
TERMS OF REFERENCE

FOR THE PROVISION OF TECHNICAL ADVISORY SERVICES TO THE GOVERNMENT TECHNICAL ADVISORY CENTRE (GTAC) FOR THE OFFICE OF THE ACCOUNTANT GENERAL (OAG) TO SUPPORT IN THE IMPLEMENTATION OF THE MUNICIPAL FINANCE IMPROVEMENT PROGRAMME (MFIP) PHASE IIIx

BUDGET AND FINANCIAL MANAGEMENT SPECIALIST x1

PN 1027

BACKGROUND INFORMATION

Programme Identification

Tender reference:	GTAC 027-2019
Contracting authority	Government Technical Advisory Centre (GTAC), National Treasury
Name of project work stream	MFIP IIIx: Budget and Revenue Management
Budget Manager	Xavier Mac Master Chief Director: MFIP
Purpose	Technical assistance to build the local government budget and financial management capacity of NT, Provincial Treasuries and municipalities.
Planned start date	01 April 2020

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1 PURPOSE OF THESE TERMS OF REFERENCE

- 1.1. GTAC is seeking highly qualified, skilled, and experienced Technical Advisors to provide professional services to support the Office of the Accountant General (OAG) in the implementation of the Municipal Finance Improvement Programme (MFIP) Phase IIIx.
- 1.2. These terms of reference detail the general and specific qualifications, skills and experience requirements, the work that will be expected to be performed as well as other relevant contractual and working arrangements that will apply.
- 1.3. Offers will be accepted from individuals and/or companies that propose to provide resources for this work. The basis for the evaluation will be the qualifications, skills, and experience of individuals.
- Section 2 of this document outlines the restrictions applicable to this bid.
 - Section 3 sets out background information on GTAC, the OAG, MFIP IIIx and the TA sourcing process.
 - Section 4 sets out the specific requirements for TAs in terms of the stipulated focus areas and activities.
 - Section 5 sets out minimum submission requirements that will need to be met by bidders.
 - Section 6 outlines the criteria that will be used to evaluate the functionality of bids.
 - Section 7 sets out the general requirements expected from TAs.
 - Section 8 outlines important contractual conditions that will apply to successful bidders.

2 RESTRICTIONS

- 2.1 CVs from persons who are in the service of the state ¹will not be considered.
- 2.2 Companies are only allowed to submit no more than three (3) resources per bid. Should more than 3 resources be proposed per bid, only the first three (3) resources will be evaluated.
- 2.3 CVs of any individual must only be submitted as part of one bid. Bidders must ensure that CVs are signed by the respective individuals confirming that he/she is not included in bids from other service providers. Only CVs on the prescribed CV template will be considered. Failure to comply with these restrictions will lead to disqualification of individual's CVs.

¹ State means –

- a) Any national or provincial department, national or provincial public entity or constitutional institution within the meaning of Public Finance Management Act, 1999 (Act No. 1 of 1999)
- b) Any municipality or municipal entity.
- c) Provincial Legislature
- d) National Assembly or The National Council of Provinces, or
- e) Parliament

3 BACKGROUND INFORMATION

3.1 General

3.1.1 GTAC is an agency of National Treasury, established to provide advisory services, programme management and transaction support across all spheres of government. Its central mandate is to assist organs of state in building capacity for efficient, effective, and transparent public finance management and in implementing high-impact government initiatives.

3.1.2 GTAC contributes to public finance management capacity development and knowledge sharing by:

- (a) Promoting collaborative and innovative approaches to service delivery challenges, in collaboration with partner institutions;
- (b) Developing and adapting methodologies and tools designed to meet government and public-sector management requirements;
- (c) Communicating and publishing evaluation reports, case studies and research papers; and
- (d) Public finance professional development.

3.1.3 GTAC implements its mandate through a client-focused and project-based approach and collaborates with partners inside and outside government in the development and delivery of its services.

3.1.4 GTAC has been appointed by the Office of the Accountant General to appoint resources for phase IIIx of the Municipal Finance Improvement Programme (MFIP).

3.2 Office of the Accountant-General (OAG)

3.2.1 The OAG promotes and enforces transparency and effective management in respect of revenue expenditure, assets, and liabilities of institutions in all three spheres of government. This includes the administration of the National Revenue Fund (NRF), the Reconstruction and Development Programme Fund (RDPF), and Banking Services (BS) for national departments. The OAG is also responsible for developing policies and frameworks on accounting, internal audit and risk management.

3.2.2 Through its capacity development unit, the OAG is committed to building capacity for sound and transparent financial management, across all three spheres of government.

3.3 Background to MFIP IIIx

- 3.3.1 As a result of the persistent poor performance of municipalities over the past fifteen years, numerous support programmes and interventions have been initiated by both national and provincial governments in an effort to improve the capacity of local government, address inadequate service delivery issues, and enhance good governance through improved accountability and transparency.
- 3.3.2 The Municipal Finance Improvement Programme is incorporated into the National Treasury (NT) Strategic Plan, and currently institutionalised within the NT, in the Office of the Accountant-General (OAG). The overall strategic goal of the programme is to facilitate improvements in the management of the financial affairs of municipalities, and to facilitate effective implementation of the Municipal Finance Management Act (MFMA), Act 56 of 2003.
- 3.3.3 The MFIP supports Presidential Outcomes 9 and 12 in helping to build a responsive, effective, and efficient local government system, build an efficient, effective, and development-orientated public service, and build an empowered, fair, and inclusive citizenship as it relates to local government financial management.
- 3.3.4 The current MFIP III, which commenced on 1 April 2017 and is due to end on 31 March 2020, is a strategically driven programme of technical assistance aligned to the six LGFM game changers, designed to build the institutional and technical financial management capacity of NT, PTs and Municipalities. This is mainly achieved through the placement of Technical Advisors (TAs) within the MFMA support units of provincial treasuries, and the Budget and Treasury Office (BTO) of municipalities.
- 3.3.5 The Director-General approved a two-year extension of the MFIP III, to be called MFIP IIIx, which will commence on 01 April 2020. Several modifications have been made to the operating modalities of the MFIP during phase III which intended to bolster the programmes overall effectiveness and efficiency.
- 3.3.6 The processes included strengthening the institutionalisation of the modified MFIP business model; ongoing elucidation and advocacy of the revised governance and management arrangements with programme stakeholders; sourcing of technical advisors to implement the entire spectrum of MFIP technical support to programme beneficiaries in NT, PTs and municipalities; and implementing the MFIP Knowledge Information Management strategy to ensure increased efficiency in programme administration and enhanced knowledge sharing and collaborative learning across the project work streams.
- 3.3.7 A core requirement for potential support under the MFIP IIIx is that the positions of Municipal Manager and Chief Financial Officer in municipalities and MFMA Co-ordinator and project counterparts (Directors) in PTs must be filled, or measures taken to fill such positions, before consideration for assistance will be given.

3.3.8 The MFIP IIIx operating model is set out in the figure below and illustrates the alignment of the integrated project work streams to the six LGFM game changers. It further shows the three modalities of providing direct institutional and technical capacity support to selected NT divisions, PT municipal finance units and the BTOs of identified municipalities.

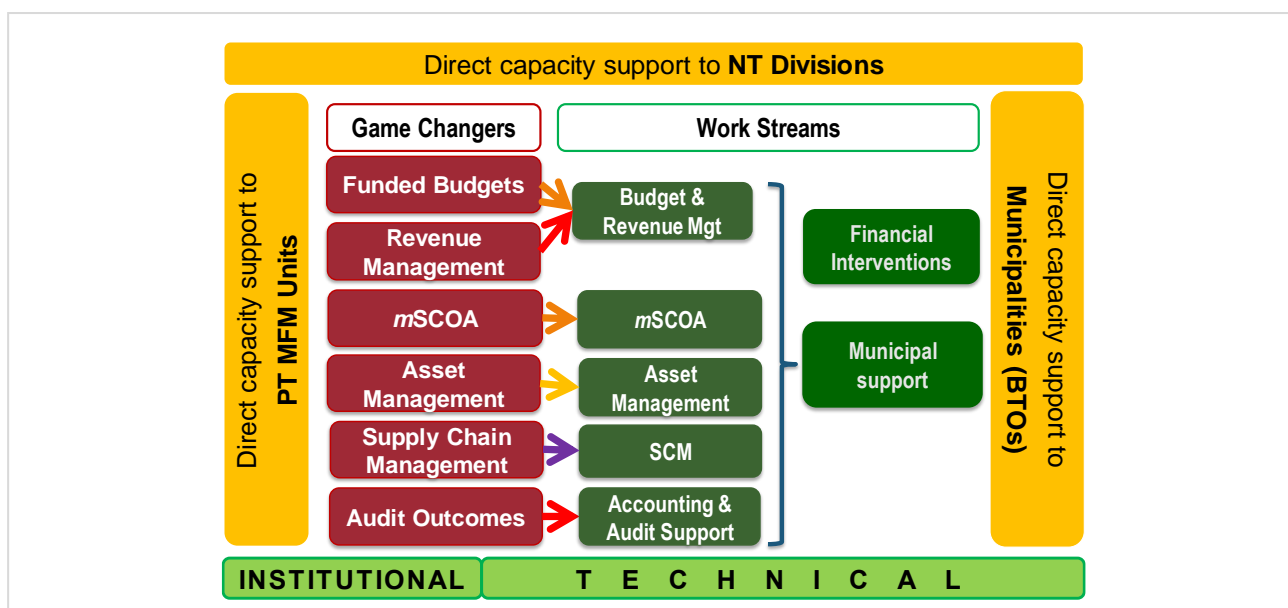


Figure 1: MFIP Operating Model

3.3.9 The MFIP Programme Management Unit (PMU) is responsible for providing the oversight, management, and support required for the successful implementation of the Municipal Finance Improvement Programme. This include:

- (a) Preparing the overall work programme;
- (b) Managing the budget, formulating the scope of work, and executing specific project objectives; and
- (c) Managing, monitoring, and evaluating the performance of all resources, policies, and programme implementation.

3.3.10 The PMU is led by a Chief Director who is supported by Directors and other Project Support officials. The PMU oversees the work performed by MFIP TAs deployed to the NT, respective PTs and participating municipalities.

3.3.11 The MFIP also works in close consultation with relevant NT Chief Directorates to ensure coherence of policy implementation and specialist support, strategic leadership and the co-development of initiatives, tools and systems that can be used to strengthen overall improvements in the local government financial management space.

3.3.12 This ToR is primarily for a Budget and Financial Management Specialist who will be placed via the MFIP at National Treasury within the Local Government Budget Analysis Unit.

4 SPECIFIC TA REQUIREMENTS

4.1 Overall Objective

To work with provincial treasuries and their related stakeholders to improve Budget and Financial Management practices and performance.

4.2 Specific Scope of Work

The key activities per focus area over the duration of the project will include, but not limited to the areas highlighted below.

Table 1: Budget and Financial Management Focus Areas and Key Activities

Focus Area	Activities
Municipal Budget and Reporting Regulations (MBRR)	<ol style="list-style-type: none"> 1. Assessing the credibility of information in and level of sustainability of the budget for the 17 non-delegated municipalities. 2. Provide responses/comment on questions wrt Budgeting & Reporting work stream and review and provide comments on reports, letters, annual and quarterly publications and respond to parliamentary questions. 3. Develop/review budget related policies as contemplated in the MBRR and circulate as specimen policies to be used by municipalities. 4. Assessing tariff determination policies and affordability of municipal services as informed by municipal planning process (links to tariff setting, costing and mSCOA). 5. Financial recovery plans – Assist in the development and implementation monitoring of financial recovery plans for selected municipalities pertaining to budget and revenue management.
Funding Compliance and Cash Flow	<ol style="list-style-type: none"> 1. Evaluating municipalities' cash flow status in relation to creditors, current and solvency ratios. 2. Develop a municipal specific strategy to assist municipalities to move from an unfunded to a funded budget position 3. Quarterly prepare a master file on the s139 (MFMA) indicators for publishing as part of the s71 reports. 4. Analysing alignment of MTREF to the municipalities' cash flow planning and budget funding position. 5. Analysing the municipalities' funding compliance principles & practical application wrt cash backing of reserves and general liquidity. 6. Evaluating the municipalities' ability to incur additional capital expenditure and borrowing strategies wrt mid-term affordability and sustainability and improved funding mix.
Asset Management and Costing Services	<ol style="list-style-type: none"> 1. Analysing depreciation provision in relation to the asset base and the credibility of the budget Statement of Financial Performance, particularly wrt trading services. 2. Establish the impact of depreciation on tariff setting and viability of the trading services. 3. Review annual contribution towards repairs and maintenance and determine trend line over 7-year budget window.
Budget & Expenditure Management	<ol style="list-style-type: none"> 1. Extract data from the LG Data Base and/or other sources, research and prepare reports and data files for internal usage and for external stakeholders.

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Focus Area	Activities
Advisory Services	<ol style="list-style-type: none"> 2. Provide responses/comment on questions wrt Budgeting & Reporting work stream and review and provide comments on reports, letters, annual and quarterly publications and draft responses to parliamentary questions. 3. Review policy documents, revenue/expenditure management frameworks and advise municipalities on any shortcomings in terms of determining budget implications, risk and impact of implementation where relevant and to make recommendations where applicable.
Support the rollout of Specimen Budget documentation (mSCOA aligned)	<ol style="list-style-type: none"> 1. Prepare/updated practical guides to completing the budget formats for Tabled and Adopted Budgets and the s72 Performance Report structure implemented by NT. 2. Ensuring that the quality and integrity of information presented in the budget formats are: <ul style="list-style-type: none"> ▪ aligned to the IDP, ▪ supported by narrative explanations of budget policy and outcomes ▪ compliant with legislative prescripts ▪ a people orientated document based on the principles of Batho Pele
Training and Capacity Building	<ol style="list-style-type: none"> 1. Provide training to NT, PT and municipal officials to build capacity wrt financial planning, budgeting, cash flow management practices, analysis and assessments to ensure financial sustainability 2. Provide training to NT, PT and municipal officials to build capacity wrt compilation of mSCOA compliant budgets 3. Assist advisors at the PT to capacitate municipal officials to build capacity wrt funded budgets, budget funding compliance and use of the Funding Assessment Tool. 4. Prepare and present presentations and attendance at workshops & meetings.

4.3 Project location and reporting

The Budget and Financial Management Specialist, for the duration of the project will be based at the National Treasury in Pretoria and will be placed via the MFIP at the CD: LGBA. S/he will report to the designated LGBA counterpart and the MFIP PMU and will be required, from time to time, to attend national, provincial and local level meetings over the duration of the programme.

4.4 Specific expertise required

Successful bidders for the Budget and Financial Management Specialist roles, over and above the general capabilities, should demonstrate their experience and achievements in implementing Budget and Financial management operations, reforms, and performance improvement initiatives. Emphasis must be placed on the focus areas outlined in specific scope of work outlined in this ToR.

5 SUBMISSION REQUIREMENTS

5.1 Minimum requirements from the bidder(s)

Bidders must submit a responsive proposal in accordance with these terms of reference.

5.1.1 Bidders must provide supporting documentation as proof of educational qualifications as well as all required certificates contemplated above. All copies must be certified. All international qualifications must be accompanied by South African Qualifications Authority (SAQA) accreditation.

5.1.2 Non-submission of certified academic qualifications and SAQA accreditation will lead to disqualification.

5.1.3 Certificate of membership to professional bodies will not be considered if not accompanied by certified educational qualifications.

Failure by a bidder to comply with the above minimum requirements will result in such Bidder's proposal not being evaluated further.

5.2 Technical Requirements

5.2.1 The bidder must indicate the educational qualifications in respect of each resource offered in line with the QUALIFICATIONS EVALUATION CRITERIA listed in **Table 2** below.

5.2.2 The bidder must show the "Number of years' experience in local government financial management" and "managerial positions" in respect of each resource offered as per the GENERAL EXPERTISE EVALUATION CRITERIA in **Table 2** below.

5.2.3 Each bidder will be required to provide a record of "demonstrated experience and achievements" and "years' experience" for each resource offered as per the SPECIFIC EXPERTISE EVALUATION CRITERIA listed under sections 3.1 and 3.2 in **Table 2** below.

5.2.4 The above criteria will be provided for in the CV template that each bidder **MUST** complete. Bidders who do not provide a record of experience will not be considered for the role. The evaluation will place an emphasis on the hands-on experience, achievements, the scale and scope of the projects and reforms implemented, the extent to which the experience

demonstrates a holistic view of the specialisation and context and demonstrates the candidate's ability to conceptualise and lead change initiatives.

5.2.5 Candidates must elaborate in their CVs specific hands-on experience including the reforms that he/she was actively involved in. The record of experience will be used to evaluate the bidder's specific experience using the evaluation criteria below.

6 EVALUATION CRITERIA

The evaluation committee members will individually evaluate the responses received against the following criteria as set out below. The functionality evaluation of individual CV's will be carried out as per evaluation criteria stipulated in **Table 2** below.

The functionality evaluation will be conducted in two (2) stages:

- Functionality Evaluation: Technical Desktop Evaluation; and
- Functionality Evaluation: Interviews.

6.1 Functionality Evaluation (Stage 1: Technical desktop evaluation)

6.1.1 Technical evaluation criteria for the TAs are stipulated in the **Table 2** below.

6.1.2 Only bidders who score a minimum of 65% during the technical evaluation stage will be invited to interviews prior to consideration for Preferential Procurement Policy Framework Act (PPPFA) evaluation as articulated in the information to bidders.

Table 2: Functionality Evaluation Criteria (Stage 1: Technical desktop evaluation)

No.	EVALUATION CRITERIA	SCORING	WEIGHT
1.	QUALIFICATIONS		25
	Highest educational qualification obtained in: <ul style="list-style-type: none"> • Financial management, • Accounting, • Public administration/management, • Business administration/ management, • or relevant / related field 	5 = Honours degree or higher (NQF8); 4 = Degree (NQF7) 3 = National diploma (NQF6) or degree in non-related field 2 = National certificate (NQF5) 1 = Matric certificate (NQF4)	25
2.	GENERAL EXPERTISE		25
	2.1 Number of years' experience in Local Government financial management or a component thereof	5 = more than 10 years 4 = more than 7 and up to 10 years 3 = more than 4 and up to 7 years 2 = more than 2 and up to 4 years 1 = 0 and up to 2 years	15

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No.	EVALUATION CRITERIA	SCORING	WEIGHT
	<p>2.2 Number of years' experience in managerial positions</p> <p>The following positions will be regarded as management:</p> <ul style="list-style-type: none"> • <i>deputy director and above in the Public Service</i> • <i>manager reporting to a Section 57 manager and above in municipalities</i> • <i>Bidders from the private sector should clearly indicate the senior management post level held</i> 	<p>5 = more than 5 years 4 = more than 4 and up to 5 years 3 = more than 3 and up to 4 years 2 = more than 2 and up to 3 years 1 = 0 and up to 2 years</p>	10
3.	SPECIFIC EXPERTISE		50
	<p>3.1 Demonstrated experience and achievements in implementing, managing, and supporting municipal <u>Budget and Revenue management</u> operations, projects, reforms and/or performance improvement initiatives.</p> <p>With respect to experience in Budget and Revenue management, relevant components include, but not limited to:</p> <ul style="list-style-type: none"> • Municipal Budget and Reporting Regulations (MBRR) • Funding compliance and cash flow • Asset management & costing of municipal services • Budget & expenditure management advisory services • mSCOA aligned budget documentation • Budget-related policies and strategies • Development of the revenue component of financial recovery plan 	<p>5 = Excellent (demonstrated at least four components and above) 4 = Good (demonstrated at least three components) 3 = Average (demonstrated at least two components) 2 = Below Average (demonstrated at least one components) 1 = Poor (Demonstrated no experience and knowledge)</p>	25
	<p>3.2 Years' experience in implementing <u>Budget and Revenue management</u> operations, projects, reforms and/or performance improvement initiatives as per the components listed under 3.1 above.</p>	<p>5 = more than 8 years 4 = more than 6 and up to 8 years 3 = more than 4 and up to 6 years 2 = more than 2 and up to 4 years 1 = 0 and up to 2 years</p>	25
TOTAL			100
Bidders who are successful in meeting the functionality threshold of 65% will be invited to attend an interview.			65%

6.2 Functionality Evaluation (Stage 2: Interviews)

6.2.1 Interviews will be used to verify the bidder’s specific knowledge, experience and abilities in area/s of work that they are offering their services.

6.2.2 Interview evaluation criteria for the TAs are stipulated in the **Table 3** below.

6.2.3 Only bidders who score a minimum of 65% during the interviews will be considered for the Preferential Procurement Policy Framework Act (PPPFA) evaluation as articulated in the information to bidders.

6.2.4 Only bidder’s that meet the 65% threshold for both the technical evaluation and interviews will be considered for PPPFA evaluation to consider pricing proposals. However, the final score for functionality will be the simple average of the sum of the technical evaluation and interview scores.

Table 3: Functionality Evaluation Criteria - Stage 2: Interviews

Component	Criteria	Weight per component
Demonstrated knowledge of relevant legislation, regulations, and other prescripts	5 = Excellent 4 = Good 3 = Average 2 = Below Average 1 = Poor	20
Demonstrated ability to identify and prioritise key issues and improvement areas within the function	5 = Excellent 4 = Good 3 = Average 2 = Below Average 1 = Poor	30
Demonstrated ability and experience in conceptualisation, developing, and implementing solutions to the identified issues	5 = Excellent 4 = Good 3 = Average 2 = Below Average 1 = Poor	30
Demonstrated advisory, and skills transfer	5 = Excellent 4 = Good 3 = Average 2 = Below Average 1 = Poor	20
Total		100
Only bidders who meet the 65% threshold for the functionality evaluation in the interviews (stage 2) will be considered for PPPFA evaluation as articulated in the information to bidders.		65%

Only bidder’s that meet the 65% threshold for both the technical evaluation and interviews will be considered for PPPFA evaluation to consider pricing proposals.

7 GENERAL REQUIREMENTS

7.1 Period and level of effort

MFIP IIIx TAs will be procured as follows:

7.1.1 For a period commencing on or about 1 April 2020 to 31 March 2022.

7.1.2 Will be required to work normal working hours on a full-time basis for the duration of the programme, unless otherwise agreed by the parties.

7.1.3 The maximum level of effort required per financial year (1 April to 31 March) will be 230 normal working days or 1 840 hours. This will be pro-rated for the first financial year based on the actual date of appointment.

7.1.4 The contract will be reviewed at least bi-annually based on performance.

7.2 Additional work to be performed

Across all areas of work, TAs will be expected to:

7.2.1 Build and maintain positive working relationships with all MFIP participants and stakeholders;

7.2.2 Serve as resources for technical specialist advisory on strategic priorities and projects;

7.2.3 Contribute to MFIP's annual, quarterly, and monthly reporting;

7.2.4 Promote learning and cooperation for improved service delivery and sustainability;

7.2.5 Support the development and refreshment of methodologies and toolkits relevant to MFIP;
and

7.2.6 Support knowledge generation including the identification of areas for knowledge sharing the development of case studies, and participation in knowledge sharing initiatives.

7.3 General capabilities required

Across all areas of work, TAs must have the following general capabilities.

- 7.3.1 Collaborative team player with excellent interpersonal skills and the ability to effectively interact with stakeholders;
- 7.3.2 Logical, creative, innovative, analytical, lateral thinking, and problem solving;
- 7.3.3 Communication skills (verbal & written) with the ability to listen and learn;
- 7.3.4 Ability to transfer skills;
- 7.3.5 Ability to work under consistent and continuous pressure from varied sources, yet be able to maintain a supportive approach;
- 7.3.6 Computer skills including detailed knowledge and use of the Microsoft Office Suite;
- 7.3.7 Sound financial planning and analytical skills;
- 7.3.8 Ability in consulting and advisory services (internal or external);
- 7.3.9 Ability to review and analyse strategic issues, current roles, functions, interface, processes and procedures, risks, and options; and
- 7.3.10 A clear understanding of the desired outcomes of the local government financial management and budget reform agenda.

7.4 Limitations of Assistance

Resources provided by GTAC including the TAs appointed via this process:

- 7.4.1 Have no authority or signing powers to bind either the client or GTAC unless as provided for in the Project Charter or agreement between GTAC and the Client; and
- 7.4.2 May only provide support and execute functions as set out in the agreed Project Charter, these Terms of Reference; and as defined in the MFIP IIIx Programme Management Plan.

7.5 Monitoring and Reporting

- 7.5.1 Monthly activity reports on the progress with reference to the work plan and specified key performance indicators will be compiled and submitted to the MFIP PMU.

8 CONTRACTUAL CONDITIONS

8.1 Contracting Authority

The service provider will contract directly with the GTAC.

8.2 Contract Fees

- 8.2.1 Remuneration of TAs has been benchmarked against public service rates taking into account reasonable adjustments for overhead costs of long-term consultants. The rate for

the TAs will thus be capped at R750.00 per hour **excluding** VAT or R862.50 per hour **inclusive** of VAT.

- 8.2.2 Successful bidders will be required to register for VAT as the annual contract amount is above the VAT threshold.
- 8.2.3 Fees may be adjusted in April of each year at the discretion of the Head of GTAC and the OAG taking into consideration available budget and government's fiscal stance.
- 8.2.4 GTAC will make offers to successful bidders.
- 8.2.5 Fees exclude direct costs relating to project execution such as travel for which GTAC will make provision.
- 8.2.6 GTAC does not pay for TA travel and parking costs to and from place of residence and their place work.
- 8.2.7 GTAC will not pay relocation costs or additional allowance for accommodation for successful bidders placed outside of their usual place of residence (home town).

8.3 Facilities to be provided by TAs

TAs will be responsible for the provision of any computer equipment (see Annexure A: Minimum Specifications to support MFIP Applications), connectivity, and all other administrative supplies that may be required over the duration of the programme.

8.4 TA Reporting Requirements

- 8.4.1 The following reports will be submitted by TAs as proof of delivery of services:
 - (a) Monthly progress reports;
 - (b) Daily capture of effort/time and audit evidence indicating work done, deliverables submitted, and time allocated to the achievement thereof;
 - (c) Performance reports, at least bi-annually in support of individual TA performance reviews; and
 - (d) A close-out report on completion or termination of the TA contract.

8.4.2 As part of project work, TAs will be required to deliver agreed project reports and project closure reports;

8.4.3 Reports shall be written in English; and

8.4.4 All reports, files, notes, electronic files, and documents shall be structured, formatted, and completed according to the requirements of the MFIP PMU.

9 BID VALIDITY PERIOD

The bid will be valid for a period of 90 (ninety) days.

Annexure A: Computer (Laptop) Minimum Specifications

COMPONENT REQUIREMENT

Computer and processor

Windows: 2 gigahertz (GHz) or faster, 2-core.

macOS: Intel processor

Memory

Windows: 4GB RAM; 2 GB RAM (32-bit)

macOS: 4 GB RAM

Hard disk

Windows: 4.0 GB of available disk space

macOS: 10 GB of available disk space.

Operating system

Windows: Windows 10.

macOS: Current three most recent versions

Browser

The current version of Microsoft Edge, Safari, Chrome, or Firefox.