



सत्यमेव जयते

भारत सरकार / GOVERNMENT OF INDIA
पत्तन, पोत परिवहन और जलमार्ग मंत्रालय
MINISTRY OF PORTS, SHIPPING AND WATERWAYS

नौवहन महानिदेशालय, मुंबई

DIRECTORATE GENERAL OF SHIPPING, MUMBAI

F.No. 14-25011/10/2024-FA-DGS(C.No.30647)

Dated: 02.09.2025

OFFICE ORDER No. 101/2025

Subject: Non-restriction of communication with prospective bidders during E-Procurement processes.

The Director General, Shipping being the Competent Authority hereby issues the following order in relation to non-restriction of communication between any officials/ consultants of the Directorate General of Shipping and any prospective bidders intending to participate in any of the E-Procurements being carried out by the Directorate General of Shipping.

Background:

1. **E-Procurement being Mandatory:** As per the Rule 160 of GFR 2017, it is mandatory for Ministries/ Departments to receive all bids through e-procurement portals in respect of all procurements.
2. **Benefits of E-Procurement:** E-Procurement carried out via GeM and C-PPP removes any biases and is aimed at open, non-discriminatory, and efficient procurement through transparent procedures. Rule 173 of GFR highlights the transparency, competition, fairness and elimination of arbitrariness in the procurement process which both GeM & C-PPP are compliant with as inviolable platforms.
3. **E-Procurement Threshold:** As per Office Order 132/2024 of Directorate General of Shipping dated 28.10.2024 (Procurement Compliance Order), the E-procurement threshold for DG Shipping has been notified at Rupees One Lakh. All procurements of goods, services and works above the pecuniary worth of Rupees One Lakh (Rs. 1,00,000/-) shall be exclusively procured by E-procurement only.
4. **Procurement Process:** A Seven Step procurement process has been notified in Office Order 132/2024 of Directorate General of Shipping dated 28.10.2024 (Procurement Compliance Order) which outlines the necessary steps of procurement. The aim of the procurement process is to ensure the right balance between cost and requirement in accordance with the 5 R's of procurement, Right Quality, Right Quantity, Right Price, Right Time and Place, and Right Source, while upholding the five fundamental principles of public procurement, namely the transparency principle, professionalism principle, broader obligations

[Signature]
02/09/25

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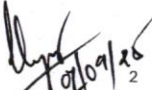
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principle, extrinsic legal principle, and public accountability principle; further, it must comply with the standards (canons) of financial propriety and embrace the concept of value for money through the efficient, effective, and economic use of resources, evaluation of relevant costs and benefits, assessment of risks, and consideration of non-price attributes and life cycle costs as mentioned in Paragraphs 1.5-1.8 of the Manual of Procurement of Goods/Manual of Procurement of Consultancy and other services.

5. **Procurement Steps** The specific steps within the procurement process which relate to communication with vendors during the bidding process are as follow:

- a. **Pre-NIT Conference:** In complex and innovative procurement cases or where the procuring entity may not have the required knowledge to formulate tender provisions, a Pre-NIT conference (before finalising/publishing NIT) may help the procuring entity in obtaining inputs from the industry. Such conferences should be widely publicised so that different potential suppliers can attend. All inputs received from the probable bidders in such conference shall be compiled/ minuted, and requirements finalised (with the approval of the Technical committee, if formed, by the competent authority). In a more complex, large, and green-field/ blue-sky project, Two-Stage Tendering (with EoI) would be more appropriate and transparent. (Per 5.2.3 of Manual of Procurement of Goods)
- b. **Publishing Expression of Interest:** As per GFR Rule 183, for all tenders above the pecuniary worth of Rs. Fifty Lakh (Rs50,00,000/-), enquiry for seeking Expression of Interest is needed to be published on C-PPP/GeM which should include in brief, the broad scope of work or service, eligibility and the pre-qualification criteria to be met by the consultant(s) and consultant's past experience in similar work or service. The consultants may also be asked to send their comments on the objectives and scope of the work or service projected in the enquiry. Adequate time should be allowed for getting responses from interested consultants. The comments from these prospective bidders are essential in ascertaining the bidder interest and ensure right-sizing and correct estimation of the procurement activity.
- c. **Qualification & Work Experience Criteria:** The pre-qualification and work experience criteria are decided on the basis of the actuals of the procurement being envisaged and as per the guidelines in the GFR/Manuals of Procurement/ CVC guidelines. This prevents the criteria from being manipulated to favour any prospective bidders.
- d. **Publishing RFP:** It is mandatory for all Ministries/Departments of the Central Government, their attached and subordinate offices, and autonomous/statutory bodies to publish their tender enquiries, corrigenda



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thereof and details of bid awards online on the GeM-Central Public Procurement Portal (CPPP) and also on their website.

- e. **Pre-Bid Conference:** In case of turnkey contracts or sophisticated and resource intensive equipment, large works and complex consultancy assignments, a suitable provision shall be kept in the tender documents for one or more pre-bid conferences (after the NIT and Tender Documents have been published) for clarifying issues/clearing doubts, if any, and for ensuring a level playing field, relating to the specifications and other allied technical/commercial details. After the pre-bid conference, minutes of the pre-bid conference shall be published on the Procuring Entity's portal within seven days of the conference. If required, a clarification letter and corrigendum to the Tender Document (as per para 5.1.5 of MoPG) shall be issued, containing amendments to various provisions of the Tender Document, which shall form part of the Tender Document. To give reasonable time to the prospective bidders to take such clarifications into account in preparing their bids, the Procuring Entity may suitably extend, as necessary, the deadline for the bid submission (as per para 5.1.6 of MoPG).
- f. **Receipt of Bids:** Integral & secured bids are received via E-Procurement platforms in either single or two envelope process which are non-changeable and this is followed by price-discovery which is an online transparent process.

Directives:

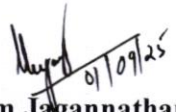
1. It is hereby directed that up till the e-bid submission in the bidding process, any official/consultant of the Directorate General of Shipping may freely interact with the prospective bidders for any clarifications/ inputs in the procurements. This shall be particularly relevant when engaging in the market analysis and the right sizing for the bid and all officials including consultants engaged for the process are free to speak to as many vendor and communicate as effective as finally a distillate for the market analysis would be done for the base line pricing and internal estimates for the bid.
2. Ab initio these may or may not be formal discussions but nonetheless, the E-Procurement process as laid above ensures that the procurement is free from any biases or ambiguities by its structure.
3. Thus, any interaction with any prospective bidders for inputs on bidder interest, right sizing or other relevant details would only benefit the procurement process by making it more efficient and does not affect the transparency and fairness of the bid process as it is screened through an E-Procurement Platform which cannot be manipulated.


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4. It has been noted that multiple procurements in the Directorate General of Shipping, being tendered out via E-Procurement have had poor responses despite being open for long periods of time with multiple extensions issued to encourage participation and competition. (Annexure A)
5. This has been due to certain quarters/supervisory custodians/ Evaluation Committee members giving verbal instructions to not interact with bidders or a perception created of interacting with vendors is incorrect thereby creating situations where required clarifications/right-sizing/ familiarity related to scoping, milestones, deliverables etc are not readily available. Due to this artificial communication barrier, this integrity of E-Procurement with respect to rule 174 of the GFR (Efficiency, Economy and Accountability in Public Procurement System) is being compromised by not letting officials communicate with prospective bidders.
6. Despite multiple weekly reiterations on procurement and capacity building, the undersigned finds that the above has made the procurement process convoluted and inefficient.
7. Thus, it is reiterated that anyone can interact with any prospective bidders till the submission of the electronic bids till the technical and financial bid submission stage only and solely for the E- Procurement process. This order shall not apply to the Local purchase committee procurements that are below the e- procurement threshold limit of Rs 1,00,000 (Rupees one lakh only).
8. Post the submission of the bids, during the evaluation stage, only the primary, secondary and supervisory custodians and the consultant if any, involved in the bid process management, may interact on need-to-know basis with the bidders, and they must appraise all these interactions to the technical evaluation committee and a formal record should be retained. Post bid submission by vendors, they are then interested parties and interactions unless only documented in mail, may create falsified perception and could be a ground for improper application in public office, hence post bid submission, only the primary, secondary and supervisory custodian may interact including the consultant that has handled the bid process management thereof.
9. All aspects related to the Integrity pact and declaration officially of not being an interested party should be essentially on record for all Primary, secondary and supervisory custodian and also the consultant representative supporting the bid process management if any. This is in continuation of the specific mandates specified in the Manuals of Procurement of Goods, Services and Works specifically.


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10. Additional to this order, a subsequent order regarding proper process flow and guidelines for technical and financial evaluation by the tender evaluation committee will be notified. All aspects of this order are in furthering the fundamental principles of public procurement as codified in the general financial rules and the procedural and interpretational framework as embodied in the manual of procurement of goods, services and works separately and not in any manner ultravires thereof. In the event of any interpretation suggesting thereof, by default, ab initio, this order shall be subjugate to the parent guidelines in the general financial rules and the manuals of procurement. The objective of this order is to clarify specific aspects to the officials of the Directorate General of Shipping to ensure effective and efficient public procurement as provisioned in Rule 174 of GFR.


(Shyam Jagannathan)
Director General of Shipping

Encl: As above.

To,

- i. DG Secretariat
- ii. Office of the Addl. DGS.
- iii. PS to CS/NA/CSS
- iv. All the Officers of the DGS
- v. All Allied Offices.

Annexure A: Delays in ongoing Procurements

Sl. No.	Name of the procurement	Branch name	Primary/ Secondary/ Supervisory custodian	Date of initiation	EOI Published Date	RFP Published date	Delay from the Date of initiation as of 18-04-2025
1	ERP Solution for the Seafarer welfare fund society (SWFS)	CREW	Smt. Samruddhi More / Smt. Anita Sinha/ Capt. (Dr.) Daniel Joseph, DDG	15-07-2024	04-10-2024	26-03-2025	0 years, 9 months, 3 days
2	ERP solution for SPFO	CREW	Shri Bharat Parab	07-02-2024	04-02-2025	Pending	1 years, 2 months, 11 days
3	Selection of vendor to establish the Indian Global Maritime Safety Platform (IGMSP)	NAUTICAL	Shri Madhav Patil/ Capt. Harinder Singh/ Capt. A.K. Azad, NA.	27-11-2023	26-03-2025	Pending	1 years, 4 months, 22 days
4	Integrated Ship building Portal	SD	Shri Nebu Oommen	27-11-2023	Pending	Pending	1 years, 4 months, 22 days
5	Geo spatial Support for Decision Making	NAUTICAL	Shri Madhav Patil/ Capt. Nitin Mukesh/ Capt. A.K. Azad, NA	15-06-2024	Pending	Pending	0 years, 10 months, 3 days
6	Learning Management System	TRAINING	Shri Shishupal Kotangle/ Shri Jitendra Jadhav/ Shri Deependra Singh Bisen, DDG	22-09-2023	11-04-2025	Pending	1 years, 6 months, 27 days
7	Network Operation Centre	IT & E GOV.	Shri Amit Verma/ Shri Jitendra Jadhav/ Shri Ravi Kumar M, DDG	27-10-2023	07-11-2024	03-04-2025	1 years, 5 months, 22 days
8	Command Control Centre	IT & E GOV.	Miss Namithasree M, Shri Jitendra Jadhav/ Shri Deependra Singh Bisen, DDG.	20-09-2023	11-03-2025	Pending	1 years, 6 months, 29 days
9	Digital Record Room	IT & E GOV.	Miss Namithasree/ Shri Jitendra Jadhav/ Shri Ravi Kumar M, DDG	27-09-2023	08-11-2024	Pending	1 years, 6 months, 22 days
10	Digital simulator-based training	IT & E GOV.	Shri Amit Verma/ Shri Jitendra	27-11-2023	Pending	Pending	1 years, 4 months, 22 days

Sl. No.	Name of the procurement	Branch name	Primary/ Secondary/ Supervisory custodian	Date of initiation	EOI Published Date	RFP Published date	Delay from the Date of initiation as of 18-04-2025
			Jadhav/ Shri Ravi Kumar M, DDG				
11	Facial Recognition System	IT & E GOV.	Shri Ravinder Kumar/ Shri Jitendra Jadhav/ Shri Deependra Singh Bisen, DDG	10-02-2024		03-04-2025	1 years, 2 months, 8 days