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ODISHA ELECTRICITY REGULATORY COMMISSION

BIDYUT NIYAMAK BHAWAN PLOT NO.4, OERC ROAD, SHAILASHREE VIHAR, BHUBANESWAR -751021 TEL. No. 2721048, 2721049

> E-MAIL: oerc@odisha.gov.in / orierc@gmail.com WEBSITE: www.orierc.org

NOTICE

No- OP-No-.01/2025-1347

Date - 25.10.2025

Odisha Electricity Regulatory Commission (OERC) invites bids from Chartered Accountant firms with expertise both in audit of accounts and technical field in power sector particularly in Distribution sector for assisting the Commission in conducting Regulatory Audit of Books of Accounts of two DISCOMS of Odisha as per the direction of Hon'ble Supreme Court.

The 'Request for Proposal' is available in the OERC official website. The bidding firm should furnish the bid as per RFP including details of their credentials. They will also be required to make presentation giving a broad outline of the understanding of the assignment, manpower capability and past experience in undertaking similar assignments.

The bids should reach Secretary, **OERC latest by 5.00 PM of 27th November 2025.** OERC reserves the right to reject the application of any of the intending Auditors without assigning any reason thereof.

By order of the Commission

Sd/-SECRETARY

ODISHA ELECTRICITY REGULATORY COMMISSION

Appointment of Auditor for Regulatory Audit of Books of Accounts of Tata Power Central Odisha Distribution Ltd. (TPCODL) and Tata Power Southern Odisha Distribution Ltd. (TPSODL) for FY 2020-21 to 2022-23

REQUEST FOR PROPOSAL (RFP)

October 2025

1 Background

- 1.1 The Commission has granted the license to TPCODL as per Electricity Act, 2003 to take over the responsibility of management of Distribution System of Central part of Odisha covering five (5) Districts and four distribution circles namely Bhubaneswar, Cuttack, Paradeep & Dhenkanal & part of Jajpur Circle for supply of power in its area of operation. Similarly, TPSODL has been granted licensee to take over the responsibility of management of Distribution System of Southern part of Odisha covering eight (8) district and six (6) distribution Circles namely Berhampur, Berhampur City Aska, Jeypore, Bhanjanagar & Rayagada for supply of power in its area of operation. The expenses of DISCOMs are examined by the Commission in accordance with the Regulations, direction, guidelines issued by the Commission from time to time.
- 1.2 The Commission (OERC) in their order dated 24.03.2025 relating to on Annual Revenue Requirement (ARR) and Wheeling Retail Supply Tariff of the DISCOMs for FY 2025-26 had directed in Para 264 as follows:

264. The True up expenses for FY 2020-2021, FY 2021-22 and FY 2022-23 has been summarized in the Table below:

Table - 88 (Rs. in Cr.)

Particulars	TPWODL	TPNODL	TPSODL	TPCODL	Total
True up Surplus for FY 2020-21	94.86	0.00	21.68	-43.46	73.08
True up Surplus for FY 2021-22	609.96	51.77	46.29	102.13	810.14
True up Surplus for FY 2022-23	649.76	31.58	-201.18	97.34	577.51
Total True up Surplus	1354.58	83.35	-133.21	156.00	1460.72
Adjusted in ARR 2022-23	150.00	0.00	60.00	140.00	350.00
Adjusted in ARR 2023-24	663.96	65.59	40.49	83.33	853.37
Adjusted in ARR 2024-25	510.00	0.00	21.57	5.84	537.41
Total True up Surplus adjusted	1323.96	65.59	122.06	229.17	1740.78
Available surplus to be carried forward	30.62	17.76	-255.27	-73.17	-280.06

1.3 Since, TPSODL and TPCODL had negative gap in their ARR after truing up upto the FY 2022-23, Hon'ble Appellate Tribunal for Electricity (APTEL) in their proceeding in OP No. 1 of 2025 dated 26.09.2025 has directed Odisha Electricity Regulatory Commission (OERC) as follows:

"As per the direction of the Supreme Court, the State Commissions are required to undertake a strict and intensive audit of the circumstances in which Discoms have continued without recovery of Revenue deficit/regulatory assets."

The RFP is for engaging an Auditor for Regulatory Audit of Books of Account (as per Companies Act) of two (2) DISCOMs (TPSODL & TPCODL) relating to Revenue deficit/ regulatory assets after carrying out truing up exercise for

the period from FY 2020-21 to FY 2022-23 and the scope of work shall be as per Clause No.4 of the RFP.

2 Schedule for bidding process

SL.	Particulars	Date/Time
No.		
1	Date of publication of RFP in the website of OERC	27.10.2025
2	Closing date for submission of bid/proposal	27.11.2025
3	Bid Opening date for technical bids/proposals	28.11.2025

3 Language of Bid Proposal

The offer must be submitted in English language. All documents, correspondences or any other written material in connection with this work/assignment shall be in English language.

4 Scope of work

4.1 To comply with the direction of Hon'ble APTEL, the Audit Firm shall check the financial viability of TPCODL and TPSODL in view of Regulatory Assets (Gap) in their ARR. This compliance requires detailed study of fund flow in the various activities of those DISCOMs. To list a few, the Audit report shall inter alia include the following:

4.2 **Power Purchase Cost**

- I. Reconciliation of Power purchase quantum, cost
- II. Reconciliation of Transmission Charges (ISTS & Intra State) and SLDC charge

4.3 **BILLING AND REVENUE**

- I. Reconciliation of Sales
- II. Reconciliation of Category-wise Revenue billed/bills raised
- III. Reconciliation of Category-wise Revenue collected
- IV. Quarterly Reconciliation of Subsidy from Govt. of Odisha
- V. Monthly Reconciliation of flow into Pension trust fund and pension actually paid
- VI. Direct expenses of other business,
- VII. Verification of component-wise (Fixed Charges, Energy Charges, etc.) Billed to individual consumers and revenue collected thereof from Billing Dump and from bank statement.

4.4 Others

Reconciliation of actual details of capitalization for each quarter of the year vis-à-vis the date of in-principle approval of such capitalization by the Commission. Further, the following break-up/work w.r.t. to capitalization are to be included in the report:

- a. The details of actual capitalization as per audited accounts under different heads such as Material Cost, Labour Cost, Interest during construction (IDC), Employee expenses capitalised, A&G expenses capitalized, etc.
- b. Percentage of capitalisation of Employee expenses and A&G expenses out of total employee expenses and A&G expenses.
- c. Details of computation of IDC clearly specifying the fund flow and rate of interest.
- d. Amount capitalised by Distribution Licensee on account of replacement / repair of existing assets and to comment/ qualify whether the amount booked by Distribution Licensee on account of replacement / repair of existing assets under capitalisation is correct or should be part of O&M expenses.
- e. Amount of actual capitalisation and addition in network capacity during the year under different network capacity heads.
- f. The amount of de-capitalization as per audited accounts.
- g. Bifurcation of Interest During Construction (IDC) into Cash IDC (to be considered as part of capital cost on COD) and Accrued IDC (to be considered as part of Capital cost in the year of payment)
- h. Related party transactions
- i. Inter DISCOM fund transfer
- j. Means of Financing for Capitalization, Working capital & Accumulated Revenue Gap through:
 - Equity
 - Debt
 - Consumer Contribution
 - Grant etc.
- k. Prudency of Cost of Debt Financing
- 1. Verification of Audited Financial Statement w.r.t. Segmental Reporting in respect of the distribution business and other businesses and disclosure of the same in the report.
- m. Computation of Weighted Average Rate of Interest excluding penal interest and additional interest on account of non-deposit of any collateral security, if any, on Loans availed for:
 - Capitalisation
 - Working Capital
- n. Reconciliation of Debtors and Computation of Billing and Collection Efficiency
- o. Verify any provisions created for doubtful debts, write-off of any doubtful debts along with write back of the consequent excess provision with reference to the Company's Policy for Provision/write-off of doubtful trade receivables. The same will be done with reference to the origin of the debt, collection efficiency claimed and admitted previously

- p. Actual O&M expenses:
 - Actual Employee expenses as per audited accounts.
 - Actual Administrative & General (A&G) Expenses as per audited accounts.
 - Actual Repair & Maintenance (R&M) expenses as per audited accounts.
 - Actual O&M expenses booked by the distribution licensee as per audited accounts, on different network capacity heads.
 - Amount of provisions been made under different heads in audited accounts
 - To comment whether all provisions made in audited accounts have been shown separately.
 - Amount of Loss or gain to be reported separately on account on decapitalization of assets.
 - Whether the water charges, statutory levies and taxes under O&M expenses have been indicated separately.
 - Bifurcation on Loss or gain on account of decapitalization of assets.
- q. Actual Other expenses.
- r. Reconciliation of Non Tariff Income as per regulatory provisions and other income as per Audited Financial Statement.

The Commission may broaden the scope of work, if necessary, within the frame work of Regulatory audit of Book of Account. The Consultant is also expected to critically examine the Books of Account basing on the parameters of the relevant Regulations, ARR and in accordance with the directives & policies issued by the Commission from time to time.

- 4.5 To evaluate the reasons/ circumstances which created Revenue Gaps.
- 4.6 To evaluate the financial health of TPCODL/TPSODL and fulfillment of regulatory requirements.
- 4.7 The auditing firm would assist the Commission in any other matter specifically asked by the Commission within the scope of work.
- 4.8 In summary the Audit Firm shall report to the Commission the financial viability of DISCOMs in spite of regulatory gap including strategy adopted by TPCODL and TPSODL to run their business smoothly. The Audit Firm shall also comment on the information submitted by those two DISCOMs to OERC in the form of financial statement upto FY 2022-23.

5 Qualification requirement of the Audit firm and supporting documents:

5.1 The auditing firm must be a Chartered Accountant (CA) partnership firms having experience in conducting Audits of transmission / distribution licensees or generating companies including internal audits, IFC audits or associated

- with works of State and Central Regulatory Commissions in tariff determination of licensees & generating companies during the last 10 years.
- 5.2 The Consulting firm must have successfully completed at least five (5) such assignments as on the last date of submission of bid. The Consulting Firm must submit the list of on-going and completed works/ assignments.
- 5.3 Chartered Accountant (CA) partnership firms should preferably have working knowledge of SAP module and Technical capability/ expertise for evaluation of various Technical/ commercial/financial parameters related to a Power Distribution System.
- 5.4 The Audit firm shall be responsible for examining and evaluating financial records, statements, and other relevant documents of DISCOMs to ensure their accuracy and compliance with applicable laws & regulations. Auditors should have a strong understanding of accounting principles, auditing standards, financial reporting, and relevant laws and regulations; Practical experience in compliance-related roles in different organizations, regulatory agencies, a thorough understanding of compliance frameworks and effective auditing techniques.
- 5.5 The Audit firm shall have average annual turnover of at least Rs 50 lakhs during last three financial years.
- 5.6 The document in support of qualifying requirement shall be as follows:

Sl.No.	Criteria	Particulars	Supporting Documents	
1	Eligible Entity	Firm of Chartered Accountants	Certificate of Registration	
2	Tenure of Establishment	Minimum 10 Years	Certificate of Registration	
4.	No. of Partners	Minimum 3 full time/whole- time working partner in last five financial years up to 31.03.2025	Certificate of Incorporation / Certificate of Practice of Partners (in case of Chartered Accountant)/ Firm Registration Number.	
5	Experience of the Firm	Accountant (CA) partnership	work/nature of work or audit.	

Sl.No.	Criteria	Particulars	Supporting Documents	
		Valid PAN, Valid GSTIN	Copy of PAN Card Copy	
		Registration	of Registration Certificate	
		No criminal Proceedings	GSTIN Certificate	
6	Other	pending against the Firm	Affidavit	
		and/or Partner (s) in any Court	Declaration to the effect that no	
		of Law in India or before any	criminal Proceedings pending	
		Disciplinary Committee of	against the Firm and/or Partner (s)	
		ICAI or any other professional	sional in any Court of Law in India or	
		institutes/ Govt. body.	before any Disciplinary	
			Committee of ICAI or any other	
			professional institutes/ Govt.	
			body.	

- 5.7 The RFP/Bid of any Audit firm will not be considered under any of the following condition:
 - If the Firm/Consultant or any partner thereof has been cautioned or any disciplinary action has been taken against the Firm or any partner by the Chartered Accountants Institutes or any other professional institutes / bodies.
 - If any court case or arbitration relating to disciplinary case is pending against the firm or any of its partners/ designated partner.
 - If any disciplinary action has been taken by any Government Company /
 Govt. Body / Govt. Authority / State or Central govt. on any ground
 against the firm/any partner/ designated partner.

General Requirement

- a) Language of the Bid shall be English only
- b) Bidder shall mention the name of the team leader & contact person(s) and complete address along with contact details, telephone numbers and email address in the covering letter.
- c) Any deviation from the conditions of RFP shall be clearly mentioned in the offer.
- 6.1 The Proposals should be in two parts, namely technical proposal and financial proposal.
 - (a) Bids are to be submitted in a single sealed envelope containing two envelops: Envelope-1 super scribing "Technical Bid" and Envelope-2 super scribing "Financial Bid"

(b) Envelope-1: Technical Bid (as per the prescribed Format-1). Envelope-2: Financial Bid (as per the prescribed Format-2) shall be submitted duly signed by an Authorized Signatory.

6.2 **Technical Bid/ Proposal**

- (a) The technical proposal/bid should contain details of the methodology to be adopted in carrying out the assignment addressing issues enumerated in the Scope of work.
- (b) The technical proposal should also contain details of the organization structure, number of offices, manpower, financial status, details of similar works carried out in the past.
- (c) Detailed Resumes of the personnel/experts (Financial &Technical) to be associated with the assignment shall be furnished mentioning their no. of years of working experience, qualification, experience details, task assigned to be incumbent etc.
- (d) The Criteria for evaluation of technical bid shall be based on criteria listed in following Table given below:

Sl.No.	Criteria	Particulars	Maximum marks/score
1	Tenure of	Five (10) years upto 15 years: 3	5
	Establishment	marks	
		More than 15 years: 5 marks	
2.	Average Annual	Rs 0.5 crs. to Rs. 2 crs.: 3 marks	5
	turnover for last	More than 2crs. : 5 marks	
	three (3)		
	financial years		
	No. of financial,	Finance Expert: 15 marks	30
	and Technical	(Qualified Chartered Accountant with	
	experts in the firm	10 to 15 years of experience post	
3.		qualification:10 marks and more than	
		15 years of experience: 15 marks)	
		Finance Expert: 5 marks per expert (Qualified Chartered Accountant with minimum 5 years of experience post qualification)	
		One Technical Expert: 5 marks [Graduate in Engineering (Electrical preferred) with minimum 10 years of experience post qualification]	

Sl.No.	Criteria	Particulars	Maximum marks/score
4	Experience of Auditing firm	Must be a Chartered Accountant (CA) partnership firms and must have successfully completed number of assignments as per requirement of Clause No.5.1 (3 marks for each assignment)	
5	Presentation	Quality of Presentation & Response to Queries: 15 marks	15
6	Methodology for execution of assignment		15
		Total technical Score	100

6.3 Financial Bid/ Proposal:

The bidder has to quote their price on lump sum basis for each DISCOMs separately for carrying out the assignment, GST and any other applicable taxes in the Format-2. No TA/DA shall be admissible to the bidder for any journey in connection with assignment.

6.4 Prospective Audit firm will be required to make presentation to OERC to explain their Technical & Financial Proposal and their capability to execute the work.

7 **Opening of Bids:**

Envelope-1 (Technical Bid) and Envelope-2 (Financial Bid) will be opened in the presence of representative(s) from each Bidders present physically or participating in virtual mode and date of bid opening shall be communicated to all Bidders.

8 Earnest money

The Bidder shall submit earnest money as Bid Security amounting to Rs.30,000 in form of a Demand Draft from any scheduled bank drawn in favour of OERC payable at Bhubaneswar. The Bid security shall be returned to successful bidder within one month of completion of assignment and other bidders within one month of award of contract to successful bidder.

9 Validity of the Bid

Bids shall remain valid for a period of **180** (One hundred & eighty) days from the date of bid opening. OERC reserves the right to reject the Bid, which does not meet the aforementioned validity requirement. In exceptional circumstances, prior to the expiry of Bid validity period, OERC may request Bidders to extend Bid validity period. The request and response, in this regard, shall be in writing. A Bidder, accepting OERC's request for validity extension shall not be permitted to modify its Bid and such Bidder shall, accordingly, extend the validity of Bid Security as requested by OERC within seven (7) working days of such request, failing which Bid shall not be considered for evaluation.

10 Bid evaluation; Quality and Cost Based System (QCBS)

a) The bidder/audit firm must possess minimum score of 70 to qualify technically based on various qualification criteria. The Financial Bids of only the responsive and technically qualified bidders/audit firm will be opened for further processing.

b) Financial Evaluation

The lowest Financial offer will be allotted highest Score of 100 marks. The Financial Score of other Bidder(s) will be computed with reference to lowest financial offer in following manner.

The formula for determining the Financial Score (Fp) of other bidder is as below:

Fp = 100 x Fm/F

Where, Fm: Price of lowest (L-1) bidder &

F: Price of the concerned bidder

c) Computation of Combined score ("T1-F1"):

80% weightage would be assigned to the Technical Bid and **20%** weightage would be assigned to the Financial Bid.

T1-F1' = 0.80xTp + 0.20xFp

Where, 'T1-F1' = Combined Final Score

Tp = Technical Score as per technical bid evaluation.

Fp = Financial Score as per Financial Proposal evaluation.

d) The bidder, who scores the highest in combined score (T1-F1) as computed above will be ranked as successful bidder for award of

assignment/contract and other bidders will be ranked according to their scores in descending order. If the successful bidder does not accept the offer or his offer is cancelled due to some reason, then other bidder in the ranking list in sequence will be considered for award of the assignment/contract provided the auditing firm agrees to execute the work at the awarded price of the successful bidder.

e) In the event of two or more Bidders achieve the same Combined score (the "Tie Bidders"), the OERC shall identify the Tie Bidder with higher financial scores among the bidders. In the event of tie in the financial scores also the OERC shall then identify the bidder with higher technical score as successful Bidder. In the event of a further tie, decision of OERC will be final for selection of the bidder.

11 ISSUE OF LETTER OF INTENT (LOI)

After evaluation of all bids, a Letter of Intent (LOI) shall be issued, in duplicate, by OERC to the Selected Bidder/Audit firm and the Selected Bidder/Audit firm shall, within seven (7) days of the receipt of the LOI, sign and return the duplicate copy of the LOI as acknowledgement for acceptance of offer thereof. In the event, the duplicate copy of the LOI duly signed by the Selected Bidder is not received by the stipulated date, the offer is likely to be rejected and the next eligible Bidder may be considered by OERC and the Bid security deposit will be forfeited. However, the bidder may request OERC for an extension of time for submission LOI duly signed. After receipt of acknowledgment of the LOI of the Selected/Successful Bidder, any deviation, modification or amendment to any of the RFP Documents shall not be allowed.

12 The successful bidder shall furnish a "Performance Bank Guarantee" equal to 10% of the value of contract within 7 days from the date of acceptance of LOI, which shall be valid for 120 days from issue of LOI. In case the successful bidder fails to furnish "Performance Bank Guarantee" of required value within stipulated time period, the Commission reserves the right to terminate the contract and forfeit the Bid Security.

13 The Commission may hold a kick off meeting with the Audit firm to discuss the detailed work plan.

14 Timeline for Completion of assignment and Termination of assignment

- 14.1 The Selected Bidder would be required to execute the assignment within 60 days from the date of issue of LOI. Under exceptional circumstances the period of execution of assignment may be extended subject to adequate justification.
- 14.2 During this period of engagement, if the Commission finds that the services provided by the audit firm is not up to the expectation of the Commission, the competent authority may terminate this engagement by giving seven days Notice to the audit firm.
- 14.3 The audit firm shall not be allowed to transfer/engage a third party for execution of the assignment. In such case the engagement of the firm will be terminated immediately giving notice to the firm.

15 Submission of Report

The report shall cover the scope of work defined in the RFP along with recommendations/ suggestions and future road map. Before submission of the final report, draft report will be submitted and discussed with the Commission. The final report shall be submitted in Triplicate.

16 Release of payment

The release payment for the work will be in phases. The schedule of payment of fees shall be based on achievement of specific milestones as follows:

Sl.No.	Milestone	Percentage of overall Fees
1	Mobilization Advance against submission of BG from any Schedule Bank	10%
2	Submission of draft report and discussion with the Commission	60%
3	Submission of final report in triplicate and acceptance by the Commission	30%
	Total	100%

17 The Proposal should be furnished to the following address so as to reach latest by 5.00 PM of 27th November 2025.

The Secretary, Odisha Electricity Regulatory Commission, Plot No.4 Chunokoli, Sailashree Vihar, Bhubaneswar-751021.

Any other communication shall be sent in above address and should also be mailed to orierc@gmail.com.

18 Rejection of RFP

- 18.1 The Commission will examine the RFP of audit firm as per various provision of this RFP documents and incomplete offer shall not be entertained and is liable for rejection without assigning any reason thereof.
- 18.2 Any application received by the Commission after the scheduled closing date and time will not be accepted.
- 19 The Commission reserves the right to cancel the bidding process at any time without assigning any reason thereof.

20 **Dispute Resolution**

In case any dispute arises regarding the Services provided by the audit firm and/or payment of fees/charges, the same shall be referred to Commission whose decision will be final and binding upon the parties. The Court at Bhubaneswar shall have the jurisdiction to decide any disputes between the parties.

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Format-1

Technical Bid

Sl.No.	Particular	Details/ Supporting documents
1	Organization Setup	
(a)	Name of the bidder	
(b)	Single Firm/Consortium, details to be provided (copy to be attached)	
(c)	Pan No. (Copy to be attached)	
(d)	GST Registration No. (Copy to be attached)	
(e)	TIN No. (Copy to be attached)	
(f)	Address of the Bidder (Head Office/Registered Office /Local Office in Bhubaneswar) (Copy to be attached)	
(g)	Phone No.& Email address	
(h)	Organisation Establishment (Copy to be attached)	
2	Financial Status	
(a)	Average Annual turnover for the last three financial years along with supporting document	
3	Details of assignment/works executed as per Clause no 5.1	
(a)	No. of works executed for Regulatory Organisation	
(b)	No. of audits conducted for Generating Company	
(c)	No. of audits conducted for Transmission licensee	
(d)	No. of audits conducted for Distribution licensee	

Sl.No.	Particular	Details/ Supporting documents
4	Manpower (Professional to be associated with the work)	
(a)	Finance Expert: (No. of Qualified Chartered Accountant with 10 years or more of relevant experience post qualification)	
(b)	Finance Expert: (No. of Qualified Chartered Accountant with 5 years or more of relevant experience post qualification)	
(c)	Technical Expert: (No. of Graduate in Engineering (Electrical preferred) with minimum 10 years of experience post qualification)	
5	Methodology for execution of assignment and Timeline for completion of various activities in form of bar chart	

(Signature of authorized representative of Audit Firm)

Format-2

Financial Bid

SI. No.	Particular	Amount (in Rs)	GST (in Rs)	Total Amount (Rs. in Words)
	Regulatory Audit of			
1	Books of Accounts of			
	TPCODL/ TPSODL			

Note:

- (1) The Financial Bid shall remain valid for a period of 180 (One hundred eighty) days from the Bid opening date. A Bid valid for a shorter period shall be rejected by OERC as considering non-responsive bid. In exceptional circumstances, prior to the expiry of the Bid validity period, OERC may request Bidders to extend the Bid validity period.
- (2) Along with the technical bid and financial bid, the BIDDER is required to submit Bid Security with the Authorized Representative of OERC (Secretary OERC). The Bid Security shall be valid & retained by the Authorized Representative of OERC (Secretary OERC) as per relevant provision in RFP.

(Signature of authorized representative of Audit Firm)

APPLICATION AND DECLARATION FORMAT:

INVITATION FOR REQUEST FOR PROPOSAL FROM REPUTED PROFESSIONAL CHARTERED ACCOUNTANTS FIRM(S)/ CONSULTING FIRM FOR EMPANELMENT FOR CONDUCTING PERFORMANCE REVIEW OF TPSODL and TPCODL

[on the letterhead of the firm]

Request For Proposal No.:

DATED:

- (1) Name of the Firm/Consultant:
- (2) Nature of the Firm/Consultant
- (3) Registered Address with Contact Telephone No. and email*
- (4) Name of the contact person and designation:
- (5) Contact no. of the contact person with email:

I hereby declare that I am eligible to apply as a bidder and fulfill all requirements as per the qualifying criteria of the tender. I further declare that all the information sub mitted is true to the best of my knowledge & belief.

(Signature of authorized representative of Audit Firm)