

भारत के नियंत्रक-महालेखापरीक्षक का कार्यालय  
10, बहादुरशाह ज़फ़र मार्ग, नई दिल्ली - 110 124.

**OFFICE OF THE COMPTROLLER & AUDITOR  
GENERAL OF INDIA**

10, Bahadur Shah Zafar Marg, New Delhi-110 124.

सरकारी लेखे अनुभाग  
**GOVERNMENT ACCOUNTS WING**

**Tender document**

**For**

**Digitization of Records of Entitlement Functions (GPF,  
Pension) in Field offices across India**

## Tender Document

Tender documents contain the following in 13 pages:

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### **Annexure 1 - Brief Background**

Under the Digital India campaign launched by the Government of India to ensure the availability of Government's services to citizens electronically, the CAG office (Government Accounts Wing) has proposed to digitize the records of entitlement functions (General Provident Fund, Pension and Gazetted Entitlements) of its field offices for better and speedy services. Most of the field offices which are providing Entitlements services to State Government Employees have computerized their services. However, the huge number of records lying in the field offices are occupying a lot of space and many offices are keeping their records in rented premises making record management unwieldy. The staff are compelled to spend a lot of time in searching the records such as Original pension cases when those cases come up for revision due to implementation of Pay commission recommendations. Further, as the pages in the files become very old and brittle, they easily break away on turning the pages. In order to ensure efficient and effective preservation of the contents of the files/cases/records, it is proposed to take up digitization of entitlement records across field offices.

The proposal to digitize the entitlement records is part of the ongoing plan of digital transformation of the offices and is aimed at the following outcomes.

**Increased Productivity** - With a well-executed digitization, the average time required for searching a file drastically comes down leaving the staff to attend to more no. of cases thereby improving quality and efficiency. Further, Digitization allows the staff's ability to share, collaborate, exchange and access documents in less time increasing the efficiency.

**Easy to access and always accessible**- Documents that have been converted can be easily accessed through system using document management software (DMS) which provides uninterrupted access to the prospective users.

**Enhanced security**- A scanned document is a trackable document. Document trail logs would ensure that the identity of the user is recorded. Further, wherever needed, access to the documents can be restricted to select user groups thereby reducing the misuse and maintaining the confidentiality of the record.

**Enhanced Information Preservation-** Information stored in paper formats which are susceptible to decay with time, degrades every time it is handled manually. Document imaging ensures that the data is saved and preserved for the future.

**Disaster recovery-** There is always a risk of disaster, whether it is natural or manmade. Fire, flood, earthquakes or other destructive phenomenon may cause a major disaster severely effecting the work of finalization of pension cases and maintenance of GPF. Digitization offers a safe repository of records and enable the office to recover the files immediately from the backup storage.

**Effective Space Utilization -** Many field offices are reeling under severe shortage of space. Digitization helps in reducing the space constraint and results in effective utilization of available physical space and smart record management.

**Eco-friendly-** Digitization helps in reducing the paperwork and thus is an environment friendly initiative

Digitization of records involves converting the physical document to electronic form by suitable method and storing the data on computer. It comes with a data base management system (DBMS) which enables the user to retrieve a particular document based on given criteria with ease. The digitization process covers a series of operations that both precede and follow the actual scanning of documents. These processes range from categorization, pre-scanning, sorting of documents, scanning, image enhancement and quality control operations.

Many State Governments are pursuing Integrated Finance Management System (IFMS) with which all field offices will get interface and subsequently online transmission of GPF Final Payment/Pension finalization cases which will lead to seamless and paperless finalization of entitlement services ultimately.

### **Annexure 2 – Invitation of Bids**

1. Quotations are invited for digitizing the old records (Pension/GPF) in the offices of the Accountant General (A&E) across India.
2. Consisting of approximately **13.35** crores (13,35,59,266) of pages; this total number may vary by upto +/- 25 per cent.

<b>Name of the State (City where records located)</b>	<b>No. of Pages</b>
Andhra Pradesh (Hyderabad)	5030880
Assam (Guwahati)	225000
Chhattisgarh (Raipur)	2504470
J&K (Kashmir)	4000000
Karnataka (Bangalore)	2082125
Kerala (Thiruvananthapuram)	28998036
Madhya Pradesh –II (Gwalior)	7859670
Maharashtra-I (Mumbai)	26200000
Maharashtra-II (Nagpur)	14100000
Manipur (Imphal)	85500
Meghalaya (Shillong)	3527751
Nagaland (Kohima)	102000
Odisha (Bhubaneshwar)	167739
Tamil Nadu (Chennai)	2139900

Jharkhand (Ranchi)	4384702
Telangana (Hyderabad)	13206612
Uttar Pradesh-I (Allahabad)	6250000
Uttar Pradesh-II (Lucknow)	6274881
Uttarakhand (Dehradun)	200000
West Bengal (Kolkata)	900000
Haryana (Chandigarh)	5280000
Tripura (Agartala)	40000

3. The papers to be scanned will be mostly of A3 size and written on both sides. It can be of other sizes typed or handwritten as well. The condition of some of the records is poor due to old records.
4. Bidder has to comply with the below mentioned pre-qualification criteria along with necessary proof in absence of which bids are liable to be rejected summarily. Bidder should have minimum **10 years of experience** in the field of digitization in any organization / Company etc. And must provide proof for this.
5. The firm should be able to digitize the entire record in about two year with quarterly overall targets (quarters starting from the date of signing of the contract) as follows in the spaces to be made available to the firm for the purpose of scanning / digitization.

Quarter 1 – 0.55 crore pages

Quarter 2 – 1.83 crore pages

Quarter 3 – 1.83 crore pages

Quarter 4 – 1.83 crore pages

Quarter 5 – 1.83 crore pages

Quarter 6 – 1.83 crore pages

Quarter 7 – 1.83 crore pages

Quarter 8 – 1.83 crore pages.

6. A Pre-RFP meeting (non-exclusive) will be organized on **17-11-2020** at 11:30 am in Office of the Comptroller and Auditor General of India, 10 Bahadur Shah Zafar Marg, New Delhi-110002; a draft RFP will be shared on the CAG's website in advance. All prospective vendors are requested to attend.
7. Interested parties may send their offers through CPP portal on or before **07-12-2020** up to 3.00 PM. Quotations will be opened at 11.00 AM on **09-12-2020** through CPP portal.
8. The office will have all freedom and right in evaluation of quotations. The office reserves the right to reject or accept any or all the quotations partly or completely at any time without assigning any reason thereof.

### **Annexure 3 - Detailed Scope of Work**

The work includes scanning, digitization, cleaning, indexing, storing, archiving and retrieval of old records of Pension/GPF in digital form in secured manner as per the following. Unstitching and stitching of old files after scanning is the responsibility of the vendor.

- a) **The process** by which the firm will scan/digitize the records will include in batches as follows: -
  - a. Authorized representative of firm will receive files from staff of the office under proper receipt.
  - b. Prepare the files for scanning / digitization after the removal of tags, pins, dust etc. In case the firm finds any original document, which is in a very bad condition, it will made its

best efforts to take out better print (either by typing on a separate sheet of paper or taking out a better photocopy thereof) and then put the said data in the relevant database. The original papers shall however be retained in the main file. The firm will ensure that the documents / files / registers handed over to firm are kept in proper condition and no document is soiled / lost / misplaced / damaged.

- c. Scan and digitize each page of registers and data is to be stored by way of images in Portable Document Format (PDF) with adequate resolutions and ensure the readability and ease in retrieval including cleaning and spot reduction. The images so stored in the database should be properly indexed as per the requirements of office and should be capable of adding more images, at later stage if needed, in an old stored file. The data so stored be in a non-editable form. Scan image should not be duplicated and all images should be in proper sequence. Scan image should be cropped in a proper manner and no content should be deleted. The PDF document should be searchable and created in one single step by processing the input image file thus ensuring that no intermediate manipulation of content is possible.
- d. The firm will authenticate the correctness of the scanned document with reference to the original register / file. The firm will make provision against each such scanned register / file for authentication to be made by the authorized representative(s) of this office through system.
- e. It will be responsibility of the firm to return the file to staff of this office under acknowledgement in the same shape and condition in which it was taken. All scanned / digitized files will be stamped and duly signed by the user certifying that the 'FILES/LEDGER CARD IS SCANNED / DIGITISED AND DULY RECONSTRUCTED' and the firm will be fully responsible for any loss / damage of any document.
- f. At the end of every quarter the firm will hand over the complete Scanned / digitized data to this office- one copy on computer system and two copies on USB HDD or in any other form as agreed by this office.
- g. On completion of the work, the firm shall hand over the latest licensed updated software and also the database to this office, which shall become property of this Office for all intents and purposes. The Firm will also provide the license copy of it to this office.

#### **b) Quality of scanning**

The vendor will do the scanning in suitable compressed form as per following parameters:

- i. 300-600 Dots per inch (DPI) resolution with Colours (24bit) for brittle and very old document to maintain the originality of the document and making it searchable.
- ii. 300 DPI resolutions with Grey Scale (8 bit) for colour back ground documents ensuring originality and search ability using the specified and captured metadata of the documents.
- iii. 300 DPI resolution with black & White for legible documents ensuring originality and search ability of the documents

### c) Metadata

The metadata of each Case file is required to be recorded in the PDF file itself. The Metadata inserted inside the PDF must conform to the XMP (Extensible Metadata Platform) specification for storing rich Metadata, which enables importing of the Metadata fields directly in the Content Management System/Document Management System database. Annotations and bookmarks for the relevant pages are also required to be recorded in the PDF files and stored as separate attributes in the database for searching purposes; XML (Extensible mark-up Language) output of the Metadata with other details of the PDF files are also required to be simultaneously generated by the Vendor.

The PDF files generated are required to be indexed, based on criteria to be specified so as to facilitate weeding of the digitized Case files by deleting files which are not required after expiry of the retention period.

The Meta data should have the following minimum elements; other meta data elements may also be added: -

- A&E Office/ State
- Name of the employee
- File Index Number
- PPO No + RPPO No (where applicable) + FPPO Number (where applicable)
- Year of Joining
- Date of retirement
- Name of Ministry/department from where retired
- GPF Series and Account Number

### d) Quality Assurance:

Every image must be readable. The best image quality should be achieved by using state of the art (Multi-functional Overhead) Scanners, Processors & quality equipment with automatic exposure control features. The minimum scanning resolution should be 300 DPI, in general. However, the vendor should increase this if required, to ensure proper readability of output image.

### e) Additional Key points of Solution

- The Vendor needs to submit a technical proposal describing the proposed solution. Specification provided above must be adhered to. This office need a full technical solution, and the components of the technology solution must be compatible with each other
- Smooth and easy way to migrate digitized data to any other software, without any loss of data elements.

### f) Expected features of IT Application

- i. Easy to use Dash board interface
- ii. Designed to provide an overall view of the data, users and other information.
- iii. Quick search design- to enable the users to get their documents in the fastest possible way.
- iv. Web client- the application can be accessed from any browser (Microsoft Internet Explorer, Chrome, Mozilla Firefox last 3 versions at least.

- v. Help-Option-Help file is provided with a task based approach.
- vi. Document Notes- add notes to each document to identify information without reading the entire document.
- vii. Quick search- find any record by simply entering the data in the search box.
- viii. Advanced search- expand the search bar to see more options and customize the search with save facility.
- ix. Sorting - sort search result.
- x. Print- Print one or more documents with a single click

**g) Security:**

- i. Role-based access should be ensured.
- ii. Roles-Map security roles to existing designations/job profiles to decide the level of access each user has to the document repository.
- iii. Share, Restrict or Assign control access by simply sharing and restricting a document from another user.
- iv. Control printing and saving facility to be provided, saving to local machine emailing by simply denying the Distribute permission for a document.
- v. Event logging/ Auditing Log details about user actions like addition and modification with the Even Logging feature.
- vi. Open source technologies shall be preferred as per Government of India guidelines.
- vii. The Vendor shall handover the complete software solution to the scanning & digitization of records of the Office with the source code and the intellectual Property Rights (IPR) including copyrights of the entire software solution.
- viii. DMS should have well established online support system in terms of community Forums/Blogs; enterprise support for the DMS should be provided by the vendor either directly or through the OEM. Vendor should provide link for such forum/blog in compliance.

**h) Ease of Access:**

- i. The effort required to gain access to a document shall be minimal and it shall be compatible to various browsing options.
- ii. It should be easy to use and should have Dash board interface. Users can search for any item via a single field interface i.e. by inserting value in Google like single field through a drop-down menu. Help option should be provided with a task based approach where users can learn how to perform specific tasks.
- iii. Advanced search facility should be provided to see more options and customize the search with save searches facility later reuse.

**i) Required Infrastructure: (Hardware and Software)**

The vendor should provide necessary hardware (including Server, desktop systems, Overhead image scanners, printers, etc. in sufficient quantity), application software and other infrastructure for Scanning & Digitization work at the location of the Office. The vendor shall ensure 99% uptime for the entire solution. The hardware supplied shall be the property of the Vendor and any maintenance required in this regard shall be the

responsibility of the Vendor. No Hardware/ software will be provided by the office. Only work place, Electricity and basic electrical fixtures required for the set-up of the Cell will be provided by the Office.

**j) Set-up of Scanning Centre:**

The vendor should install set-up of scanning centre in the workspace provided by the concerned A&E Office.

**k) Methodology**

The Vendor should also give the blue print/methodology with the capacity details, technology along with Hardware/Software along with details of manpower to be used for execution of scanning & digitization of records of the Office. Firm shall suggest the configuration and the number of computers and other hardware for archival and retrieval of digitized data, including back up.

**l) Training:**

Office Technical Team should be given training of all the application Software/ utilities developed by the selected Vendor during the project. Also, adequate training to the staff of the Office shall be provided by the company free of charge on the following: -

- II. Archival (Scanning and storing)
- III. Indexing
- IV. Retrieval and printing.

- m)** The firm shall at its own cost provide the necessary consumables, including paper, ink and spares required for maintaining and operating its machinery/equipment for smooth execution of scanning / digitization of old records. The Firm shall make its own arrangements for safety / security of the equipment's and also keep them insured against theft, fire and damages.
- n)** The firm shall be fully responsible for the proper archiving storing and retrieval of the scanned / digitized data for a minimum period of two year after completion of its work

**Annexure 4 - Terms & Conditions**

1. The firm (s) is required to quote their **lowest per page rates** for scanning & digitization. The rates so quoted should be all inclusive, including taxes which shall be indicated specifically.
2. The tender should be accompanied with Rs. 5,00,000 (5 Lakh) as **earnest money** pledged in the name of Pay and Accounts Officer, C&AG of India, New Delhi, in the form of demand draft or fixed deposit receipt or banker's cheque or bank guarantee. This deposit will be refunded to the unsuccessful tenderer on their written request.
3. **Performance bank guarantee:** Within 7 days after the receipt of notification of award of the contract from Purchaser, the successful bidder shall furnish performance bank guarantee to the Purchaser (template given), which shall be Rs. 5,00,000 (5 Lakh) in the form of a bank guarantee bond from a nationalized/scheduled bank as per the norms laid by the RBI. Payable at New Delhi drawn in favour of Pay and Accounts Officer, C&AG of India, New Delhi. Validity of the Performance Bank Guarantee shall be entire Warranty period Plus 2 (Two) Months.
4. The firm will be allowed to do the Scanning / digitization during working hours on all working days; permission for late working (beyond office hours and on holidays) may be granted as mutually agreed.



5. Continuance of the contract shall be subject to satisfactory performance of the firm. The decision of this office in this regard shall be final and binding. This office, without prejudice to any other remedy for breach of Contract, by a written notice of not less than 30 (thirty) days sent to the Vendor, may terminate the Contract in whole or in part:

- a. If the Vendor fails to deliver any or all of the Products and Services within the period(s) specified in the Contract, or within any extension thereof granted by this office; or
- b. If the vendor fails to perform any other obligation(s) under the contract; or
- c. Laxity in adherence to standards laid down by this office; or
- d. Discrepancies/deviations in the agreed processes and/or products; or Violations of terms and conditions stipulated in this RFP.
- e. IPR infringement by the vendor
- f. damage(s) occasioned by the gross negligence, fraud or willful misconduct of Service Provider
- g. damage(s) occasioned by Service Provider for breach of Confidentiality Obligations
- h. For inconvenience or in the interest of this office.

6. **The payment** to ..... will be made on quarterly basis @ 80 percent agreed rate for the work done (no. of pages scanned) during the quarter on submission of the bill. Payment will be released after getting quarterly progress of work feedback from the field offices & it will be duly authorized by DG (GA). Vendor shall submit invoice no later than 10 days of the end of the quarter, from the date of submission of the invoice, payment will be made within 60 days for work which is verified; for work claimed in the invoice but not found to be correct, details will be communicated within 45 days of the submission of the invoice. The firm will be responsible for liabilities of all kind including local and other taxes. The payment will be made after other deductions and penalties and damages if any levied and recoverable under the contract for work done as per agreed terms.

7. In case of failure to complete the work within the stipulated time as per agreed terms, this office may impose **penalty @ 0.5 percent per day** of the value of unfurnished pages agreed to be completed in addition to the recovery of other losses and damages that it may suffer. Quarterly penalties are to be satisfied. Maximum Quarterly penalties will be capped at **Rs 5 lakh per quarter**.

8. In the event of termination of contract due to **material breach** of contract (mentioned in point no 6) by the vendor, this office shall be entitled to forthwith forfeit the amount of performance guarantee either full or in part apart from taking such legal remedies as are available in law. The firm shall thereupon hand over all such records, which are in its possession. The firm shall not be entitled to remove the digitized data, which will be property of this office.

9. All data specifications, reports and other documents prepared by the firm in the execution of this contract the firm shall become and remain the property of this office and before termination or expiration of this contract the firm shall deliver all such documents, prepared under this contract along with a detailed inventory thereof, to this office.

10. The complete secrecy and confidentiality is required to be maintained by the firm and his employees during the term or after expiration of the agreement.

11. Sub-contractors can be hired only with the prior approval of the client.

12. The firm shall not be allowed to take away any files/record etc. either in the shape of hard copy or soft copy and the work is to be carried out in the premises of this office itself.

## Annexure 5 – Agreement Form

### AGREEMENT

This agreement is made and executed on this (date) day of (month) 2020 at New Delhi

BETWEEN

O/o the CAG of India, New Delhi (herein referred as 'Office' which expression shall, unless repugnant to the context or meaning thereof, mean and include its successors and permitted assigns) of the

**FIRST PARTY;**

**AND**

M/s ..... a Proprietorship firm **having its Office at** ..... (Herein referred to as '.....' which expression shall, unless repugnant to the context or meaning thereof, mean and include its successors and permitted assigns) of the **SECOND PARTY**

WHEREAS ..... is engaged in the business of providing services regarding Scanning/ Digitisation of old record:

AND WHEREAS Office interested in taking the services of ..... With respect to Scope of Work related to Scanning/digitization, archiving & retrieval of old record in digital form in secured manner. .... has represented that it has requisite expertise as well as adequate resources/manpower capable of doing this work and hereby agrees to undertake the work on the terms and conditions appeared hereafter.

AND WHEREAS the activities stated in the detailed scope of work annexed herewith as **Annexure "3"** will be deemed to commence on the date of signing of the Agreement and ..... will commence the work within 15 (fifteen) working days of signing of the Agreement.

**NOW, THIS AGREEMENT WITNESSED AND IT IS HEREBY AGREED BY AND BETWEEN THE PARTIES HERETO AS FOLLOWS:**

**1. Scope of Work and Terms and Conditions:**

Scanning / digitization, cleaning, indexing, optical character recognition free text search, storing, archiving & retrieval of old record in digital form in secured manner. Unstitching and re-stitching of old files after scanning. Detailed scope of work, terms and conditions of the services to be rendered as in **Annexure-'3' & '4'**

**2. Contract Value:**

..... (..... paisa only) per page scanned which is inclusive of the software, de-stitching and re-stitching etc. (inclusive of tax).

**3. Indemnity:**

Each party to this agreement shall defend, indemnify and hold the other party harmless from and against any and all direct losses, claims, liabilities, judgments including but limited to, reasonable

attorney fees arising out of or incurred in connection with a breach of any representation, warranty or covenant of such party under this agreement.

Office shall not be liable for any injury, loss, damage caused to any persons due to acts of omissions and commissions of ..... personnel in connection with or in performance of contracted work which are the violation of provisions of laws in force and ..... hereby undertakes to indemnify the Office against any claim in this regard.

#### **4. Force Majeure**

Neither Party shall be liable for any default or delay in the performance of its obligations if and to the extent such default is caused, directly or indirectly by fires, floods, power failures, Acts of God, act of public enemy, civil commotion, sabotage, wars, insurrections, riots, labour disturbances, strikes, lockouts, go-slow, damage to machinery on account of accident or passing of any statutory order by the competent authority/ies, prohibits performances of such obligation by a competent authority and restriction of any country affecting the performance of this agreement or any part thereof. The affected party shall intimate the other party within reasonable time period of such occurrences.

#### **5. Limitation of Liability**

Notwithstanding anything to the contrary in the Agreement, in no event shall either Party be liable, whether in contract, tort, or otherwise, for special, punitive, indirect or consequential damages, including, without limitation, loss of profits or revenues arising under or in connection with this Agreement even if such Party has been advised in advance of their possibility.

#### **6. Amendment**

No amendment to this Agreement is valid unless signed by a person duly authorized by each of the parties.

#### **7. Notice**

All notices required under this agreement shall be in writing and shall only be treated given upon personal delivery of a written notice to the designated representative of the parties or by Courier, Fax, Registered Post under acknowledgement, Speed Post due at the addresses as mentioned in this agreement or any other address as notified by parties from time to time and marked copy to

#### **8. Severability:**

If any one provision of this Agreement or part thereof is rendered void, illegal, or unenforceable by any legislation to which it is subject, it shall be rendered void, illegal or unenforceable to that extent only and it shall not affect the entire Agreement. Provided that if the commercial basis of this Agreement is thereby substantially affected or altered then the Parties shall negotiate in good faith to amend and modify the provisions and terms of this Agreement as may be necessary or desirable in the circumstances.

#### **9. Non Solicitation:**

Either party will not offer/solicit, either directly or indirectly any employment to employees or Contractor of other party during the period of this Agreement and for a period of two years after the expiry or termination of this Agreement without the prior written consent of the concerned party.

## 10. No Partnership

The Parties are independent of each other. This agreement does not constitute a partnership or joint venture between the Parties. Neither Party may act or purport to act as agent of the other for any purpose whatsoever, nor will either Party enter into contracts or make representations on behalf of the other without the prior authorization and consent of the other Party.

## 11. Arbitration:

The Office and the ..... shall make every effort to resolve amicably by direct informal contract any dispute or differences between the parties whether during the execution of orders or thereafter whether by breach or any manner in regard to:

- i) The constructive of the terms and conditions;
- ii) The respective rights and liabilities of the parties hereto there under;
- iii) Any matter or thing arising out on its relation to or in connection with these terms and conditions.

In the event of arising of any dispute or difference as aforesaid, either party shall give written notice to the other of the same and such dispute or differences shall be referred for the sole arbitrator appointed mutually by both parties. Such appointment of an Arbitrator shall not be invalid on the objection that the person appointed is a Government servant. The provisions of the Arbitration and Conciliation Act, 1996 and any modification or rules there under shall apply to the arbitration proceedings. The venue for Arbitration shall be New Delhi and language of arbitration procedure shall be English.

## 12. Governing Law

This agreement shall be governed and constructed in accordance with the laws of India and shall be subject to the jurisdiction of the courts of law at New Delhi who shall have the exclusive jurisdiction to entertain any dispute or suit out of or in relation to this agreement.

Name and Address of the Vendor

O/o the C&AG of India,  
Government Accounts wing,  
10, BSZ Marg, New Delhi

IN WITNESS WHEREOF the parties have executed these presents on the day and year herein above written.

For O/o the CAG of India, New Delhi

Signature

Name

Designation

In Presence of

Name

Designation

For .....

Signature

Name

Designation

In Presence of

Name

Designation

**Annexure 6 - Price Bid Template**

Sl. No.	Description of Services	( In Rupees)	
		Total Service Charge for all sites	No. of sites
1	No of records to be digitized	13,35,59,266	22
2	Per page rate for scanning & digitization		
Sub-total			
3	TAXES EXTRA		
Total			