

Guideline to State/Distribution utilities for Selection of IT Implementation Agency for Implementation of Part-A of R-APDRP

1. Purpose of the document

The purpose of these Guidelines is to define the MOP/ PFC's procedures for selecting and contracting IT Implementation Agency (ITIA) required for implementation of IT projects under Part A of R-APDRP that are financed by Ministry of Power (MoP) GOI through nodal agency (PFC).

2. Appointment of IT Implementation Agency

The State/Distribution utilities are responsible for implementing the project, including floating of RFP to empanelled System Integrators (SI), selection of the ITIA and award of contract, and subsequently program management, with one common data centre at location identified by state utilities, with common Disaster Recovery Center (DRC) at a location which is on a different seismic zone than in which the Data Centre is located.

A common RFP shall be floated to **all** empanelled SIs. The common RFP will be circulated to all empanelled SIs. No exceptions are permitted and any award without following this procedure as well as R-APDRP Order/ Guidelines will be disallowed with the responsibility being borne by the concerned utility.

The ITIA shall be selected through limited competitive bidding process from the list of all SIs empanelled by Power Finance Corporation. The list of empanelled ITIA roles shall be made available to the Utilities by PFC on its website.

State/Distribution utilities need to adhere to the following:

- The RFP shall be floated to the empanelled System Integrators (SIs) only. State to ensure that SI shall sub-contract other roles from the empanelled Network Solution Provider (NSP), GIS Solution Provider (GSP), Meter Data Acquisition Solution Provider (MDASP) only
- State/Distribution utilities shall provide hard & soft copy of the Customised SRS Document along with the RFP document at the time of purchase of the RFP document by the bidders. A copy of the bid documents should be compulsorily sent by email to PFC at the time of release of the document
- There shall not be more than one Data and Disaster Recovery Center for a State
- There should be only one ITIA per utility
- There shall not be more than one customer care centre (defined as one with setup of IVRS, servers, etc) per Discom. Discoms within a State may have a single central customer care centre in the State
- In case the State/Distribution utilities decide to customise the scope of work and specifications mentioned in the RFP document including the SRS document according to the sanctioned DPR, the same should be submitted to the Nodal Agency for review and approval. The customisation should be accompanied by suitable justifications. However, Nodal Agency reserves the right to accept/ reject such customisation
- All the existing IT solutions implemented or under implementation in the State/Distribution utilities shall be integrated under the scope of the ITIA (to extent integratable). Details for the same shall be completely brought out for hardware, software, source code (to the extent available), etc. in the RFP document and made available for inspection to empanelled SIs prior to submission of the bid

- A pre-bid conference inviting all the ITIAs for the initial enquiry will be compulsorily be held after due notice at least 1 week prior to the final date of submission of bids
- At the end of the complete implementation of the Part-A, the State/Distribution utilities shall have all the modules in Project Areas/Towns taken up under R-APDRP as mentioned in the SRS document (Part-A and Part-B). The same have been listed below:
 1. Meter Data Acquisition
 2. Energy Audit
 3. New Connection
 4. Disconnection & Dismantling
 5. GIS based customer Indexing and asset mapping
 6. GIS based integrated network analysis module
 7. Centralized Customer Care Services
 8. Management Information System (MIS)
 9. Web Self Service
 10. Identity and Access Management system
 11. System Security Requirement
 12. Development of Commercial Database of Consumers
 13. Metering
 14. Billing
 15. Collections

In case a State/Distribution utilities has an existing system, the same needs to be integrated to the new systems (to the extent feasible)

3. PFC Review, Assistance, and Monitoring

The PFC reserves the right to review the State/Distribution utilities hiring of implementation agencies, to confirm that the selection process is carried out in accordance with the provisions of these Guidelines. Without assuming the responsibilities of the State/Distribution utilities or the consultants, PFC shall monitor the work as necessary to confirm that it is being carried out according to appropriate standards and is based on acceptable data and call for details/information as required from time to time

4. Violations

Non compliance to this guideline and R-APDRP Order/Guidelines might lead to rejection of utilities' claim under R-APDRP. In case it is found at any stage of tendering or implementation that the Utility has not followed due procedure for award of ITIA as per laid down guidelines then the award will be liable to be cancelled at the risk and cost of the utility and action as per provisions of the quadripartite agreement will be taken. Decision of MoP in such case shall be final

5. Selection Process

The selection of ITIA shall be through a limited competitive bidding process amongst the empanelled ITIAs, considering quality and cost based selection among empanelled ITIA Roles only.

It involves a competitive process among empanelled ITIA that takes into account the quality of the proposal and the cost of the services in the selection of the successful ITIA. The relative weight shall be given to the quality and cost as per Evaluation Methodology mentioned in RFP. The selection process shall be completed within 12 weeks. It includes following steps:

- (A) Date of Project Sanction letter from PFC - Zero Date
- (B) Issue of NIT - Three Weeks
- (C) Last Date of Bids Submission - Three Weeks
(A pre-bid conference should be held after 2 weeks of issue of NIT compulsorily)
- (D) Evaluation of Bids - Three Weeks
ITC shall not be involved in evaluation of the price proposal of the bids received for ITIA or at any stage which might provide price related information to the ITC. Price related information can only be shared with the Nodal Agency, PFC.
- (E) Award of Contract - Two Weeks
- (F) Communication of Award to PFC - One Week

5.1 Preparation and Issuance of the Request for Proposals (RFP)

- **RFP Document:-** The State/Distribution utilities shall use the Model Bid Document issued by the PFC, customize it as per its requirement with the help of ITC for appointment of ITIA

Customization of RFP Document: The Model Bid Document issued by PFC shall be customized by State/Distribution utilities by adding the State/Distribution utilities specific information provided in RFP (mentioned in table below) including project areas.

The Model Bid Document is provided with the exhaustive scope of work for ITIA. State/Distribution utilities are not allowed to increase the scope of work for the ITIA under this program. However, it can either reduce the roles of ITIA for some specific reasons (only if mentioned/in conformance to sanctioned DPR) or further elaborate the roles to bring in more clarity in the Model Bid Document

5.2 Guidelines for customisation of the RFP document

The following tables refer to clauses in the RFP document which need modification by the State/Distribution utilities. Unless stated under, the State/Distribution utilities cannot modify any other part of this RFP document. It is to be noted that the following mentioned clauses and page numbers only refer to minor instances like name of utility/state, date of tender, page number, etc. The same has been mentioned within arrow brackets “< >” in the RFP document and may be modified by State/Distribution utilities. Under no circumstances can the State/Distribution utilities modify the parts to change the intent of the original clause.

Section-I: Preface			
No.	Description	Clause number	Page Number
1	Calendar of Events		3
2	Sections in the RFP document		3
3	Header and Footer		All pages
Section-II: Instructions to Bidders			
No.	Description	Clause number	Page Number
1	Header and Footer		All pages

Section-III: Bid Data Sheet			
No.	Description	Clause number	Page Number
1	Introduction	ITB 1.1, ITB 4.1	26
2	Bidding Document	ITB 7.1, ITB 7.2	26
3	Preparation of Bids	ITB 20.1	27
4	Submission and Opening of Bids	ITB 22.2 (c), ITB 23.1, ITB 26.1	27
5	Header and Footer		All pages
Section-IV: Eligibility Criteria			
No.	Description	Clause number	Page Number
1	Header and Footer		All pages
Section-V: Bidding Forms			
No.	Description	Clause number	Page Number
1	Technical proposal submission sheet	1 (f), (i)	36
2	Header and Footer		All pages
Section-VI: Scope of Work			
No.	Description	Clause number	Page Number
1	Header and Footer		All pages
A comprehensive list of references to the entire scope of work (as per SRS document) has been provided in Section-VI, Scope of Work. The State/Distribution utilities should modify the scope of work as per its specific requirement and various Appendices (F to L and any other as may be applicable) should be referenced as well.			
Section-VII: General Conditions of Contract			
No.	Description	Clause number	Page Number
1	Corrupt Practices	2.1.1	49
2	Governing Law	7.1	53
3	Purchaser's Responsibility	12.3, 12.4	54
4	Taxes and Duties	15.4	55
5	Termination	33.4(i)	67
6	Disclaimer	35.2	67
7	Public Disclosure	36.1	67
8	SLA Audit	37.1	68
9	Header and Footer		All pages
Only name addition to be done by State/Distribution utilities and no modification in terms and conditions of GCC are allowed Any change in terms and conditions shall be done through SCC			
Section-VIII: Special Conditions of Contract			
No.	Description	Clause number	Page Number
1	Contract Documents	GCC 1.1(k), (q)	68
2	Notices	GCC 6.1	68
3	Governing Law	GCC 7.1	68
4	Settlement of Disputes	GCC 8.2	69
5	Header and Footer		All pages

Appendix A to Appendix O

S. No.	Description	Reference in RFP
1	Appendix A	
	State/Distribution utilities will decide whether to scrap or use its legacy system on the basis of these mandatory technical specifications. State/Distribution utilities have to scrap its old system if x% of mandatory specifications are not met by system.	Appendix A

	<p>State/Distribution utilities are allowed to delete or add mandatory technical specifications in the following situations:</p> <ul style="list-style-type: none"> • if it is critical for integration of new system with the legacy system, • in case State/Distribution utilities drop implementation of any module due to prior existence of the same and make it available for integration. <p>However, the same should be notified to the Nodal agency with proper justification. Also, State/Distribution utilities should obtain approval of the Nodal Agency before releasing the tender.</p>	Appendix A
	<p>Against each mandatory specification, State/Distribution utilities have to mention nature of the proof required. Following are the indicative categories for the same:</p> <ul style="list-style-type: none"> • third party certification, • documentation, • self certification, etc. 	Appendix A (Table: column “Validation Through”)
2	Appendix B	
	<p>Section G2 of SRS document contains three parts (Part A, Part B & Part C). Modules mentioned in Part A & Part B are to be compulsorily implemented. Specifications for those modules can be dropped which have already been implemented by the State/Distribution utilities and can be integrated with the proposed system.</p> <p>Part C contains modules which are optional for State/Distribution utilities to implement. State/Distribution utilities can decide if it wants to implement these modules.</p>	Appendix B (Clause B.1)
	<p>Section G3 of SRS document contains hardware specifications. State/Distribution utilities can not modify, add or delete these specifications without prior approval of the Nodal Agency.</p> <p>State/Distribution utilities shall only decide on the server platform as specified in the Section G3 of the Technical Specifications</p>	Appendix B (Clause B.2)
3	Appendix C	
	State/Distribution utilities can modify “Severity Definition Chart” as per its own requirement	Appendix C (Table: Severity Definition Chart)
4	Appendix D	
	State/Distribution utilities can modify, add or delete items in the price proposal formats as per its requirements	Appendix D; clause D.3, Price Proposal
	<p>State/Distribution utilities shall ask price quote from bidders separately for each Project Area and consolidated cost of Project. Bidders should be instructed to fill formats given in following way:</p> <ul style="list-style-type: none"> • Formats under clause D.3.1 for Project Area having Data Centre and Customer Care Centre facilities • Formats under clause D.3.2 for other Project Areas 	Appendix D: (Clause D.3, Price Proposal)

	Bidders should be asked to repeat formats given in clause D.3.2 for each Project Area to arrive at consolidated cost of project. In case of any discrepancy among unit prices of various Project Areas, the lowest unit price of equipment mentioned for any Project Area shall prevail.	Appendix D: (Clause D.3, Price Proposal)
	State/Distribution utilities shall evaluate the price bid on the basis of combined cost of all Project Areas and five year cumulative FMS cost	Appendix D: (Clause D.3, Price Proposal)
	State/Distribution utilities should take help of ITC in evaluating ITIAs for Technical Bids. However, Price bids should be opened and evaluated by State/Distribution utilities. All information contained in the price proposal shall be considered confidential and would not be shared with any third party including ITC saving the Nodal Agency.	Appendix D: (Clause D.3, Price Proposal)
	State/Distribution utilities can modify check list as per its requirement	Appendix D: (Table: D.4.1 & D.4.2)
5	Appendix E	
	PFC shall provide a range of marks for each application module. State/Distribution utilities can select any value within that range depending upon importance of that Module for the State/Distribution utilities. The same shall be used for evaluation of bids and shall not be provided to the bidders at the time of RFP. However, State/Distribution utilities shall disclose the marks on the day of opening of bid	A.1 i) and Appendix-B, Clause B.1
	Within this, multiple technical sections have been defined. State/Distribution utilities keeping in mind their requirements needs to assign relative importance to the various sections	Section A.1 ii) and Appendix B, Clause B.2
	Categorization of CVs required: Following is the indicative list of categorization of requirement of personnel: <ul style="list-style-type: none"> • GIS (Customer Indexing/Asset Mapping/ Integrated Network Analysis • Meter Data Acquisition/ Energy Audit • Billing/Collection/New Connection/Disconnection • Web Self Service/ Security/ MIS • Customer Care The actual requirement shall be assessed and modification to categorization (if required) shall be done by the State/Distribution utilities	A.4
	CVs: The following methodology will be adopted for evaluation: <ul style="list-style-type: none"> • Say 'X' is the minimum total requirement of CVs assessed by the State/Distribution utilities • 3 marks of total (7 marks) to be distributed evenly across the minimum required CVs • 3 marks of total (7 marks) to be awarded for every additional CV up-to "X + X/2" on pro-rata basis • 1 mark of total (7 marks) to be awarded for every additional CV up-to 2X on pro-rata basis • Evaluation of each CV should be done on the basis of Educational Qualifications and Professional Experience 	A.4
	Evaluation of Firm Details: The following methodology will be adopted for evaluation of cumulative T/O: <ul style="list-style-type: none"> • Cumulative Turn-Over in the last 3 financial years: Scoring as follows: 	A.5

	<ul style="list-style-type: none"> • Cumulative T/O of 300 crore: 0% • Cumulative T/O of 1500 crore: 100% • Values in between to be calculated on linear basis. Above 1500 crore gets 100% <p>Evaluation of certifications: The following methodology shall be used</p> <ul style="list-style-type: none"> • Level of CMM/CMMI certification • Level-1 certification: 20% • Level-5 certification: 100% <p>Certifications levels in between to be spaced uniformly ISO certification gets 100%</p>	
	State/Distribution utilities to decide on the requirement of minimum overall cutoff for the technical proposal (out of 50)	Sub-section A
6	Appendix F	
	Information provided in Appendix F to Appendix L shall be read in conjunction with the Scope of Work.	Appendix F to Appendix L
	State/Distribution utilities shall provide geographic and administrative information related to all Project Areas covered in the bid into the table.	Appendix F
7	Appendix G	
	State/Distribution utilities shall provide list of all the offices to be connected through WAN under this project in the prescribed format given in Appendix G. Various levels indicate the administrative hierarchy /Distribution utilities. In addition co-located offices should be clearly mentioned.	Appendix G
	For example in a state there might be: Level 1 – Head Quarter; Level 2 – Regional Office; Level 3 – Circle Office; Level 4- Division Office; Level 5- Sub-division Office/Zones and Level 6 – Distribution Centre. Other Offices may include billing centre, collection centre, call centre (if any) etc. which State/Distribution utilities may like to include in the scope of work keeping overall objective of the Project in mind.	
8	Appendix H	
	State/Distribution utilities shall provide details of existing Applications and Hardware to the bidders in the formats given in Appendix H. State/Distribution utilities can modify these formats as per requirement only to bring in additional information	Appendix H
	State/Distribution utilities shall provide this information only for the Applications which will require to be integrated with the new system	
	In the table given in Appendix H.2, State/Distribution utilities shall define certain characteristics like functionality, technology, usability etc. of the Applications by giving appropriate rating as per the categories mentioned in the footnote of the table	
9	Appendix I	
	In Appendix I, State/Distribution utilities have to detail out all the manual business procedures which shall be converted into the electronic form by the bidder. In order to provide an idea about the quantum of work involve in conversion of manual data into electronic form, State/Distribution utilities shall fill the format in totality for all manual business process	Appendix I
10	Appendix J	
	State/Distribution utilities shall provide consumer & asset information	Appendix J

	separately for entire State/Distribution utilities and for each Project Area in the format	
	State/Distribution utilities shall define period of the information wherever required. In case of asset, metering and indexing information, date needs to be mentioned when data was last updated	Appendix J, <Date>
11	Appendix K	
	State/Distribution utilities shall provide detail of its current website in the format	Appendix K
12	Appendix L	
	State/Distribution utilities have to provide list of goods and related services which will be procured under this project in the table provided. It will be consolidated for all the Project Areas. State/Distribution utilities may detail out the usage pattern of Application Packages in the table i.e. number of concurrent users, server license with multiple users etc.	Appendix L
13	Appendix M	
	An indicative classification of resources has been provided. State/Distribution utilities to modify to suit its requirement and provide minimum number of resources to be deployed by the bidder in the format. Bidder will not be allowed deployment of either dedicated or shared resources less than what is mentioned in the format by State/Distribution utilities. However, It may choose to increase it to a logical figure to reduce implementation time.	Appendix M
	State/Distribution utilities will assess the minimum resource requirement on the basis of module to be implemented, status of existing systems, geographical spread and number of consumers covered.	
14	Appendix N	
	State/Distribution utilities can modify the list of activities mentioned in the table “Expected Implementation Schedule”	Appendix N
15	Appendix O	
	State/Distribution utilities will add or delete entries from abbreviation list as per requirement	Appendix O

- **Deviations taken:** The State/Distribution utilities should declare in writing to the Nodal Agency all the deviations taken along with reasoning for the same. This is not an approval stage and the State/Distribution utilities are not required to obtain approval from the Nodal Agency before tendering process. However, Nodal Agency reserves the right to seek clarification from the State/Distribution utilities and take any other action at any stage in case the deviations are not acceptable
- **Limited Tendering:** RFPs will be circulated only to the System Integrators (SI) empanelled by Nodal Agency. The RFP document released by the State/Distribution utilities should be placed on the website of State/Distribution utilities and sent to PFC for uploading on APDRP webpage simultaneously. The same shall be available for all to view and download
- **Single Stage, two Envelope Procedure:** Bidders should submit two sealed envelopes simultaneously, one containing the Technical Proposal and the other the Price Proposal, enclosed together in an outer single envelope. Initially, only the Technical Proposals are opened at the date and time advised in the Bidding Document. The Price Proposals remain sealed and are held in custody by the State/Distribution utilities. The Technical Proposals shall be evaluated by the State/Distribution utilities with the help of ITC. No amendments or changes to the Technical Proposals are permitted. The objective of the exercise is to allow the State/Distribution utilities to evaluate the Technical Proposals without reference to price

for transparency. The Price proposal evaluation and total score calculation shall be evaluated by the State/Distribution utilities without any assistance from the ITC

- **Corrigendum:** Utility can only issue corrigendum to amend RFP document related to the information mentioned in Para 5.2 above

5.3 Receipt of Proposals

Utility shall provide appropriate time to the bidders to submit their bids. The same shall be mentioned in the RFP Document. The technical and financial proposals shall be submitted at the same time. No amendments to the technical or financial proposal shall be accepted after the deadline

5.4 Evaluation of Proposals:

Consideration of Quality and Cost

Utility shall carry out preliminary and technical evaluation with the help of IT Consultant. However, Utility shall not involve ITC in Price Evaluation of the Bids and would keep it confidential.

Preliminary Evaluation: The technical proposals will be reviewed for deviations, acceptance of terms and conditions, adherence to scope of work, formats required, purchase of bid document etc., In case of non compliance on any of the above, bids will be considered as technically non-responsive.

Technical Evaluation: The Approach & Methodology, the project experience, CV credentials of the team etc., would be evaluated and scores would be given (out of 100). The technical evaluation for the role of ITIA by the Utility should be in line with the Qualifying Requirements in the RFP.

Price Bid Evaluation: Financial Proposals of only such firms whose offers have been declared Technically Responsive will be opened by Utility without involving IT Consultant. The Financial Proposals of Technically Responsive Bidders will be evaluated in line with the provisions of RFP.

5.5 Award of Contract

Combined technical & price score shall be calculated on the basis of formula mentioned in RFP. Contracts shall be awarded only to the bidder with the highest Total Score. After the award of contract, the Utility shall inform PFC the name of successful Bidder (SI Firm), the associate firms in other 3 roles (GSP, NSP and MDASP) and list of dedicated resources (name, designation, role of personnel in the team) identified for the project, the award value, date of award & scheduled completion date, so that PFC can publish the same on their website for information of other utilities, who intend to appoint ITIA for the same purpose under R-APDRP. This is to ensure that the dedicated resources shall not be deployed for more than one ITIA projects at same time

6. Confidentiality

Information relating to price evaluation of proposals and recommendations concerning appointment of ITIA to other persons not officially concerned with the process. Final contract value shall be disclosed on PFC as well as Utility's website. Further, Utilities shall also communicate comparative evaluation score (technical & financial) of all the participating bidders in a sealed cover to PFC.

7. ITIA RFP Evaluation Toolkit

The template for ITIA RFP evaluation toolkit is being provided to the utility alongwith the model bid document, in Microsoft Excel format in the enclosed CD.

The same is to be suitably customised and utilized by the IT Consultant (to be appointed by all State/Distribution utility, if not done till date) of the State/Distribution utility, for technical evaluation and score calculation of the various ITIA bids received against the ITIA RFP floated by the State/Utility.

The evaluation toolkit being provided is for sole use for evaluation of ITIA bids by the utility (through its IT Consultant) and should not be shared/circulated in any form to any other party.

8. Mandatory synchronisation of Evaluation Toolkit & Technical Specifications

The Utility has to ensure through its IT consultant (to be appointed by all State/Distribution utility, if not done till date) that all the Technical Specifications as specified in the Appendix B of the RFP document shall be complete replica of all the Technical Specifications as mentioned in the Evaluation Toolkit and vice versa.

Any changes/editions in the technical specifications shall necessarily be updated for exact replication in the corresponding worksheet of the Evaluation Toolkit.

9. Single Data Centre in each State

In case of multiple distribution utilities in a State, the State may preferably go for single RFP process for all the selected Project Areas from all the utilities of the State.

In case the State floats single RFP through one out of multiple utilities in a State, for IT Implementation in entire State, then the Utility responsible for implementation shall ensure seamless operational integration of project across all utilities of the State.

Further, in case the State floats multiple RFPs through each of multiple utilities in a State, then each utility shall ensure and facilitate seamless integration of their individual projects to the single Data Centre at State level. In such case, the Utility with data centre in its scope, shall establish its IT system prior to establishment of IT system at the other utilities (without data center in their scope)