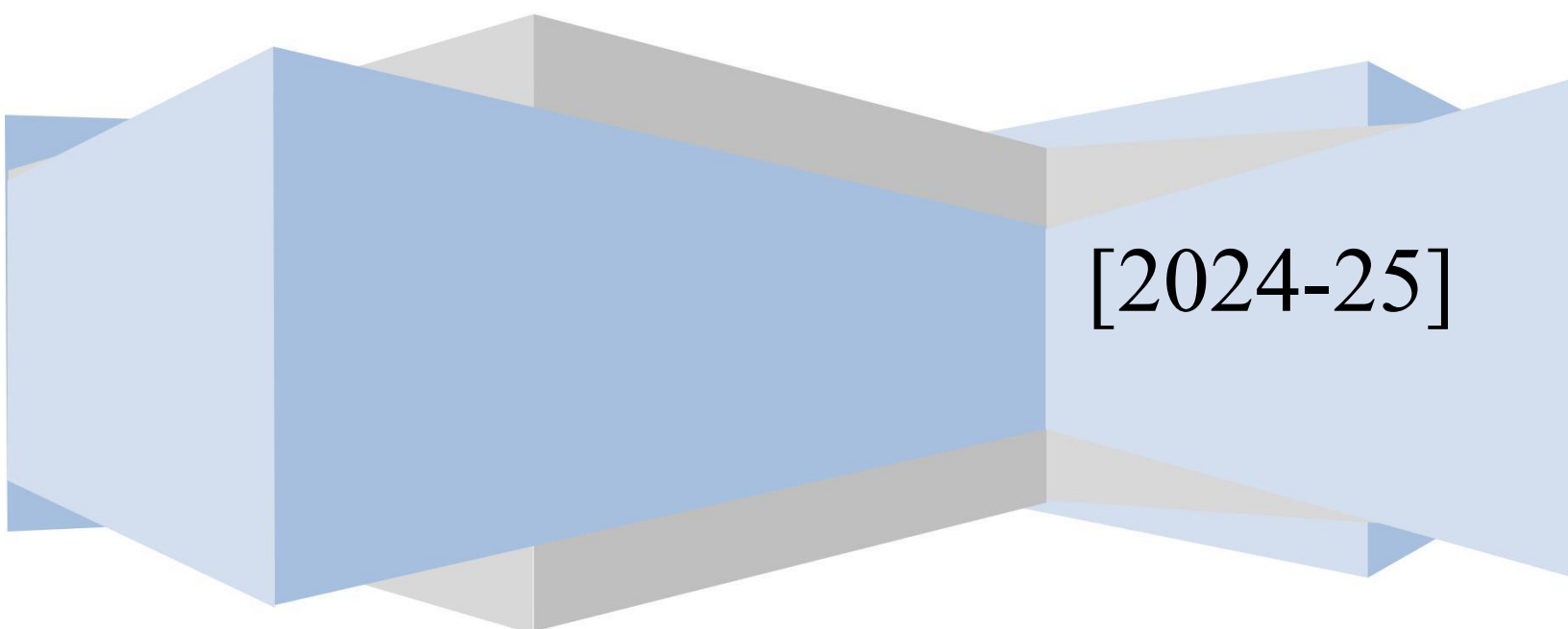


# **Request for Proposal (RFP)**

**“For Appointment of Statutory Auditor for State Health Society (SHS) and District Health Society (DHS) for Audit of all programmes under Flexible Pool for RCH & Health System Strengthening, National Health Programme and Urban Health Mission, PM-ABHIM and COVID”**



**[2024-25]**

## **REQUEST FOR PROPOSAL (RFP)**

State Health Society, Manipur seeks to invite Proposal from the Comptroller & Auditor General of India ***(C&AG) empaneled Chartered Accountant (CA) firms those are eligible for major Public Sector Undertakings (PSU) audits for the year 2024-25*** for conducting the statutory audit of State and District Health Societies under the National Health Mission for the FY 2024-25.

The details about the background of the auditee, the units to be covered in the audit, scope of work, terms of reference, and eligibility criteria for selection of the CA firm are given in the following paragraphs.

### **Terms of Reference (ToR)**

National Rural Health Mission (NRHM) of the Ministry of Health & Family Welfare (MoHFW) was launched on 12<sup>th</sup> April, 2005 by the Government of India (GOI) to improve medical facilities in the country. Since 2013-14 onwards the NRHM programme has been subsumed under the umbrella programme of the National Health Mission (NHM). NHM is overarching NUHM and also includes Communicable and Non-Communicable Diseases (NCD) as well. The NHM seeks to provide accessible, affordable and quality health care to the population, especially the vulnerable sections.

2. The NHM has provided an umbrella under which the existing Reproductive and Child Health Programme (RCH) (including RCH, Routine Immunization (RI), Pulse Polio Immunization (PPI) and National Iodine Deficiency Disorder Control Programme (NIDDCP)), Health System Strengthening under NRHM (including Other Health System Strengthening, “Ayushman Arogya Mandir” and Asha Benefit Package (ABP) including facilitator payment, various National Disease Control Programmes (NDCPs) and Non-Communicable Diseases (NCDs) have been repositioned. National Urban Health Mission (NUHM) comprising of Other Health System Strengthening and “Ayushman Arogya Mandir” has also been added in National Health Mission.

#### **2. (a) PM-ABHIM**

Pradhan Mantri Ayushman Bharat Infrastructure Mission (PM-ABHIM) with an outlay of Rs. 64,180 crores over 6 years has been launched on 25th October-2021. The scheme would develop capacities of primary, secondary, and tertiary care health systems, strengthen existing national institutions, and create new institutions, to cater to detection and cure of new and emerging diseases.

#### **2.(b) COVID-19**

National Health Mission is one of the implementing agency of the India COVID-19 Emergency Response and Health Systems Preparedness Project (ERHSPP) in the States/UTs through State Health Societies (SHS). The Project seeks to prevent, detect and respond to the threat posed by COVID-19 and strengthen health system preparedness. Under the project, only actual expenditures incurred (including mobilization advances paid to contractors/vendors as per the terms of agreement) by the implementing agencies will be eligible for financing by the World Bank. The implementing agencies will submit separate IUFR/s reporting the actual expenditure for the Project during such period for reimbursement by the Bank. The same will be subject to reconciliation with audited expenditures reported for the period.

3. At present the following Programmes/Schemes fall under the National Health Mission:

- **Till FY 2021-22, fund release under NHM was as under the following (5) pools/components:**

1. NRHM-RCH Flexible Pool
  - A. RCH Flexible Pool
  - B. Health System Strengthening under NRHM
2. National Urban Health Mission-Flexible Pool
3. Flexible Pool for Communicable Diseases
4. Flexible Pool for Non-Communicable Diseases, injury & Trauma
5. Infrastructure Maintenance

- With a view to provide more flexibility to States/UTs and improve financial utilization, Dept. of Expenditure w.e.f. FY 2022-23 has **approved the merger of pools**. The present arrangement of pools: -

1. Flexible Pool for RCH & Health System Strengthening, National Health Programme and Urban Health Mission
2. Infrastructure Maintenance
3. Strengthening of National Programme Management Unit

- **PM-ABHIM**

#### **4. Institutional and Funding Arrangements:**

For the implementation of the above programmes, MoHFW has require the creation of an Integrated Health Society at the State and District levels (registered as a legal entity at the State and District under Societies Registration Act, 1860). Such integrated State Health Society (SHS) works in close coordination with the Directorate of Health & Family Welfare and District Health Societies (DHSs) work in coordination with the District Collector and District Chief Medical Officer (CMO). Program implementation is done through its District Chief Medical Officer's office, Blocks, Community Health Centres (CHCs), Sub District Hospital (SDH) ,“Ayushman Arogya Mandir”- Primary Health Centres (AAM-PHCs), “Ayushman Arogya Mandir”-Sub- Centres (AAM-SCs), Rogi Kalyan Samities (RKS) and Village Health Sanitation & Nutrition Committees (VHSNC). Certain activities may be managed at the State level such as drug procurement, IEC, civil works, training using specialized entities such as SIHFW, IEC Bureau, PWD, the Directorate of Health and Municipal Corporations for the urban health components.

#### **Funding & Accounting Arrangements:**

Funds for the various programs under NHM and PM-ABHIM are transferred from the Pay & Accounts Office of MoHFW to the State Treasuries and then from Treasuries to the Single Nodal Account of Single Nodal Agencies of SHS functioning in the State. Government of India transfer funds in the form of Grants-in-Aid to State treasuries through RBI on the basis of respective State Programme

Implementation Plans (SIPs) and approved Annual Work Plans which are prepared on the basis of District Health Action Plans (DHAPs) of each of the districts in the State. Under the umbrella of the integrated SHS, SNA bank account at SHS and all zero balance subsidiary accounts will have allocated drawing limites to be decided by the SNA concerned from time to time and will draw on real time basis from Single Nodal Account of the Scheme as and when payments are to be made to beneficiaries vendors etc. The available drawing limit get reduced by the extent of utilization as per DOE letter of Ministry of Finance dated 23.03.2021 for State for Procedure for release of funds under the Centrally Sponsored Schemes (CSS) and monitoring utilization of the funds release, and further Revised procedure dated 20.10.2023 for flow of funds to UTs without Legislature. Separate books of accounts and other financial records as per the requirements of each scheme and also submit separate financial activity reports at varying frequencies to the respective monitoring units in MoHFW (GOI).

#### **5. Financing by Development Partners/ Donors:**

Some of the programs of NHM and PM-ABHIM are also supported by development partners such as the Asian Development Bank (ADB), The Global Fund to Fight AIDS, Tuberculosis and Malaria (GFATM) /World Bank, etc. for which credit agreements have been entered into by GOI with the respective Development Partners. Compliance with specific fiduciary requirements of the Development Partners will additionally need to be reported by the auditors. Copies of the legal agreements and other project documents will be provided to the auditors, if needed, by SHS/ concerned Programme Division in the State.

#### **6. Objective of audit services:**

The objective of the audit is to ensure that MoHFW receives adequate, independent, professional audit assurance that the grant proceeds provided by MoHFW are used for purposes intended in line with approved PIPs and Annual Work Plan (AWP) of individual programs and that the annual financial statements are free from material mis-statements and the terms of the credit/ loan agreements of the development partners are complied with in all material respects.

The objective of the audit of the financial statements of State and District Health Society as well as the Consolidated Financial Statements of the State and District as a whole i.e. Balance Sheet, Income & Expenditure, Receipt & Payment, together with relevant accounting policies, notes to accounts and schedules, Bank Reconciliation Statements, Statement of Funds Position, Reconciliation of Expenditures (FMR and PFMS Expenditure ) as per Audited financial statements with the expenditure reported as per the Financial Monitoring Report (FMR) is to enable the auditor to express a professional opinion as to whether:-

(1) the financial statements give a true and fair view of the Financial Position of the individual District Health Societies (DHSs), State Health Societies (SHSs) and Consolidated District and State Health Societies at the end of each fiscal year and of the funds received and expenditure incurred for the accounting period ended March 31, 2025.

(2) the funds were utilized for the purposes for which they were provided, and

(3) Where programs are financed by development partners, the respective program expenditures are eligible for financing under the relevant grant/ credit agreement. The books of accounts as maintained by the SHSs, DHSs and other participating implementing units such as Blocks, CHC, SDH, “Ayushman Arogya Mandir”- Primary Health Centres (AAM-PHCs), “Ayushman Arogya Mandir”-Sub- Centres (AAM-SCs), Village Health Nutrition and Sanitation Committees (VHNSCs) etc. shall form the basis for preparation of the individual DHS and SHS financial statements as well as the consolidated financial statements for the State as a whole.

**7. Standards:** The audit will be carried out in accordance with **Engagement & Quality Control Standards (Standards on Auditing)** issued by the Institute of Chartered Accountants of India. The auditor should accordingly consider materiality when planning and performing (except where a certain minimum coverage of implementing units is specified) the audit to reduce the risk to an acceptable level that is consistent with the objective of the audit. In addition, the auditor should specifically consider the risk of material misstatements in the financial statements resulting from fraud.

## **8. Criteria for Selection of Auditors**

**A) C&AG empaneled major audit firms:** A firms those are empaneled with C&AG for the year 2024-25 and eligible for conducting audit of PSUs only will be eligible for the audit of the NHM programmes. In this regard firms have to submit the details about the firm as per **Form T-2**.

**B) Selection through Open Tender System:** The selection of the Auditor should be through an Open` Tender basis.

**C) Preference of firms having Head Office (H.O.)/Local Branch office in the State Capital:** The firms having Head Office /Local Branch Office in the State capital of the same State for which the proposal is given to be given preference at the time of finalizing the financial bid. Such office must exist within the State for not less than three years as per the Institute of Chartered Accountants of India (ICAI) Certificate. However, in case of NE States/ UTs where availability of Auditor is scarce, the States/UT may consider the proposals of audit firms from the neighboring States.

**D)** Firms have to give an undertaking that the audit team members are proficient in State’s official language (both oral and written) and will be headed by a Chartered Accountant on regular basis.

**E) CA firms eligible for audit:** CA firms those are empaneled with C&AG for the year 2024-25 and eligible for conducting audit of major PSUs only will be eligible for the audit of the NHM programmes. Further, CA firms eligible for conducting audit of PSUs in 2024-25 and having their Head Office / Branch offices in designated State may be given additional weight-age in the evaluation of Technical proposal. However, in case of NE States/ UTs where availability of Auditor is scarce, the States/UT may consider the proposals of audit firms from the neighboring States. On clearance of Technical proposal, the auditor will be finalized on the basis of Financial Bids. In this regard, firms have to submit the details about the firm as per Form T-2.

**F) Disclosure of Minimum Fees in the RFP document:** The States are allowed to fix the minimum fees for audit firms in the Tender document keeping in view the resources involved, number of districts (100% districts) and blocks (40%) to be covered during the course of Audit and minimum number of days required for completion of audit. The States may refer the website of “The Institute of Chartered Accountants of India (ICAI)” to decide the minimum fees. This is in compliance with the Guideline No-1-CA(7)/03/2016 dated 7/4/2016 issued by “The Institute of Chartered Accountants of India”. The States may refer the same as indicative basis. Further, for the purpose of finalization of minimum fees, the State may also take the average of audit fees paid during the last 3 years. **The average Audit fees for the last three years is ₹3,50,000/-**

**G) Audit Fees and TA/DA:** The firms those are interested to be appointed will have to quote consolidated audit fees including expenses on TA/DA and Taxes. In case the audit team requests the State for stay arrangement etc., then cost to the State for such stay arrangements etc. will be adjusted against the consolidated fees quoted. Bidding Firm should ensure that audit team shall have to visit 100% Districts and at least 40% blocks within each district. The audit fee should be quoted considering this aspect.

**H) Re-appointment of Auditor:** The auditor once appointed can continue for only two more years’ subject to the satisfaction of the performance by the State. In case where extension/continuation of same auditor is sought for this extended duration beyond the initial year of appointment, yearly approval of Executive Committee shall be taken after obtaining the consent of the auditor and confirming that the said firm is in the panel of C&AG and eligible for conducting audit of major PSUs for the year for which firm is being re-appointed. In no case shall continuation beyond this additional period of 2 years be granted. Further, any comments/remarks/observation of the Ministry in this regard shall have to be considered while re-appointing the same auditor.

**I) Maximum No. of Audits under NHM:** No auditor can take the assignment of audit of more than three (3) States in a year. A certification in this regard may be obtained from the auditor.

**J)** In case same audit fee is quoted by two or more CA firms, the selection of auditor shall be done considering the following factors (priority-wise): -

- (i) Past Experience in handling Government Contracts & Conduct of the firm; and
- (ii) Turnover of the firm.

**9. The other major points related to Statutory Audit are as follows:**

- a) To ensure timely completion of audit, State should ensure that the books of accounts are ready at all places before the start of audit. Further, timely availability of information to the auditors should be ensured for completion of audit on time.
- b) In the pre-bid conference to be held, the participant firms should clearly be explained about the requirements of audit as regards to the number of districts, blocks, and physical visit of the team at each location, number of implementing agencies from whom Utilization Certificates

(UCs) /Statement of Expenditure (SOEs) received and incorporated in Annual Financial Statements etc. so that a quality audit is not compromised.

- c) It should be clearly ensured that a Standing Committee headed by Mission Director (NHM) is constituted in the State for the selection of auditor and for follow up and issue of compliance to the audit observations of the previous years.
- d) After the completion of audit, State should organize an exit conference of the auditors to discuss the audit observations.
- e) A copy of the working papers of the auditors shall be retained by the Director (Finance)/ State Finance Manager (SFM) in the State.
- f) The process of appointment of auditor has to be completed by 25<sup>th</sup> June, 2025 and intimation of the auditor appointed along with the fees fixed and evaluation sheet for the appointment has to be submitted to the Ministry latest by 26<sup>th</sup> June, 2025.
- g) The State should get the audit of all the District Health Societies completed by 31<sup>th</sup> July, 2025 and the Audit Report issued before 31<sup>st</sup> July 2025.
- h) The consolidation of audit reports of all the districts with State along with all the necessary requirements such as, Accounting Policies, Notes on Accounts and Management Letter is to be completed by the State in time and final report submitted by 31<sup>st</sup> August 2025.
- i) Audit Report as per Appendices of the RFP has to be submitted in triplicate with spiral binding along with the soft copy (PDF/Scanned) mailed to mk.haldar@nic.in and in a C.D. also by 31<sup>st</sup> August 2025.
- j) Compliances to audit observations should be sent to MoHFW within 6 months of completion of Audit.

**10. Scope & Coverage of audit:** In conducting the audit special attention should be paid to the following:

- a) An assessment of adequacy of the project financial systems, including financial controls. This should include aspects such as adequacy and effectiveness of accounting, financial and operational controls; level of compliance with established policies, plans and procedures; reliability of accounting systems, data and financial reports; methods of remedying weak controls; verification of assets and liabilities and a specific report on this aspect would be provided by the auditor annually as part of the management letter;
- b) Funds have been spent in accordance with the condition laid down by the Department of Health & Family Welfare, Government of India from time to time with due attention to economy and efficiency and only for the purpose for which the funds was provided. Counterpart contribution from State Government, where required has been provided.
- c) Goods and services financed have been procured in accordance with the relevant procurement guidelines issued by the GOI/ State Government. However, for various programmes, special attention must be paid to the requirements of the agreement between GOI and Development Partners (NTEP, IDSP and NVBDCP, etc.). Such requirements are available within the State/ District's concerned Program Officers. For such externally funded programmes, auditor must satisfy that all expenditure, including procurement of goods and services have been carried out as

per the procurement manual of the individual programmes and guidelines issued by the Programme Divisions of GOI and have all the necessary supporting documentation.

- d) All necessary supporting documents, records and accounts have been kept in respect of the project.
- e) **Sample Coverage of sub district Implementing Units:** Audit will cover 100% District Health Societies (DHSs) each being a legally registered society and at least 40% of the Block Level CHC, AAM- Primary Health Centres (PHCs) (at least 50% of such blocks should be new and remaining may be those covered in the audit of last year). The sample shall be selected in a manner that Block level “Ayushman Arogya Mandir”-Primary Health Centres (AAM-PHCs), CHC in each district is included in the sample coverage. All the vouchers pertaining to the health facilities will be available at the respective health facility (DH, CHC, “Ayushman Arogya Mandir”- Primary Health Centres (AAM-PHCs), for the purpose of audit. Audit shall also cover audit of expenses related to NHM incurred through Rogi Kalyan Samities (RKSs) at each level i.e. “Ayushman Arogya Mandir”-Primary Health Centres (AAM-PHCs), CHC and DH.
- f) The Statutory Auditor may review the concurrent audit reports / quarterly executive summaries and may consider material observations / findings while forming his opinion on overall internal control and truth & fairness of accounts/financial statements.

## 11. Project Financial Statements

A format of such financial statements and relevant schedules showing the consolidation of all the programmes is given at (**APPENDIX A** - FORMAT of FINANCIAL STATEMENTS) and also on the website of MoHFW at [www.nhm.gov.in](http://www.nhm.gov.in).

Project Financial Statement (SHS, DHS and Consolidated) shall include the following:

- i. Audit Opinion as per **APPENDIX-C**.
- ii. Balance sheet showing accumulated funds of the project balances other assets of the project, and liabilities, if any.
- iii. Income & Expenditure account for the year ending on 31st March 2025.
- iv. Receipt and Payment Account for the year ending on 31st March 2025.
- v. Other Schedules to the Balance sheet as appropriate, but which shall include
  - Statement of Fixed Assets in the form of a Schedule,
  - Schedule of Loans and Advances (Age-wise analysis),
  - Schedule of all Cash & Bank Balances (supported by bank reconciliation statements),
  - Program wise statement of expenditure.
- vi. Notes on Accounts showing the accounting policies followed in the preparation of accounts in the SHSs and DHSs and any other significant observation of the auditor.



- vii. Auditor shall have to specify the significant observations, including internal control weaknesses for each program and also specify the institution to which these relates to enable/facilitate appropriate follow up action.
- viii. Auditor shall have to certify the delay status of funds transferred from State Treasury to SNA A/C of SHS from FY 2021-22 ,2022-23.2023-24 and 2024-25 as per prescribed format at Appendix E-1, 2, 3 and 4 .
- ix. The Auditor has to disclose whether the State has received any interest on delayed transfer of funds from State Treasury to SNA bank account of SHS as per Ministry of Finance letter dated 18/19 December 2024 for interest compliances.
- x. The comparison between audited expenditure and expenditure reported in the FMR of 2024-25 along with the reason for variations.
- xi. Sanction wise UCs as per Form 12-C of GFR 2017; duly tallied with the Income & Expenditure and expenditure on Fixed Asset during the financial year (which have been shown as capitalized) **[Attach a statement showing the details of expenditures clubbed in the Utilization Certificate tallying with the Income & Expenditure Account and Schedules forming part of it]. A separate UC for State share contribution needs to be issued by the auditor and Separate UCs for "Emergency Covid-19 Response Package for Health Systems Preparedness ECRP-I , ECRP-II and PM –ABHIM needs to be issued by the auditor.**
- xii. Action Taken Report on the previous year’s audit observations.
- xiii. Reconciliation of the FMR Expenditures of the last quarter i.e. 31<sup>st</sup>March 2025 with expenditure as per the Annual Audited Financial Statements in the FMR format only for the financial year covered by audit period identifying the variance and the reasons for the same. This has to be certified by the auditor.
- xiv. **Representation by Management:** The DHS and SHS management should sign the financial statements and provide a written acknowledgment of its responsibility for the preparation and fair presentation of the financial statements and an assertion that the project funds have been expended in accordance with the intended purposes as reflected in the financial statements.
- xv. **Separate chapter for covid-19** Emergency Response and Health System Preparedness (ECRP-I and II ) is attached on Appendix-“F”.Release of funds under ECRP Phase-I is 100% Centrally funded. Release of funds under ECRP Phase-II is as per the approved Centre-State funding under NHM.
- xvi. **Separate chapter for PM-ABHIM** is attached on Appendix- “G”.

## 12. Financial Management Reports (FMR)

In addition to the primary opinion on the financial statements, the auditor is required to audit last quarter FMR (quarter ending March) submitted to MoHFW. The auditor should apply such tests as the auditor considers necessary under the circumstances to satisfy the audit objective. Where ineligible

expenditures are identified as having been included in the financial reports, these should be separately noted by the auditors. The audit report should include a separate paragraph commenting on the accuracy and propriety of expenditures included in the financial statements and FMRs including whether procurement procedures have been followed and the extent to which the GOI can rely on Quarterly FMRs.

In addition to the audit reports, the auditor will prepare a “Management Letter” as per *Appendix-D*, in which the auditor should summarize the observation on the internal control issues (other than those which materially affect his opinion on the financial statements) as under: -

- a) Give comments and observations on the accounting records, systems and internal controls that were examined during the course of the audit;
- b) Identify specific deficiencies and area of weakness in the system and internal controls and make recommendations for their improvement;
- c) Report on the level of compliance with the financial internal control;
- d) Report procurement which have not been carried out as per the procurement manual/ guidelines of the State for the individual programmes such as; RCH-II, NTEP, IDSP etc.;
- e) Communicate matters that have come to the attention during the audit which might have significant impact on the implementation of the project; and
- f) Bring to Society’s attention any other matter that the auditor considers pertinent.

**The observations in the management letter must be accompanied by the implications, suggested recommendations from the auditors and management comments/ response on the Observations/ recommendations have to be obtained and reported along with the Audit report.**

### **13. Reporting and Timing**

The final Audit Report should be submitted by **31<sup>st</sup>August 2025** to the SHS and the SHS should then promptly forward **3 copies (Spiral Bound) and also soft copy in MS Excel / MS Word and Scanned (Both) in mail or CD** along with the **final Utilization Certificates** signed by the State and Auditor both, to GOI with their comments, if any.

In case State has opted to appoint **multiple auditors** for a group of districts and State, in such cases the Auditor appointed for a group of districts, shall have to issue a separate audit report for each district and provide a soft copy also (Word/ Excel). Audit Reports for all districts in such cases shall have to be issued by **31<sup>th</sup>July, 2025** so that consolidated report of the State is not delayed and issued by **31<sup>st</sup>August, 2025**.

Submission of the Statutory Audit Report by the prescribed date is a Record of Proceedings (ROP) conditionality for release of funds to the State beyond 75% of cash allocation which ultimately ensures

smooth implementation of the Mission and leads to better outcomes as funds are expended when needed by the State. In view of the above following measures need to be taken by the State: -

- a) The duty of the State is to ensure that the process for appointment of the auditor is completed by 25<sup>th</sup> June, 2025 and intimation of the auditor appointed along with the fees fixed & evaluation sheet for the appointment has to be submitted to the Ministry latest by 25<sup>th</sup> June, 2025. Also timely availability of information to the auditor needs to be ensured strictly.
- b) The State should make sure that complete cash book, ledgers, vouchers and other financial statements are ready at the time of visit of auditors.
- c) **Penal provision on failure to complete the Audit on time:** In order to ensure timeliness on the part of the Auditor, if the State feels that in spite of providing all information, documents, and updated books of accounts, there was delay in submission of Audit Report from the auditor, the *State may deduct the audit fees @ 5% per month from the due date of completion of audit.* A clause in this regard should be incorporated by the State in the agreement. However, in case of delay in submitting the audit report due to unforeseen circumstances like flood, earthquake, election, etc., the Mission Director(NHM) of the State has the right to waive off the penalty. Further, before imposing penalty, the firm may be given an opportunity to be heard.

#### 14. Additional Instructions to Auditors

- a. Audit Report of the SHS shall include audit of all the transactions at the State as well as DHSs level.
- b. Audit for the financial year will include all the components under NHM and PM-ABHIM.
- c. The auditor appointed shall be **required to issue Consolidated Audit Report for the State and each District, comprising all programmes under Flexible Pool for RCH & Health System Strengthening, National Health Programme and Urban Health Mission and PM-ABHIM.**
- d. All State level report shall have to be issued in three sets (Two sets for MoHFW and one set for State). Consolidated Report is to be sent to NHM-Finance Division and individual reports of individual programmes along with UCs to the respective programme divisions of the Ministry).
- e. Financial Statements and relevant schedules shall be prepared in accordance with the format provided by Ministry of Health and Family Welfare, GOI (**APPENDIX-A -FORMAT of FINANCIAL STATEMENTS**). However, specific programme requirements (in accordance with the agreement with the GOI and Development Partners) may also be incorporated in the separate schedule of the programme.
- f. Auditor shall certify all the UCs in the prescribed format (Form 12C of GFR, 2017) of GOI for programmes of NHM. The UCs shall be furnished sanction-wise and should be signed by the ACS/Principal Secretary(Health) /Secretary (Health), Mission Director, State Programme Officers in charge of concerned Programme and the Auditor.

- g. The auditor shall also append the Checklist (*APPENDIX-B-CHECKLIST FOR AUDITOR*)
- h. The auditor shall certify the FMR on the basis of audited expenditures with all the line activities for the last quarter (quarter ending March 2025) showing cumulative and head wise expenditure for the complete financial year) along with the Audited Statement of Accounts. Auditor shall certify a comparative statement showing expenditure as per FMR and as per Audit Report. Auditor must also document the reason for variances between the FMR figures and audited figures in cases where the variances are significant e.g. more than 15% from the audited figures at each component level.
- i. Audit Opinion as per the Model Format provided at *APPENDIX-C*.
- j. Management Letter as per *APPENDIX-D* along with the comments/reply of the Mission Director, SHS.
- k. The Ministry of Finance issued guidelines for implementation for Centrally Sponsored Scheme time to time . Statutory Auditor should give their comments on the follow-up these guidelines by the States and UTs during the FY 2024-25 for implementation for NHM and PM-ABHIM Scheme.
- l. Auditor should examine the status of timely Direct Beneficiary Transfer (DBT) under JSY, JSSK, ASHA, Family Planning and Nikshay-NTEP etc and checked the implemented these components by the State for making DBT payments and Auditor should checked the Internal control is adequate to ensure these payment are evidence based.
- m. The programme financial Statements to disclose expenditures on procurement from non-ADB member countries and on new building construction for 13 ADB supported States for PM-ABHIM.
- n. Auditor needs to disclose the valuation and disclosure as per Indian Government Accounting Standard-2 (IGAS-2) for Grant received in Kind by 13 ADB support States for PM-ABHIM.
- o. Auditor needs to disclose that the annual financial statements should include a note stating “These financial statements were approved by [insert governing body] on [insert date]” for 13 ADB supported State for PM-ABHIM.

**15.Re-appointment of Auditor:** The auditor once appointed can continue for only two more years, subject to the satisfaction of the performance by the State. In case where extension/continuation of same auditor is sought for this extended duration beyond the initial year of appointment, yearly approval of Executive Committee shall be taken after obtaining the consent of the auditor and confirming that the said firm is in the panel of C&AG and eligible for conducting audit of major PSUs for the year for which the firm is being re-appointed. In no case shall continuation beyond this additional period of 2 years be granted. Further, any comments/remarks/observation of the Ministry in this regard shall have to be taken into account while re-appointing the same auditor.

**It is also clarified that “No auditor can take the assignment of more than three (3) audits under NHM. A certification in this regard may be obtained from the auditor.”**

**16. General Provision:** The State should ensure that the Auditor must be appointed for all the disease control programmes under NHM and Uniform Accounting System is followed. The State should also ensure that the auditor should follow the latest formats given in the RFP.

The auditor shall be given access to any information relevant for the purpose of conducting the audit, in addition to all financial and procurement records, SPIPs, AWP, MOU/LOU signed between MoHFW and the State/ SHS, instructions issued by MoHFW regarding scheme guidelines (e.g. JSY etc.), administrative orders issued by the SHS/ DOHFW/ Directorate of Health including cost norms etc. Where programs are financed by Development Partners, copies of the legal agreement, project appraisal document should be made available to the auditors.

**Guidelines for Submitting the Proposals:**

Agencies are required to submit the proposal as per the guidelines and formats detailed out in the following paras:

- i. The original and all copies of the Technical Proposal shall be placed in a sealed envelope clearly marked “TECHNICAL PROPOSAL” Similarly, the original Financial Proposal shall be placed in a separate sealed envelope clearly marked “FINANCIAL PROPOSAL” followed by the name of the assignment and with a warning “DO NOT OPEN WITH THE TECHNICAL PROPOSAL.” The envelopes containing the Technical and Financial Proposals shall be placed into an outer envelope and sealed. This outer envelope shall bear the submission address, reference number and title of the Assignment, and be clearly marked “DO NOT OPEN, EXCEPT IN PRESENCE OF THE OFFICIAL APPOINTED. The Society shall not be responsible for misplacement, loss or premature opening if the outer envelope is not sealed and/or marked as stipulated. This circumstance may provide a case for Proposal’s/ bid’s rejection. If the Financial Proposal is not submitted in a separate sealed envelope duly marked as indicated above, this shall constitute ground for declaring the Proposal non-responsive/ invalid.
- ii. Single Proposal (Multiple Firms): In case State decides to appoint more than one CA firm as auditor, the Bidding CA firm may submit proposal for State and also for one Group of districts.
- iii. All agencies must comply with the Technical Specification, General Conditions and Format/Requirements for Technical and Financial proposal.
- iv. The Technical Proposal shall be marked “ORIGINAL” or “COPY” as appropriate. All required copies of the Technical Proposal are to be made from the original. If there are discrepancies between the original and the copies of the Technical Proposal, the original governs.
- v. Financial proposals submitted by the firm should be valid for 6 months from the date of submission of the proposal by the firm.
- vi. Each page, Form, Annexure and Appendices of the Technical and Financial Proposal must be signed by the Authorized signatory of the firm.

- vii. All blank spaces in the financial proposal must be filled in completely where indicated, either typed or written in ink.
- viii. **State Health Society (SHS) reserves the right to accept or reject any proposal without giving any explanation and can change the evaluation criteria as per its requirements in the interest of the organization.**
- ix. If the required constitution of the team is not deployed the state may take appropriate action as it deems fit (including blacklisting of the firm) against the firm, keeping the Ministry informed.
- x. A firm cannot undertake the audit assignments of more than three states in a year. The audit assignment must be opted for as awarded by States chronologically i.e. on First come first served basis. If a CA Firm appointed in more than 3 States, then they have to withdraw their name so as to keep it up to 3 States/ UTs only. As a State may opt to appoint multiple auditors, therefore, if a firm appointed for audit of a group of district in any State then for the purpose of ceiling of 3 States, group of Districts shall be taken as a State.
- xi. The firm shall give an undertaking that the team members are proficient in the State's official language (both oral and written). **The auditors must have the H.O/ Branch Office in the allotted State. (Form U).** However, in case if NE States/ UTs where availability of Auditor is scarce, the States/UT may consider the proposals of audit firms from the neighboring States
- xii. Firm shall have to depute appropriate no. of teams for timely submission of Audit Report and to attain quality of audit.
- xiii. Each team shall have to be headed by a qualified chartered accountant.

**Technical & Financial Proposal will consist:**

- i. Letter of Transmittal (**Form T-1**)
- ii. Technical Proposal format (**Form T-2**)
- iii. Financial Bid format (**Form F-1**)
- iv. Undertaking of presence of HO/Branch offices in State (**Form U**)

**Letter of Transmittal**

To,

The Mission Director,  
State Health Society,  
Name & Address of State

Sir,

We, the undersigned, offer to provide the audit services for [*Name of State Health Society*] in accordance with your Request for Proposal dated [*Insert Date*]. We are here by submitting our Proposal, having details about the firm and proposed audit fees.

We hereby declare that all the information and statements made in this Proposal are true and accept that any mis-interpretation contained in it may lead to our disqualification.

The Fees quoted by us is valid till six months from the date of submission of the proposal. 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 State Health Society [*Insert Name of the State*] is not bound to accept the lowest or any proposal or to give any reason for award, or for the rejection of any proposal.**

I confirm that I have authority of [*Insert Name of the C.A. Firm*] to submit the proposal and to negotiate on its behalf.

Yours faithfully,

( )

**Format for Technical Proposal**

Sl. No.	PARTICULARS	Supporting Documents required to be submitted along with this Form
1	Name of the Firm	
2	Addresses of the Firm:	
	Head Office	Phone No:
		Fax No:
		Mobile No. of Head Office In-charge:
	Date of establishment of the firm	
	Date since when is H.O. at the existing Station	
	Branch Office 1,2,3.....(Particulars of each branch to be given)	Phone No: Fax No: Mobile of each Branch Office In-charge:
	Mention the date of establishment of each branch offices since when existed at the existing place	
3	Firm Income Tax PAN No.	Attach copy of PAN card
4	Firm Service Tax Registration No.	Attach copy of Registration
5	Firm GST/TAN Registration No	Attach copy of Registration
6	Firm's Registration No. with ICAI	Attach a copy of certificate downloaded from ICAI Website showing the name & address of H.O., B.O. and partners etc.
7	Empanelment No. with C&AG	Attach proof of empanelment with C&AG for the year under Audit (2024-25) confirming that the firm is eligible for major PSU audits.
8	No. of Years of Firm Existence & Date of establishment of Firm	Attach copy of Partnership Deed
9	Turnover of the Firm in last three years	Attach a copy of Balance Sheet and P & L Account of the last three years or a C.A. Certificate give Break-up of Audit Fee and Other Fees Received.
10	Audit Experience of the Firm: 1. Number of Assignments in	Copy of the Offer Letter & the Fee Charged for each assignment.



	Commercial/Statutory Audit 2. Number of Assignments of Externally Aided Projects/Social Sector Project (excluding audit of Charitable Org.) Institutions & NGOs 3. Experience in the NHM audit	(Relevant evidences to be given of the turnover and fee)
11	<b>Details of Partners:</b> <b>Provide following details:</b> <input type="checkbox"/> Number of Full Time Fellow Partners associated with the firm <input type="checkbox"/> Name of each partner <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> Date of becoming ACA and FCA <input type="checkbox"/> <input type="checkbox"/> Date of joining the firm <input type="checkbox"/> Membership No. <input type="checkbox"/> Qualification <input type="checkbox"/> <input type="checkbox"/> Experience <input type="checkbox"/> Whether the partners is engaged full time or part time with the firm <input type="checkbox"/> Their Contact Mobile No., email and full Address (Attested copy of Certificate/letter of ICAI not before 01/01/2025)	<b>Attested copy of Certificate of ICAI not before 01.01.2025</b>

**Note:** The firm shall give an undertaking that the team members are proficient in the State's official language (both oral and written).

**FORMAT FOR FINANCIAL BID****(Please provide the break-up of Firm's quoted fees for each work and unit)**

Particulars	Total Amount (in Rupees)
<b>AUDIT FEE</b>	Both in Numeric and in Words.
a. Audit fess----- (Including cost of TA/DA)	Rs. _____/-
b. GST Tax-----	(Rupees
c. Total Fees-----	_____).
<b><u>Note:</u> Percentage of funds involved shall not be a basis of quoting the Audit Fee.</b>	

**Note: In case of change in the rate of GST the revised GST shall be paid.**

(Letter of undertaking for having the local office in the State)

To,  
The Mission Director,  
State Health Society,  
Name & Address of State

Sir,

We, the undersigned offer to provide the audit services for [ *Name of State Health Society*] in accordance with your Request for Proposal dated [ *insert date*]. We hereby submit our Proposal, having details about the firm and proposed audit fees.

We hereby declare that our firm is having Head/ Branch offices in the State of .....and is situated at .....  
..... address proof  
(photocopy of letter for incorporation of firm, lease agreement, phone connection, Electric Connection etc.) of this office in the State is enclosed herewith.

We hereby also give an undertaking that the firm's staff deputed for the audit are proficient in State's/UTs local language, both in oral and written form.

We, hereby understand that any information given here if found to be false or misleading will be treated as fraud and appropriate action can be taken in this regard.

Yours faithfully

( )

Encl:

1.....

2.....

### **Selection Process of the Auditor:**

For the purpose of the appointment of the statutory auditor for 2024-25, following points should be taken into account-

1. Open advertisement (as per Format for Advertisement as at Form-A) in leading newspapers at State level and National level for inviting proposals from CAG empanelled Chartered Accountant firms for statutory audit of State and District Health Societies should be issued first. A copy of the advertisement shall also be e-mailed to the Institute of Chartered Accountants of India (ICAI) for webhosting on ICAI website at secretary@icai.in & secretary@icai.org. (Format of the advertisement is enclosed) – A copy of the advertisement shall have to be sent to Financial Management Group (FMG) in MoHFW. Advertisement along with the detailed RFP shall also to be uploaded on the State's NHM website.
2. A pre-bid conference shall be held (date to be indicated in the advertisement) wherein queries/doubts of the potential bidders shall be clarified.
3. The Executive Committee of the SHS will form a Standing Committee on Audit (SCA) with suitable representation from programme and finance wings. The SCA should invariably be headed by the Director-Finance or other person nominated by the Mission Director. This SCA will also act as the Selection Committee for the selection of auditors. The SCA will subsequently monitor the audit process and the follow-up on audit paras and Action Taken Reports on those audit paras. After the selection of auditor by SCA, the same will have to be approved in the meeting of Executive Committee of the SHS.

The detailed schedule with regard to the tendering process shall be as under-

**Advertisement:** Advertisement should be made latest by the 09<sup>th</sup> July, 2025 so the process of appointment of auditor is completed before 30<sup>th</sup> July, 2025.

**Date for collection of RFP:** Within 15 days of advertisement i.e. 23<sup>rd</sup> July, 2025.

**Date of pre-bid conference:** 15<sup>th</sup> July, 2025 at 01:30 P.M.

**Last date and time for submission of Proposal:** Within one week from the date of pre-bid conference i.e. 23<sup>rd</sup> July, 2025 at 02:00 P.M.

**Date and time of opening of Tender:** On the day of closing of submission of proposal and after 2 hours of the closing time i.e. 23<sup>rd</sup> July, 2025 at 4:00 P.M.

The selection process of auditor shall be subject to review by FMG, MoHFW, GOI / Office of Chief Controller of Accounts, MHFW, GOI / Audit parties of the AG or any authorized person of the MoHFW, GOI.

The State at the time of selection of the Statutory Auditor must ensure that the firm was not engaged as Concurrent Auditor of the State during the year for which the auditor was engaged or if he has been appointed for the year 2024-25.

The selection will be done by selecting the firm having lowest quotation in Financial Bid (L-1) after finalizing the Technical proposal. While finalizing audit firms, the firms having H.O./Local Branch Office in the State capital of the same State for which the proposal is given may be given preference at the time of finalizing the financial bid. (Such office should be existed within the State for not less than three years as per the ICAI Certificate). That is any firm with 2<sup>nd</sup> lowest financial bid may be considered for appointment for Statutory Auditor if that firm is having a head office or local branch office in that State.

On completion of selection process, the firm selected shall be awarded the contract of audit of SHS & DHS by issuing the Letter of Award (LOA). The firm should execute a Contract with the SHS within 2 weeks of the award of the issuance of LOA.

In case the bidding firm is found not suitable for audit on any reasonable ground like information by the Ministry/ ICAI/ any State etc., State may reject such proposal without giving any reason.

#### **Method of selection of firm**

The selection will be done using Quality-cum-Cost Based System (QCBS) process, 70 per cent weightage would be given to the technical evaluation and 30 per cent weightage would be given to financial bid. The firm securing highest marks in the QCBS process would be awarded the assignment. However, in case of more than one firm securing the highest mark, then the selection would be made on the marks secured in the Technical evaluation. However, if there is a tie in technical marks among the above firms, the firm conducting audit of accounts of more number of Government agencies/ Societies during 2021-22, 2022-23 and 2023-24 would be given preference in selection. For evaluation purpose, audit of more than one agency/ society of the same type conducted on the basis of one offer letter/year would be treated as one agency/ society. If still there persists a tie, then the firm having highest aggregate turnover in the last 03 (three) years i.e. 2021-22, 2022-23 and 2023-24 would be selected for the assignment.

**The firms should submit their Technical and Financial bids in separate sealed envelopes and both the envelopes are to be packed inside one sealed envelope indicating ‘Technical Proposal’ and ‘Financial Proposal’ on top of the respective envelopes. The Financial Proposal is also to be marked as ‘DO NOT OPEN WITH TECHNICAL PROPOSAL’. Similarly, the outer envelope is to be superscripted with ‘Request for Proposal for Concurrent Audit 2025-26 - TO BE OPENED**

**ONLY IN THE PRESENCE OF THE AUDIT COMMITTEE’.**

**Technical bid**

The firm should submit technical bids having criteria on the following areas basing on which evaluation of bids will be made at the respective Health Society and the evaluation sheets of technical bids will be sent to the respective bidders inviting their views within a specified time gap:

<b>Sl. No.</b>	<b>PARTICULARS</b>	<b>Maximum Marks</b>	<b>Supporting documents to be furnished in proof of claim</b>
1	<b>Years of experience of the firm</b> 0.5 marks per year (Experience would be calculated for completed years from the date of establishment of the firm up to 1.1.2025)	10	Constitution certificate of the firm from the Institute of Chartered/Cost Accountants of India (ICAI) as on <b>1<sup>st</sup> January 2025</b> or thereafter. (Please assign Annexure number to the certificate).
2	<b>No. of Partners (FCA/ FCMA/ ACA/ ACMA) @</b> 2 marks per each partner subject to a maximum of 10 marks	10	Constitution certificate of the firm from the Institute of Chartered Accountant of India (ICAI) or Institute of Cost Accountants of India as on <b>1 January 2025</b> or thereafter. (Please assign Annexure <b>number</b> to the certificate).
3	<b>Average years of Partner's association with the firm</b> Less than one year-0 mark  one to 5 years - 3 marks 6 to 10 years - 5 marks 11 to 15 years - 7 marks 15 years - 10 marks	10	Constitution certificate of the firm from the Institute of Chartered/ Cost Accountants of India (ICAI) as on <b>1<sup>st</sup> January 2025</b> or thereafter. (Please assign Annexure <b>number</b> to the certificate).
4	<b>No of audit assignments: Experience of audit in relation to NRHM/ NHM</b>  One to 3 Nos. - 5 Marks 4 to 7 Nos. - 10 marks 8 or more - 15 marks	15	Offer letter and certificate of completion of assignment of audit of the unit(s) from the head of the organization. (Please assign Annexure number to offer letter (s) and completion certificate etc. enclosed to the bid documents).
5	<b>No of audit assignments: Experience of audit in relation to social sector like trusts, charitable organization (Societies etc.) other than NRHM/ NHM in last three years (2021-22, 2022-23, 2023-24)</b>  6 to 10 Nos.: 5 marks	15	Offer letter in support of each assignment and self attested certificate of completion of assignment of audit for each unit (Please refer Appendix-4 of the ToR for furnishing the details of offer letter and completion of audit in respect of each unit audited under social sector) (Please assign Annexure number to each

Sl. No.	PARTICULARS	Maximum Marks	Supporting documents to be furnished in proof of claim
	11 to 12 Nos.: 10 marks >12 Nos. 15 marks		offer letter etc., enclosed to the bid document).
6	<b>Average Turnover of the firm in last 3 years (2021-22, 2022-23 and 2023-24)</b> <ul style="list-style-type: none"> <li>• ₹10 lakh and up to ₹20 lakh – 2 marks</li> <li>• ₹ 20 lakh and up to ₹30 lakh – 4 marks</li> <li>• ₹30 lakh and up to ₹40 lakh – 6 marks</li> <li>• ₹40 lakh - 10 marks</li> </ul>	10	Attach copies of audited Balance Sheets and P & L Accounts of the last three years i.e. 2021-22, 2022-23 and 2023-24 (Please assign Annexure number to each of the Balance sheet and P&L account enclosed).
7	<b>No. of Staff</b>		
i.	<b>Qualified Chartered / Cost Accountant</b> @ 2 marks per staff subject to a maximum of 10 marks	10	Copy of Qualification Certificate from the concerned institute and copy of attendance sheet for the month of December 2024.
ii.	<b>Semi Qualified Inter Chartered Accountant / Inter Cost Accountant</b> 1 to 6 staff- 4 marks 7 to 12 staff - 7 marks > 12 staff - 10 marks	10	Copy of Qualification Certificate from the concerned institute and copy of attendance sheet for the month of December 2024. (Please furnish separate list to each category of staff assigning Annexure number to each of the certificate and the attendance sheet enclosed).
iii.	<b>Other staff (Article staff and Audit Assistants)</b> 1 to 5 staff - 5 mark 6 to 10 staff -8 marks 11 to 15 staff - 10 marks	10	Copy of attendance sheet of the staff for the month of December 2024. (Please assign Annexure number to the attendance sheet enclosed)
	<b>Total</b>	<b>100</b>	

The firm has to furnish necessary documents (self-attested) along with the bio-data in support of the above.

### Financial bid

A firm has to secure at least 60 *per cent* of marks out of 100 in Technical bid to qualify for the financial bid.

The minimum qualifying marks for the technical evaluation would be 60 marks. Any bidder scoring less than 60 marks would not be eligible for further financial evaluation and consideration in the bidding process. Tender inviting authority reserves the right to lower the minimum qualifying marks in technical evaluation by 5 marks in case the number of eligible bidders is less than 3 after the technical evaluation.

The combined score of the technical and financial evaluation of the technically qualified bidders as per the eligibility criteria, shall be calculated as per the formula:

$$\text{Score (S)} = (T/T \text{ High} \times 70) + (C \text{ Low}/C \times 30)$$

where:

T = Technical evaluation score of the bidder

T High = Highest Technical score amongst the bidders

C Low = Lowest quote of financial bid amongst the bidders C = Quote of financial bid by the bidder.

And the bidder, securing the highest score shall be shortlisted for the concerned assignment.

For example,

Three bidder(s) A, B and C, have applied for a particular assignment. Technical score shall be arrived at by treating the marks of the bidder scoring the highest marks (assuming bidder A) in the technical evaluation as 100. The technical score of other bidders (B,C etc.) shall be computed using the formula:

$$\text{Technical Score} = \text{Marks of B} / \text{Marks of the Highest Scorer (Assumed bidder A)} \times 100.$$

Similarly, financial score of the bidders shall be arrived at taking the cost quoted by the L1 (Lowest bid quoted) bidder i.e., let the lowest quoted bidder be C, as 100. Marks of the other bidders shall be calculated using the formula:

$$\text{Financial Score} = \text{Cost of L1 Bidder} / \text{Cost quoted by Bidder} \times 100.$$

A "combined score" shall be arrived at, taking into account both Technical and financial scores of each bidder with a weightage of 70% for technical score and 30% for Financial score. The successful bidder shall be the one who has the highest combined score. For example,

Bidder	Technical evaluation marks	Financial evaluation marks	Technical Score	Financial Score	Combined Score
A	95	71	$(95/95) \times 70 = 70$	$(60/71) \times 30 = 25.35$	$70 + 25.35 = 95.35$



B	85	65	$(85/95)$ $\times 70 =$ 62.63	$(60/65)$ $\times 30 =$ 27.69	$62.63 + 27.69 =$ 90.3
C	90	60	$(90/95)$ $\times 70 =$ 66.31	$(60/60)$ $\times 30 =$ 30	$66.31 + 30 =$ 96.31

Hence, bidder A, with the highest score of 96.31 becomes the successful bidder.

In case of more than one bidder with equal highest score up to 3 decimal, then the bidder with the highest Financial Score, shall be declared as the shortlisted bidder.

**Form – A (Format of Advertisement)**

Government of .....  
Health & Family Welfare Department  
State Health Society

**SELECTION OF AUDITORS - REQUEST FOR PROPOSAL  
HIRING SERVICES OF CHARTERED ACCOUNTANT FIRM FOR STATUTORY**

**AUDIT OF STATE HEALTH SOCIETY (SHS) & DISTRICT HEALTH SOCIETY  
(DHS) - (FOR THE FINANCIAL YEAR 2024-25) under National Health Mission  
(NHM)**

Govt of India (GOI) in partnership with the States is implementing the National Health Mission which comprises various programs, with the objective of improving medical facilities in the areas and seeks to provide accessible, affordable and quality health care to the population, especially the vulnerable sections. To facilitate implementation of NHM, State and District level entities (Health Societies) have been registered which work under the administrative control of the Department of Health & Family Welfare. The ..... (Name of State) State Health

Society, invites “Proposal for audit” from **firms of Chartered Accountants empaneled with C& AG and eligible for conducting audit of major PSUs for the year 2024-25.**

**Minimum payable fees will be worked out as per the norms of ICAI.**

**Detailed RFP:** Detailed Request for Proposal (RFP) comprising Background, Terms of Reference (ToR) and Guidelines for submitting the proposal can be either downloaded from the State’s website [www.nhm.gov.in](http://www.nhm.gov.in) or this can be collected from the O/o Mission Director.....SHS between ..... and .....

**Important Dates:**

- i. Last date for collection of RFP from Office of SHS: .....
- ii. Date for pre-bid conference: .....
- iii. Last date for submission of Proposal to SHS: .....
- iv. Date of opening of financial bid: .....
- v. Venue for Pre-bid Conference: Pre-bid Conference would be held at .....

**Mission Director,  
State Health Society.....**

**Address:**

Mission Director,  
SHS of ....., Government of .....,  
Email id:  
FAX: & Phone: