

# OFFICE OF THE COMPTROLLER AND AUDITOR GENERAL OF INDIA

## NEW DELHI

### Notice for Expression of Interest (EOI)

The office of the Comptroller and Auditor General of India, New Delhi invites Expression of Interest for the work of "Communications Campaign for celebrating 150 years of the Institution of the Comptroller and Auditor General of India (CAG)" from reputed Public Relations (PR) agencies with an all-India presence having experience of at least five years in conducting similar assignments.

2. The Communications Campaign would involve a mix of advertising in the print, electronic and web media and outdoor publicity and other forms of communication (promoting coverage of the work of the CAG in the media; conduct of panel discussions, seminars, essay competitions and quiz programmes on topics relating to public finance and auditing). The campaign for the 150 years celebration of the institution of the CAG will commence from November 2010 and continue for a year till November 2011.

3. The institution of the CAG completes 150 years of existence in November 2010. The CAG is a Constitutional functionary, responsible for audit of Ministries and Departments of the Government of India and the State Governments, as well as Central and State Government Public Sector Undertakings and other autonomous bodies and authorities which are substantially financed from Government funds. The CAG is also responsible for compilation of the accounts of the State Governments, and the pension and provident fund accounts of retiring employees of most State Governments. These audit and accounting functions are carried out by the Indian Audit and Accounts Department (IAAD), which functions under the CAG. More details about the functioning of the CAG and the IAAD are available in the Performance Report of the IAAD, as well as on the website of the CAG (<http://www.cag.gov.in>). Further information can be obtained from Shri KR Sriram, Principal Director of Audit, Economic & Service Ministries, New Delhi (Tel: 011-23702357/58; Fax: 011-23702359; E-Mail: [sriramkr@cag.gov.in](mailto:sriramkr@cag.gov.in)).

4. The following documents are available on the CAG's website (<http://www.cag.gov.in>):

- Specified Proforma (Annexure I)
- Outline Creative Brief for the Communications Campaign (Annexure II)
- Terms of Reference (Annexure III)

- Indicative Plan of Events (Annexure IV)

5. Interested PR agencies may send their Expression of Interest (EOI) in the Specified Proforma to the Director (Personnel) (Phone: 011 23232581) and submit it to the Director (Personnel)'s secretariat in Room No. 306, Office of the Comptroller and Auditor General of India, Pocket 9, Deen Dayal Uphadhay Marg, New Delhi-110124 in a sealed cover superscribed "Expression of Interest" latest by **15:00 hours on 25 August 2010**.

6. The EOI shall remain valid for a period of not less than three months after the deadline stipulated for submission. Further, the bidders shall maintain, without change, the personnel proposed for the assignment. Any change in this position shall be communicated to the office of the CAG at the earliest opportunity in writing.

7. No technical bid or financial costs should be included in the EOI.

8. The competent authority reserves the rights to reject any or all applications without assigning any reason whatsoever.

**Director (Personnel)**

**Office of The Comptroller & Auditor General of India**

**New Delhi**

# **Annexure I**

## **SPECIFIED PROFORMA**

Expression of Interest from reputed Public Relations (PR) agencies for the work of  
“Communications Campaign for celebrating 150 years of the Institution of the  
Comptroller and Auditor General of India (CAG)”

### **1. General**

Full particulars of the agency, including their constitution/ownership, date of establishment, particulars of registration/ constitution, and contact details (name of contact person, fax/ phone numbers and e-mail, and website of the agency).

### **2. Organizational Structure**

Organizational structure of the agency, and locations of branch offices throughout the country (with addresses and contact details).

### **3. Business Profile**

- Overall experience of the agency
- Areas of activity/ operations of the agency, along with experience (in years) for each significant activity
- Brief on the important projects and major accounts/ assignments of similar nature handled by the agency during the last five years; this should include Central/ State Government agencies for which similar PR services have or are being provided by the agency during the last five years.

### **4. Technical and Managerial Capability**

- Details of full time professionals (by category)
- Details of key personnel proposed to be deployed on this assignment, along with a profile of the major accounts/ assignments handled by them in the past.

### **5. Financial Details**

- Details of turnover and profits for the last five financial years;
- Audited financial statements for the last five financial years;

- Income Tax Clearance Certificate and Service Tax paid during the last five years, along with Service Tax Registration Number and Income Tax PAN Number

#### **6. Methodology and Work Programme for the proposed assignment**

A broad plan / concept should be provided, indicating how the agency proposes to carry out each activity mentioned in the terms of reference.

Eligible applicants may be required to make a presentation on the broad plan/ concept before a committee of officers; the exact date, time and venue of the presentation will be intimated separately.

#### **7. Declarations**

- Details of whether the agency has been black listed or penalized by a Government / semi-Government agency for unsatisfactory performance or conduct in the last five years.
- Undertaking by the agency not to outsource/ sub-contract any part of the work without explicit permission from this office.
- The EOI shall remain valid for a period of not less than three months after the deadline stipulated for submission. EOI, with a shorter validity period, is liable to be rejected as non-responsive.

The EOI should be submitted under the signature of the authorized signatory of the agency.

## **Annexure II**

### **CREATIVE BRIEF**

#### **Overview of the Comptroller and Auditor General of India (CAG) and Indian Audit and Accounts Department (IAAD)**

The Indian Audit and Accounts Department (IA&AD) is one of the oldest departments in the Government of India. The Department was formed in 1860, when the accounting and auditing functions of the Government of India under the British crown were amalgamated and placed under the Auditor General of India with Sir Edmund Drummond assuming office as the first Auditor General of India on November 16, 1860.

Post-independence, after the coming into force of the Constitution in India, the Auditor General was re-designated as the Comptroller & Auditor General of India. Articles 148 to 151 of the Constitution spell out the broad roles and responsibilities of the CAG. In 1971, the CAG's DPC (Duties, Powers and Conditions of Service) Act, which further elaborates the duties and powers of the CAG vis-à-vis his auditing and accounting responsibilities in pursuance of the Constitutional mandate, was passed.

The institution of the CAG would be completing 150 years in November 2010, with celebrations continuing over the next year upto November 2011.

#### **Auditing and Accounting Mandate of the CAG**

The role of the CAG and the IAAD is to promote public accountability of the Executive (to the Parliament/ State Legislatures as well as to the public at large), and also provide assurance on the true and fair presentation of financial statements, compliance with relevant laws, rules and regulations, and Value For Money expended from the public exchequer.

The CAG's audit jurisdiction covers the entire public sector, including:

- Ministries and Departments of the Central and State Governments;
- Public Sector Undertakings of the Union and State Governments;
- Bodies and authorities which are substantially financed from Government funds;
- Entities, which do not otherwise fall within the CAG's audit jurisdiction, but which are taken up on request (either by the CAG or the Central/ State Government) with the approval "consent" of the Government

The types of audit conducted by the CAG fall into three broad categories:

- Financial audit – which seeks to provide assurance as to whether the financial statements of the Government entity present a true and fair view of its financial position and activities during the year;
- Compliance audit – which seeks to verify the extent of compliance by Government with the relevant laws, rules and regulations and highlights cases of non-compliance as well as abuse, fraud, impropriety and other financial irregularities, and waste;
- Performance audit – which seeks to assess the Value For Money (VFM) of Government expenditure and verify whether Governmental programmes, projects and activities are achieving their intended objectives, with due regard to economy and efficiency.

Within these three broad types of audit, different audit methodologies and techniques focusing on specialized and niche areas e.g. Information Systems audit, environmental audit, social audit, audit of PPP etc. have, and continue, to be developed and implemented on an ongoing basis.

The reports of the CAG are tabled in Parliament and/ or the State Legislatures (about 100 hundred each year). These legislative bodies have specialized financial committees (the Public Accounts Committee and the Committee on Public Undertakings) which take up a selection of findings of the CAG, as reflected in the audit reports, for detailed examination (including oral evidence of witnesses from the concerned Ministries/ Departments) and submit their reports to Parliament/ Legislature, with recommendations for corrective action. In addition, the Central Government and most State Governments have a system of “Action Taken Notes” on audit findings in CAG’s audit reports to be submitted to the CAG within stipulated timeframes.

In addition to his auditing responsibilities, the CAG is also responsible for compiling the accounts of the State Governments (except Goa) and is also responsible for maintaining the accounts and finalizing the “entitlement claims” in respect of Pension, Provident Fund etc. of retiring employees of most State Governments.

## Targeted audience for the proposed Communications Campaign

The targeted audience for the proposed media campaign will fall into two broad categories:

- a) **The common man** – This audience will cover not only salaried employees in the public and private sector, but also professionals, self- employed workers, as well as small entrepreneurs. The people in this audience are essentially recipients of Government programmes/ services and/or are affected (positively/ negatively) by Governmental policy. This audience is All-India (not only English speaking, but also Hindi/ regional

speaking) in nature, but is essentially urban in nature (going down beyond metro, Tier-II and Tier-III cities to mid-sized towns/ cities with municipalities/ municipal corporations). For this audience, our basic message is to spread awareness about how we check the use of Government money, and find out whether and to what extent the public is receiving benefits from Government programmes/ services.

- b) **A niche audience of academicians, institutional experts, senior professionals, decision makers etc.** This audience, in addition to being the recipients of Government programmes/ services, also has the ability, in varying degrees, to influence Government policy either directly or indirectly. For this audience, our message is both to spread awareness, as well as to receive inputs on high-level issues of public interest which they would like us to cover in future audits.

## Key Idea

**The key idea of the Communications Campaign is to project the effectiveness of audit by the CAG as a Constitutional Authority; to bring about enhanced awareness in the public about his audit functions; projection of the importance of his audit reports; and to show how useful these audit reports are useful for proper utilization of the hard-earned taxpayers' money for the public good, and for promoting good governance and accountability in general.**

**The mission of the CAG is to promote good governance through high quality auditing and accounting. CAG provides independent assurance to his stakeholders –the Legislature, the Executive and the Public – that public funds are being used efficiently and for the intended purposes**

## Purpose of this campaign

The purpose of this campaign is two-fold:

- a) To spread awareness about what our role is, what we have said (on various key programmes etc.), and how people can get access to our reports;
- b) To provide a channel for receiving feedback from the public as to what areas of needs to be audited e.g. areas of fraud/ waste/ mismanagement; programmes/ services whose benefits are not reaching the common man; roads, hospitals, schools and other social/ economic infrastructure which is not functional or functioning poorly etc,

## What do we want to say?

- **We are a 150-year old institution**, which was set up in the British era to safeguard Government money. However, post-independence, we see our role very differently. We are friends and representatives of the public and are here to safeguard the hard earned tax payers' money and see whether it is properly used; also, we are independent of Government and Parliament/ Legislature, we are not under their control, and what we say is not influenced by them.
- **Our reach is wide and vast**; we cover not only the Central Government, but also the State Governments, and we follow the rupee from New Delhi and the State capitals right down to its actual utilization at the Gram Panchayat and Block levels.
- **The topics that we cover are varied**:
  - ❖ We watch the performance of Government Departments and institutions, and how efficiently and effectively they have executed their assigned roles.
  - ❖ We verify how important social sector programmes (e.g. rural employment, health, education, irrigation and water supply, agriculture and food etc.) as well as key projects in the infrastructure sector (roads, power, shipping, railways, airports, communications etc.) have been properly implemented.
  - ❖ We also look at detailed issues pertaining to individual institutions and agencies; our perspective ranges from strategic and high level to grassroots level.
  - ❖ In addition, we also see how efficiently and effectively Government undertakings in different industrial sectors are functioning, and also whether disinvestment of Government shareholding in some of these undertakings was carried out properly.
  - ❖ We have a special focus on environmental and sustainable development issues.
  - ❖ Defence, policing and security related subjects are covered by us exhaustively.
  - ❖ We examine whether the accounts of the Central and State Governments are properly maintained, and also see whether tax revenues to Government (income tax, excise duty, customs duty, service tax, sales tax/ VAT and other local taxes) are assessed correctly and collected in full.
- Some of our recent audit reports are on NREGA, National Rural Health Mission, Mid-day Meals Scheme, Sarva Shiksha Abhiyan, Accelerated Irrigation Benefits Programme, Audit of Waste Management etc.

- We are also responsible for finalizing Pension and Provident Fund cases of retiring State Government employees in most States, and also finalise the accounts of State Governments, on their behalf.

### **Tenor of the campaign**

- Our campaign will need a mix of advertisements and other coverage. Advertising will provide wider coverage to a larger audience, while other coverage will carry greater credibility.
- The tenor of our advertising (paid) coverage should be subtle and nuanced, and not an aggressive “in your face” approach.

### **Duration of the campaign**

The communications campaign should start from October 2010 (about a month before the commencement of the 150 year celebrations on 15/16 November 2010) and continue till November 2011.

## ANNEXURE - III

### TERMS OF REFERENCE

**The institution of the CAG celebrates 150 years of its completion on 16 November 2010. The communications campaign should start from October 2010 (about a month before the commencement of the 150 year celebrations on 15/16 November 2010) and continue till November 2011.**

During pre-qualification and technical evaluation of the Proposals, the O/o the CAG may, at its discretion, ask respondents for clarifications on their proposal within stipulated timeframes; the Respondents are required to respond within these time frames.

#### **1. Eligibility**

Reputed PR (Public Relations) agencies with an All-India presence, having experience of conducting similar assignments in the last five years are eligible.

#### **2. Disqualifications**

The O/o the CAG may at its sole discretion and at any time during the evaluation of Proposal, disqualify any Respondent, if the Respondent has:

- a. Submitted the proposal documents after the response deadlines;
- b. Made misleading or false representations in the forms, statements and attachments submitted in the Expression of Interest;
- c. Exhibited a record of poor performance such as abandoning works, not completing the contractual obligations properly, inordinately delaying completion of projects or financial failures, etc. in any project in the preceding five years;
- d. Submitted a proposal that is not accompanied by required documentation or is non-responsive;
- e. Failed to provide clarifications related thereto, when sought;
- f. Submitted more than one Proposal;

- g. Been blacklisted or otherwise declared ineligible by Government/ semi-Government agencies for unsatisfactory performance and conduct or corrupt and fraudulent practices within the last five years;
- h. Submitted a proposal with financial bids.

### **3. Preparation of Proposal**

- a. The Proposal shall conform to prescribed formats. Any interlineations, erasures or over writings shall be valid only if they are initialed by the authorized person signing the Proposal.
- b. The Proposal shall be signed by the Respondent or duly authorized person(s) to bind the Respondent to the contract. The latter authorization shall be indicated by written power of attorney or other legally valid document, and shall accompany the Proposal.
- c. Proposals received by facsimile may be treated as defective, invalid and rejected. Only detailed complete proposals in the form indicated above received prior to the closing time and date of the proposal shall be taken as valid.
- d. Respondents are not permitted to modify, substitute, or withdraw Proposals after submission.

### **4. Submission, Receipts and Opening of Proposal**

The Respondent shall submit the proposal in hard and soft copy (in CD) in PDF format (in sealed cover as indicated in the EOI).

### **5. Broad Parameters of Publicity Work**

The purpose of the “Communications Campaign for celebrating 150 years of the institution of the CAG” is to promote awareness about the role of the CAG and the CAG’s audit reports, and how these reports are useful for promoting public utilisation of the hard earned tax payers’ money, and for promoting good governance and accountability in general.

The campaign will commence with the build-up of publicity in October 2010 (a month prior to the inaugural function), continue with the year long celebrations and end with the closing ceremony. The campaign will need to integrate celebrations at the national and states level.

Details of the target audience for the campaign, what we want to say etc. are indicated in the creative brief (Annexure II).

### **Services required**

- I. Drawing up a detailed communications strategy for the CAG and the Indian Audit and Accounts Department to ensure adequate coverage of the CAG and IAAD's audit role and audit findings in the media.
- II. Ensure the implementation of the communications strategy through a mix of advertising and other forms of coverage viz.
  - a. Print Media – Stories, CAG's interviews and featured articles through national, global and local newspapers and magazines, in English, Hindi and vernacular languages, as well as coverage of the inaugural and concluding functions and other important events during the year.
  - b. Electronic Media – Through TV and Radio channels, in English, Hindi and vernacular languages, CAG's interviews, Panel Discussions and news/coverage of the celebrations.
  - c. Wire Agencies – Indian & Foreign agencies like PTI, UNI, IANS, TV18 etc., in English, Hindi and other languages.
  - d. Web Sites – Promoting coverage of the CAG's role and audit findings in the Internet in multiple languages.
- III. Producing and issuing advertisements in English, Hindi and vernacular languages in the print media, as also on Radio and TV, for the inaugural and closing functions and other important events during the year, as deemed appropriate.
- IV. Designing and displaying of hoardings and banners during important events.
- V. Producing short films on the CAG / IAAD of different durations in English, Hindi and vernacular languages for telecasting in selected TV channels; in addition, a longer documentary film, which presents a more detailed perspective on the CAG and is meant for presentation to outsiders

interacting with the CAG/ IAAD top management as well as for uploading to our Internet website, is also being considered.

VI. Conducting quizzes, essays & other competitions etc., at regional and All India levels (primarily in high profile academic and educational institutions through out the country).

VII. Arranging workshops and seminars

VIII. Monitoring and feedback of media coverage:

- a. Daily news clippings from print, electronic and web media relating to the celebrations in hard copy and electronic copies;
- b. Daily/event based reports on the coverage activities and its impact in the media, covering the effectiveness of the key messages being disseminated, as well as common queries receive from the media and how these were addressed.
- c. Before conclusion of the campaign, a survey report from randomly selected samples to assess the impact of the campaign on the targeted audience.

## **6. Evaluation Criteria**

The respondents to the EOI will be evaluated/ assessed broadly on the following criteria:

- a. Organizational structure, all India presence, and technical and managerial capability;
- b. Business profile and experience of similar assignments;
- c. Financial strength and ability to carry out the proposed campaign;
- d. Proposed plan and concept for the communications campaign
- e. Any additional criteria to be decided by the O/o CAG of India

## **7. Other Aspects**

No price bid, rates or cost estimates should be submitted along with the Expression of Interest (EOI). Short – listed applicants would be subsequently issued Request for Proposal (RFP), inviting their technical and commercial bids at a later date.

## **8. Deadlines for submission of Proposals**

Proposals from Respondents, complete in all respects must be received by the o/o the CAG latest by 15:00 hours on 25<sup>th</sup> August 2010.

Annexure-IV

**Indicative Event Plan for**  
**“Celebration of 150 years of CAG ”**

<b>Sl. No.</b>	<b>Activity</b>	<b>Suggested Date</b>
1.	Inauguration - announcement of the year round programme	16/11/2010
2.	In - house Seminars (3 during the year)	Dec-2010/April/August 2011
3.	Open/External Seminars (3 during the year)	Feb/June/Oct 2011
4.	INTOSAI (International Organisation of Supreme Audit Institutions) -SAI meeting	October 2011
5.	Seminar with Law-Makers	March-May /2011
	Workshop with Speakers/PAC/COPU of the Parliament and State Legislatures Chairpersons	August-Sept 2011
6.	Idea Exchange/Interviews/ Panel Discussions	Any time during the celebrations
7.	Documentary film	May 2011
8.	Recognition of Achievers	March-April 2011
9.	Grand Conclusion	16/11/2011