



TERMS OF REFERENCE FOR THE APPOINTMENT OF A SERVICE PROVIDER TO ASSIST THE DEPARTMENT OF COOPERATIVE GOVERNANCE (DCoG), WITH SKILLS AUDIT AND THE COMPILATION OF THE DEPARTMENTS' COMPETENCY DICTIONARY FOR A PERIOD OF 12 MONTHS

1. Purpose of assignment

The purpose of this bid invitation is to procure the services of an external service provider to assist the Department of Cooperative Governance (**DCoG**) to review the current skills competencies in lieu of the reviewed strategy, re-alignment process and operating model through a comprehensive skills audit process and compilation of competency dictionary (Generic/ Core/ Scare and Critical Skills requirements) which will allow the Department to remain current in the next three to five years in terms of the skills requirements and able to achieve on its overall objectives.

2. Introduction and background

The Department embarked on a comprehensive strategic review process in 2020. The rationale for the review process was to refocus available resources to maximise the impact of the department in addressing the triple challenges, namely poverty, inequality, and unemployment in South Africa.

To ensure the impact of the Department in addressing the triple challenges, the first step that the Department undertook was to review department's strategic context and confirm the political and legal mandate that would inform and underpin the future strategy and operating model of the Department.

Through this process the Department undertook to:

1. Understand its mandate.
2. Review, consolidate and strengthen outcomes and strategic objectives.
3. Update the vision, mission, and values.
4. Determine strategic focus areas.
5. Develop an operating model to focus available resources on the achievement of strategic objectives and outcomes.
6. Align the organisational structure to the operating model.

It is imperative that the service providers familiarise themselves with the strategy of the Department as the information contained in the document cannot be elaborated in this document, hence the overview.

2.1 The Department of Cooperative Governance is a national government department is legally and politically mandated by the following as follows:

Legal Mandate	Political Mandate
<p>The Department derives its mandate primarily from Chapters 3, 5, 6, 7, and 9 of the Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996) as well as the following pieces of legislation</p> <ul style="list-style-type: none"> • Intergovernmental Relations Framework Act (Act No. 13 of 2005) • Municipal Property Rates Act, 2004 (Act No. 6 of 2004) • Municipal Structures Act (Act No. 117 of 1998) • Municipal Systems Act (Act No. 32 of 2000) • Disaster Management Act, 2002 (Act No. 57 of 2002) • Remuneration of Public Bearer's Act (Act No. 20 of 1998) • Sections 100, 139 and 154, Monitoring / Intervention Bill <p>In addition to the above, there is also</p> <ul style="list-style-type: none"> • Spatial Planning and Land Use Management (Act No. 16 of 2013) • Integrated Urban Development Framework (IUDF) 2016 • National Spatial Development Framework (NSDF) • Municipal Finance Management Act, 2003 (Act No. 56 of 2003) 	<ul style="list-style-type: none"> • 3 National Development Plan Strategic Priorities • 11 Mid-Term Strategic Priorities • 13 Strategic Priorities in the Minister's Performance Agreement • 14 Government /Cabinet Priorities

In addition to the above, the Department has further been tasked with facilitating the implementation of the District Development Model (DDM) as pronounced by the President of the Republic of South Africa in 2019.

It is therefore against this background that the Department revised its vision, mission, and values as well as the strategic focus areas and operating model. The Department's mission is to lead the Cooperative Governance System in support of integrated planning and implementation across all spheres of government

THE VISION, MISSION, AND VALUES

Vision	Mission	Values
<p>The Department's mission is to lead the Cooperative Governance System in support of integrated planning and implementation across all spheres of government</p>	<p>Efficient & effective cooperative governance system that enables resilient, safe, sustainable, prosperous, cohesive, connected and climate smart communities</p>	<ul style="list-style-type: none"> • A Commitment to public service that demonstrates Energy, Enthusiasm and Enjoyment • Professionalism, Integrity and accountability • Servant leadership and a hands-on approach

STRATEGIC FOCUS AREAS

Strategic Focus Areas	Strategic Priorities	DDM
Legislation and Policy	<ul style="list-style-type: none"> • Policy Review • Policy Compliance • Policy triggers 	Enabling institutionalisation of DDM
Cooperative and Participatory government	<ul style="list-style-type: none"> • IGR– horizontal and vertical integration • Citizen participation 	DDM Governance Structures
Integrated planning and implementation	<ul style="list-style-type: none"> • District profiles (the state of local government) • District One-Plans (1 District, 1 Plan, 1 Budget) • All plans and budgets aligned to One-Plans 	Infrastructure engineering Spatial restructuring Economic positioning Integrated service provisioning
Institutional capacity, governance, and accountability	<ul style="list-style-type: none"> • Governance standards / assessments • Capacity Standards / Assessments • Capacity Support / Intervention 	Governance & management to enable the implementation of One-Plans
Integrated knowledge management and monitoring systems	<ul style="list-style-type: none"> • Integrated knowledge management systems • Integrated monitoring systems 	Demographic & district profiling
Internal capacity and capability	<ul style="list-style-type: none"> • Strengthening the institution (DCOG) to deliver on its mandate 	

3. Problem Statement

The Department last conducted skills audit in 2006 which implies that the current skills sets may partially respond to the strategic review, the implications thereof being the implementation of the matrix approach which will require relevant skills sets to drive the strategic intent. The Department, therefore, is compelled to review and re-focus its current and future skills requirements in line with the strategy and DDM approach to achieve its strategic intent. Compounding the problem, is the implications of the 4th Industrial Revolution (4IR) on certain occupations which are becoming obsolete and compels the Department to reskill affected staff members.

It is envisaged that the skills audit process, will result in a more precise profile of the current skills set of the Departments as well as clearer definition of individual Departments' skills needs. In addition, the identification of both critical and scarce skills in the various occupational classifications within the five branches in the Department will ensure that the development of their skills sets is targeted and responsive to the strategy.

4. Scope of the assignment

The appointed service provider will be expected to conduct skills audit for 455 staff members in the Department by:

- referencing the strategy,
- structure,
- staffs' individual job description/profiles and,
- any other relevant document.

In addition, coding of DCoG relevant qualifications including major subjects and competency assessment of the staff members against their major subjects including staff members who needs Adult Education Training (AET).

The audit outcome must produce staff members's:

- current skills per branch,
- staff members's skills gaps per branch,
- scarce and or critical skills,
- individual personal development plans per branch and,
- future skills needs of the department as per the departmental competency dictionary.

Furthermore, the auditing must be done using eskills system and in the context of the Public Service Skills Audit Framework (PSSAF). This process must involve Information Communication Technology (ICT) in building skills audit assessment module. Human Resource Development (HRD) staff must be trained on the eskills system in terms of the process to follow when conducting skills audit within the context of the PSSAF.

The staff members referred to are those at levels 1-12 and members of the SMS on levels 13-15 and geographically located in five buildings in Tshwane with one in Centurion. It will also be of importance that the service provider engages all relevant role players, that is, Executive Committee (EXCO), Branch Heads, representatives from Chief Directors and Directors, organised labour as well as internal ICT in building the PSSAF onto the eSkill system. The duration for the project will be a maximum of 12 months.

5. Deliverables

The successful service provider is expected to deliver the following: (Include estimated timelines)

Deliverables (Work completed)	Milestone (Accomplishment)	Output Indicators	Estimated Time frames
1. Coded qualifications per job description and their major subjects	List of Departmental qualifications and 2 major subjects identified and uploaded on the eskills system	100% of Department's qualifications and their major subjects coded	28 February 2022
2. 2 major subjects per qualification coded	2 major subjects per qualification identified and uploaded on the eskills system	100% of 2 major subjects per qualification coded	
3. Competency Assessment reports on 2 major subjects produced	Staff members competency assessed on 2 major subjects through eskills system	100% of staff members competency assessed against 2 major subjects	30 April 2022
4. Department's current skills identified	List of Identified current skills within the department per individual staff members per branch through eskills system	Report on the identified current skills per individual per branch	31 July 2022
5. Department's skills gaps identified per each staff member per branch	List of skills gaps per each staff member per branch through eskills system	Report on the Identified skills gaps per individual staff members per branch	
6. Department's future skills requirements identified	List of future skills requirements through eskills system	Report on the Identified future skills gaps per individual staff members per branch	
7. Scarce and or critical skills identified per branch	List of Identified critical and/or scarce skills per branch uploaded on the eskills system	Approved Report on the identified scarce and or critical skills per branch	
8. Training interventions per skills gap and future skills needs identified	List of training interventions per individual per branch	Approved Report on the Identified relevant training interventions per individual staff members	
9. Training interventions per critical and or scarce skills per branch consolidated	List of training interventions on scarce and or critical skills per branch	Approved Report on the Identified relevant training interventions on scarce and or critical skills per branch	31 August 2022
10. 3-year training plan produced	3-year training plan based on the identified training interventions	Approved 3-year training plan based on the identified gaps	
11. 3-year Departmental competency dictionary with Generic/ Core/ Scare and Critical Skills developed	3-year reviewable Departmental competency dictionary with Generic/ Core/ Scare and Critical Skills	Approved 3-year reviewable Departmental Competency dictionary	
12. Approved skills audit comprehensive training plan for HRD staff approved	HRD staff members trained	HRD Staff competent in conducting skills audit	30 September 2022
13. Comprehensive Skills Audit report inclusive of all the above produced	Comprehensive Skills Audit Report	Approved Skills Audit Report	

6. Skills and Knowledge requirements:

Roles	Qualifications	Experience
Executive Manager / Team Leader	Minimum: Any 3-year tertiary qualification in HRM/HRD/Project Management at a third-year level	Minimum: At least 5 years work experience and worked as a team leader on at least three similar projects and led three of such projects.
Senior Project manager	Minimum: 3-year Tertiary qualification in project management or with project management as a subject at third year level.	Minimum: At least 4 years work experience and successfully managed at least two or three similar projects and successfully completed two or three of such projects
Finance Manager / Chief Financial Officer (CFO)	Minimum: 3-year Tertiary qualification in accounting or with accounting as a subject at third year level.	Minimum: At least 5 years work experience as a Finance Manager / CFO or similar position. Must demonstrate experience in working with or at PFMA compliant institutions.
Other team members (Support staff)	None	Minimum: At least three (3) team members with 2 years' experience in implementing similar projects.

7. Time frame

- 7.1 The contract with the successful service provider will be for the period of **12 months** to complete.
- 7.2 The project will commence upon date of signing of the Service Level Agreement (SLA) between the DCoG and the service provider.

8. Performance Measurement/ Reporting

To facilitate the performance of Service Providers and monitor their scope of work, the DCoG will:

- 8.1 Enter into a Service Level Agreement (SLA) that will govern the relationship between DCoG and the service provider.
- 8.2 The SLA will include project assignments that will address each of the project deliverables.
- 8.3 Establish a Project Steering Committee to manage, monitor and oversee the project. This committee will ensure that:
- Services are rendered timeously.
 - Timeframes as far as possible are not extended.
 - Will render a quality assurance function; and
 - Will ensure that additional costs are not incurred unnecessarily.
- 8.4 The Service Provider will be expected to table progress reports for each deliverable contained in the implementation plan as agreed to and as per the SLA.
- 8.5 Monitor the payment schedule that will be attached to the SLA. Payments will therefore only be approved and processed based on achieved deliverables as per the implementation plan and/or project plan and related performed project tasks.
- 8.6 These deliverables and related payments will be recommended by the Project Manager and approved by the Project Steering Committee.

9. Form of proposal

Bidders should be requested in the TOR to comply with a specific format when submitting their bids. It is suggested that the format specified in the TOR corresponds with the various elements of the bid evaluation system to facilitate the evaluation and scoring of bids, e.g.:

Functionality

- Experience
- Methodology
- Qualifications (team members)
- Training plan on skills transfer to the HRD staff

Pricing

- Rates of each team member
- Estimated number of hours to be spent by each member
- Admin costs (offices, computers, telecom, travelling, etc.)
- Any other costs (to be specified by bidder)
- Value Added Tax
- Ceiling price (all-inclusive total tender price)

9.1 Bidders must include a **detailed work-plan/methodology** with the **detailed** budget reflecting all costs and the implementation plan as per the proposal in their bid. **Failure to submit the detailed work-plan with implementation plan and budget containing cost-breakdowns according to the deliverables (as per the proposal) together with the bid will result in the bidder's bid being viewed as invalid and therefore rejected.**

The following information must be included in the work plan:

- (a) Project implementation Plan that indicates the following:
- Clearly defined milestones that are 100% aligned to each of the key objectives as well as each of the expected outputs/ deliverables as outlined in the scope of work.
 - Well defined timelines for each of the activities and deliverables.
 - Allocation of Human Resources & Cost-breakdown for each of the activities and deliverables.
- (b) Proposed Governance Arrangements to support project implementation which may include but not limited to:
- The establishment of a project steering committee.
 - The establishment of a project management team inclusive of the service provider and the DCoG team.
 - Provision of secretariat support for the governance structures that will be established.
- (c) Skills Transfer Plan developed in line with the Terms of Reference.
- (d) Previous and current similar contracts awarded to the bidder as well as client references.

Failure to include the above stated information together with the bid document on the closing date and time will invalidate the bid.

Bid Prices

10. Bidders must express prices for their services in South African currency (Rand). All prices must be inclusive of Value Added Tax and costs to be incurred that are necessary for the execution and completion of the contract in accordance with the bid document. Prices will remain firm for the duration of the contract.

11. Bid Evaluation System

11.1 All bids duly lodged will be evaluated to determine compliance with bid requirements and conditions. Bids with obvious deviations from the bid requirements/conditions of bid and not acceptable to the evaluation committee will be eliminated from the adjudication process i.e., will not be shortlisted. All bid proposals submitted will be evaluated in accordance with the 80/20 preference point system and the evaluation criteria should be as follows:

(a) **Functionality scoring:**

The system comprises the following elements:

- (i) Functionality.....100
- (ii) Price.....80
- (iii) BEE Contributor.....20

Phase 1: Compliance with minimum requirements of bid

- (i) All bids duly lodged will be evaluated to determine compliance with requirements and conditions of the bid. All proposals that do not comply with the requirements/conditions of the bid will be disqualified.
- (ii) All bids that comply with the administrative requirements/conditions of the bid will be evaluated in two stages - **First Stage**: Functionality will be assessed as per Scorecard and then **Second Stage**: The qualifying bidders in the **First Stage** will be evaluated further on price and BEE Contributor Level using **80/20** preference point system as prescribed in Preferential Procurement Policy Framework Act 2000, Preferential Procurement Regulations, 2017 and approved CoGTA Supply Chain Management Policy 2017. The evaluation will be done as follows.

STAGE 1

- (b) The following criteria will be applied for functionality to assess all the bidders who complied with minimum requirements:

CRITERIA	SUB-CRITERIA	SCALE	WEIGHT	HIGHEST POSSIBLE SCORE
Organization's skills audit experience in the public sector	Bidders must attach company profile accompanied by signed reference letters from previous clients. Signed letters must be on the client's letterhead with company logo of at least three similar projects executed in the past	1 Project undertaken with 1 reference letter from previous client=1 point 2 Projects undertaken with 2 reference letters previous clients =2 points 3 projects undertaken with 3 reference letters=3 points 4 projects undertaken with 4 reference letters=4 points 5+ projects undertaken with 5+ reference letters=5 points	5 x5	25
Bidder's understanding of Terms of Reference and quality of the proposed methodology (Execution Plan / approach to delivery identified outputs/deliverables).	Proposal includes a detailed and executable project plan with clearly defined deliverables, milestones and timelines. The proposal to also indicate the approach and methodology to be undertaken to deliver on the scope of the assignment and deliverables	Proposal does not address the requirements set out in the scope of the assignment and deliverables = 1 point Proposal addresses some of the requirements in the scope of the assignment and deliverables = 2 points The proposal addresses the requirements in the scope of the assignment and deliverables but lacks the methodology and approach = 3 points Proposal addresses the requirements in the scope of the assignment and deliverables and the methodology and approach is presented in detail on how the requirements will be delivered=4 points Proposal addresses the requirements in the scope of the assignment and deliverables and the methodology and approach is presented in detail on how the requirements will be delivered with added innovation=5 points	5 X 10	50

CRITERIA	SUB-CRITERIA	SCALE	WEIGHT	HIGHEST POSSIBLE SCORE
Experience of the proposed team members to be deployed to the department	Bidders will be evaluated on the capacity of the appointed team's combined experience (average) to manage the project and deliver a quality product in time. Include the Curriculum Vitae and copies of certified qualifications of the following team members: Executive Manager/Team Leader, Senior Project Manager, Chief Financial Officer & Support Staff	0–1-year combined experience of all team members=1 2-3 years combined experience of all team members=2 4-5 years combined experience of all team members=3 6-7 years combined experience of all team members=4 8+ years combined experience of all team members=5	5 X 3	15
Skills transfer to HRD Staff members	Training plan of the HRD staff should include the following: <ul style="list-style-type: none"> • Training Manual • Targeted HRD staff members • Duration of training • Competency Assessment of the staff • Support system after training up to 3 months 	Training plan included 1 of the 5 criteria =1poor Training plan included 2 of the 5 criteria= 2 points Acceptable Training plan include 3 of the 5 criteria= 3 points Good Training plan include 4 of the 5 criteria= 4 points Very good Training plan include 5 of the 5 criteria= 5 points	5 X 2	10
TOTAL POSSIBLE SCORE				100

(c) Bids will be rated in respect of each criterion on a scale of **1–5** i.e., **1 = Poor, 2 = Acceptable, 3 = Good, 4 = Very good and 5 = Excellent**. The maximum possible score that can be achieved for functionality is 100.

(d) The percentage scored by a bidder for functionality will be calculated as follows:

$$\frac{\text{Total score achieved for functionality}}{\text{Maximum possible score that can be achieved}} \times 100$$

(e) The average score is calculated for each bid by adding the individual scores awarded by the members of the Bid Evaluation Committee and dividing the total by the number of members. Bids that do not achieve a minimum score of **70** (out of 100 for functionality will not be shortlisted and evaluated further for price and preference points)

(f) Points for price will be calculated only for shortlisted bidder/s as follows:

$$P_s = 80 \left(1 - \frac{P_t - P_{\min}}{P_{\min}} \right)$$

Where

P_s = Points scored for competitive price of bid or offer under consideration;

P_t = Competitive price of bid or offer under consideration; and

P_{\min} = Competitive price of lowest acceptable bid or offer

The maximum possible score that can be achieved for price is 80 points.

(g) **The maximum possible score that can be achieved for price is 80 points**

NB: Bidders are required to, together with their bids submit original and valid B-BBEE status level verification certificates or certified copies to substantiate their B-BBEE rating claims. A bid will not be disqualified from the bidding process if the bidder does not submit a certificate substantiating the B-BBEE status level of contribution nor is a non-compliant contributor. Such a bidder will score 0 out of maximum of 20 points for B-BBEE.

<i>B-BBEE Status level of contributor</i>	<i>Number of Points</i>
1	20
2	18
3	16
4	12
5	8
6	6
7	4
8	2
<i>Non-compliant contributor</i>	0

Note: No preference will be awarded without submitting of a valid B-BBEE certificate, sword affidavit or a consolidated B-BEE Certificate in case of a Joint Venture, Trust or Consortium and total points scored will be calculated by adding points scored for price and B-BBEE Contributor Level (copy must be certified).

12. Awarding of Bid

The bid will be awarded to the bidder who scored the highest total number of points as prescribed in the PPPFA, SCM Policy of 2017 and Preferential Procurement Regulations of 2017.

In exceptional cases the bid may, on reasonable and justifiable grounds, be awarded to a bidder that did not score the highest number of points. Reasons for such decision must be approved and recorded for audit purposes and must be justifiable in the court of law (as prescribed on the Preferential Procurement Regulations 2017).

(a) **Joint Ventures, Consortiums and Trusts:**

A trust, consortium or joint venture, will qualify for points for their B-BBEE status level as a legal entity, provided that the entity submits their B-BBEE status level certificate.

A trust, consortium or joint venture will qualify for points for their B-BBEE status level as an unincorporated entity, provided that the entity submits their consolidated B-BBEE scorecard as if they were a group structure and that such a consolidated B-BBEE scorecard is prepared for every separate bid.

Bidders must submit concrete proof of the existence of joint ventures and/or consortium arrangements. DCoG will accept signed agreements as acceptable proof of the existence of a joint venture and/or consortium arrangement. The joint venture and/or consortium agreements must clearly set out the roles and responsibilities of the Lead Partner and the joint venture and/or consortium party. The agreement must also clearly identify the Lead Partner, who shall be given the power of attorney to bind the other party/parties in respect of matters pertaining to the joint venture and/or consortium arrangement.

(b) **Sub-contracting:**

Bidders/ tenderers who want to claim Preference points will have to comply fully with regulations 11(8) and 11(9) of the PPPFA Act with regard to sub-contracting.

The following is an extract from the PPPFA Act:

- (i) "A person must not be awarded points for B-BBEE status level if it is indicated in the tender documents that such a tenderer intends sub- contracting more than 25% of the value of the contract to any other enterprise that does not qualify for at least the points that such a tenderer qualifies for, unless the intended sub-contractor is an EME that has the capability and ability to execute the sub-contract."
- (ii) "A person awarded a contract may not sub-contract more than 25% of the value of the contract to any other enterprise that does not have an equal or higher B-BBEE status level than the person concerned, unless the contract is sub-contracted to an EME that has the capability and ability to execute the sub-contract."

IN EVALUATING THE TECHNICAL INFORMATION CONTAINED IN THE BID, THE EVALUATION COMMITTEE WILL BE GUIDED BY THE FOLLOWING:

- **Bidder's understanding of the brief** – The bid provides a clear indication that the bidder fully understands the purpose and scope of the work and the bidder's own roles and functions in this regard. (Methodology)

- **Capability and experience** – The bid provide a clear indication that the bidder’s team comprises people with the necessary qualifications, experience, skills, knowledge and required to ensure the efficient and effective generation of the required deliverables to the highest standards of quality.
- **Track Record** – The bid provides clear information on previous, relevant projects that confirm that the bidder has the required experience and success track record in the area of general project management and management related projects.

13. Briefing session with bidders

The briefing session date and time are indicated in the tender advertisement and bid documents. The briefing session is not compulsory. Due to current COVID-19 regulations, the department cannot physically accommodate the expected number of bidders and the briefing will therefore be conducted online.

14. Enquiries

The names and contact details of the relevant **DCoG** officials should be indicated in this paragraph as follows:

- (a) *Terms of Reference*
Name of DCoG programme manager: Ms Charlotte Shibane
Telephone: 012 334 0531
email: CharlotteS@cogta.gov.za
- (b) *Tender documents*
Name of DCoG procurement officer: Mr Mogoma Sekgothe
Telephone:012 334 0586
email: MogomaS@cogta.gov.za