

Guidelines to Registrars for using the RFQ

Selection of Enrolment Agencies

UIDAI

Ver- 2.0

Sl. No.	Section Reference	Content to be filled in/ Guidelines
Volume I- Instruction to Bidders		
1	Table of contents	Name of Registrar <i>Insert name and address of Registrar at all places</i>
2	1. Invitation to Bid	Enter the details - Name of Registrar, Project Name, State/States/India, Last date of submission, Total Number of schedules, Name of Tender Inviting Authority, Address for Communication
3	2. Introduction	<i>Insert name and address of Registrar</i>
4	2.1 About	Details of the Registrar, the project which the registrar is undertaking and the data which the registrar wants to collect including the KYR+ data
5	3. Instructions to Bidders PART I - STANDARD EMD and Performance Guarantee 3.07 Earnest Money Deposit (EMD)	EMD amount, account and bank details
6	3.09 Tender Fees	Tender Fee amount, account and bank details
7	3.10 Performance Bank Guarantee	Account and Bank details
8	5. Evaluation of financial bids	Please refer to key decision points to be taken by the Registrar at the end of this document.
	PART II DATA SHEET	
9	1.4 Name of Assignment	Registrar shall fill in the Name of the Assignment
10	1.5 Bid Submission Address	Registrar should fill in the Full Address details where the Bid needs to be submitted by the Suppliers
11	1.11 Estimated Tenure of Contract	Registrar shall decide & provide the period of engagement of the enrolment agency for providing enrolment activities. This will depend upon planned coverage and timeliness.
12	2.1 Address for clarifications	Full Address details of the officer to be contacted for clarification
12	3.2 Schedules, Geographical areas and Target Population	To be filled for each schedule – Schedule Number, Geographical areas and Target Population
13	3.4 Eligibility for submission of bids	Eligibility requirements to be filled in based on the Technical levels and Financial Tiers prescribed in the

	for different schedules	Empanelment list provided by UIDAI. <i>(Registrar may please refer Annexure III of Volume I for guidance on deciding the Level & Tier)</i>
14	5.1 Bid opening date and time	Date, Time and Full Address at which the bids will be opened
15	6.1 Expected date and address for contract negotiations	Date and Full Address for any negotiations on the contract
16	7.3 Expected date for commencement for services	Date and Full Address for commencement of services
17	Annexure I - Financial Bid covering letter	Address of Registrar, RFQ notification date, Name of Project, Name of Registrar, Name of State/India, Number of Enrolment stations,
18	Annexure II - Financial Bid Form in each schedule	Geographical areas covered under the schedule, Item - detailed activity including UID enrolment and all outcomes expected by the Registrar
Sl. No.	Section Reference	Content to be filled in/ Guidelines
Volume II - Scope of Work		
1	1. Scope of Work 1.1 Functional scope	Name of Project, Name of Registrar
2	1.1.2 Setting up of Enrolment stations and Enrolment centers	Period of availability of a stationary enrolment station at an address - <i>to be calculated based on the target population and capacity of the enrolment station.</i>
3	1.1.2.a Setting up of Enrolment station	<i>To check if the mandatory list is complete. If any additional requirements are needed by the Registrar can be added to the list. Registrar to provide details of KYR+, beneficiary database, pre enrolment data, if they are to be used, in a form importable to the laptop being used for enrolment and the requisite software for capturing KYR+.</i>
4	1.1.2.b Setting up of Enrolment center	<i>To check if the mandatory list is complete, if additional requirements by the Registrar can be added to the list.</i>
5	1.1.4 Conduct Enrolment Operations as per Standard Processes specified by UIDAI/Registrar Step 1 b. Collect demographic data after due verification as prescribed by Registrar	<i>Verification process to be agreed upon by the Registrar and if needed, Registrars supervisor to be part of the verification process. The Registrar shall provide the requirements of KYC/KYR/KYR+ and any other requirements here, guidelines for data capture of KYR+.</i>

6	1.1.6 Additional services to be provided by the Enrolment Agency	The Registrar shall provide here details of all additional services related to enrolment work to be provided by the enrolment agency
7	1.1.8 Provide Electronic MIS Reports on Enrolment Status Daily	Registrar shall provide templates for MIS reports to be submitted by the Enrolment agency to the Registrar and also prescribe frequency of such reports, authority to which the reports need to be submitted etc.
8	1.2 Geographical scope	The Registrar may choose to have only one Schedule for the entire Geographical Area (eg. the entire State) or subdivide the geographical area into subdivisions (Division/ District etc.) and have a separate Schedule for each subdivided geographical area. Information to be covered in the schedules - <i>Areas covered under this Geographical area - Details of terrain - Population Density - Urban-Rural percentage - Facilities available for performing enrolment functions - Target population etc.</i> <i>It is suggested that the geographical area in one schedule be not less than one district and bifurcation of one district area in to more than one schedule be avoided to the extent possible.</i>
9	1.3 Service Levels	Service level metrics and penalties to be levied on breach to be defined by the Registrar. The Registrar may add/remove service level indicators based on the scope of work, additional services availed by the registrar.
10	1.4 Roles and Responsibilities	Registrar may modify the roles and responsibilities of the Enrolment agency and the Registrar based on the need and any additional services/ scope of work availed by the registrar. However the roles and responsibilities of UIDAI remain the same.
11	1.5 Timelines	Registrar shall fill the necessary details as per their project plan
12	Annexure I – Guidelines for enrolment	The latest guidelines are available at www.uidai.gov.in . Registrar may choose to prescribe additional guidelines for enrolment based on the need but the additional guidelines should not be contradicting the guidelines prescribed by UIDAI.
Sl. No.	Section Reference	Content to be filled in/ Guidelines
VOLUME III - Standard Contract		
1	Key sections of SCC of the contract	All the details shall be filled in by the Registrar/ Vendor
2	Supplier	Name of the enrolment Agency as filled in the GCC
Special Conditions of the Contract		
3	1.7 Authorized	Name of Authorized representative officers from

	representatives of Purchaser and supplier	Registrar and Enrolment Agency
4	2.1 Effective date of contract	Registrar shall specify the effective date of contract
5	2.3 Date for commencement of services	Registrar shall specify a date which is within 30 days from the date of signing of the contract (Registrar may decide reasonable period for commencement of services)
6	2.4 Time period	Time period or duration of the engagement should be specified in months
7	5.1 (c)	The Registrar should provide details of assistance and exemptions the registrar shall provide to the Enrolment Agency for effective implementation of the project.
8	6.2 Contract Amount	The contract amount should be specified in figures and words in Indian Rupees
9	6.3 General terms and conditions of payment schedule	Payment schedule to be filled in by the Registrar as specified in the Volume I or as negotiated between the Registrar and the Enrolment Agency.
10	8.2 (a)	Name of the Authority who will specify the Presiding Arbitrator
11	8.2 (b)	Place of Arbitration proceedings in India
12	Appendix A	This Appendix will include the final Statement of Work (SOW), dates for completion of various tasks, locations of performance for different tasks/ activities, specific tasks/ activities /outcomes to be reviewed, tested and approved by Purchaser, Reporting plan and frequency etc.
13	Appendix B	List format, frequency and contents of reports; persons to receive them; dates of submission, number of copies, etc. This shall include the reports required by UIDAI and also the reports required by the Registrar.
14	Appendix C	Include here the rates quoted in the financial bid or the negotiated rates, whichever is applicable
15	Appendix D	Include here the list of Services, facilities and property to be made available to the Enrolment Agency by the Registrar

KEY DECISIONS BY REGISTRAR

Extent of coverage and timeliness

1. The Registrar, in case of sweep approach has to decide extent of enrolment target for the Enrolment Agency. However some of the Registrars may like to target their own customers/beneficiaries.
2. Registrar can take a decision to conduct the enrolment operation in a phased manner. For example, pilot phase and rollout phase. In such cases the Registrar shall take a decision on whether the same enrolment agency shall continue in the rollout phase or a selection process taken up again.
3. The Registrar shall decide on the additional scope of work required, , which shall include KYR+ and also efforts to integrate Aadhar number in the existing databases of the registrar. Registrar can use the Annexure II of volume II for specifications of KYR +.
4. Registrar may decide to call for single quotation or a scaled quotation. If a scaled quotation is called for, consequently the schedule in the Volume I shall need to be replaced by the following table. The lowest financial quote is taken based on the weighted average of the scaled quotations.

Item	Costs In INR
A. For 60 % coverage - Cost* for undertaking demographic and biometric enrolment activities as well as delivering additional services for the Issuance of <u>one UID Enabled</u> <Registrar may insert the expected outcome of the project e.g. Ration Card, NREGA job card, Health Card etc>	
B. For 60 to 80 % coverage - Cost* for undertaking demographic and biometric enrolment activities as well as delivering additional services for the Issuance of <u>one UID Enabled</u> <Registrar may insert the expected outcome of the project e.g. Ration Card, NREGA job	

<p>C. For 80 to 100 % coverage - Cost* for undertaking demographic and biometric enrolment activities as well as delivering additional services for the Issuance of <u>one UID Enabled</u> <Registrar may insert the expected outcome of the project e.g. Ration Card, NREGA job</p>	
<p>D. Overall Unit Financial bid = Weighted average of the above quotations i.e. $(0.6 * A) + (0.2 * B) + (0.2 * C)$,</p>	

* The total cost shall include all costs like the equipment costs, manpower costs, vehicle costs, travel and lodging costs, logistic cost for transfer to data to CIDR, taxes and duties and any other miscellaneous costs.

Note: The Contract Value shall be computed as:
 Unit Cost of the Schedule as per (D) above x Target population for the Schedule

5. **Financial Bid Evaluation:** While evaluating the financial bids, Registrar must assess the spare bid capacity of the bidder (Maximum bid capacity as prescribed in the Empanelment list of UIDAI less work awarded by other Registrars). The Registrar may follow any of the following three options :

Option I – (Award districts to Enrolment agencies subject to maximum bid capacity)

1. The Registrar shall decide on the level and tier of the empanelled agencies to be invited to participate in the selection process through this RFQ. In doing so, the Maximum bid capacity prescribed by UIDAI for an empanelled enrolment agency shall be crucial.
2. The Registrar shall decide on the areas/districts/divisions and can have a separate schedule for each such areas/districts/divisions in the RFQ to obtain a financial bid from the bidder.
3. Each schedule represents the financial bid for a particular geographical area (district/region/blocks etc). If the RFQ has multiple schedules the Registrar shall shortlist the bidders and their financial quotes in ascending order. The lowest bidder in each of the schedules is selected for carrying out enrolment operations in the area designated in that schedule.

For e.g.: the schedule can be as follows. One RFQ can contain multiples of such schedules for each geographical area as designated by the Registrar.

SCHEDULE - 1

Geographical areas covered under Schedule - 1: <To be inserted as per the Geographical Scope of Work given in Section 1.2 of Volume II>

<The Financial Bid format below is only illustrative and may be changed by the Registrar based on the project being undertaken. This text shall be removed from the final RFQ>

Financial Bid for undertaking enrolment activities as per Schedule-1:

Item	Costs In INR
Cost* for undertaking demographic and biometric enrolment activities and transfer of data to CIDR as well as delivering additional services for the Issuance of <u>one UID Enabled</u> <Registrar may insert the expected outcome of the project e.g. Ration Card, NREGA job card, Health Card etc>	

* The total cost shall include all costs like the equipment costs, manpower costs, logistics for transfer of data to CIDR, vehicle costs, travel and lodging costs, logistic cost for transfer to data to CIDR, taxes and duties and any other miscellaneous costs.

Note: The Contract Value shall be computed as:
 Unit Cost of the Schedule as per the Financial Bid x Target population for the Schedule

4. In case a single bidder emerges as the lowest bidder in multiple schedules and the total number of enrolments as per the schedules exceeds the Maximum bid capacity of the bidder (as prescribed in the Empanelment list of UIDAI less work awarded by other Registrars), then the bidder shall be considered selected in the schedules where he is the lowest bidder and within the Maximum bid capacity limits.

5. In the remaining schedules over and above the lowest bidders Maximum bid capacity, the second lowest bidder shall be given an opportunity to match the L1 . If the second lowest bidder does not match the lowest bid, then the offer to match the L1 is given to third lowest bidder and hence forth.

6. If none of the bidders is ready to match the lowest bid, the Registrar can take a decision to conduct RFQ process afresh for these schedules.

For ex: Bidders X, Y, Z have bid for schedules A, B, C, D and E. It is found that X is the lowest bidder in all schedules with quotes of Rs. 38, Rs. 40, Rs. 41, Rs. 38, Rs. 42 respectively in schedules A,B,C,D and E.

Sl. No.	Bidder	Maximum Bid capacity
1	X	15 lakhs
2	Y	35 lakh
3	Z	125 lakh

The total number of enrolments in each schedule is say, 5 lakhs. Hence, the total enrolments are 25 lakhs. However the Maximum bid capacity of X is only 15 lakh enrolments. Therefore X shall be selected for enrolment in schedules where his bid is the lowest i.e. schedule A (Rs. 38), schedule D (Rs. 38), schedule B (Rs. 40) within X's maximum bid capacity. In the remaining schedules C and E, the next lowest bidders shall be allowed to match A's bid of Rs. 41 and Rs. 42 respectively. In case the bidders Y and Z do not match A's bid in schedules C and E then the Registrar shall decide to go ahead and conduct RFQ process afresh for schedules C and E.

Option – II (Award districts to multiple Enrolment agencies with in a division at same price)

The Registrar shall identify SETs/districts for carrying out enrolment operations by the bidder.

- The bidders shall be selected for a SET/division of districts
- Each set/Division districts shall have as many vendors as there are districts.

Process for selection:

1. The prospective vendors will be required to give the Commercial quote for each SET/division separately for the enrollment. The price quoted shall be for each successful enrollment, i.e.: The enrollment which is accepted as meeting the quality standards of UIDAI in terms of data.

2. The commercial quote for each SET/division shall be in separate envelope.
3. Registrar will shortlist the bidders on the basis of the prices in the ascending order. The number of bidders short-listed for each SET/Division shall be the equal to the number of districts in the SET/Division.
4. The prices given by the L1 bidder for the SET/division shall be taken as the "discovered price" for the SET/division and the other bidders will be asked for the conformation of the same, i.e. the prices for Enrollment in all districts in the SET/division shall be the same.
5. The L1 bidder in the SET/division shall have the option to select the district and L2 can select from the remaining and so on for other districts in the SET/division.

The Registrar will also select a Reserve Vendor in all divisions. This vendor may be asked to take-over work from any of the existing vendors in cases of non-performance.

Post-Selection: Change of districts

- It may happen that some vendors may like to work on the districts under the same SET/division. The Registrar allows for such possibilities through mutual exchange of selected districts between vendors. The modalities for the same would be as follows.
 - The Registrar shall at no stage assume responsibility for such exchange and will not even act as facilitator.
 - The final exchange has to be with the consent of Registrar. All the liabilities in such cases shall also be exchanged. Till such exchanges is approved and formalized by Registrar, the selected bidder through the process of RFQ shall be the prime responsible agency.
 - The exchange must happen prior to the commencement of the enrollment. No such exchanges shall be allowed after the commencement of work by the selected vendors.
 - The exchange of district should be a two-party affair only and will be allowed only once for any two districts in the exchange.

- Such exchanges shall be permitted only to the extent that the number of bidders in a SET/division do not become less than 2

In this option there will be uniformity of prices in districts within a division which are more similar in nature in terms of geographical terrain and demographic profile.

Option III - (Award districts to Enrolment agencies subject to maximum limit say 3 / 4 - ensuring sufficient no. of vendors)

The Registrar shall identify the districts for carrying out the enrolment operations by the Bidders. The following process shall be used for this purpose.

1. The prospective vendors will be required to give the Commercial quote for each district separately for the enrollment. The price quoted shall be for each successful enrollment, i.e. : The enrollment which is accepted as meeting the quality standards of UIDAI and is successful in generating UID Numbers (Aadhaars)
2. The commercial quote for each district shall be provided separately.
3. The selection for each district shall be done on the basis of L1 (lowest price) quoted by different bidders. However, keeping in mind the logistic difficulties that may arise is a single bidder becomes L1 in many districts and may not be able to perform within the time-limits required, hence the maximum number of districts for which a bidder can undertake work shall be fixed to say 4(four). The Registrar shall use the following process for the selection of the bidder.
 - a. The L1 bidder for each district shall be identified.
 - b. A table shall be prepared for each bidder in the following manner.

Bidder name: XYZ	
District name	Price per enrollment
Gumla	P1
Lohardaga	P2
Ranchi	P3
Simdega	P4
Khunti	P5

Bidder Name: ABC	
Bokaro	P6
Chatra	P7
Dhanbad	P8

Bidder Name: DEF	
Giridih	P9
Hazaribagh	P10

In the above cases, these bidders are L1 in above districts. If a Bidder is not L1 in any district, there will be no table for him.

Since "XYZ" is L1 in more than 4 districts, Registrar will allocate the districts with the minimum prices to "XYZ". The bidders will not have the option to select the district, in which they may undertake the work and the decision of Registrar shall be final in such case.

In case of tie on prices, the choice will be left to the bidder.

All such bidders who reach the maximum of four districts will be removed from further process. The districts for which winning bidders are identified and final price determined, shall also be taken away from the process

- a. To select the replacement for bidder "XYZ" for "Khunti" in the above scenario, the following process shall be used:
 - i. The Registrar shall try to identify the bidder whose rates are L2 for the district and he will be offered the work provided he agrees to work at the price quoted by XYZ.
 - ii. The above table shall be updated for the remaining bidders and districts.
 - iii. If a bidder becomes successful in more than four districts, the Registrar will again the select four districts for the bidder and release the districts to the common pool for selection and now move to L3 bidder.
- b. The process in c shall be repeated till a bidder is finalized for all the districts.

7. Alternative bidders:

In all options of bid evaluation as described above, The Registrar shall take a decision to allow another vendor set-up parallel enrollment centers in such areas/districts to speed-up the process if a vendor performance in a district is not up to the mark or vendor is facing logistic problems due to its own internal resources.

The parameters for non-performance are:

- If the vendor is not able to set-up the minimum Enrolment stations. The vendor shall estimate the number of enrollment stations to be deployed before the commencement of the work and a minimum such number should be achieved by the selected vendor during specified period.
- Number of enrollments in the district are below projected figures.
- The number of bad quality enrollments in the district are more than the acceptable error rate.
- (Based on the negative reports of the Deputy Commissioner of the concerned district.)

The alternate bidder shall be selected for each district in the process similar to that for the main vendor, with the following constraints.

- A vendor can be alternative vendor up to a maximum of four districts.
- Only a bidder who has been successful in any one of the districts will be selected as alternate vendor

It is also to be kept in mind that a vendor will not be allowed to operate as alternate vendor in a district if it fails to do satisfactory work in any of the main districts allotted to it.

8. The Registrar shall decide on the SLAs and the penalties to be imposed upon breach of SLAs. SLAs and penalties are mentioned in the RFQ as a guideline in Section 1.3 of the scope of work i.e. Volume II. However the Registrar shall modify the same as per the requirements.

9. The Registrar shall take a decision on the timelines for the completion of the enrolment process by the Enrolment agency. However the Registrar shall keep in view the UIDAI's target of covering 10 crore population to be covered by March 31 2011. The Registrar shall also keep in mind that the enrolment process as prescribed by UIDAI including payments from UIDAI to the registrar for enrolment beyond March 31, 2011 shall be subject to approval of the Government of India. Currently UIDAI has GOI approval to provide financial support of Rs. 50/- per successful enrolment only till 31.3.2011. Consequently, this information shall be made explicit in the contract to be signed between the Enrolment agency and the Registrar. A separate termination clause in this context has been included in the standard contract form provided in this RFQ.