ଡ. ଅରବିନ୍ଦ କୁମାର ପାଢ଼ୀ
Dr. Arabinda Kumar Padhee, IAS
Additional Chief Secretary

Revenue and Disaster Management Department
Government of Odisha
Loka Seva Bhavan, Bhubaneswar-751001
Tel: + 91 674 2539023
Email: revsec.od@od.gov.in

No. RDM-NGEB-POLICY-0029-2022- 23794 **/R&DM dated** 06 JUN 2026

To

The Secretary, Board of Revenue, Odisha, Cuttack,
The Inspector General of Registration(IGR),
The Director, Land Record & Surveys(DLR & S),
The Director, ROTI, Bhubaneswar,
The Commissioner, Land Record and Settlement, Cuttack,
The Commissioner, Land Record and Survey, Cuttack
All RDCs,
The Land Reforms Commissioner(LRC),
All Collectors

Sub: Standard Operating Procedure (SOP) for outsourcing of Non-Consulting Services

Madam/Sir,

I invite reference to the subject cited above, and say that with a view to streamline the mechanism for outsourcing of non-consulting services across the Sub-ordinate Offices under the administrative control of the Revenue & DM Department, the following Standard Operating Procedure (SOP) is hereby formulated.

In pursuance of the provisions of the Odisha General Financial Rules (OGFR), and guidelines issued from time to time by the Finance Department and the GA & PG Department, the following instructions are hereby prescribed to simplify the processes and ensuring continuity of essential services in the offices under Revenue Administration ;

1. All Office Establishments under Revenue & DM Department shall initially procure outsourcing of non-consulting services such as office support services, sweeping and cleaning services, housekeeping services, catering services for special circuit houses/circuit houses and Revenue IB etc. only after Prior Concurrence of Finance Department as mandated in FD Letter No. 21719,

dated 24.07.2025 following the guidelines enumerated in the Model Bid for outsourcing of services available in the Finance Deptt. website at www.finance.odisha.gov.in/OGFR.asp.

2. The Sub-ordinate Offices shall submit the proposal for procurement of outsourcing services as mentioned at point No. 1 above with cogent reasons to their concerned Controlling Offices such as Board of Revenue, IGR, and DLRS etc. who are preparing budget for their Sub-ordinate Offices.
3. Thereafter, the Controlling Office(s) will scrutinize, recommend and submit such proposals to Government in Revenue & DM Department subject to budget provision.
4. The Government in Revenue & DM Department will obtain concurrence from Finance Department to the proposals of offices in respect of initial/first time procurement of outsourcing services.
5. The Concurrence and instructions of Finance Department in each proposal will be communicated to the Sub-ordinate Offices for strict adherence. The concerned Controlling Office should monitor and ensure the adherence by the Sub-ordinate office(s) under their administrative control.
6. The procurement of outsourcing of non-consulting services must be followed as per procurement guidelines contained in Rules 261 to 267 of revised OGFR of 2023**(Annexure-I)**.
7. As mandated in OGFR, the Contract for outsourcing of non-consulting services shall not be open-ended. The tenure of the contract shall have a fixed duration and clearly mentioned in the RfP document, agreement, work order, etc. In case of non-satisfactory performance or violation of terms and conditions of the contract, the contract can be terminated at any time by giving 2 months' notice. Subject to satisfactory performance, the contract can be renewed for not more than 50% of the original contract period, with approval of next higher authority. Fresh tender/selection of service provider(s) shall be made well ahead of the completion of the contract period.
8. Further, all sub-ordinate offices who procure outsourcing services, must periodically review the adequacy of such services. If any services already

concurred by FD needs further up gradation / modification, fresh concurrence from the Finance Department should be obtained in the same way as mentioned at point 1 to 5 above.

9. Moreover, in case of engagement of manpower through outsourcing agencies, the concerned offices should follow the remuneration structures as detailed in GA & PG Department letter No. 8365, dated 12.03.2024 & Resolution No. 7982, dated 07.03.2024.(**Annexure-II**)
10. It is imperative that all Offices under this Department should remain updated with any further Notifications/guidelines issued by any Department time to time and take appropriate steps in this regard to avoid litigations in future.

You are, therefore, requested to take necessary action accordingly for outsourcing of non-consulting services in your Office Establishment as well as Offices under your administrative control and ensure strict compliance with the aforementioned guidelines.

This is being issued with the Government approval.

Yours faithfully,

Additional Chief Secretary to Government

06.6.2024

(i) The details of the work or service to be performed by the service provider;

(ii) The facilities and the inputs/materials which will be provided to the service provider by the procuring authority;

(iii) Eligibility and qualification criteria to be met by the service provider for performing the required work / service; and

(iv) The statutory and contractual obligations to be complied with by the service provider.

260. Model Bidding Documents :

(i) The Model Bidding Documents, for use by the Administrative Departments/Heads of the Departments/ Other Government Offices for (i) Outsourcing of other services for small offices and (ii)Comprehensive Facilities Management Services for Offices having larger built up Area of 40,000 sq.ft. or more, consist of a complete framework including instruction to Bidders, General Conditions of Contract, Technical Specification for model scope of the work (as indicative list of scopes) and evaluation of the proposals.

(ii) The soft copies of the model bidding documents for the above services are available in the Finance Deptt. website at www.finance.odisha.gov.in/OGFR.asp.

261. Procurement of Non-Consulting Services from e-platform :

(i) Administrative Departments, Heads of Department and other field offices may procure Non-Consulting Services from any authorized e-platform such as GeM, MSTC Ltd, State E-procurement portal etc. that is available on its platform.

(ii) If the services are to be procured from e-platform, Reverse Auction (RA) and Analytics tools available on such platform shall be mandatorily used to ensure reasonableness of price.

[261 A. Procurement through Local Purchase Committee:

(i) Procurement of Non-Consulting Services, up to Rs 25,00,000/-, on each case may be made on the recommendation of a duly constituted Local Purchase Committee consisting of 3 members of appropriate level as decided by the competent authority.

(ii) The committee shall identify the appropriate supplier for supply of the required service, without going through the conventional procedure of obtaining quotations from the suitable suppliers.

(iii) Before recommending placement of the purchase order, the members of the committee will jointly record a certificate as under:

'Certified that we, _____ members of the Purchase Committee are jointly and individually satisfied that the service provider is not debarred by State Government'.][39]

262. Invitation of Bids :

(i) For Procurement of Non-Consulting Services **[above Rs 25,00,000/-and up to Rs 50,00,000/-]**[40], the competent authority shall scrutinize the preliminary list of likely service providers as identified as per the provisions of **Rule-258**, decide the prima facie eligible and capable service providers and issue RFP as per Model Bidding Document to those shortlisted firms on a limited tender enquiry basis asking for their offers by a specified date and time as per standard practice. The number of the service providers so identified for issuing limited tender enquiry shall not be less than three.

ii) For Procurement of Non-Consulting Services above [**Rs 50,00,000/-**][41], the competent authority shall issue advertised single stage tender enquiry asking for the offers by a specified date and time. Advertisement in such a case shall be published in two largely circulated Newspapers (One English Daily and One Odia Daily) and in the website of the concerned Administrative Department. An organisation having its own website shall also publish all its advertised tender enquiry on its website.

263. Late Bids : Late bids i.e. bids received after the specified date and time of receipt shall not be considered.

264. Evaluation of Bids Received :

(i) The Administrative Departments shall evaluate, segregate, rank the responsive bids and select the successful bidder for placement of the contract.

(ii) Technical evaluation of the bids in case of outsourcing of services of routine jobs and small offices will be done to determine whether the bid complied to the prescribed eligibility condition and the requisite documents/information have been properly furnished by the bidder or not. Bidders qualified the technical evaluation stage will be considered for opening of the financial bids. The financial bids shall be evaluated on the basis of Least Cost Selection Method.

---

[39] Inserted vide FDOM No 16832/F Dated 04.06.2025
[40] Substituted vide FDOM No 16832/F Dated 04.06.2025 for " up to Rs 10,00,000/-".
[41] Substituted vide FDOM No 16832/F Dated 04.06.2025 for " Rs 10,00,000/-".

(iii) The technical proposal of the bidders, in case of comprehensive Facilities Management Services, will be evaluated as per the prescribed technical score and the bidder who scores 70% or above will be technically qualified and shall be considered for financial evaluation. L1 offer among the technically qualified offers is selected on price criterion alone.

(iv) [The minimum rate of service charge shall be 3.85% (3% profit plus transaction charge). The procuring entity may also fix the service charge above 3.85% with proper justification, whenever required, provided that the service charge should not exceed 7% in any case.

"**Note 1:** In case of multiple bidders quoting the lowest service charge, L1 shall be selected through a transparent system of lottery.

Note 2: While calculating the service charge, statutory dues including (but not limited to) EPF, ESI, GST, etc. shall not be included in the price.][42]

(v) The Committee constituted under Delegation of Financial Power Rule, 1978 will evaluate the responsive bids and select the successful bidder for placement of the contract. The tender inviting authority will award the contract to the bidder whose bid has been determined as the lowest and competitive evaluated bid price.

265. Procurement of Non-Consulting Services by nomination : In exceptional situations when it became necessary to procure a service from a particular service provider, adequate justification shall be available for such selection through nomination basis. In such case, prior approval of the next higher authority shall be obtained.

266. Negotiation and award of contract:

(i) Negotiations are not an essential part of the selection process. In many cases, however, it is felt necessary to conduct negotiations with the selected service provider. Negotiations shall include discussions on staffing, Department's inputs, and special conditions of the contract. These discussions shall not substantially alter the original terms of the contract, lest the quality of service, its cost, and the relevance of the initial evaluation be affected.

(ii) Financial negotiations shall only be carried out if due to negotiations as mentioned in sub rule (i) above, there is any change in scope of work which has any financial bearing on the final prices or of the costs/cost elements quoted are not found to be reasonable. In such negotiations, the selected firm may also be asked to justify and demonstrate that the prices proposed in the contract are not out of line with the rates being charged for other similar assignments. However, in no case such financial negotiation should result into increase in

[42] Substituted vide FDOM No 16832/F Dated 04.06.2025 for "The minimum rate of service charge shall be 3.85% (3% profit plus transaction charge). The procuring entity may also fix the service charge above 3.85% with proper justification, whenever required, provided that the service charge should not exceed 7% in any case."

the financial cost as originally quoted and on which basis the service provider has been called for the negotiations.

(iii) In case of Least Cost Selection method, if the negotiation with L1 bidder fails, then the Procuring authority may invite the L2 bidder to execute the assignment at the Price of L1. If the negotiation with the L2 bidder fails, the Procuring authority shall cancel the bidding process and re-invite the bids for the assignment.

267. Monitoring the Contract : The competent authority should be involved throughout in the conduct of the contract and continuously monitor the performance of the service provider.

Annexure-II

Government of Odisha
General Administration and Public Grievance Department
****

No. **GAD-SC-GCS-0225-2023-8365** /Gen. Bhubaneswar, dated **12-Mar-2024**

From
Shri Ganesh Chandra Patra,
O.S.D. - cum - Additional Secretary to Government

To
All Departments

Sub:- Monthly Remuneration to Outsourced Employees- clarification

I am directed to say that Resolution No 7982/7.3.2024 has been issued by GA & PG Department prescribing the enhancement of monthly remuneration of the outsourced employees which will be paid to the Service Providing Agencies (SPA) for subsequent credit to the account of the outsourced employees.

Some confusion has come up with regard to applicability of the above Resolution. It is clarified that:

i) The Resolution No 7982/7.3.2024 of GA & PG Department is applicable to the outsourced employees who have been engaged by the SPA on signing of annual agreement with the SPA and Government.

ii) The remuneration was earlier paid to such outsourced employees through SPA as per Finance Department Letter No 30722/6.11.2021. As per the latest Resolution issued by the GA & PG Department, an increase of 25% on the remuneration of 2021 along with experience based enhancement has been allowed.

iii) Some outsourced employees are receiving remuneration at a rate which does not fit to the revised remuneration fixed by the FD in their Letter no 30722/6.11.2021. Such outsourced employees will also not fit to the slabs fixed by GA & PG Department now. In such cases, the revised remuneration will be calculated by enhancement of 25% on the existing remuneration and will be fixed at the nearest higher slab as per the new Resolution of GA & PG Department.

iv) This revised remuneration shall not be applicable to the daily wage employees, NMR, DLR who are paid remuneration as prescribed by the Labour & ESI Department. The wages of such labourers is fixed and enhanced by the L& ESI Department basing of the type

of workers (Skilled, Semi-skilled or Unskilled). Hence L & ESI Department will take appropriate steps for enhancement of wages, if required, as per rules.

v) The employers' contribution towards EPF and ESI for personnel outsourced through service provider will be reimbursed over and above the amount of consolidated remuneration subject to satisfactory proof of such contribution made.

vi) This revision will be effective from 01.02.2024 uniformly for all existing outsourcing contracts as well as new contracts after 01.02.2024. The existing contracts may be modified accordingly.

vii) GA & PG Department may be consulted for clarification on any doubts in this regard.

By order of Governor

12-3-2024

OSD-cum-Additional Secretary to Government

Memo No. 8366 /GAD Dated 12.03.2024

Copy forwarded to the Odisha Gazettee Cell in-charge, Odisha Gazettee Cell, C/o, Commerce Department for information with request to publish the resolution in the extraordinary issue of Odisha Gazettee and supply 200 copies of all the same to this department for official use.

12-3-2024

OSD-cum-Additional Secretary to Government

Memo No. 8367 /GAD Dated 12.03.2024

Copy forwarded to All Heads of the Department/All RDCs/All Collectors for information and necessary action.

12.3.2024

OSD-cum-Additional Secretary to Government

GAD-SC-GCS-0225-2023- 7982 /GAD

Government of Odisha
General Administration & Public Grievance Department

Dated the 07th March, 2024

RESOLUTION

****

Demands have been raised by various Service Provider Agencies to enhance the remuneration of the manpower provided by them to the Government from time to time, since the cost of living has been increased manifold in the meantime. It has been demanded by them to link the remuneration to the experience of the manpower, a mechanism for their grievance redressal, timely release of payments etc.

The remuneration of the Service Provider Agencies was last revised in November, 2021 vide FD Letter No 30722/6.11.21. Considering the demands of the Service Provider Agencies and the present cost of living, Government have been pleased to enhance the monthly remuneration to be paid by the SPAs with the conditions as enumerated below:

1. **TIMELY PAYMENTS:** To ensure timely payment of wages, the billing cycle is proposed to be operative from 21st of every month to the 20th of the succeeding month. Absentee Statement shall be generated by user agency/office latest by 21st of the month. The SPA shall submit the bills within the 23rd of each month. The Hiring Authority shall be under obligation to ensure passing of bills by 26th of the month and release of wages to the SPA latest by 28th of each month. The SPA shall be responsible for transfer of wages/remunerations within the next 48 hours and not later than the last day of every month. The timelines for billing cycle are given in the table below for better clarity:

TABLE -1

ACTION	PRESCRIBED TIMELINE	RESPONSIBILITY	ACTUAL DATE OF COMPLIANCE
Date of submission of Absentee Statement	16th day of the month	Controlling Officer/ Branch Head to Establishment Officer	
Submission of Bills by the SPA	20th day of the month	Service Provider Agency	
Approval of Bills by Department/Authority	25th day of the month	Establishment Officer	
Transfer of funds to SPAs bank account	28th day of the month	Establishment Officer	
Transfer of wages to Outsourced employee accounts by SPA.	30th/31st day of the month.	Service Provider Agency	

7/3/24

2. **GRIEVANCE CELL:** All the departments shall create a grievance cell to attend to the complaints of the Outsourced person/ Service Provider Agency. An Officer, not below the rank of a Group A Officer of the department shall be designated as Grievance Officer of the cell and his phone number and address should be made available to all outsourced persons / SPAs. The Grievance Officer shall call both the parties and reconcile the disputes. In case it is established that the Outsourcing Agency has committed any serious violation, action in accordance with rules shall be taken by the Concerned Authorities. A standard format for grievance shall be prescribed by GA & PG Department for submission of grievance by the petitioners.

3. **MONTHLY REPORTING & REVIEW:** The officer responsible for Office Establishment dealing with payments to Outsourcing Agency shall submit a monthly report in the prescribed format (TABLE -1) within the first week of every succeeding month to the Head of Office, who shall review the performance in this regard and keep a record of same.

4. **"THE ODISHA OUTSOURCED EMPLOYEES OMBUDSMAN":**

State Government shall set-up the "Odisha State Outsourcing Employees Ombudsman" (Here-in-after referred to as Ombudsman), which shall serve as a dedicated platform for addressing concerns and ensuring a fair and transparent environment for both employees and employers involved in outsourcing of manpower and services to State Government offices and its agencies. The purpose of this "Ombudsman" is to provide a neutral space to resolve disputes, facilitate open communication, and uphold the rights of all parties involved. The primary objective of the Outsourcing Employees Ombudsman is to establish a framework that promotes fairness, transparency, and effective conflict resolution within the context of outsourcing. This shall create a neutral and impartial platform where both outsourced employees and employers can address concerns, resolve disputes, and ensure that the rights and interests of all parties are protected. Through open communication and collaborative problem-solving, we strive to foster a productive and harmonious outsourcing environment that benefits everyone involved. *(Separate Rules shall be framed by GA & PG Department for governing the selection, powers, functions, service conditions, remunerations etc. of the Ombudsman).*

5. **TIMELY DEPOSIT OF STATUTORY DUES:** All Statutory Dues payable on account of the Outsourced employee shall be deposited by the SPA, well within the legally prescribed time and documentary evidence of same shall be submitted along-with the bills of subsequent month. If any SPA fails to deposit the statutory dues, it shall be liable for penal action as per law, in addition to including cancelation of their license by the Competent Authority, cancellation of contract and blacklisting following the principles of Natural Justice.

6. **MATERNITY LEAVE:** The SPA can claim Paid Maternity Leave in case of lady engage subject to a maximum of 4 months (120 days) for first two issues as per eligibility.

7/5/24

7. ENHANCEMENT OF REMUNERATION: Demands have been raised by the Service Provider Agencies for enhancement of remuneration in relation to the increase in cost of living and commensurate to the experience gained by the manpower provided. The Service Provider Agencies have signed an agreement with the State Government Departments for providing manpower and are governed by the terms of agreement. However, it is correct that the cost of living has been rising mandating increase in remuneration as also the fact that remuneration ought to be in relation to experience gained.

After examining the cost of living and considering the demands and keeping in view the principles of remuneration commensurate to the experience of the manpower provided, State Government is pleased to announce enhancement of remuneration as per the TABLE - 2 below:

TABLE - 2

REVISED RATE OF REMUNERATION (EFFECTIVE FROM FEBRUARY 2024)							
SL NO.	**EXISTING MONTHLY REMUNERATION**	**REVISED MONTHLY REMUNERATION BASED ON YEARS OF EXPERIENCE**					
SL. NO.	WAGES PER MONTH	**Less than 5 years**	**5+ to 10 years**	**10+ to 15 years**	**15+ to 20 years**	**20+ to 25 Years**	**More than 25 years**
1	10100	12600	13600	14600	15600	16600	17600
2	10500	13100	14100	15100	16100	17100	18100
3	10900	13600	14600	15600	16600	17600	18600
4	11100	13900	14900	15900	16900	17900	18900
5	11200	14000	15000	16000	17000	18000	19000
6	11500	14400	15400	16400	17400	18400	19400
7	11900	14900	15900	16900	17900	18900	19900
8	12500	15600	16600	17600	18600	19600	20600
9	21100	26400	27400	28400	29400	30400	31400

All State Government Departments, which have hired the services of Service Provider Agencies and signed agreement with them, shall sign new/supplementary agreement, as the case may be, with respective SPAs and incorporate the enhancements prescribed above, without delay.

Provided that, it shall be the responsibility of the Service Provider Agency to submit proof of experience of the engaged person to make application for admissibility of higher rate of remuneration based on experience. Such application shall have to be made in the online portal/application to be developed by GA & PG Department as per clause 10, provide all documentary and credible evidence *(Example: certificate of engagement signed by the concerned Department in favour of the person provided by the concerned SPA/ pay-slips issued by the SPA, Letter of Engagement issued by the SPA to the person, if any, bank statement as proof of*

7/5/24

transfer by SPA to the account of the personnel, etc.) in support of the period of such engagement.

Provided further, that such a higher rate of remuneration shall be provided only after due verification and authentication of such documents/ records furnished by the department in which the personnel is currently engaged.

8. SERVICE FEE BY SPAs: The Service Fee being the primary "Bid evaluation parameter" cannot be amended until the currency of the contract comes to conclusion. Any such change in the Service Charges at this stage would amount to changing the "Bid Evaluation Criteria/Parameter" which can render the entire tender process infructuous. Therefore, this demand may not be acceded to. Therefore, in future, whenever, fresh tenders are invited and agreements are made, the minimum rate of Service Charges as prescribed by Finance Department shall be the basic minimum which any Manpower Agency can quote. Any rate less than the minimum shall not be accepted.

9. DEVELOPMENT OF SOFTWARE APPLICATION:

GA & PG Department shall use the services of CMGI to develop a user-friendly software application for use by the Engaged persons, Service Provider Agencies and the Government Departments. Such application shall also be available on mobile platform to facilitate submission of grievances by manpower and SPAs, viewing of full, and timely deposit of statutory dues by SPAs, Monitoring of timely payment of wages by the Departments and the SPAs etc. The prototype of the application software shall be developed within next two to three months.

10. APPLICABILITY OF ABOVE PROVISIONS:

A. All personnel who have been receiving remuneration directly from departments and not through any Service Providers shall also be covered under this regulation/ notification.

B. Persons engaged by State PSUs, Corporations, Societies, Associations and similar organizations functioning under the State Government Departments (except consultants) shall also be governed by the above rules.

11. EXCEPTIONS TO THE ABOVE RULES: Any person who has been receiving remuneration, more than the present entitlement, their remuneration shall be protected.

Provided that, henceforth, any such remuneration shall not be enhanced in future by the Department concerned, without the prior concurrence of GA & PG and Finance Department.

By order of Governor

Additional Chief Secretary to Government

Memo No. 7983 /GAD Dated 07-03-2024

Copy forwarded to the Odisha Gazettee Cell in-charge, Odisha Gazette Cell, C/o, Commerce Department for information with request to publish the resolution in the extraordinary issue of the Odisha Gazettee and supply 200 copies of the same to this department for official use.

7.3.2024

OSD-cum-Additional Secretary to Government

Memo No. 7984 /GAD Dated 07-03-2024

Copy forwarded to All Departments of Government/All Heads of the Department/All RDCs/All Collectors for information and necessary action.

7.3.2024

OSD-cum-Additional Secretary to Government