

Government of India
Ministry of Panchayati Raj

Request for Proposal (RFP) cum Terms of Reference (ToRs)

For

“Documentation of the Governance Arrangements in Non-Part IX Areas of North Eastern States”

1.1 The North Eastern Region (NER), comprising of seven sisters of NE (Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland and Tripura) plus Sikkim, besides being immensely important due to geo-strategic reasons, has a rich history and culture, rich diversity of flora and fauna and diverse living styles of local communities. The tribal dominant areas in these States have their own systems of local governance.

1.2 Articles 244(2) and 275(1) of the Constitution read with the Sixth Schedule embodies provisions regarding administration of the tribal areas in the NE States of Assam, Meghalaya, Tripura and Mizoram. These provisions were incorporated in the Constitution of India to give greater autonomy to the tribal areas of the NE. Originally in 1950, Sixth Schedule was applicable only to tribal areas of the State of Assam, which included areas presently comprising of Arunachal Pradesh, Meghalaya, Mizoram and Nagaland. Presently, Part IX of the Constitution is applicable over whole of Arunachal Pradesh and Sikkim and part areas of Tripura, Assam and Manipur. The States of Nagaland and Mizoram (Non-Sixth Schedule Areas) have local self-governments established under State specific laws. The local governments in Hill areas of Manipur are governed as per the provisions of an Act of Parliament.

1.3 The Sixth Schedule identifies and designates certain tribal areas as autonomous districts. It provides for the constitution of District Councils (DCs) and Regional Councils (RCs)/Village Councils (VCs) for autonomous areas. The administration of an autonomous district is to be vested in a DC and of an autonomous region, in a RC under Para 2 of the Sixth Schedule.

Objectives and Expected Outcomes

The documentation would cover study of non-Part IX areas of North Eastern States keeping following objectives in mind :

- (i) Brief history of local governance system/Autonomous District Councils (ADCs) *[as the case may be]* and its evolution over the past century including Constitutional provisions.
- (ii) Main provisions of the Council Acts and Rules/ADC Acts & Rules
- (iii) An up to date status of local governance arrangements and functioning of each tier in the Sixth Schedule Areas in each of the States and non – Part IX areas of other North Eastern (NE) States based on literature review and field visits which should include:
 - Administrative set up/spatial distribution of Village Council (VC)/local institutions, number of elected representatives (ERs) in each tier of VC/local institution with number/ percentage of SC/ST/OBC and women
 - Functioning of Gram Sabha/VCs, functional committees, if any, Grievance Redressal, mechanisms, recording of minutes of Gram Sabha/ VCs, etc.
 - Status of devolution of the subjects to different tiers
 - Availability of functionaries for undertaking various activities/ works
 - Actual administrative and fiscal arrangements regarding planning and implementation of schemes; status of funds made available to local governments under various schemes
 - Applicability of recommendations of the State Finance Commission (*main recommendations, acceptance and implementation*), Own Source Revenue (tax/revenue), etc.
 - Availability of computers and connectivity (*number of VCs where available*), use of PES applications etc.
 - Trainings conducted for ERs traditional VC heads and members and functionaries of VCs
 - Status of District Planning Committee and its role in consolidation/approval of plans
 - Status of guidelines for preparation of participatory village development plan or VCDP

- Issues pertaining to local governance
- Elections to local bodies, last elections held, next elections due date, who conducts elections
- Monitoring of activities of local bodies
- Provisions for auditing/ social audit
- Funding pattern under schemes in the non-Part IX areas
- Developments on the observations and feasibility of the suggestions as indicated in the Report of the Expert Committee Chaired by Shri V K Ramachandran (September, 2006)

(iv) Analysis of the local bodies governance system in each State and its comparison with the Part – IX areas in that State, if exist and suggest options for deepening democracy in these States and adoption of better provisions of these States, if any, by other States.

(v) Any other relevant information.

1.6 The field survey will be done on a sample basis across all the NE States covering at least one district each in Part-IX and non-Part IX areas of these States and all the Sixth Schedule areas as below:

Sl. No.	State	Coverage of districts in Part IX	Districts in non-Part IX areas
1	Manipur	One in Part IX	Two in non Part IX
2	Assam	One in Part IX	Each of the Sixth Schedule ADC and one ADC created under State law
3	Nagaland	--	Two non-Part IX Districts
4	Mizoram	-	All the three Sixth Schedule ADCs, one non-Part district IX
5	Meghalaya	-	All the three Sixth Schedule ADCs
6	Tripura	One in Part IX	One Sixth Schedule

Note : One Intermediate tier, if any, and two VCs or equivalent bodies in each of these districts/ADC will be covered.

1.7 The Agency will provide digitized copy, **both in English and Hindi** of Study and Compilation of Act & Rules to MoPR.

1.8 Timelines

S.No.	Item	Timeline
i.	Literature survey and presentation of methodology to MoPR for its approval	By end of third week from award of study
ii.	Field visit and submission of first report	By end of 120 days
iii.	Final report submission	Within 30 days of receipt of comments from MoPR
Total		Six months

2. Eligibility Norms

The agency must have the following qualifications and experience to be eligible to apply:

- i. The organization must be a legal entity eligible to enter into an agreement/ contract with the Ministry to undertake work contract in India.
- ii. Specialized agencies having expertise in rural domain. It should have experience of carrying out at least three similar studies of rural programmes/schemes of the Government of India in the last five years (*as on January 01, 2015*).
- iii. It should have professionals with expertise in conducting studies related to rural social sector schemes, project management, capacity building, evaluation & review of projects & institutional development, etc.
- iv. The agency should cover all the States as stated in para 1.6 above.
- v. The agency should not be blacklisted by any Central / State Departments.
- vi. The organization must be registered on or before 1st May 2010.

- vii. The organization must provide audited accounts of 2015-16, 2014-15 and 2013-14.
- viii. The organization must demonstrate the availability of at least five experts capable of undertaking research.
- ix. Organization must submit EMD.
- x. The technical and financial bids are submitted separately.

3. Selection Process

After the preliminary scrutiny by the Tender Opening Committee (TOC), the proposals (bids) would be placed before a Consultancy Evaluation Committee (CEC) for further evaluation. The selection of agency will be made by a duly constituted selection committee as mentioned above. The selection committee shall follow the below mentioned evaluation criteria:

S. No.	Evaluation Parameters	Marks	Weightage
A	Technical Evaluation	100	70%
(i)	<i>Team composition and expertise</i>	50	
	1. Qualifications and experience of team leader including previous studies conducted and reports published. <i>(Minimum Post Graduate & Doctorate with 10 years of experience in rural domain)</i>	20	
	2. Qualification and experience of two senior members <i>(other than leader)</i> of the research team Post Graduate with 7 years of experience in rural domain = 10 marks Post Graduate & Doctorate with 7 years of experience in rural domain = 20 marks	20	

	3. No. of experts in Panchayat domain. Less than two experts = 5marks Two to Five Experts = 8 marks More than Five Experts = 10 Marks	10	
(ii)	Manpower and Infrastructure Available with the Agency	10	
	Number of full time research staff in the agency	5	
	Number of Offices / Regional Offices in other States	5	
(iii)	Past Experience of the Organization (Research / Study / Published Reports)	15	
	1. Organization experience in similar assignments (15 marks if at least 5 similar assignments undertaken & completed successfully in the past 5 years for Govt. of India/PSUs. 8 marks if 3 similar assignments undertaken & completed in the last 5 years. Else Nil.)	10	
	2. Number of research / study reports published related to Rural Areas (<i>Panchayat Level</i>) (5 marks if at least 5 reports published in last 3 years. 3 marks if at 3 reports published. Else Nil)	5	
(v)	Approach and Methodology:	15	
	a. Whether in consonance with the objectives of the TOR & includes all aspects mentioned in TOR.	10	
	b. Quality of research design / strategy	5	
(vi)	Plan to organize the study:	10	
	1. Whether appropriate manpower & appropriate time	10	

	lines for various steps of the study have been indicated?		
B.	Financial Evaluation:	100	30%
	Total project cost with financial breakup		
	(Professional fees <i>(with categories)</i> , operational expenses and applicable taxes are to be shown separately)		

Note:

- a) Minimum qualifying score in technical evaluation will be 75 out of 100.
- b) The financial bids will be opened only of those agencies, which meet minimum requirements as mentioned in eligibility norms & fulfils the minimum technical evaluation parameters mentioned above.
- c) Financial evaluation marks will be calculated in proportionate to lowest bid *(for instance lowest financial bid will get 30 marks)*.
- d) The agency that gets highest mark based on above evaluation criteria and as recommended by the Consultancy Evaluation Committee will be awarded with the work of evaluation.

4. Payment to the Agency

The payment of the sanctioned amount will be made in three instalments of 30:30:40. The first instalment of 30% will be released after the agency submits the requisite bond, a Performance Security in the form of fixed deposit receipt, bank guarantee, detailed study design, including methodology and size etc., details of project team, time-lines of various stages of preparation of the report. The study design and methodology to be adopted should be presented and got approved from MoPR before starting the process. The second instalment of 30% will be released after (i) A presentation is made on the Draft Report; (ii) Assessment and acceptance of Draft report by MoPR and (iii) Furnishing of Utilization Certificate (refer the sanction order for the release of first installment).

The third (final) installment of 40% will be released subject to Final report *(10 hard copies along with soft copy on a CD and a pen drive)* incorporating the suggestions of MoPR after making final presentation is submitted by the

institution/organization along with Utilization Certificate. Final payment will be released within 30 days of the assessment and acceptance of the final report.

5. Other Term & Conditions:

Interested agencies may submit their detailed information & bids (*As per Annexure-II*) latest by 25th January, 2017 in separate cover to be super-scribed as **Bids for engagement of agency “Documentation of the Governance Arrangements in Non-Part IX Areas of North Eastern States”** to:-

- a) **Shri K. S. Panchpal,**
Deputy Secretary (AR&RS),
Ministry of Panchayati Raj,
Room No. 128, 1st Floor, Sardar Patel Bhawan,
Parliament Street, New Delhi – 110001
Ph.: (011) – 23746560

Please note that two copies of the bids mentioning “original” and “a copy” should be furnished in a sealed cover. In case of any discrepancy “original” version will prevail. Documents in electronic form will not be accepted at the time of bid submission, however clarification related to bid may be submitted in electronic form. The technical and financial bids are to be submitted separately in sealed envelopes in “original” and “a copy”.

- b) The Technical bids will be opened by the Tender Opening Committee (TOC) at 4:00 PM on 31st January, 2017 in the presence of the bidders who wish to be present on the given time & date.
- c) Ministry reserves the right to reject any bid proposal without assigning any reasons if bid does not fulfil the criteria mentioned in this document.
- d) Along with the proposal (Technical bids), Earnest Money Deposit (EMD) of Rs. 5.00 lakh may be furnished by way of a Fixed Deposit Receipt, Bank Guarantee (*valid for 180 days*) drawn in favor of “Section Officer” (Cash), Ministry of Panchayati Raj, payable at New Delhi. Proposals not

accompanied by EMD will not be entertained. The EMD will be returned to the unsuccessful bidders as soon as possible. The refund of EMD shall not carry any interest. The EMD of the successful bidder will be refunded on receipt of Performance Security before signing the contract. The performance security shall be @ 10% of the value of the contract which would be valid for a period of 60 days beyond completion of all contractual obligations.

- e) As the duration of the study is short, the agency must have skill base of large, expert manpower (*permanent as well as temporarily hired*) for conducting and coordinating data collection, data scrutiny, data filtering and data analysis simultaneously from the different States concerned. No requirement of manpower will be met by the Ministry of Panchayati Raj.
- f) The data generated from the study would be the sole property of the Ministry of Panchayati Raj. However, the evaluator may be allowed to use the data specifically for research/analysis with the prior permission of the Ministry of Panchayati Raj.
- g) Neither any capital cost would be incurred under the fee money for the evaluation nor would any liability be created for the Ministry of Panchayati Raj, beyond the original fee sanctioned to conduct the evaluation for the Agency.
- h) Ministry of Panchayati Raj reserves the right to terminate the Agency contract at any point of time without assigning any reasons. In such eventuality, the agency shall have to refund the amount released by the Government together with the penal interest of 10 % per annum. Any dispute in this regard would be subject to jurisdiction of courts in Delhi.
