Guideline

For

State Quality Monitoring (SQM)
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Introduction:

The State Government is responsible for smooth and successful implementation of various projects sanctioned under Centrally Sponsored Schemes (CSS) and State Funded Schemes (SFS) under various programme implemented through various department in the state. As such, it is the sole responsibility of the state Govt. to coordinate and monitor every department for proper implementation of the projects. And it is also the responsibility of the State Govt. to check duplicity, overlapping as well ensure physical execution & existence of the projects. The State Govt. is also responsible to ensure quantity as well as and quality of the projects as per design and specification of the DPR. On the other hand, there is every possibility of compromises to duplicity, overlapping, quantity and quality of projects. As such, Govt. targeted plans and the expected life span of the projects can be compromised leading to leakages/loss of huge quantum of fund of state Govt. and the public.

In every financial year, the State Government invests crores of fund to accelerate and stimulate the face of economic development of the State. However, the issue of quality assurance is a matter of concern for the State Government. It is generally found that the executing agencies compromise with the quality and sometime quantity of the projects which drastically decreases the life span and quantum of the projects. Hence to discourage the practices of quality/quantity compromises, Planning and Investment Division, Govt. of A.P. is planning to appoint and engage expert consultants/firms for field inspection and quality monitoring/testing of the projects. The guidelines and reporting formats for quality and quantity monitoring of projects shall be prescribed by the State Govt.

Every State of India are enhancing capital expenditure every year and also trying to contain the deteriorated quality of the projects and achieve durable economic development.
Different methodology has been adapted by different states to avoid the unproductive and non-durable capital expenditure towards quality assurance on the projects. In Arunachal Pradesh, the State Govt. has introduced “Satellite Based Monitoring and Geo-tagging (SBMG)” of development projects and has made it mandatory under Arunachal Monitoring System. In this connection the State Govt. has issued Office Memorandum Vide No.PD(M)/MIS/Geo-tagging/2018-19/628-35, Dated Itanagar, the 19th February 2019. Now, every project executed by various departments in the State and also in the remote areas shall be geo tagged and enter into MIS of Arunachal Monitoring web portal in mandatory way. All the projects shall be monitored by the State Govt. from the Head Quarter and from the district Head Quarters by the Heads of department. However, the quality and quantity assurance monitoring of projects is yet to be introduced in the State to ensure durability/quality of the projects. To carry out, quality as well as quantity field/physical monitoring of the projects, it is necessary to engage Independent State Quality Monitors (SQM) under control of Planning and Investment Division, Govt. of A.P. The roles of the SQM is to under-take field quality/quantity monitoring of the projects and submission of quality monitoring reports and provide technical guidance to the Finance, Planning and Investment Department as well as the executing agencies for corrective actions. And the SQM shall also identify any short comings in quality and quantity aspect of the projects for corrective actions of the state Govt.

The dynamic of growing unproductive and non-durable capital expenditure on capital and non-capital assets has been felt by the State Government of Arunachal Pradesh. Therefore, the State Government need to come up with a strong Quality Monitoring/Quality Control and Assurance Mechanism through appointment of State Quality Monitor (SQM) to control quality as well as quantity compromise practices by the project implementing agencies.
Like other states of India, Arunachal Pradesh should also have a **Quality Assurance Cell (QAC)** to ensure quality and quantity of the works in different departments by involving the experts and reputed Consultants from different fields, such as Civil Engineers, Elect. Engineers, Electro Mechanical, Medical, Agri and Allied etc. In this regard, the Department of Finance, Planning & Investment, Govt. of Arunachal Pradesh intends to setup the **State Quality Monitoring Mechanism** to ensure high-quality capital and non-capital assets in the state. The SQM shall carry out field quality monitoring on projects in three stages i.e. *1. from 0-15%, 2. from 40 -60%, 3. from 75% - 100%*. The State Govt. had introduced the **Third Party Monitoring System** in the State for field monitoring of BADP and SPA Projects since 2009.

The Planning and Investment Division (Monitoring/SQC) shall set up a **State Quality Assurance Cell (SQAC)** for evaluation and analysis of the quality monitoring reports of SQMs, TPMs and PIAs under the control and supervision of Director (Monitoring/SQC.). The SQAC shall also be used for vetting of DPRs, TSs. field monitoring of projects etc. from time to time on felt need basis. The detail guideline shall be framed for recruitment/appointment of contract technical expert consultants in the fields of civil engineering for roads, bridges, buildings and other infrastructure, electrical engineers for transmission and distribution of electricity, experts in Agri and allied activities, experts in medical and pharmaceutical, education and an expert consultant in the field of Information Technologies (IT) etc.
ROLE AND FUNCTION OF STATE QUALITY MONITOR (SQM) / Consultants

I. The office of the SQM shall be established at Itanagar.
II. The Consultancy Firm/SQM shall be accountable and reporting to the Monitoring Unit of the state Planning and Investment Division, Govt. of A.P. for carrying out day to day activities related to quality monitoring of projects.
III. The SQM shall be engaged for under taking quality monitoring of the projects sanctioned by the State Govt.
IV. The SQM shall submit the Quarterly Quality monitoring reports on the projects to Planning and Investment Division GoAP (Monitoring Unit) within a week just after field inspection of the projects.
V. The SQM shall deploy their Principal Consultants and Consultants for quality monitoring of the projects at the project sites.
VI. The SQM shall arrange their field visits movement and arrangement of conveyances/ transports as per their conveniences in consultation with the Monitoring Unit of Planning & Investment Division.
VII. The SQM shall arrange their feeding and lodging during their field inspections for which logistic supports on payment shall be provided by the DCs/ DPOs in the Districts.
VIII. The SQM shall hold experience sharing and review meetings with the Finance, Planning and Investment Department after field visiting of certain projects for any corrective measures if required.
IX. The SQM shall have to study in detail the contents of the Detail Project Reports (DPRs), Technical sanction copies, drawing & designing of the Projects before moving for field inspection for quality monitoring.
X. The SQM shall also assess the quantities of the works items of the projects while carrying out the quality monitoring.
XI. The SQM shall submit their monitoring Reports as per prescribed format of the govt. with comments and recommendations for corrective action of the Govt.
XII. Contract agreement/ MoU shall be signed with the SQM/ Consultant before engaging in Quality Monitoring of projects.
XIII. Detail Project Report (DPR), Drawings/ Designing, Sanction order copies and technical sanction order copies etc. of the projects shall be made available by the executing agencies and the Planning & Investment Division, Govt. of A.P.
XIV. The SQM shall not have direct or indirect contact with the executing agencies to ensure correct, impartial and balanced report on quality monitoring of the projects.
ROLE OF THE STATE QUALITY COORDINATOR/MONITORING UNIT OF PLANNING AND INVESTMENT DIVISION, GOVT. OF ARUNACHAL PRADESH.

I. The State Quality Coordinator (SQC)/ Monitoring Unit will play the vertical and horizontal roles to coordinate with the State Govt, SQM and the Project Implementing Agencies (PIAs) for smooth and effective quality monitoring of the projects.

II. The SQC shall be responsible for all arrangement for signing of contract agreement/MoUs in between the state Govt. and NQM for State Quality Monitoring (SQM).

III. The required documents such as DPRs, Drawing/Designing, Sanction Order Copies, Technical Sanction Order Copies , UCs, CCs etc. of projects shall be provided to the SQM in advance for detail studies.

IV. The SQC/Monitoring Unit of Planning and Investment Division shall evaluate the quality monitoring reports, observations, comments and recommendations submitted by the SQM and with the help of technical experts with vast experiences and expertise in various field like civil, Electrical, electro mechanical engineers, Agri and allied sector.

V. The evaluated/ analyzed reports on quality monitoring submitted by SQM shall be submitted to the Secretary, Planning and Investment, Govt. of A.P. for necessary action of the State Govt. for corrective actions if necessary.

VI. The SQC will engage officers/ officials or himself to accompany the SQM during their field quality monitoring to maintain check and balance of the activities of the SQM.

VII. The SQC shall conduct surprise check on SQMs during their field visits to ensure impartial and transparent quality monitoring reports.

VIII. To ensure that SQM inspect the works in the fields and submit quality monitoring reports as per provisions in TOR and carryout tests as per the frequencies provided in TOR/QC manual in a most professional, diligent and strictly adhere to the code of conduct prescribed for SQMs.

IX. The Guidelines for engagement of SQMs and other TPMs shall be improved and amended from time to time as per need and demand of situation.

X. The Planning & Investment Division shall create a Quality Assurance Cell (QAC) with appointment of experts on contract basis with rich experiences in various field.
ANNEXURE - I
Terms of Reference (ToR)

Qualification for appointment for State Quality Monitors (SQM) and Method of selection

The following are the key requirements and qualifications for selection of the SQM/Agency:

a. The Consulting Agency/ SQM must have past experiences of Third Party Quality Monitoring works on projects/ infrastructure etc. of Govts. or any organizations.

b. The Consulting Agency/ SQM must have necessary team of fulltime experts and subject Specialists required for accomplishment of the desired objective.

c. The SQM/ consulting organization must have annual turnover of Rs.1 Crore at least once in the last 3 years.

The SQM/ consulting agency has to submit technical proposal, methodology to be adopted and list of requisite men power for execution of the work. The agency has to submit the documentary evidences (previous experience, CVs of team members/ qualification etc.) for supporting the above conditions.

a. Procedure for Application fee:

Rupees: 5,000/- (Rupees Five Thousand only) non-refundable in the form of Crossed Demand Draft/ Banker’s cheque in favour of Secretary, Planning, Government of Arunachal Pradesh, Payable at Itanagar, Arunachal Pradesh.

b. Financial bid:

The financial bid should be submitted separately in a sealed envelope clearly marked ‘Financial Bid’ on the cover. All terms and conditions of the payments should also be clearly mentioned in the bid document. (Note: Secretary, Planning& Investment, Govt. of Arunachal Pradesh reserves the right to reject any or all offers without assigning any reason thereof).

c. Procedure for Selection:

The selection of agency shall be based on the prior experiences and lowest evaluated quoted price for quality monitoring. The decision of the Selection Committee will be final and binding.

d. Validity of the Contract:

The validity will be for a period of one year or till the completion of the project(s) and submission of Final Quality Monitoring Report.
e. **Clarifications and Queries:**

All clarification sought by the consultancy firms/SQMs in respect of the Expression of Interest (EoI) shall be addressed at least 7 (seven)/ 14 (Fourteen) days before the deadline for submission of the Expression of Interest in writing.

f. The proposal will be accompanied with Security/Earnest Money Deposit of Rs.5,00,000/- in the form of Demand Draft in favour of Secretary, Planning, Government of Arunachal Pradesh which will be returned after completion of work.

*Note:* - The Agency already officiating as State Quality Monitors in the other Departments or as Consultants for another Quality Monitoring Company/Consulting will not be eligible for appointment as SQM.
ANNEXURE -II
Terms of Reference (ToR)

THE CONSULTANT:

a. The Consultants/ SQM will be appointed by Finance, Planning & Investment Department, Govt. of Arunachal Pradesh through contract agreement/ MoU with which has adequate experiences in the field of Quality Monitoring in various field such as Roads, Bridges, Buildings, Hydro projects, transmission and distribution, procurement of equipment in offices, Hospitals, School, Colleges, Universities, Agri and allied departments.

b. TheConsultant will be engaged by the Finance, Planning & Investment Department, Govt. of Arunachal Pradesh for services based on Terms of Reference, RFP and Guidelines as approved by State Govt. by inviting Technical and Financial Proposals. The Consultant will be required to furnish to Secretary, Planning & Investment, Govt. of A.P., the CVs including documentary proof of qualifications and experiences of all the Team members and their written consent as technical consultants.

c. Procedure for Engaging Consultant:

The Department of Finance, Planning & Investment (Monitoring), Govt. of Arunachal Pradesh would –

I. Issue request for proposals(RFP)and Expression of Interest (EoI) through department website: www.arunachalplan.nic.in for inviting Technical and Financial proposals for appointment as State Quality Monitors (SQMs).

II. Final Selection on the basis of lowest evaluated quality monitoring fee/ offer price subject to consultant(s) meeting the eligibility criteria consequent to evaluation of Technical and Financial Proposal.
IMPLEMENTATION ARRANGEMENTS:

i. Composition of Consultant firm:

The Consultant would be required to establish a main office headed by a Principal Consultant of the State Quality Monitor (PCSQM) and supported by appropriate number of Consultants of the State Quality Monitors (CSQM) having minimum prescribed qualifications and experiences in various field such as Roads, Bridges, Buildings, Hydro projects, transmission and distribution, procurement of equipment in offices, Hospitals, School, Colleges, Universities, Agri and allied departments.

ii. PCSQM shall also be responsible for maintaining proper coordination with the SQC/Monitoring Unit of the Department of Finance, Planning & Investment Department, Govt. of Arunachal Pradesh and the Officers of Project Implementing Agency (PIA) and the Consultancy Firm.

iii. Arrangement for Testing:

The State Quality Monitors shall carry ordinary instruments, such as, measuring tapes, measuring scales and other requirement for inspection during field monitoring of the projects. However, the tests for material and workmanship shall be carried out in the field laboratory established by the contractor/ department concerned. It would be possible to conduct all the tests prescribed in the TOR in the field laboratory of the contractor/ department. However, it may not be possible generally to carry out some specific tests in the laboratory of the contractor/ department. In such cases the testing would be performed in the district/ regional /State level laboratories of the employer organization, laboratories of engineering institutes or institutes of technology as approved by the Employer. The testing can also be carried out in the private laboratories provided they are accredited to testing and transportation of samples to the laboratory etc. the Employer shall also be responsible for ensuring that the SQM is provided full support for taking samples, transportation of samples to the laboratory and appropriate testing in presence of the SQM.

iv. The consultant/ SQM shall make appropriate arrangements to ensure inspection of all the works under the package at least at 3 stages, as prescribed by the employer. The Consultancy Firm shall also ensure that:
1. The SQM personnel should inspect the quality of work at sites through making observations test regarding each item and sub-item of work as prescribed under this TOR.

2. The observation about the quality are made through conduct of laboratory / field tests, hand-feel tests, non-destructive testing kit or by visual observations as per frequency as prescribed in this TOR / QC manuals.

3. All the observations are recorded, reported and substantiated through prescribed test results in the manner as prescribed by the Employer.

4. The inspection and reporting by SQM should be impartial, factual, true and appropriate.

5. The Action Taken Reports (ATR) on the observations of the SQM will be scrutinized professionally and observations will be communicated to the PIA, beneficiary department and the district administration by the Planning & Investment Division, Govt. of A.P.
ANNEXURE - IV
Terms of Reference (ToR)

DUTIES, FUNCTIONS AND RESPONSIBILITIES OF KEY PERSONNEL:
The duties, functions and responsibilities of various key personnel are given below:

Principal Consultant State Quality Monitor (PCSQM):
The main office shall be headed by Principal Consultant State Quality Monitor (PCSQM), who would be overall in-charge of State Quality Monitoring. His duties and responsibilities would inter-alia cover the following:

a) Coordinate all the activities of the State Quality Monitors (SQM) with the Department of Finance, Planning & Investment (Monitoring), Govt. of Arunachal Pradesh for tour and inspection movement programme etc.
b) Deployment of SQM personnel for field inspection for quality monitoring in consultation with the SQC/Monitoring Unit.
c) Ensuring all arrangements for appropriate testing and submission of reports on projects to State Govt.
d) Ensuring that SQM inspect the works, report as per provisions in ToR and carryout tests as per the frequencies provided in Guideline.
e) Ensuring that SQM perform inspection of works and reporting the observations in a most professionally and diligently and strictly manner and adhere to the code of conduct prescribed for SQM.
f) Ensuring that ATRs submitted by the PIAs are scrutinized professionally and diligently and are physically verified on the sites with the PIAs and the DCs/DPOs.

Consultant State Quality Monitor (CSQM):
Consultant State Quality Monitor (CSQM)shall be responsible for carrying out inspection and quality monitoring of works at the sites as provided in the ToR and as per directions of PCSQM of the Consultancy Agency. His sole duties and responsibilities of PCSQM would inter-alia cover the field inspection for quality monitoring and making observations in the prescribed format and submit reports to PCSQM of the Consultancy Firm for further and final submission to Planning & Investment Division.
MOBILIZATION, WORK PROGRAMME AND ITS REVISION:

1. Time Mobilization:
   Upon issue of notice to proceed with the work from the employer, the Consultant shall mobilize its resources within a period of 30 days and date of commencement of services shall be reckoned from 31 day of issue of notice to proceed with the work.

2. Work Programme and its Revision:

   a. Original Works Programme:
      As per the guidelines, it is required to be ensured that each work, from its commencement to completion, is inspected at least at 3 stages in accordance with the provisions of this Terms of Reference. Based on requirement of inspections of each work depending upon its construction stage at the commencement of services and taking into account the expected stage of construction till the end of the period of services, the Consultant shall draw detailed month-wise works programme in consultation with the SQC/ Monitoring Unit.

   b. Work Programme during Consultancy Services:
      Depending upon progress of construction works or as directed by the Employer, month-wise work programme for the subsequent quarters shall be revised by the Consultant in each quarter. Month-wise revised work programme for subsequent quarters shall be submitted to the Employer for approximately 20 days before the commencement of the work/ programme. After due consultation with the Consultant, the employer shall approve the revised work programme 10 days before the commencement of the subsequent quarter.
SCOPE OF WORK:

The broad Scope of Work of this consultancy service shall include:

a) Monitoring the quality of projects/ infrastructure works by the State Quality Monitors through structured inspection of works as given by the employer at three stages from commencement to completion of the projects and reporting the observations in formats to be prescribed by the employer. The number of inspections by SQMs would depend on stage of work as prescribed in the guideline. The reports of SQM shall be scrutinized by the Principal Consultant and final reports on quality monitoring shall be submitted to the Planning & Investment Division (Monitoring Unit).

b) The Project Implementing Agencies (PIAs) would be required to take action on the observations of SQMs and Action Taken Reports (ATRs) shall be furnished to the Planning & Investment Division (Monitoring Unit) for scrutiny and technical verification by the QAC. The scope of SQM shall also include the scrutiny of ATRs with reference to the observations of the previous SQM inspection forwarded by the employer.

Note: - The State Quality Monitor (SQM) shall inspect every work at 3 stages as prescribed by the employer.
ANNEXURE - VII
Terms of Reference (ToR)

FACILITIES:

A. The Consultancy Firm shall make his/ their own arrangements for establishing offices, utilities, Hardware and internet service etc. They will also make their own arrangements for travel, transport, fooding and lodging etc. for the field consultants with the help of the district administration and DPOs on payment.

The following minimum arrangements would be ensured by the Consultant:

(i) Each of the SQM Personnel should have facility of mobile phone and the main office should have a land line phone with facsimile. All official addresses and contact numbers of PCSQM and CSQM would be provided to the Employer.

(ii) Each of the Consultancy Firm should have four wheeler vehicle for field inspection for performing quality monitoring in an efficient way.

B. The Consultancy Agencies, shall organize a two day orientation programme/ training for the quality monitors engaged by them.

C. The Consultants for quality monitoring would provided accommodation facilities in Government Guest House, IB and Circuit house during field quality monitoring on payment.

D. Submission of the quality monitoring reports will be done by the PCSQM of the SQM in two copies in hard and soft copies on project to project basis within two weeks of site visit to the Secretary, Finance, Planning & Investment, Govt. of Arunachal Pradesh, Itanagar.

E. Tour Programme of the SQM would be sent in advance to the SQC for onward submission to the PIAs and the DCs/ DPOs for necessary actions.

F. District/ Division wise list of projects to be monitored would be furnished to the Consultants in advance by Planning & Investment Division, Deputy Commissioners and DPOs.

G. The rate of inspection fee of the projects would be determined by Finance, Planning & Investment (Monitoring), Govt. of Arunachal Pradesh on the basis of lowest rate quoted by the Consultancy Firm.

H. On the submission of bills, payments would be made by the Planning & Investment Division.
ANNEXURE - VIII
Terms of Reference (ToR)

REPORTING AND SCRUTINY:

Based on Scope of Work, an appropriate reporting format would be developed by the employer in consultation with the Consultant Firms and shall be prescribed. The Agency shall also be free to add additional reports in the reporting format or methods of observations and reporting based on the requirements of the quality monitoring from time - to - time.

Base on prescribed method of scrutiny of Action Taken Report (ATR) on the inspection report and observations of the SQMs, an appropriate scrutiny format would be developed by the Planning & Investment Division in consultation with the consultant firm and shall be prescribed. The following reports shall be submitted:

a. Inspection Report:
   Within 3 weeks upon issue of letter to proceed with the work, the Consultants shall submit detail movement report to the SQC/ Director (Monitoring) for further coordination with PIAs and District Administration (DCs/DPOs). The report will be based on requirement of services, detailed work programmer as per of the ToR and other related activities.

b. Inspection Report by SQM:
   Immediately after completion of inspection of project sites, the SQM have to submit quality monitoring report including reasonable time required for testing of material, as determined by the employer within two weeks after completion of quality monitoring of the project.

c. Scrutiny of Quality Inspection Report of SQM and communication of observation:
   The employer shall check and scrutinize the inspection reports of the SQM and in case the employer prefers to make additional observations, these would be sent to the head of PIA with a copy to the Agency.

d. Monthly Report:
   Within 7/14 days upon completion of the quality monitoring, the SQM shall prepare reports and submit to the employer.

e. Reporting Observations on ATR by SQM:
   The employer shall communicate the observations on ATRs to PIAs, District Administration and SQMs within 10 working days upon receipt of ATR from the PIAs for authentication through physical verification.

f. Project Completion Report:
   This report shall be submitted by the Consultant/SQM upon completion of services to the employer which would include full report of activities carried out along with comments and recommendations.
ANNEXURE - IX
Terms of Reference (ToR)
GOVERNMENT OF ARUNACHAL PRADESH
DEPARTMENT OF FINANCE, PLANNING & INVESTMENT
(PLANNING & INVESTMENT DIVISION)
A.P CIVIL SECREATRIAT:: ITANAGAR

No. PD(Monitoring) NQM/SQM/2019/129 Dated Itanagar, the 8th Nov, 2019

EXPRESSION OF INTEREST (EoI)
for Consultancy firm

Planning & Investment Division, Department of Finance, Planning & Investment, on behalf of Govt. of Arunachal Pradesh desires to outsource Third Party State Quality Monitor (TPSQM) for quality monitoring of CSS and State Funded Projects/ Schemes in Arunachal Pradesh. As such, Secretary (Planning & Investment), Arunachal Pradesh invites Expression of Interest (EoI) from Consulting Firms, Organizations/consortiums which have required expertise and experiences in the Third Party Quality Monitoring (TPQM) of Infrastructure such as roads, bridges, buildings, procurement of equipment, Hydro Power generation, Transmission and distribution of Power and others etc.

The detailed Request For Proposal (RFP) shall be posted in the website of Planning & Investment Division, Department of Finance, Planning & Investment, Govt. of Arunachal Pradesh, www.arunachalplan.nic.in. And hard copy of the same and the Guideline for Quality Monitoring shall be available in the office of the Director (Monitoring) cum State Quality Coordinator, Old Planning Building, A.P Secretariat, Itanagar during office hour.

The EoI shall be submitted in a sealed envelope through Speed Post, Registered Post or delivered by hand superscribing ‘For State Quality Monitor (SQM)/ Third Party State Quality Monitor(TPSQM) of CSS and State Funded projects/schemes in Arunachal Pradesh’ on top of the envelope to the following address. The submission shall be within 15 days of the publication of this advertisement.

Address: - Secretary(Planning&Investment),
Planning & Investment Division,
Govt. of Arunachal Pradesh,
A.P Civil Secretariat, Old Planning Building,
Arunachal Pradesh,
Itanagar-791111.

[Signature]
Secretary (Planning & Investment)
Govt. of Arunachal Pradesh
Itanagar