

Implementation of Contractor Performance Assessment and Rating Framework for Major Infrastructure Projects.

GOVERNMENT OF MAHARASHTRA

Public Works Department

Government Resolution

No.: BDG-2026/CR- 95/Building-2

Mantralaya, Mumbai - 400032

Date: 11 August, 2026

Government Resolution: -

1. Preamble

The Government of Maharashtra is at progressive state and transforming with large quality development project in infrastructure. The object of this endeavour is committed to ensuring quality, timely completion, transparency and accountability in execution of public infrastructure projects.

The existing procurement framework evaluates the technical and financial capacity of bidders based on the prevalent criteria. However, non performing contractors or underperforming firms participating in infrastructure projects challenging the Government in forms of inadequate manpower, equipment or financial capacity leading to missed milestones and prolonged completion time, undue increase in public inconvenience, postpone economic benefits, cost overruns, poor quality of construction, increased litigation and disputes. In view of the above, detailed verification of actual performance of contractors in terms of quality of construction, timely completion, safety, contractual compliance and overall project management is necessary, in order to identify and discourage the non-performing contractors from seeking further works.

The Government of Maharashtra considers it necessary to supplement the existing qualification criteria with a structured, evidence-based assessment of actual contractor performance across the project life-cycle planning, mobilisation, quality assurance, safety, contractual compliance, timely completion and maintenance. Such a mechanism will progressively reward consistent excellence, encourage improvement among weaker performers, reduce subjective disputes and improve value for public money.

In order to identify the non-performing contractors, Government of Maharashtra has decided to introduce a **“Contractor Performance Assessment and Rating**

Framework” for ongoing major infrastructure projects. The framework aims to establish an objective, transparent and uniform mechanism for assessing contractor performance and utilizing such assessment during future procurement.

2. Applicability

2.1 This resolution shall apply to all Government of Maharashtra Instrumentalities, Statutory Bodies, Authorities, and Corporations under the Government of Maharashtra, including but not limited to:

- a. Public Works Department (PWD);
- b. Maharashtra State Road Development Corporation (MSRDC);
- c. Maharashtra State Infrastructure Development Corporation (MSIDC);
- d. Mumbai Metropolitan Region Development Authority (MMRDA);
- e. All Municipal Corporations and Local Bodies in Maharashtra;
- f. City and Industrial Development Corporation (CIDCO);
- g. Water Resources Department (WRD) and its regional offices;
- h. Maharashtra Metro Rail Corporation Limited (Maha Metro);
- i. Maharashtra Housing and Area Development Authority;
- j. Rural Development Department (RDD);
- k. Urban Development Department (UDD);
- l. Public Health Department;
- m. Tribal Development Department;
- n. All other Statutory Departments, Boards, Authorities, and Corporations under the Government of Maharashtra.

2.2. This resolution shall apply to all upcoming tenders having project cost (estimated project cost / tendered value) of Rs.500 Crores or more invited by the above-mentioned authorities.

3. Tender Clause

The following clause shall be mandatorily introduced in all the tender documents for projects of Rs.500 Crores or more:

Clause: Performance Certificate for Ongoing Projects

The Bidder shall submit, as part of its tender documents, a valid Performance Certificate, issued by an officer not below the rank of Chief Engineer (or equivalent), of each

Statutory Department / Government Instrumentality where the Bidder has or had an ongoing or completed project.

The Performance Certificate shall specifically evaluate and certify the following parameters in respect of the Bidder's performance on the relevant project:

- (i) Number of delays, their nature, and extent;
- (ii) Quality of workmanship and compliance with quality control norms; and
- (iii) Overall Performance.

The Performance Certificate shall remain valid for a period of Twelve (12) months from the date of its issuance. A certificate beyond this validity period shall not be accepted. Projects claimed in technical capacity or similar project without a valid Performance Certificate shall not be considered for evaluation. Also, ongoing projects reflected in **'Work in Hand'** for calculation of Bid Capacity without a valid performance certificate, will lead to consideration of twice the awarded value of that work in 'Value of B'.

4. Performance Certificate

4.1 Every bidder claiming Technical Capacity or similar project shall submit a valid Performance Certificate for each eligible project relied upon for qualification and for every ongoing project reflected in 'Value of B' for calculation of Bid Capacity.

4.2 The Performance Certificate shall be issued only in the format prescribed under this resolution.

4.3 The certificate shall be issued by an officer not below the rank of Chief Engineer or equivalent.

4.4 The Performance Certificate shall remain valid for twelve months from the date of issue.

4.5 Experience claimed without a valid Performance Certificate shall not be considered for Technical Capacity evaluation. And ongoing projects reflected in **'Work in Hand'** for calculation of Bid Capacity without a valid performance certificate, will lead to consideration of twice the awarded value of that work in 'Value of B'.

4.6 The Performance Certificate shall contain, inter alia, the assessment of:

- Timely completion (this will be assessed differently for completed and ongoing works);
- Quality of work;
- Overall project performance.

5. Contractor Rating

5.1 Contractor Rating shall be calculated by Bid Inviting Authority based upon the weighted average of all eligible Performance Certificates submitted by the Contractor.

5.2 The weightage considered shall be based on cost of work completed excluding variations, escalations and taxes.

6. Categorization of the Contractors and related provisions

6.1 Based on the weighted average score of all the projects claimed by the bidder in technical capacity, the bidder shall be categorised in three categories as follows:

Score	Category
Above 80	Green
Above 60 but less than 80	Yellow
Less than 60	Red

6.2 According to the given categories, following provisions shall be made applicable in every tender document:

Category	Provision
Green	As per tender clauses
Yellow	Performance security and Additional Performance security shall be computed at 1.10 times specified in the RFP.
Red	The bidder shall be disqualified from the tender process.

7. Joint Ventures

Where a project has been executed through a Joint Venture, the Performance Certificate shall clearly specify the scope and amount of work executed by each JV Partner. As far as practicable, Performance Rating shall be attributed only to the JV Partner responsible for execution of the relevant works.

8. Guidelines

Guidelines for the implementation of this Government Resolution are attached herewith. The Guidelines, inter alia, contain:

- detailed evaluation parameters;
- scoring methodology;
- standard Performance Certificate format.

This Government Resolution is available on the website of the Government of Maharashtra www.maharashtra.gov.in and its code is 202608111134575118. This order is being issued by digital signature.

By order and in the name of the Governor of Maharashtra.

(Niranjan Arvind Telang)
Deputy Secretary (Buildings)
Government of Maharashtra

To,

- 1) Chief Secretary, Maharashtra State, Mantralaya, Mumbai
- 2) Additional Chief Secretary to Chief Minister, Chief Minister's Office, Mantralaya, Mumbai
- 3) Additional Chief Secretary/Principal Secretary/Secretary, Public Works Department / Finance Department /Urban Development Department/ Rural Development Department
- 4) Private Secretary to Hon. Minister (Public Works), Mantralaya, Mumbai
- 5) Private Secretary to Hon. Minister of State (Public Works), Mantralaya, Mumbai
- 6) Accountant General-1, Mumbai
- 7) Accountant General-2, Nagpur
- 8) Pay and Accounts Officer, Mumbai/Nagpur

Copy to for Information and necessary action:-

- 9) All Chief Engineers, Public Works Regional Department (including Electrical)
- 10) Chief Architect, Public Works Department, Mumbai
- 11) Director, Gardens and Parks, Mumbai
- 12) All Superintending Engineers, Public Works Department, (Electrical / Mechanical)
- 13) Superintending Engineers are requested to forward a copy of this Government Resolution to the offices under their subordinate department
- 14) Chief Engineer / Superintending Engineer, Police Housing and Welfare Corporation, Worli, Mumbai
- 15) All Joint Secretaries/Deputy Secretaries/Under Secretaries/Desk Officers, Public Works Department, Mantralaya, Mumbai
- 16) Desk Buildings-2 (for Records)

GUIDELINES FOR CONTRACTOR PERFORMANCE ASSESSMENT AND RATING

PREAMBLE

The Government of Maharashtra is committed to ensuring quality, timely completion, transparency and accountability in execution of public infrastructure projects. The existing procurement framework evaluates the technical and financial capacity of bidders based on the prevalent criteria. In addition to above, detailed verification of actual performance of contractors in terms of quality of construction, timely completion, safety, contractual compliance and overall project management is necessary, in order to discourage the non-performing contractors from seeking further works.

The Government of Maharashtra considers it necessary to supplement the existing qualification criteria with a structured, evidence-based assessment of actual contractor performance across the project life-cycle planning, mobilisation, quality assurance, safety, contractual compliance, timely completion and maintenance. Such a mechanism will progressively reward consistent excellence, encourage improvement among weaker performers, reduce subjective disputes and improve value for public expenditure.

PART I - PROJECT PERFORMANCE CERTIFICATE

4.1 Objective and Mandatory Requirement

The Performance Certificate is an objective record of a Contractor's actual performance on an individual project. It does not by itself determine the overall rating but constitutes the primary documentary evidence for its computation. Every Contractor seeking qualification on the basis of Technical Capacity or similar project or work in hand shall submit a Performance Certificate for each project relied upon. Projects claimed in technical capacity or similar project without a valid Performance Certificate shall not be considered for evaluation. Also, ongoing projects reflected in 'Value of B' for calculation of Bid Capacity without a valid performance certificate, will lead to consideration of twice the awarded value of that work in 'Value of B'.

4.2 Standard Format and Competent Authority

The certificate shall be issued strictly in the format at Annexure-I; no parameter therein shall be modified, deleted or altered except with prior approval of the Authority. It shall be issued only by an officer not below the rank of Chief Engineer or equivalent. Certificates issued by officers below the prescribed rank shall not ordinarily be accepted.

4.3 Time Limit and Deemed Reference

On a written request from the Contractor, the Employer shall issue or reject the request within fifteen (15) working days, a rejection being supported by detailed written reasons. Where no decision is communicated within that period, the Contractor may approach the appellate authority as notified by Bid Inviting Authority, which may call for records and direct issuance where the delay is found to be unjustified.

4.4 Validity and Contents

Every certificate is valid for twelve (12) months from its date of issue and shall record, inter alia: project, contract and employer particulars; contractor details and contract value; present status and planned versus actual progress; resource mobilisation; quality, safety and contractual-compliance assessment; delays; claims and disputes; the overall Performance Score.

4.5 Supporting Records

Assessment shall be based only on documented records, including monthly progress reports; quality, safety and test reports; the NCR register; site inspection, Independent Engineer and Authority Engineer reports; progress-review minutes; completion certificates; defect-rectification records; PMIS data; and digital construction records. No subjective opinion unsupported by records shall form part of the assessment.

PART II - PERFORMANCE ASSESSMENT PARAMETERS

4.6 Major Assessment Parameters

Every project shall be assessed under the following three principal parameters, totalling 100 marks. The scoring of first parameter 'Timely Completion' shall be evaluated differently for completed and ongoing works. The detailed scoring methodology is at Annexure-II.

Parameter	Weightage
Timely Completion (approved programme, monthly progress reports, extension-of-time records and the completion certificate.)	30%
Quality of Work (quality-assurance plan, laboratory and field test results, the non-conformance register and its closure, and structural-performance records).	60%
Maintenance during DLP period (For completed projects) / Overall Performance (For ongoing projects)	10%
Total	100 Marks

Each principal parameter comprises objective, measurable indicators including adherence to the construction programme, quality assurance and laboratory testing,

closure of NCRs, structural performance, deployment of manpower and machinery, mobilisation, safety audits and accident statistics, contractual notices, defect rectification, environmental compliance, digital reporting and innovation. Subjective expressions such as 'good', 'average' or 'excellent' shall not independently determine the score unless supported by measurable indicators.

PART III - CONTRACTOR RATING

4.7 Rating Principle

The Contractor Rating shall not be based on any single project. It shall be the weighted average of the performance of all eligible projects relied upon for qualification. The rating formula, the weightage based on value of completed work excluding variations, escalations and taxes. Illustrative example is given in Annexure III.

ANNEXURE – I**Standard Performance Certificate**

[To be issued on the letterhead of the Employer. No parameter in this form shall be altered, deleted or added except with the prior approval of the Public Works Department.]

PERFORMANCE CERTIFICATE

Certificate No.: _____ Date: _____

SECTION A - PROJECT IDENTIFICATION

Name of Project	
Contract/Package No.	
Name of Employer	
Mode of Execution (EPC/HAM/Item-Rate)	
Contract Value (in Crore)	
Appointed Date	
Scheduled Completion Date	
Actual / Anticipated Completion Date	

SECTION B - CONTRACTOR DETAILS

Name of Contractor	
Registration/PAN/GST	
Class/Category of Registration	

Where the contractor is a Joint Venture, the constituents and their shares shall be recorded below:

S. No.	Constituent of JV	Role (Lead / Member)	Share (%)
1			
2			
3			

SECTION C - STATUS AND PROGRESS

Present Status (Completed/Ongoing)	
Planned Progress (%)	
Actual Progress (%)	
Time Overrun, if any (months)	
Cost Variation, if any (%)	

SECTION D - EXCLUDED DELAYS (IF ANY)

Periods of delay not attributable to the contractor, excluded here under, with reasons:

SECTION E - PERFORMANCE ASSESSMENT

S. No.	Parameter	Max. Marks	Marks Awarded
1	Timely Completion	30	
2	Quality of Work	60	
3	Maintenance during DLP period/ Overall Performance	10	
	Total Performance Score	100	

SECTION F - QUALITY, SAFETY AND COMPLIANCE SUMMARY

No. of NCRs raised / closed	
Reportable safety incidents	
Major claims / disputes	
Environmental / statutory compliance	

SECTION G - OVERALL PERFORMANCE SCORE

Performance Score: _____ / 100 (in words:
_____)

SECTION H - DECLARATION OF THE ISSUING AUTHORITY

I certify that the assessment recorded above is based on documented and verifiable project records, is free from bias, and has been made in accordance with the Guidelines Contractor Performance Assessment and Rating. The contractor has been afforded an opportunity to represent where required.

SECTION I - AUTHENTICATION

Name and Designation of Issuing Authority: _____

Signature: _____

Date and Place: _____

ANNEXURE - II**Detailed Evaluation Methodology**

This Annexure prescribes the detailed marking methodology for the three principal parameters set out herein. Marks under each parameter shall be derived only from measurable indicators supported by project records.

PART A2 - TIMELY COMPLETION (30 MARKS)

Marks shall be awarded on the basis of adherence to the approved construction programme, after excluding delays not attributable to the contractor.

*The marks in the range should be on pro rata basis corrected to next decimals if difference is in decimals more than 0.5.

For completed projects:

Performance against Programme	Marks
Completed on or before schedule	30
Time overrun up to 10%	24 - 29
Time overrun above 10% and up to 25%	18 - 23
Time overrun above 25% and up to 50%	10 - 17
Time overrun above 50%	0 - 9

For Ongoing projects:

Performance against Programme	Marks
Actual physical progress is equal to or ahead of the scheduled progress	30
Shortfall in physical progress up to 10% of scheduled progress	24 - 29
Shortfall in physical progress above 10% and up to 25%	18 - 23
Shortfall in physical progress above 25% and up to 50%	10 - 17
Shortfall in physical progress above 50%	0 - 9

PART B - QUALITY OF WORK (60 MARKS)

Marks shall reflect conformance to specifications, results of laboratory and field tests, closure of non-conformance reports and structural performance:

Sr No.	Indicator		Max. Marks
1	Conformance to specifications and approved QAP		25
a	No deviation from specifications/QAP; all inspections and records satisfactory	25	
b	Minor deviations (<3% observations) promptly rectified; no impact on quality	20	
c	Moderate deviations (3-10% observations) requiring repeated rectifications	15	
d	Major deviations (>10% observations) affecting quality but rectified	8	
e	Serious non-compliance, use of unapproved materials or repeated violations	0	
2	Laboratory and field test pass rate		15
a	≥ 99%	15	
b	≥90% to <99%	11	
c	≥85% to <90%	7	
d	≥80% to <85%	5	
e	<80%	0	
3	Closure of non-conformance reports		5
a	≥ 99% NCR closed in stipulated time	5	
b	≥90% to <99% NCR closed in stipulated time	3	
c	≥85% to <90% NCR closed in stipulated time	2	
d	≥80% to <85% NCR closed in stipulated time	1	
e	<80% NCR closed in stipulated time	0	
4	Structural / functional performance and finish		15
a	No defects/ minor defects	15	
b	Noticeable defects requiring repairs	10	
c	Major defects affecting serviceability	0	

PART C - OVERALL PERFORMANCE (10 MARKS)

For completed projects:

Marks shall reflect the timely maintenance carried out by the contractor during DLP period to maintain the riding quality.

For Ongoing projects:

Marks shall reflect the adoption of new technology and construction methods, environmental and sustainability measures, and the quality of digital reporting and overall project conduct.

The marks under all parts shall be totalled to yield the Performance Score out of 100, which shall be entered in the Performance Certificate at Annexure-I and supported by the scoring sheet as above.

ANNEXURE – III

Calculation of Weighted Average

III.1 The Formula

The Contractor Rating is the composite weighted average of the value of completed works of all eligible projects, computed as follows:

$$\text{Rating} = \Sigma (P_i \times W_i) \div \Sigma (W_i)$$

(i.e. Sum of performance score multiplied by weightage ÷ sum of weightages)

where

P_i is the Performance Score of project to be taken from performance certificate

W_i is its Cost Weightage Factor (Value of completed work from performance certificate).

III.2 Steps of Computation

- (1) Identify the eligible projects relied upon by the contractor for Technical Capacity.
- (2) Obtain the Performance Score (P_i) of each from its Performance Certificate.
- (3) Obtain the Value of Completed Work excluding variation/ escalation and taxes (W_i) from its performance certificate.
- (4) Compute the product (P_i × W_i) for every project and sum the products.
- (5) Sum the weightage factors (W_i).
- (6) Divide the sum of products by the sum of factors to obtain the Contractor Rating.
- (7) Place the contractor in the Green, Yellow or Red category.

III.3 Worked Example

Assume a contractor relies on three eligible projects with the following Performance Scores and Composite Weightage Factors:

Project	Performance Score (P)	Weightage Factor (W) (in crores)	Product (P × W)
A	92	120	11,040
B	84	100	8,400
C	78	110	8,580
Total	-	330	28,020

Contractor Rating = 28,020 ÷ 330 = 84.91 → Category: GREEN (rating above 80).