



**palama**

Public Administration Leadership  
and Management Academy  
**REPUBLIC OF SOUTH AFRICA**

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**TERMS OF REFERENCE:**

**FOR A MULTI-YEAR**

**COMPREHENSIVE PROGRAMME EVALUATION OF THE  
EXECUTIVE DEVELOPMENT PROGRAMME (EDP), 2009-2011**

An invitation to tender from individuals and organisations within the field of

Monitoring and Evaluation Research

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**PUBLIC ADMINISTRATION LEADERSHIP AND MANAGEMENT ACADEMY  
18 June 2009**

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## **Terms of Reference for a Comprehensive Programme Evaluation of the Executive Development Programme (EDP), 2009-2011**

An invitation to tender from individuals and organisations within the field of

### **Monitoring and Evaluation Research**

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#### **1. REQUIREMENTS OF TENDER**

Palama, the Public Administration Leadership and Management Academy, was officially launched in August 2008. It has the statutory responsibility for training in the Public Service, and is the outcome of a far-reaching reconstitution of the former South African Management Development Institute (SAMDI), in accordance with a Cabinet mandate.

Palama's new strategy aims to improve the reach and quality of senior management development at national, provincial and local levels. This will involve energising the entire Public Service training landscape and fostering collaborations among public administration training institutions – provincial academies, higher and further education institutions and the private sector – in respect of training provision, as well as needs analysis, curriculum and materials development, modes of learning, assessment, certification, accreditation and evaluation.

In order to ensure the quality and relevance of its programmes, Palama enters into contracts with service providers (a) to design learning programmes, (b) to deliver training, and (c) to evaluate the impact and quality of the programmes delivered. This tender has to do with category (c).

Service Providers are used on a needs basis only and are paid according to a predetermined schedule of rates. Interested individuals or organisations should have significant monitoring and evaluation research experience, ideally of the impact and quality of education and training programmes with a specific focus on adult employed learners working as senior managers in the public service. Palama hereby invites suitably qualified service providers (whether individuals, organisations, or consortia) with the requisite expertise and experience to apply for appointment to undertake this monitoring and evaluation study.

### 1.1 Required Documentation

Interested private and public service provider organisations should supply the following documents:

1. Completed application form for organisations (available on the website)
2. Company Profile including a minimum of three references
3. Company/Close Corporation/Entity Registration Documentation
4. Original and valid Tax Clearance Certificate
5. VAT Registration Certificate (where applicable)
6. Copy of a previous programme evaluation report which demonstrates bidder's best work

### 1.2 Bidding Process

The bid documents can be obtained on the Palama website: [www.palama.gov.za](http://www.palama.gov.za) or from the Reception Desk on the Ground Floor of Palama Offices: ZK Matthews Building, 70 Meintje Street, Sunnyside, Pretoria.

Incomplete proposals or proposals with incomplete supporting documentation will not be considered. The completed bid documents bearing bid description, together with the supporting documentation addressed to Director: Supply Chain Management, can be submitted by hand and deposited into the bid box on the ground floor before the closing date or by post to Palama, Private Bag X759, Pretoria 0001. E-mailed, faxed or late bids will not be accepted

All bidders will be required to attend a **compulsory bid briefing session** at the Ground Floor Boardroom of the Palama Offices, ZK Matthews Building, 70 Meintje Street, Sunnyside, Pretoria, on Monday 20<sup>th</sup> July 2008 from 14h00-16h00.

#### Note:

1. Palama is bound by the provisions of the Preferential Procurement Policy Framework Act of 2000, the Public Finance Management Act of 1999 and the Framework of Supply Chain Management
2. Palama reserves the right not to make any appointments as a result of this notice.
3. Palama reserves the right to adjust time frames to this notice.

Closing date: Friday 31<sup>st</sup> July 2009.

## 2. THE EXECUTIVE DEVELOPMENT PROGRAMME (EDP)

This tender relates to the programme evaluation of the EDP over a three-year period from 2009 to 2011. The EDP is the flagship PALAMA programme for senior managers in the public service. The programme starts in 2009 with several hundred senior managers already enrolled.

The EDP is a 10 module programme which is aligned to the Senior Management Services (SMS) competency framework. It aims to equip senior managers (Directors and Chief Directors) with the knowledge and skills to perform effectively in their day-to-day operations. The target audience comprise of:

- Public sector Senior Management Service (SMS) members on salary levels 13 and 14; and

- Public sector Middle Management Service (MMS) members that participated in the Accelerated Development Programme (ADP).

The EDP is presented over a minimum period of 12 months – one module of three days each in a cycle of five weeks. Learners are supported by an e-learning platform for the duration of the programme. The 5 weeks between modules enable learners to complete and submit formative (pre-course) and summative (post-course) assignments. Schedules can be customised according to clients' preferences.

The six **core modules** accredited on NQF Level 7 are:

- Strategic Human Resource Management (20 Credits)
- Financial Management and Budgeting (20 Credits)
- Strategic Planning and Management (20 Credits)
- Policy Formulation and Implementation (20 Credits)
- Leadership for Good Governance (20 Credits)
- Project and Programme Management (19 Credits)

After successful completion of these core modules, a learner will receive the **Postgraduate Certificate in Executive Leadership**. Learners may exit the Executive Development Programme at this point. The four **elective modules** accredited on NQF Level 8 are:

- Research Methodologies for SMS in the Public service (20 Credits)
- Leading Change (20 Credits)
- Communication and Customer Focused Strategies (20 Credits)
- South African Economy in a Global Context (20 Credits)

Learners who aspire to qualify for a Masters may apply for admission to the higher education institution upon successful completion of the Postgraduate Certificate. If accepted, learners would be required to:

- Attend a compulsory one day Research Methodology session.
- Proceed with the four elective modules as the course work component of the Masters curriculum.
- Complete a mini-dissertation.

After successful completion of these requirements, learners will receive a Masters degree from the higher education institution at which they were registered.

## 2.1 Recognition

Learners that complete all the requirements for a module will receive a certificate of competence for that module. Learners that have adhered to the entry requirements and that have successfully completed the core modules of the EDP will receive a Postgraduate Certificate in Executive Leadership. Registered learners that successfully complete the compulsory one day Research Methodology workshop, the four elective modules and the mini-dissertation will receive a Masters qualification.

## 2.2 Higher education providers

The EDP programme is structured into four regions and the programme is offered by four consortia of higher education providers. These are:

- A. **Northern Region: (Gauteng, Limpopo and Mpumalanga)**
  - Lead Institution: North-West University (NWU)
  - Members: University of Johannesburg and the University of the Witwatersrand.
- B. **Central Region: (North-West, KwaZulu Natal and Free State)**
  - Lead Institution: North-West University (NWU)
  - Members: University of the Free State, University of KwaZulu Natal, Central University of Technology and Durban University of Technology.
- C. **Southern Region: (Eastern Cape, Western Cape and Northern Cape)**
  - Lead Institution: Nelson Mandela Metropolitan University (NMMU)
  - Members: Cape Peninsula University of Technology and University of Stellenbosch.
- D. **National Region: (All National Departments)**
  - Lead Institution: Vaal University of Technology (VUT)
  - Members: University of the Witwatersrand, University of Stellenbosch, Durban University of Technology, Central University of Technology and Tshwane University of Technology.

## 3. UNDERTAKING A COMPREHENSIVE PROGRAMME EVALUATION OF THE EDP, 2009-2011

### 3.1 Comprehensive evaluation

This 'call to tender' and the Terms of Reference seek to appoint a qualified research service provider to undertake a comprehensive multi-year programme evaluation of the EDP starting September 2009 and ending July 2011. This will entail several components, most notably, a sequence of baseline, formative and summative evaluations over three financial years. Each of these evaluation formats can be defined as follows:

- **A baseline study** is one that seeks to describe a social context prior to policy or programme interventions. It is a description of an 'undisturbed field prior to attempts to change the conditions under which people live or work'. Key environmental indicators noted during a baseline study then allows progress to be measured at regular intervals once the policy interventions have begun. The baseline study will have diagnostic value. It will help identify where the problems are.
- **A formative evaluation** is an evaluation of the implementation of a programme (or any other kind of social intervention) with the aim of improving it. Many large programmes use formative evaluations at regular intervals during the life of the programme to (i) measure its progress in relation to the original aims of the project and (ii) to ensure that the intervention adapts appropriately and timeously to any changes in social reality.

- **A summative evaluation** occurs after an intervention of some kind and seeks to gauge whether the intervention was successful in meeting its primary aims and objectives. Successful programmes may then be replicated elsewhere. Flawed programmes may be corrected prior to replication. Summative evaluations also help in generating approval from governments, funders and community participants who will then give support to further interventions of a similar nature.
- In addition, **continuous monitoring of the implementation** of the intervention plan, week by week, month on month, against carefully chosen variables, can add valuable information and data to a formative evaluation which occurs at more periodic intervals.

### 3.2 Proposed methodology

It is proposed that the evaluation of the EDP is comprised of these four forms of monitoring and evaluation. The cycle of baseline, formative and summative evaluations will be applied to the programme, with the additional input of **continuous monitoring** undertaken by supervisors/mentors in the participating government departments. The results of the continuous monitoring exercises will be fed into the evaluation research exercise to be held at 12 monthly intervals.

A battery of research instruments will be designed for application in each of these intervals. These will include:

- **An Online Competency Self Assessment Tool** which has already been administered by Palama in May 2009, and which will be re-administered in May 2010 and May 2011. The purpose of this tool is to gauge whether learners – in their own self assessment – have gained additional skills and competencies.
- **Continuous Monitoring instruments:** A series of monitoring instruments will be developed for supervisors/mentors to administer. The results from the monitoring instruments will be fed into the evaluation research process.
- **Structured interview schedules** for a sample of the EDP participants and government officials
- **A questionnaire** to be distributed by post to all EDP participants
- **A Focus Group discussion schedule** to be developed for small groups of EDP participants in each locale (departmental as well as regional)
- **Curriculum review:** Participants will be asked to comment on the quality and relevance of the curriculum and training providers. All relevant curriculum documentary material will be collected and independently assessed.

The evaluation of the EDP programme will be comprehensive along the following axes:

- It will review the relevance of the curriculum to the work contexts of the senior managers enrolled in the programme
- It will determine the quality of the teaching and assessment feedback provided by the higher education providers in the four consortia involved in the project
- It will evaluate the competence of PALAMA processes in the administration and management of the entire EDP experience from enrolment to graduation

- It will measure the effectiveness of the e-learning platform used, which will form a critical component of course delivery.

#### **4. CONTRACT OBJECTIVES, ASSUMPTIONS AND RISKS**

##### **4.1 General objective**

The overall objective of this project is to undertake a comprehensive multi-year programme evaluation of the Executive Development Programme (EDP), starting in September 2009 and concluding in July 2011. It will be **comprehensive** in that it will investigate: curriculum relevance; the quality of teaching; the competence of PALAMA processes in the administration and management of the entire EDP experience; and the effectiveness of the e-learning platform used, which will form a critical component of course delivery.

##### **4.2 Specific objectives**

The specific objective of this research project is provide an **impact assessment** of the relevance and added-value of the EDP training programme to the working lives of its participants. This will be determined through both quantitative research and a deep qualitative investigation of the EDP learning experience. The methodology proposed is to conduct three assessments - a baseline, a mid-way formative and a summative evaluation – in the period between September 2009 and July 2011. In addition, an on-line *Competency Self-Assessment Tool* has been devised which will be run three times – in May-Sept 2009 as students enrol, In May 2010 once they have finished all of the training modules, and in May 2011 which will serve as an endpoint to determine the usefulness of the training programme to participants working lives in the public service. The quantitative comparison of this data across these three points will reveal important insights, most notably, any shifts (**added-value**) in the competencies of participants as a consequence of the training.

##### **4.3 Assumptions**

It is assumed that:

- 4.3.1 The successful Service Provider (SP) will work closely with the EDP Research Manager (Dr Andre Kraak) who will manage the entire research process.
- 4.3.2 The SP will receive all necessary information, documents, support and cooperation from Palama and other stakeholders in the execution of their research duties.
- 4.3.3 The SP will gain access to information as and when required.

##### **4.4 Risks**

The following risks have been identified:

- 4.4.1 Delays may occur because Palama project members and/or SP personnel fail to cooperate as planned.
- 4.4.2 The SP may fail to implement the approved project plan, e.g. conduct the programme evaluation timeously in accordance with the agreed timeframes.

4.4.3 Non-delivery may occur because staff at the SP or Palama may withdraw/resign from the project.

4.4.4 The Palama EDP project team fails to adhere to reporting timeframes.

4.4.5 The SP may fail to deliver the agreed product on time and within budget.

4.4.6 Delays in delivery occur as a result of technical failures.

## **5. SCOPE OF THE WORK**

### **5.1 Purpose**

The purpose is to secure the services of a suitably qualified SP with a credible track record in monitoring and evaluation research. Expertise in researching the teaching and learning of adult learners will be highly advantageous. Both quantitative and qualitative research expertise will be required from the SP.

### **5.2 Target Audience**

The research target audience will comprise two cohorts of EDP participants who consist of senior managers (levels 13-14) in the public sector. These managers will be nominated by their respective departments to attend the programme. It is estimated that the cohort of 2009 will reach 720 students and a similar number is expected in the 2010 cohort. These students will be located in the capital city (for all national government departments) as well as in three regions: Northern, Central and Southern. These logistical dimensions must be factored into the scope and pricing of the study.

### **5.3 Activities**

The project will include the following activities:

5.3.1 Baseline Evaluation, Sept 2009 – December 2009

SP Output: A Baseline Final Report submitted by Dec 2009

5.3.2 A mid-way Formative Evaluation, Jan – October 2010

SP Output: A Formative Evaluation Report submitted by Dec 2010

5.3.3 A Summative Evaluation, Jan 2011 to July 2011

SP Output: A Summative Evaluation Report submitted by July 2011

5.3.4 Each of these evaluation cycles will comprise the execution of multiple research instruments including:

5.3.4.1 A completed online competency self assessment tool completed three times over the life of the research project by all participants

5.3.4.2 Focus-group interviews with students

- 5.3.4.3 Continuous Monitoring instruments developed for supervisors/mentors to administer.
- 5.3.4.4 Structured interviews with a sample of the EDP participants and their employer/supervisor
- 5.3.4.5 Review of all curricula
- 5.3.4.6 Review of the e-Learning platform
- 5.3.4.7 Review of Palama's effectiveness in administering the programme

5.3.5 Each written report listed in paragraph 5.3 will comprise a synthesis of the findings of each of these research instruments as listed in paragraph 5.3.4.

## **6. REQUIRED INPUTS AND EXPERTISE**

### **6.1 Expertise**

The project requires a SP who has knowledge of and expertise in the following areas:

- A solid track record of monitoring and evaluation research in learning environments which comprise adult employed learners
- Demonstrable evidence of being an expert in the field of review for which the SP is to be contracted.
- Impressive record of networking and partnering with credible national and international role players/organisations in your specific specialist field.
- Previous work in the public service.
- Clear understanding of service delivery challenges in general, but especially those that senior managers need to deal with.
- Commitment to deliver on time and within budget.

### **6.2 Costing**

6.2.1 SPs are encouraged to develop more than one costing model if it can be demonstrated that incremental increases in cost obtain greater methodological scope and reach. The differences between the costing options over the three financial years must be clearly spelt out.

6.2.2 Palama reserves the right to negotiate further on price and methodological scope with the successful bidder.

### **6.3 Palama support**

Palama will provide support for the project in terms of project management and co-ordination. The Palama Research Manager, Dr Andre Kraak, will work closely with the contracted SP.

## **7. REPORTING**

### **7.1 Reporting requirements**

7.1.1 The SP will be expected to provide regular written reports to the Palama Research Manager for each activity completed.

7.1.2 The reporting cycle will be agreed upon, in writing, between the project manager and the Academic specialists.

7.1.3 The project manager must be informed of any obstacles identified which may impact on the delivery and finalization of the project.

## **7.2 Submission and approval of reports**

Reports must be submitted to the Palama Research Manager. Approval and inputs will be provided within two weeks of receipt of these reports.

## **8. PROJECT SUPERVISION**

A Palama advisory panel will be appointed to work with the Palama Research Manager, and it will provide oversight and supervision of the work of the Service Provider, in particular, with regard to input into the design, analysis and interpretation phases, as well as the reviewing of findings to assure quality internally.

## **9. INVOICING**

All reports and submissions must be supported by original invoices, together with all the relevant documentation required.

All reports and documents needed for the finalisation of payment should be forwarded to Palama, ZK Matthews Building, 70 Greeff Street, Sunnyside, Pretoria. Payment will be processed, once the relevant project manager has approved the documents within 30 days of invoice receipt.

## **10. TIMEFRAME**

The project will commence in September 2009 and conclude on the 31<sup>st</sup> July 2011.

## **11. COPYRIGHT**

Copyright of all documents/products produced shall be vested with Palama.

## **12. REPRESENTATION**

All those appointed to render a service or prepare a product on behalf of Palama will at all times act as an associate of Palama. It is expected of them to inter alia promote Palama's programmes, image and its best interests.

## **13. EXPENDITURE BREAKDOWN**

The breakdown of expenditure must be in line with the timetable of activities as illustrated in Tables 13.1, 13.2 and 13.3, with two cohorts (the class of 2009 and the class of 2010), four evaluation components in the three-year duration of the evaluation programme. Whereas the timeframes Sept 2009 to July 2011 allow a comprehensive evaluation of the EDP (baseline, mid-way and summative evaluations) from the perspective of the 2009 cohort, only a baseline evaluation is possible with 2010 cohort.

Bidders are encouraged to present more than one cost option if significant methodological advantages can be obtained:

<b>TABLE 13.1: COHORT 2009 Comprehensive Evaluation Time Frame and Summary Costs</b>					
<b>PART ONE: COHORT OF 2009</b>					
<b>Year</b>	<b>Research Intervention</b>	<b>Due Date</b>	<b>Purpose</b>	<b>Cost Option 1</b>	<b>Cost Option 2</b>
<b>Phase 1: 2009/10</b>	<b>Baseline competency assessment tool</b>	May-June 2009	<b>THIS TASK HAS ALREADY BEEN EXECUTED:</b>  An on-line assessment tool of learners' competencies was designed and operationalised. All students will complete this competency assessment	<b>NOT APPLICABLE TO BIDDERS</b>	<b>NOT APPLICABLE TO BIDDERS</b>
<b>PHASE 2: 2009/10</b>	<b>Continuation of baseline evaluation</b>	September 2009 – March 2010	Analyse in detail the results of the online Competency Assessment Tool  Attendance at the six core modules will have been completed by Dec 2009 for cohort 2009  Evaluate the assessment of the EDP by learners, teachers and employers		
<b>PHASE 3: 2010/11</b>	<b>Mid-way Formative Evaluation</b>	April 2010 – December 2010	Evaluate 'impact' as compared with programme intentions; recommend corrective measures where necessary; Undertake the second online competency assessment tool one year after training. Determine the added value in terms of enhanced competencies.		
	<b>Summative Evaluation</b>	Jan – March 2011	Evaluate impact of the EDP programme on learners working lives two years after training. Interview a sample of learners and their employers; recommend corrective measures where necessary.		
		March 2011	Undertake and analyse the third and final online Competency Assessment Tool. Determine impact.		

<b>PHASE FOUR: 2011/12</b>	<b>Final Report</b>	April 2011 – July 2011	<b>FINAL REPORT</b>  Combine the results for cohorts 2009 and 2010.  Evaluate overall success of the EDP programme; recommend corrective measures for any future EDP programmes		
<b>TOTAL COST COHORT 2009</b>					

<b>TABLE 13.2: COHORT 2010 Baseline Study Only Time Frame and Summary Costs</b>					
<b>Year</b>	<b>Research Intervention</b>	<b>Due Date</b>	<b>Purpose</b>	<b>Cost Option 1</b>	<b>Cost Option 2</b>
<b>Phase 1: 2010</b>	<b>Baseline competency assessment tool</b>	May 2010	Undertake online assessment tool of 2010 cohort's competencies. All students will complete this competency assessment		
<b>PHASE 2: 2010</b>	<b>Continuation of baseline evaluation</b>	June-July 2010  August – Dec 2010	Analyse in detail the results of the online Competency Assessment Tool  Attendance at the six core modules will have been completed by Dec 2010 for cohort 2010:  Evaluate the assessment of the EDP by learners, teachers and employers		
<b>PHASE 3: 2011</b>	<b>Report: Cohort 2010</b>	Jan 2011 – March 2011	Analysis of baseline findings from second cohort (2010)		
<b>TOTAL COST COHORT 2010</b>					

<b>TABLE 13.3: TOTAL COSTS OF BOTH COHORTS</b>		
	<b>Cost Option 1</b>	<b>Cost Option 2</b>
<b>TOTAL COST COHORT 2009</b>		
<b>TOTAL COST COHORT 2010</b>		
<b>TOTAL COST FOR BOTH COHORTS (Excluding VAT)</b>		
<b>VAT</b>		
<b>TOTAL COST (Including VAT)</b>		

#### **14 EVALUATION**

- All bids will be evaluated on a 90/10 preference point system (20 points for price, 70 points for functionality and 10 points for Historically Disadvantaged Individuals) in terms of the Preferential Procurement Policy Framework Act (Act 5 of 2000).
- The following criterion will apply for functionality:
  - Experience
  - Capacity
  - Expertise
  - Methodology
  - Proficiency of a previous research report submitted for evaluation by the bid committee
- The minimum qualifying percentage for functionality is 60%. Any proposal not meeting this minimum percentage will not be considered for further evaluation.
- Flexibility and creativity in costing, and the methodological reach such costing allows, may be a key factor in the selection of the winning bidder.

#### **15 VALIDITY PERIOD**

All bids submitted will be valid for a period of 60 days after the closing date.

#### **16 PRICING**

Price must be quoted in South African currency and must be inclusive of VAT, must be a lump sum price and should include all reimbursable costs.

#### **17 JOINT VENTURE/ CONSORTIUM**

- Ensure one responsible lead bidder in the case of a consortium.
- A Copy of the Joint Venture /Consortium agreement must be attached.