language Understanding (NLU) to deliver real-time, accurate, and context-aware responses across multiple communication channels (web, SANAD mobile app, WhatsApp, Facebook Messenger, and future voice integration). The bidder must provide a comprehensive solution that includes:

- System architecture, data flow, and integration with existing SANAD and government APIs.
- Secure and scalable infrastructure supporting on-premises and cloud (hybrid) environments.
- AI model customization to support Jordanian Arabic dialects and bilingual communication (Arabic & English).
- Development, testing, and deployment of the chatbot across all target channels.
- Training, knowledge transfer, and capacity building for MoDEE technical teams.
- Maintenance and continuous improvement services. The solution should comply with MoDEE cybersecurity standards, data privacy laws, and accessibility (WCAG 2.1 AA).

### SANAD AI Services and Functions

SANAD AI will provide three primary categories of digital government services:

1. Information Services:
  - Instant access to government information, FAQs, and service requirements.
  - Search and retrieval of data from SANAD portals and NSR database through APIs.
2. Interaction Services:
  - Guided user journeys for form submission, eligibility checking, and appointment scheduling.
  - Proactive notifications, reminders, and updates (e.g., passport renewal reminders).
3. Transactional Services:
  - End-to-end execution of select e-government services directly within the chat interface.
  - Integration with SANAD APIs for authentication, payments, and document retrieval.



SANAD AI will ensure an inclusive, accessible, and user-centric experience, adaptable across multiple communication channels and language

### SANAD AI Functional Requirements

The SANAD AI must provide, at a minimum, the following functional capabilities:

- Omnichannel Support: Seamless integration across web, SANAD mobile app, WhatsApp, Facebook Messenger, and future voice channels.
- Multilingual and Dialect Support: Full Arabic (Jordanian dialect) and English support.
- AI/NLP Core: Contextual understanding, intent recognition, and dialogue management.
- Knowledge Base Integration: Retrieval-Augmented Generation (RAG) connected to government APIs and knowledge repositories.
- Voice Interaction (Optional): Arabic ASR/TTS integration for accessibility and inclusivity.
- Live-Agent Handover: Integration with existing CRM or call-center systems (e.g., Genesys, Zendesk).
- Sentiment Analysis and Feedback: Real-time detection of user sentiment and escalation triggers.
- Analytics and Reporting: Dashboards with conversation analytics, service usage, and performance metrics.
- Security and Privacy Compliance: Adherence to MoDEE data protection and cybersecurity requirements.

### Additional Requirements

The solution must be hosted in a hybrid environment (MoDEE on-premises + bidder-provided GPU clusters).

- The on-premises hosting should be for non-open Data.
- All data must be stored within Jordan and comply with local data residency requirements.
- Bidder must provide and manage the GPU infrastructure required for AI model training and optimization for open Data only.
- The system must comply with AES-256 encryption at rest, TLS 1.3 encryption in transit, and zero-trust RBAC principles.
- The bidder shall provide training, documentation, and ongoing technical support.



# Pre-Qualification

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## 1. Proposal Submission

Bidders or Joint Ventures applying for this Pre-Qualification are required to submit their technical proposal in a sealed envelope clearly labeled as “Technical Offer – SANAD AI Project”, including the bidder’s name, Pre-Qualification title, and reference number. The technical proposal must contain all documents, data, and information required for evaluation, and all attached evaluation forms must be accurately completed

## 2. Technical Qualification

The technical proposal submitted by the Bidder / Joint Venture will be evaluated based on compliance with the functional, technical, and experience requirements of the SANAD AI Project. Evaluation will focus on:

- Experience in implementing AI, NLP, and chatbot solutions at enterprise or governmental scale
- Technical expertise in integration with APIs, cloud/on-prem infrastructure, and cybersecurity standards.
- Experience in designing and deploying LLMs utilizing Retrieval-Augmented Generation (RAG) architectures, vector databases, and strict knowledge to prevent hallucinations.
- Team qualifications and relevant certifications.
- Previous successful projects demonstrate Arabic-language AI capabilities.



### 2.1. Bidder / Joint Venture expertise in similar projects during the last five years

The Bidder / Joint Venture is required to demonstrate proven experience in designing, developing, and implementing AI-powered conversational platforms, chatbots, or similar projects within the past five (5) years. The Bidder shall provide detailed information for each relevant project, including:

- Project name and client (governmental or enterprise).
- Project description, objectives, and scope.
- Implementation start and completion dates.
- Contract value and percentage of work completed by each partner (in case of a Joint Venture).
- Technologies and AI frameworks used (e.g., LLMs, RAG, NLP, ASR/TTS, etc.).
- Integration with APIs, CRMs, or government service platforms.
- Summary of achieved results, performance KPIs, and business impact. In addition, the Bidder / Joint Venture shall provide completion certificates or client reference letters for the mentioned projects, duly signed and authenticated by the project owner. The company should also demonstrate experience in the following key areas:
  - Artificial Intelligence and Natural Language Processing (NLP).
  - Large Language Model (LLM)
  - Machine Learning and Data Analytics.
  - Cloud and On-Premises Infrastructure Management.
  - Cybersecurity and Data Protection.
  - Knowledge Transfer, Training, and Technical Support. Notes:
    - In case of a Joint Venture, the experience of both partners shall be presented according to the Bidder / Joint Venture Expertise Form.
    - Projects listed must be fully completed and officially received by the client with valid performance certificates.
    - Any false, inaccurate, or unverified information will result in disqualification from the qualification process.
- The Bidder / Joint Venture must submit official certificates or letters issued and attested by previous clients confirming successful implementation and good performance in AI projects during the past five (5) years.

### 2.2. Staff Qualification:

The proposed project team must include qualified and dedicated professionals with expertise aligned to the requirements of the SANAD AI Project. Each proposed team member must have a clearly defined role, relevant experience, and dedicated CV



demonstrating successful participation in similar projects. The team composition shall include (at minimum):

- Project Manager – One (1) resource with at least 10 years of experience in managing large-scale IT or AI projects and holding PMP or equivalent certification. The presence of PM CV will grant the bidder 2 marks.
- AI / NLP Solution Architect – Two (2) resources with a minimum of 7 years of experience in designing and deploying AI-driven platforms, LLMs, or chatbots. The presence of AI / NLP Solution Architect CV will grant the bidder 4 marks per each CV.
- Machine Learning / Data Engineers – Two (2) resources with 5+ years of experience in ML pipelines, data preparation, and AI model integration. The presence of Machine Learning / Data Engineers CV will grant the bidder 4 marks per each CV.
- Software / System Engineers – Three (3) resources with 5+ years of experience in backend and API integration (Python, Node.js, or equivalent). The presence of Software / System Engineers CV will grant the bidder 2 marks per each CV.
- Technical Consultant / Integration Specialist – One (1) resource with 7+ years of experience in system design and multi-channel integration. The presence of Technical Consultant / Integration Specialist CV will grant the bidder 2 marks.
- AI Linguist / Arabic Language Specialist – One (1) resource with expertise in Arabic NLP, LLM and Jordanian dialect adaptation. The presence of AI Linguist / Arabic Language Specialist CV will grant the bidder 4 marks.
- Cybersecurity & Infrastructure Specialist – One (1) resource with 5+ years of experience in cloud/on-prem environments, meeting ISO/NIST standards. The presence of Cybersecurity & Infrastructure Specialist CV will grant the bidder 2 marks.
- Database Administrator (DBA) – Two (2) resources with 10+ years of experience in managing relational and NoSQL databases. The presence of Database Administrator CV will grant the bidder 2 marks per each CV.
- Business Analyst / UX Specialist – Two (2) resources with 8+ years of experience in business analysis, UX research, and process mapping. The presence of Business Analyst / UX Specialist CV will grant the bidder 2 marks per each CV.
- Quality Assurance Engineer – One (1) resource with 7+ years of experience in software and AI model testing. The presence of Quality Assurance Engineer CV will grant the bidder 2 marks.
- Training & Change Management Specialist – One (1) resource with 5+ years of experience in capacity building and user adoption programs. Each CV must explicitly reference relevant projects, technologies used (LLMs, NLP, ASR/TTS, RAG, etc.), and the individual's specific contribution. The presence of Training & Change Management Specialist CV will grant the bidder 2 marks.



### 2.3. Financial Position:

The Bidder / head of the Joint Venture shall demonstrate solid financial capability to successfully execute the SANAD AI Project by submitting the following document:

- An original certificate issued by an approved bank, strictly in accordance with the attached form, must be submitted. The bidder or the bank is not permitted to alter the form. Any modification to the Financial Solvency Form (نموذج الملاءة المالية) shall result in disqualification.

### 3. Certificates of good Performance:

The Bidder / Joint Venture must submit official certificates or letters issued and attested by previous clients confirming successful implementation and good performance in AI projects during the past five (5) years.

### 4. Principles of Technical Qualification:

- Only Bidders / Joint Ventures that have met the technical qualification requirements outlined in this document will be invited to submit their technical and financial proposals for the SANAD AI Project.
- None of the Bidders / Joint Ventures shall have the right to object to the evaluation criteria.
- All attached Technical Evaluation Forms must be completed accurately and submitted with the technical offer.
- In the case of a Joint Venture, a preliminary Joint Venture Agreement signed by all parties must be attached according to the approved format; offers missing this document will be excluded from evaluation.



# Qualification Matrix

Qualifications	Requirements	Evaluation Criteria
Experience in AI / Chatbot Projects	Minimum one (1) successfully implemented AI-powered chatbot or conversational platform within the last five (5) years preferable for a governmental or large enterprise client.	Completion certificates or reference letters must be attached; missing documentation will result in disqualification.
Experience in bilingual and Arabic NLP Projects	Proven experience in implementing Arabic-first NLP solutions, preferably supporting Jordanian dialects, within the last five (5) years.	Provide project references with client names and scope details. Lack of evidence will result in disqualification.
Experience in designing and deploying LLMs utilizing Retrieval-Augmented Generation (RAG) architectures	Minimum one (1) successfully implemented project using LLM utilizing RAG within the last five (5) years preferable for a governmental or large enterprise client.	Provide project references with client names and scope details. Lack of evidence will result in disqualification.
Experience in Government / Public Sector Integration	Experience integrating AI systems with government APIs, e-service platforms, or identity management systems (IDM).	Provide architecture diagrams and API integration summaries as evidence.
GPU Infrastructure and AI Hosting Capability	Demonstrated ability to provide and manage GPU-based infrastructure for AI model training and inference, in compliance with MoDEE's hybrid hosting strategy.	Provide infrastructure specifications and hosting setup details according to best practices. No data will result in disqualification.
Staff Qualifications	Refer to Section 2.2 Staff Qualification. The proposal must include all CVs for roles listed in that section (AI Architect, NLP Engineer, PM, QA, etc.).	CVs will be reviewed for relevance, certifications, and years of experience. Collective marks less than 36 will result in disqualification.
Cybersecurity and Compliance	Proven compliance with ISO 27001, NIST, or equivalent security frameworks. Implementation of AES-256 encryption and TLS 1.3 in prior projects.	Provide valid certificates or security audit reports. No security certificates will result in disqualification.
Financial Position	Refer to Section 3 Financial Position. Provide the form of financial solvency.	Missing or altering the form of financial solvency will lead to disqualification
Track Record of Legal / Contractual Integrity	The company must have a clean record free of arbitration or legal disputes related to previous projects in the past ten (10) years.	Attach official declarations or court clearance documents.



# Forms

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## Bidder / Joint Venture Expertise Form

Project Name	Project Owner	Project Actual Value	Contractual Project Period	Actual Completion Date	Delays and Causes

- Bidder / Joint Venture are responsible for any inaccurate information.
- The Bidder / Joint Venture are requested to provide all needed documents to prove all information stated within these forms, otherwise proposal will not be considered.

Name: .....

Signature: .....



JOINT VENTURE AGREEMENT

اتفاقية ائتلاف

It is agreed on this day..... of..... between:-

تم الاتفاق في هذا اليوم الموافق / / 2026 فيما بين :

..... Represented by Mr.

..... ويمثلها السيد

..... Represented by Mr.

..... ويمثلها السيد

..... Represented by Mr.

..... ويمثلها السيد

1- To form a joint - venture to execute the works specified in the Contract of the Central Tender No. ( / ) ..... which was signed or to be signed with the Employer.

1- على تشكيل ائتلاف فيما بينهم لتنفيذ أعمال لعطاء رقم ( / ) المتعلق ب..... المبرم أو الذي سوف يبرم مع صاحب العمل.

2- All parties of the J/V shall be obliged to perform all works agreed upon with the employer which are specified in the tender contract, and they are jointly and severally responsible for all works related to tender no. ( / ) and the contract pertaining thereto. Should one party fails or delays to perform its obligations either partially or totally, it shall be the responsibility of all other parties jointly and severally without reservation to execute all obligations set under the contract with the Employer to the same standards specified by the contract .

2- يلتزم جميع أطراف الائتلاف بإنجاز جميع الأشغال المتفق عليها مع صاحب العمل والمنصوص عليها في عقد العطاء ويكونون متضامنين ومتكافلين في مسؤولياتهم نحو صاحب العمل فيما يخص كافة الأشغال المتعلقة بالعطاء رقم ( / ) والعقد الخاص به. وفي حالة تخلف أو تأخر أحد أطراف الائتلاف عن إنجاز المسؤوليات المناط به تنفيذها جزئياً أو كلياً يلتزم بقية الأطراف مجتمعين و / أو منفردين دون تحفظ بإنجاز جميع الالتزامات المحددة بالعقد الموقع مع صاحب العمل بالشكل المتفق عليه في العقد.

3- يعين أطراف الائتلاف ..... رئيساً للائتلاف لإدارة العطاء رقم ( / ) ، وأي مراسلات تتم بين صاحب العمل والائتلاف توجه إليه.

3- The parties to the J/V nominate ..... as leader of the J/V . Any

4- يسمي أطراف الائتلاف السيد..... ممثلاً لرئيس الائتلاف وهو مفوضاً بالتوقيع نيابة عن الائتلاف على كافة الأوراق والعقود الخاصة بالعطاء رقم ( / ) ويتمثيل الائتلاف أمام



correspondence between the Employer and the parties to the J/V shall be addressed to such leader.

4- The parties to the J/V nominate Mr..... as a representative of the leader and he is authorized to sign on behalf of the J/V all documents and contracts related to tender no. ( / ), and to represent the J/V before all competent courts and non-official bodies in all contractual, administrative, financial and legal issues related to tender No. ( / ) and the contract pertaining thereto.

5- The parties to the J/V have no right to terminate this agreement or substitute the leader's representative until the works awarded to them by the contract to this tender are completed and shall remain responsible before the employer until the works are finally taken over as per the conditions of taking over specified in the Tender / Contract documents .

6- This agreement is written in both Languages Arabic and English should any difficulty of interpretation arise the Arabic text shall be considered the authentic.

المحاكم المختصة والدوائر الرسمية وغير الرسمية في كافة الأمور العقدية والإدارية والمالية والقضائية المتعلقة بالعبء رقم ( / ) والعقد الخاص به.

5- لا يحق لأطراف الائتلاف أو أي طرف فيه فسخ الائتلاف فيما بينهم أو تبديل ممثل رئيس الائتلاف إلا بعد انتهاء الاعمال المحالة عليهم بموجب العقد الخاص بهذا العبء وتكون مسؤولياتهم تجاه صاحب العمل قائمه إلى حين تسليم الاشغال استلاماً نهائياً حسب شروط الاستلام المحددة في وثائق العقد / العبء.

6- حررت هذه الاتفاقية باللغتين العربية والإنجليزية. في حالة نشوء أي اختلاف في تفسير أي من بنودها تعتبر لغة العقد المعتمدة هي اللغة العربية وملزمة للطرفين.

الطرف

الطرف الثاني

الطرف الأول

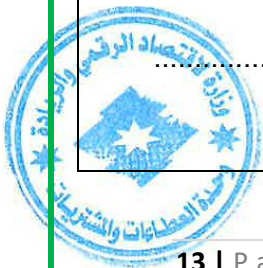
الثالث

Third Party

Second Party

First Party

توقيع الشخص المخول بالتوقيع قانونياً Signature of the Authorized Person



Seal الخاتم الرسمي

.....

Notary Public Certification تصديق كاتب العدل

