Government of Chhattisgarh,
Directorate of Health Services,
Old Nurses Hostel, Near D.K.S Bhawan,
Raipur-492001

Request for Proposal

for

organizing a fleet of vehicles

for

the transportation of entitlement holders under

Janani-Shishu Suraksha Karyakram (JSSK)

[ Re-tender]

1 Background

1.1 The Janani Suraksha Yojana (JSY), a flagship programme under the National Rural Health Mission (NRHM), has led to a phenomenal increase in the institutional deliveries across the country, including in Chhattisgarh. However, the reviews have indicated that out-of-pocket expenses for the pregnant women and their families continue to be high. This often leads to pregnant women not staying in the hospital for the recommended 48 hours after delivery. The sick neonates, particularly from remote areas are also not brought to the hospitals due to lack of transport and/or the out-of-pocket expenses involved.

1.2 The Janani Shishu Suraksha Karyakram (JSSK), introduced by the Ministry of Health & Family Welfare, Government of India, is an initiative to assure free services to all pregnant women and sick neonates accessing public health facilities. The JSSK entitles all pregnant women delivering in public health facilities absolutely free and no-expense delivery including C-Section (if required) as well as free transport from their place of residence and the return journey after discharge from the hospital. The JSSK extends similar entitlements to all sick neonates accessing public health facilities for healthcare till 30 days after birth.

1.3 The JSSK has been launched in the State of Chhattisgarh with effect from 15th August, 2011. The State is providing cash allowance to cover the cost of transport. In addition, the vehicles operating under Emergency Medical Response Initiative (EMRI or 108 service) are available for transporting the pregnant women also. However, the fleet size under EMRI is not sufficient to ensure availability of transport services to all pregnant women and sick neonates. At the same time, the EMRI vehicles may be too big to maneuver the roads in the interior parts of the State, particularly the tribal pockets. Thus, there is a need to supplement the EMRI fleet with a fleet of smaller vehicles.

1.4 The current RfP is being released to fulfill the requirements of the scheme, namely, ensuring the availability of transport facility to each and every pregnant woman and new born child, whenever and wherever required.

SHRC, March, 2013
2 The expected volume of ‘business’ on offer

2.1 The annual births in the State are estimated to be slightly more than 6.50 lakh. Thanks to the JSY, the share of institutional deliveries has risen rapidly from less than 20% a few years ago to now more than 50% in 2010-11. Bulk of these are in the public health facilities in the state. During 2011-2, for example, the total number of deliveries in public hospitals and health facilities were 261,059 and the same during 11 months of 2012-13 have been about 2.25 lakh, which works out to an annual figure of about 2.50 lakh or about 600 deliveries per day.

2.2 Currently, the 108 service carries about 300 pregnancy cases per day to public hospitals which works out to half of the deliveries taking place in the public hospitals and health facilities. The data indicates that:

- Average call to scene arrival time is less than 20 minutes for urban areas and about 32 minutes for rural areas;
- Average scene to hospital arrival time is about 23 minutes for urban areas and about 32 minutes for rural areas;
- Average distance travelled (entire trip) is about 15 km in urban areas and 28.3 km in the rural areas.

2.3 Since the JSSK extends entitlement to include return journey as well, taking 2.50 lakh deliveries in all public hospitals as the base line, a minimum of 5 lakh trips will be needed to ferry the pregnant women from home to hospital and back. Considering that about 10% newborns will require hospitalization during the first 30 days of birth, the minimum annual number of trips would be not less than 5.50 lakh or 1506 trips (or 753 cases) per day. Assuming an average number of 4-6 trips per vehicle per day, this would require a dedicated fleet of 300 vehicles to be able to respond to all requests.

2.4 Bulk of the cases being currently transported by 108 vehicles will shift to the proposed 102 services to be launched through this RfP. Also, with the introduction of the entitlements, the number of delivery cases and sick neonates accessing public health facilities will rise even faster than the growth witnessed after introduction of JSY. Assuming the increase in institutional deliveries going up to 80% in 2-3 years' time and 80% of sick neonates accessing public health facility for treatment, the number of trips per day are expected to go up by more than 30% in 2-3 years' time.

3 Branding and labeling

3.1 The State has an ongoing scheme called “Mahtari Express”. This brand identity will be used for popularizing the JSSK fleet sought to established through this RfP. The fleet will also be popularized as “fleet 102”; the agency selected for managing the fleet will be authorized to use this number for the call centre that it will set up.

3.2 Beyond the above, the branding and labeling will be as prescribed in the guidelines on National Ambulance Services issued by the Ministry of Health & Family Welfare, Government of India.

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4 Scope of work

4.1 The "Mahtari Express" fleet will consist of a captive, dedicated fleet of 300 vehicles which will be purchased by the State Government and provided to the agency / vendor selected through this RfP.

4.2 The vehicle has already been finalized by the State Government and the possession of the fleet shall be handed over to the agency / vendor immediately after the execution of the agreement between the State Government and the agency / vendor. The fleet may be handed over in one go or in installments, depending on the ready availability of the stock of vehicles with the agency approved by the DGS&D in this regard.

4.3 The date of handing over of the possession of the fleet (first lot in case the delivery is being made in installments, provided that the first lot will not be less than 50 vehicles) will be deemed as the 'start date' of the project.

4.4 The agency will be allowed a preparatory time of 30 days from the start date. During this period, the Agency will have to ensure the following:

- Fitting the vehicles with GPS locator,
- Setting up a dedicated call centre,
- Preparing 'standard operating procedures (SOPs)' similar to those used for 108 services,
- Recruitment and training of Emergency Medical Technicians and drivers (in the use of SOPs).

Note-1: Each vehicle in the fleet will have to be fitted with a GPS locator to enable on-line tracking of the vehicles. Installation of GPS locator on vehicles and establishment of on-line, real time, vehicle tracking system will be done by the Agency.

Note-2: The Agency will be required to establish a call centre which will be authorized to use 102 as the toll free number to enable the general public to register their request for vehicle as well as to receive complaints. The hospitals will call the same toll free number to request for a vehicle for return journey of the clients.

4.5 The services, including the activation of call centre, will be required to be started within 30 days of the start date.

4.6 Vehicles handed over in subsequent lots (in case delivery is in installments) will have to made operational within 30 days of the handover.

4.7 The services will start with 2-3 vehicles being stationed at selected delivery points. Currently, 679 of 3646 health facilities are designated as delivery points across the State, consisting of 9 District Hospitals, 81 Civil Hospitals / Community Health Centres, 167

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1 All expenses related to maintenance including break-down maintenance, spares and third party accident insurance will have to be borne by the Agency.

2 The State Government may authorize the agency to receive the vehicles from the supplier on its behalf.

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Primary Health Centres and 422 Sub-Health Centres. The network of delivery points is expected to grow over time. The selection of base locations for the vehicles will be done from amongst these and will be jointly done by the Agency and the State Government.

Note-1: The fleet will cover both rural and urban areas.

Note-2: The vehicles handed over by the State Government to the Agency shall be returned back to the State Government within 30 days of expiry of the project period.

4.8 Necessary waiting period on arrival at the hospital: A vehicle carrying a client from her/his residence to the nearest ‘delivery point’ must wait for 30 minutes on arrival. In case the facility in-charge at the nearest ‘delivery point’ decides to refer the client to another hospital within this period, the same vehicle will carry the client to the referred hospital. The vehicle can leave the hospital after this necessary waiting period but only after getting a ‘permission-signature’ from the facility in-charge. The Agency will have to devise procedures to ensure that this is done.

4.9 Hospital-to-hospital transport: In case the facility in-charge of the nearest ‘delivery point’ decides to refer the client to another hospital after the vehicle has left (after the above necessary waiting period of 30 minutes), the facility in-charges may (a) use the hospital ambulance or (b) call 108 or (c) call Mahtari Express, taking into account the condition of the patient and other relevant factors. In case the Mahtari Express is called, the journey between the 2 hospitals shall constitute an additional trip.

5 Facilitation role of the State Government

5.0 The State Government will appoint a State Nodal Officer and a District Nodal Officer in every district to facilitate the smooth functioning of the project. Among others, this would include:

- Provide district wise list of hospitals / health facilities which may be designated as the ‘delivery points’.
- Organizing a pre-launch orientation training for the district Chief Medical & Health Officers, district programme managers and officers in-charge of the hospitals designated as ‘delivery points’.
- Support popularization of the services through the use of government media and other IEC interventions.

Note: As a standard practice, an entitlement holder will be taken to the nearest ‘delivery point’.

6 Time frame

6.1 The State will sign an agreement with the successful bidder for operating the "Mahtari Express" fleet for a period of 5 years.
6.2 The Government may consider extending the agreement / project period subject to same terms and conditions, provided the agency’s performance has been rated as satisfactory for at least 4 out of 5 years.

Note-1: The performance will be deemed as ‘satisfactory’ in a year if the agency has successfully achieved the following:

- The average response time, defined as the sum of ‘call-to-site time’ and ‘site-to-hospital’ time is less than 60 minutes in at least 90% cases in the year, and,
- The agency has successfully earned bonus payment for at least 6 times in a year.

Note-3: The extension shall be formalized through addendum to the agreement.

7 Payment terms

7.1 The payment will be made on the basis of number of vehicles operated in a month using the following formula:

- Amount payable = number of vehicles operated in the month x quoted per-vehicle-per-month rate.

Note: ‘Number of vehicles’ will be defined as follows:

- number of vehicles operated in the month = [total number of trips made / (number of days in the calendar month x 4)]

Illustration: In case the total number of trips made in a calendar month are 600 and the number of days in the month 28, the number of vehicles will be 600 divided by 28 x 4, that is, 5.357.

7.2 Penalty: It is expected that the Agency shall achieve the benchmark of ‘average number of trips per vehicle per day is 4 or more’ within 6 months of the start date. If this is not achieved, a penalty shall be liable to be imposed with effect from seventh month from the start date. The amount of penalty shall be calculated as follows:

- Penalty = Rs [(300 - ‘number of vehicles operated in the month’) x 10,000], where ‘number of vehicles operated in the month’ is the same as defined in para 7.1 above.

Illustration: In case the total number of trips made in 7th month after the start date is 34,000, and the number of days in the month 31, the penalty amount would be calculated as follows:

- number of vehicles operated in the month = 34,000 / (31 x 4) = 274.19
- penalty = Rs [ 300-274.19] x 10,000 = Rs 2,58,100.

7.4 Bonus payment: Starting with 7th month after the start date, the agency shall be entitled to receive a bonus payment for additional trips made beyond the threshold number of 4 trips per-day per vehicle per month. The bonus shall be calculated as follows:
• Bonus payable = Rs \{('number of vehicles operated in the month') -300\} x 10,000],
where 'number of vehicles operated in the month' is the same as defined in para 7.1
above.

Illustration: In case the total number of trips made in 7\textsuperscript{th} month after the start date is 38,000,
and the number of days in the month 31, the bonus amount would be calculated as follows:

- number of vehicles operated in the month = 38,000 / (31 x 4) = 306.45
- bonus = Rs \{ 306.45 - 300\} x 10,000 = Rs 64,500.

7.5 Annual Escalation: The base rate determined through bidding will be allowed to
increase at the same rate at which the Wholesale Price Index (WPI) increases. The revision
shall be done on an annual basis using the following formula:

- Revised rate = quoted per-vehicle-per-month rate x (WPI in month 13 after the start
month/WPI in the start month)

Illustration: In case the quoted per vehicle per month rate is, say, 36,000, the WPI value is
158 in the start month and 169 in month 13 after the start month, the revised rate will be:

= 36,000 x (169/158) = Rs 38,506.

7.6 Frequency and mode of payment: The payment for services shall be made on a
monthly basis against bills submitted specifying the number of trips made, as per the format
to be agreed within 30 days of signing of the Agreement. Ninety percent (90\%) of the bills
shall be paid automatically and payment of the balance 10\% of the amount shall be made on
the basis of sample verification of trips through an agency authorized by the State
Government in this regard.

7.7 All payments will be made through electronic transfer system.

7.8 Performance Guarantee

7.8.1 The successful bidder will have to provide a bank guarantee of Rs 200 lakh (Rupees
two hundred lakh only). The bank guarantee will have to be valid until the end of the contract
period.

7.8.2 In the event of extension of the contract, the agency will have to submit a fresh bank
guarantee or an extension of the bank guarantee submitted.

7.8.2 The bank guarantee will be released at the time of release of last installment of
payment.

7.9 Mobilisation advance

7.9.1 A mobilization advance of Rs 300 lakh will be provided to the agency, on its written
request and against submission of a bank guarantee for an equal amount, to enable it to
finance / part-finance preparatory activities, including setting up of call centre, recruitment
and training of staff and other preparatory activities.
7.9.2 The mobilization advance will be deducted in installments of Rs 15 lakh from the amounts payable in 7th month after the start month.

7.9.3 The bank guarantee submitted for availing mobilization advance will be released after the last installment has been deducted.

8 Eligibility Criteria for applicants

8.0 The applicant can be a ‘for-profit’ or ‘not-for-profit’ legal entity fulfilling the following criteria:

- Having at least 2 years’ experience of managing network of radio taxis AND managing a fleet of at least 100 such vehicles at the time of application; OR

- Having at least 2 years’ experience of operating Mobile Medical Units or ambulances for and on behalf of State / district health authorities / Public Sector undertakings AND managing at least 50 MMUs or 100 ambulances at the time of application;

AND

- Having an average turn over of not less than Rs 400 lakhs in the last three financial years - 2009-10 to 2011-12.

Note-1: Applicants can form a consortium for applying. However, eligibility criteria shall be applied to the lead partner.

Note-2: Agencies providing similar services in other countries and fulfilling the eligibility criteria can also apply.

9 Technical proposal

9.0 The technical proposal should indicate the following:

- Documentary evidence in support of fulfillment of eligibility criteria:
  - Letters of certificates from the auditors of the agency (in case the agency has been operating its own fleet) or the clients (in case the fleet of vehicles has been operated for and on behalf of others), as the case may be, indicating the size of fleet (number of vehicles) and the period since the start of operations
  - Letter of certificate by the auditors indicating the turn over figure in the last three financial years

- Methodology proposed for implementing the scheme,

- Curriculum vitae of the key personnel proposed to be assigned for the project.

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3 A Mobile Medical Unit means a vehicle which carries a team of qualified medical and paramedical personnel to deliver primary health care services.

SHRC, March, 2013
10 Financial proposal

10.0 The bidder is required to quote an all inclusive per-vehicle-per-month rate.

11 Procedure for submitting the proposals

11.1 The proposals are required to be submitted in two separate envelopes as follows:

- Part-A: Technical proposal: This will contain the documents mentioned in para 9 above. This envelope is to be marked on the cover as "Part-A: Technical Proposal".

- Part-B: Financial proposal: This will contain the all inclusive per-vehicle-per-month rate. This envelope must be clearly marked as "Financial Proposal" with a warning "Do Not Open With The Technical Proposal."

11.2 The two envelopes prepared as mentioned above are to be placed in an outer envelope marked "Proposal -Selection of Agency for managing Mahtari Express fleet". The SHRC / State Government shall not be responsible for misplacement, losing or premature opening if the outer envelope is not sealed and/or marked as stipulated. This circumstance may be the case for rejection of a proposal. If the Financial Proposal is not submitted in a separate sealed envelope duly marked as indicated above, this will constitute grounds for declaring the Proposal as non-responsive.

12 Templates to be used for submitting proposals

12.1 Proposals, prepared and packed in separate envelopes as described above, should be accompanied by a letter of transmittal as per the format given at attached Form T.

12.2 The Financial proposal is to be prepared in the format given at attached Form-F and must be signed by the same person(s) who have signed the letter of transmittal.

13 Evaluation Procedure

13.1 The proposals shall be evaluated by an Evaluation Team, to be constituted by the State Government. The evaluation shall be a 3-step process as outlined below:

Step-1: Assessment of capacity and experience on the basis of documentary evidence submitted

The technical proposal shall be evaluated and marks assigned on the basis of documentary proof provided therein. The parameters and the marks to be assigned will be as shown in the table below.

SHRC, March, 2013
### Step-2: Assessment of presentation

Bidders scoring 40 marks or above shall be invited to make a presentation before the selection committee explaining the methodology proposed for implementing the assignment. Each presentation shall be assigned a score on a scale of 0-40.

The total marks for the technical proposal shall be decided by adding the marks obtained in step 1 plus the marks assigned to the agency after its presentation.

### Step-3: Opening of financial proposals and determination of overall winner through QCBS method

The financial bids of only those bidders shall be opened who have score at least 60 marks at the end of step-2.

Final score for an applicant would be weighted average of technical and financial bids, where the technical and financial proposals will be assigned a weight of 70 and 30 percent respectively. The scoring system of this ‘Quality-Cum-Cost-Based’ to be used for obtaining final scores is illustrated below.

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<table>
<thead>
<tr>
<th>Parameter</th>
<th>Marks</th>
<th>Maximum marks</th>
</tr>
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<tbody>
<tr>
<td>Experience of the Agency in implementing MMU projects OR ambulance projects OR fleet of radio taxis</td>
<td></td>
<td>30</td>
</tr>
<tr>
<td>Experience of 2 years or more but less than 3 years</td>
<td>15</td>
<td></td>
</tr>
<tr>
<td>Experience of 3 years or more but less than 4 years</td>
<td>20</td>
<td></td>
</tr>
<tr>
<td>Experience of 4 years or more</td>
<td>30</td>
<td></td>
</tr>
<tr>
<td>Number of MMUs / Ambulances or radio taxis being operated / managed at the time of application</td>
<td></td>
<td>30</td>
</tr>
<tr>
<td>50-75 MMUs or 100-150 radio taxis / ambulances</td>
<td>20</td>
<td></td>
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<tr>
<td>76-100 MMUs or 151-200 radio taxis / ambulances</td>
<td>25</td>
<td></td>
</tr>
<tr>
<td>More than 100 MMUs or more than 200 radio taxis / ambulances</td>
<td>30</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>60</strong></td>
<td></td>
</tr>
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</table>
### Technical Proposal Score

<table>
<thead>
<tr>
<th>Score</th>
<th>Weighted Score (=\frac{\text{score}}{\text{max score}})*100</th>
<th>Bid Amount</th>
<th>Weighted Score (=\frac{\text{mini amount}}{\text{amount}})*100</th>
<th>Technical</th>
<th>Financial</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>50</td>
<td>62.50</td>
<td>4.00</td>
<td>100</td>
<td>43.75</td>
<td>30</td>
<td>73.75</td>
</tr>
<tr>
<td>60</td>
<td>75</td>
<td>5.00</td>
<td>80</td>
<td>52</td>
<td>24</td>
<td>76</td>
</tr>
<tr>
<td>70</td>
<td>87</td>
<td>6.00</td>
<td>67</td>
<td>61</td>
<td>20</td>
<td>81</td>
</tr>
<tr>
<td>80</td>
<td>100</td>
<td>7.00</td>
<td>57</td>
<td>70</td>
<td>17</td>
<td>87</td>
</tr>
</tbody>
</table>

**Weighted score** = \((\frac{\text{score}}{\text{max score}})\)*100

**Weighted score** = \((\frac{\text{mini amount}}{\text{amount}})\)*100

\(2\) \(3\) \(4\) \(5\) \(6\) \(7\)

**Total score** = \((\frac{\text{score}}{\text{max score}})\)*100

\((\frac{\text{mini amount}}{\text{amount}})\)*100

**Total**

<table>
<thead>
<tr>
<th>Total</th>
<th>14.1 Pre-bid conference: A pre-bid conference will be held on 13th April, 2013 at 11 AM in the ground floor committee room at Health Training Centre, Kalibari, RAIPUR.</th>
</tr>
</thead>
<tbody>
<tr>
<td>14.2</td>
<td>Availability of revised RfP document: Revisions to the RfP document, if any, shall be posted at the website of State Health Resource Centre as well as Department of Health &amp; Family Welfare, Govt of Chhattisgarh within 3 working days of the pre-bid conference.</td>
</tr>
<tr>
<td>14.3</td>
<td>Last date: The deadline for submission of the bids is 1700 hours, 22nd April, 2013, 2012 at the address indicated in the format for transmittal letter.</td>
</tr>
<tr>
<td>14.4</td>
<td>Bid Opening / Evaluation date / schedule: The bids will be opened on 23rd April, 2013. The following time schedule will be adopted for bid evaluation:</td>
</tr>
<tr>
<td></td>
<td>• Opening of technical bids: <strong>1100 hrs</strong></td>
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<tr>
<td></td>
<td>• Announcement of bidders qualifying for presentation: <strong>1200 hrs</strong></td>
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<tr>
<td></td>
<td>• Presentations: <strong>1230 – 1530 hrs</strong></td>
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<td></td>
<td>• Announcement of results of technical bid evaluation: <strong>1600 hrs</strong></td>
</tr>
<tr>
<td></td>
<td>• Opening of financial bids: <strong>1630 hrs</strong></td>
</tr>
<tr>
<td></td>
<td>• Consolidation of results of technical and financial bids and announcement of final scores of evaluation: <strong>1730 hrs</strong></td>
</tr>
</tbody>
</table>

14.5 **Single Proposal**: A firm / legal entity should submit only one proposal. If a firm / legal entity submits or participates in more than one proposal, all such proposals shall be disqualified.

14.6 **A Bid Security** amount of Rs. 2,00,000 (Rupees two lakh only) in the form of Demand Draft from any commercial bank issued in favour of “State Health Resource Centre, Chhattisgarh” should accompany the Proposal. Bid Securities of unsuccessful bidders will be returned to them within 30 days of the award of contract whereas the same received from the successful bidder shall be retained as transaction management fee / success fee.

SHRC, March, 2013
14.7 **A Bid Fee** of Rs 25,000 (Rupees Twenty Five Thousand only) in the form of Demand Draft from any commercial bank issued in favour of "State Health Resource Centre, Chhattisgarh" should also accompany the Proposal. Bid fee is not refundable.

14.8 Each page, Form, Annexure and Appendices of the Technical and Financial Proposal must be signed by the Authorised signatory of the firm/legal entity. All blank spaces in the financial proposal must be filled in completely where indicated, either typed or written in ink.

14.9 State Government / SHRC reserve the right to accept or reject one or all application without giving any explanation.
Form T

Letter of Transmittal

To,
Executive Director,
State Health Resource Centre,
1st Floor, Health Training Centre Building,
Kalibari, RAIPUR – 492 001

Sir,

We, the undersigned, offer to organize the "Mahtari Express" fleet in accordance with your Request for Proposal dated ............... We are hereby submitting our Proposal, which includes Technical Proposal and Financial Proposal sealed under separate covers and both envelopes placed together in an outer envelope all properly marked as required.

We hereby declare that all the information and statements made in this Proposal are true and accept that any misrepresentation of facts may lead to our disqualification and /or black-listing.

The prices quoted by us in the Financial Proposal (Form F) are valid till six months from the date of submission of the quotation. We confirm that this proposal will remain binding upon us and may be accepted by you at any time before the expiry date.

Prices have been arrived independently without consultation, communication, agreement or understanding (for the purpose of restricting competition) with any competitor.

We agree to bear all costs incurred by us in connection with the preparation and submission of the proposal and to bear any further pre-contract costs.

We understand that the State is not bound to accept the lowest financial bid or any proposal or to give any reason for award, or for the rejection of any proposal.

We confirm that we have the authority of [Insert Name of the Agency/Firm] to submit the proposal and to negotiate on its behalf.

Yours faithfully,

[ Signature of authorised person(s)]

SHRC, March, 2013
Form F

FORMAT FOR FINANCIAL BID

<table>
<thead>
<tr>
<th>Item</th>
<th>Bid Amount (in Rupees)</th>
</tr>
</thead>
<tbody>
<tr>
<td>All inclusive per-vehicle-per-month rate for operating the fleet</td>
<td>Both in Numeric and in Words.</td>
</tr>
<tr>
<td></td>
<td>Rs.________________/-</td>
</tr>
<tr>
<td></td>
<td>(Rupees __________________).</td>
</tr>
</tbody>
</table>

Signature:

[These must be signed by the same person(s) who have signed the letter of transmittal].

SHRC, March, 2013