Request for proposals for: Evidence Mapping exercise in preparation for a Systematic Review in Human Settlements

SCM reference number: T9/2015

Closing date and time: 30 October 2015 at 12:00 at 330 Grosvenor Street, Hatfield Pretoria with provision of one electronic and six hard copies of the proposal.

Compulsory briefing session: N/A

1. BID INFORMATION

Information on the format and delivery of bids are contained in the attached bid documents. Please take note of closing date and date of compulsory briefing session (if any).

2. PROPOSAL FORMAT

- Annexure A must contain the published terms of reference (this document).
- Annexure B must contain the proposal and services offered.
- Annexure C must contain a summary of qualifications of employees and past experience.
- Annexure D must contain pricing information. Price proposals should be fully inclusive to deliver the outputs indicated in the terms of reference and must be submitted in a separate envelope.
- Annexure E must contain all other forms/certificates required (SBDs, Tax clearance certificate etc. – see bid documents).

3. CONDITIONS OF BID

3.1. Administrative compliance

See bid documents

3.2. Functional Evaluation

Only bids/quotes that comply with all administrative requirements (acceptable bids) will be considered during the functional evaluation phase. All bids/quotes will be scored by the Bid Evaluation Committee against the functional criteria indicated in the Terms of Reference.

Minimum functional requirements: Bidders that submitted acceptable bids and that scored at least the minimum for each element as well as the overall minimum score (75%), based on the average of scores awarded by the Bid Evaluation Committee members.

The Department reserves the right to call bidders that meet the minimum functional requirements to present their proposals. The Bid Evaluation Committee may decide to amend the scoring assigned to a particular bid based on the presentation made.

3.3. Price evaluation: The PPPFA

See bid documents
ANNEXURE B – PROPOSAL AND SERVICES OFFERED

1. BACKGROUND
The South African housing programme has evolved significantly over the past 20 years, both in focus and character of interventions (Twenty Year Review, 2014). Responding to inherent complexity and the changing nature of demand, the programme is influenced by various competing factors even though access to housing is defined as a right which the state has to progressively realize. Generally it is accepted that quantity of houses delivered is notable. To date, 2,930,485 houses/units (fully subsidized on freehold and rental units) and 952,963 serviced sites have been delivered through different housing interventions which has broadened asset ownership in the country\(^1\). Thus an average of 146,524 units were added to the residential property market annually through government intervention since 1995. This is significant because most of the properties are owned by first generation property owners earning less than R3 500 and has expanded an affordable rental submarket. However, when looking at the performance within broader residential property market, a more complex picture emerges. There has been a marked decrease in private sector delivery for the affordable market segment and tapering in lending for this market, despite government market interventions to offset barriers to market participation by the (employed) urban poor.

State investment is thus a strategic intervention to create a functioning residential property market which responds to diverse needs in the household lifecycle and is accessible to those historically excluded, particularly the poor. The National Development Plan (NDP) has highlighted the need to review existing housing instruments, to sharpen their focus and improve the impact of the programme. This was translated into the Medium Term Strategic Framework (2014-2019) in the first of three phases in the implementation of NDP 2030 where government committed to redefining a new policy framework for human settlements. Work is currently underway in the development of a White Paper on Human Settlements by the National Department of Human Settlements.

2. STATEMENT OF THE PROBLEM
There is a large and complex body of knowledge/evidence on the performance of government housing programmes, which in main characterise housing performance as mixed. Research findings show dearth in supply of houses below R500 000 and 67% decrease lending to households in the low-to-medium income brackets. There are further indications that the property ladder is not working effectively, with households getting ‘stuck’ in property rung unable to afford the next property in the ladder\(^2\). Moreover, though affordable properties have grown in value, the distribution of value in the property market remains skewed and unequal racially and on class basis. Arguably, this could be partly attributed to the weakness of state institutions and interventions in reading and swiftly responding to changes in market conditions or instruments being too blunt to respond to varying needs in society that changes through a household’s life cycle. These raise an important question about state housing interventions and the conditions within which the programme is expected to work, particularly to create conditions for markets to function equitably enough to increase the share of poor in the value generated through housing investment.

Drawing conclusions from primary or single research studies alone pose a significant risk in policy relevance and generalizing findings on effectiveness. Methodological approaches in synthesizing research and other evidence is drawn from the gold standard of Systematic Reviews (SRs). However, SRs are resource heavy, respond to specific hypotheses and require longer time, often eighteen months needed at a minimum to generate effect sizes. While the Rapid Evidence Assessment (REA) methodology\(^3\) provides a useful alternative to research synthesis before a comprehensive SR can be conducted, the REA methodology also require dedicated resources and specific skills. This project adopts a more recently developed methodology of Evidence Mapping to synthesize existing evidence in a sector. More on the methodology is described under section 6.

3. PURPOSE OF THE PROJECT
The primary purpose of this project is to generate an Evidence Map (EM) on human settlements in the SA context, using a systematic approach and principles of searching for evidence, based on SR methodology. International evidence will be drawn upon to understand what interventions have worked in which contexts and how the programmes have impacted on beneficiaries and/or target groups.

---

2. DHS and DPME. (2015). *Has the housing programme created assets for households and municipalities*, unpublished report
3. REA is a methodology Initiated, documented and advocated for by the UK government) provides a useful alternative to research synthesis, before a comprehensive SR is conducted.
ANNEXURE B – PROPOSAL AND SERVICES OFFERED

The EM will be used as a tool to identify gaps in the evidence base for human settlements and agree on what primary research and policy relevant questions still need to be answered in order to strengthen and influence policy development in human settlements and other related fields. This process is expected to lead towards the undertaking of a SR to address a specific policy question and contribute to the knowledge base for human settlements in SA.

4. OBJECTIVES AND SCOPE
The objective of the project is to develop an EM as a tool to synthesize international and national evidence on the interventions to date and key human settlement outcomes envisaged in policy proposals. The primary objective of state housing provision is to progressively realize a constitutional right to access to shelter, and to leverage the poor out of poverty and produce equitable distribution of asset value in the housing market. This EM may therefore significantly contribute to knowledge generation on pro-poor strategies.

There are various types of existing evidence available. Strategic direction will guide which type of evidence will be included in the searching and mapping process. Some of the existing types of evidence on human settlements and other related fields available nationally and internationally include:

- Primary research studies
- Impact evaluations
- Systematic Reviews
- Expenditure Reviews
- Statistical data and information
- Programme evaluations – five high level evaluations have been completed⁴
- Other DPME generated evidence
- Citizen-based views and perception studies

5. TIME FRAMES AND DELIVERABLES
This project will be undertaken over a four month period (November 2015-February 2016). There are 7 stages of the project, each presenting as milestones to be achieved before the next stage can be initiated. These milestones, as stated under 6 in the methodology, have different deliverables. The skills and duration of services are stated in section 7 below.

6. PROPOSED METHODOLOGY / APPROACH
The overall project will be governed by a Steering Committee of representatives from Department of Planning, Monitoring and Evaluation (DPME), Department of Human Settlements (DHS) and National Treasury (NT). The implementation of the project will be undertaken by a Technical Task Team including members from the three core departments, agencies of the DHS, external experts and methodology advisors.

‘Evidence Mapping’ is a tool for policy makers to understand the scope of evidence available and is used to influence policy on human settlements and other related fields. The methodology of generating an EM is built on scoping existing information aimed at providing a broad perspective by using systematic searching to define the existing evidence base of a certain field of work, in this case: human settlements and other related fields. In comparison, the methodologies of REA and SR address a specific research question.

The EM methodology used in this project draws from two sources⁵, which have been integrated as the basis of this project plan. It must be noted that this is not yet widely used in the SA context, and DPME will be liaising with international expertise in this regard. Specific expertise will be needed to undertake this project in a sequential series of steps (see table 1). Independent experts will form the core technical team who will be managed by DPME staff.

⁴ These five evaluations are part of Outcome 8 on Human Settlements based on DPME’s Outcomes Approach
Bragge et al, 2011. The Global Evidence Mapping Initiative: Scoping research in broad topic areas. BMC Medical Research Methodology. 11(92)
Table 1: Steps in the methodology to generate the EM

<table>
<thead>
<tr>
<th>STEPS</th>
<th>MILESTONES</th>
<th>TIME FRAMES</th>
</tr>
</thead>
</table>
| 1. **Agree on the scope and project governance** | • Steering committee develop framework of interventions & outcomes  
• Technical task team orientated to EM methodology  
• Consultation with stakeholders | Nov 2015 |
| 2. **Set criteria** | • Develop inclusion/exclusion criteria  
• Types of evidence for inclusion  
• Substantive subject criteria  
• Develop search strategy | Nov 2015 |
| 3. **Search for best available evidence** | • Research team undertake systematic searching  
• Information specialist guides the searching phase | Nov-Dec 2015 |
| 4. **Quality control and critical appraisal** | • Assess quality of included evidence using standardized critical appraisal tool  
• Screening of evidence  
• Critical appraisal of all evidence  
• Report on what evidence was excluded | Jan 2016 |
| 5. **Data extraction** | • Systematically code and extract data using a structured format | Jan 2016 |
| 6. **Key findings** | • Findings organized according to: geographical location; background; methods; main findings  
• Findings uploaded on data base | Feb 2016 |
| 7. **Generation of evidence map** | • Map populated with links to summaries of studies  
• Final product development | Feb 2016 |

7. **SKILLS REQUIRED**

The following skills are required for implementing this project, as per the milestones introduced above. Bidders are invited to bid for one or more steps of this call depending on expertise and availability. DPME will consider each proposal based on the criteria set out under 8, with a view to ensure a smooth flow of activities in producing the Evidence Map.

Table 2  Expertise, deliverables and duration

<table>
<thead>
<tr>
<th>Expertise</th>
<th>Deliverables</th>
<th>Indicative Person days</th>
</tr>
</thead>
</table>
| Sector expert | • Participate in the technical task team as the operational engine  
• Develop criteria for types of evidence to be included in the exercise, guidelines for searching and terminology  
• Monitor the research team during the searching phase  
• Quality control and critical appraisal of included studies  
• Data extraction, coding and communicating findings to the strategic committee | 25 |
| Researcher  | • Search for literature as per the criteria set out and under the guidance of an information specialist  
• Assist the research team to organize and collate literature  
• Participate in quality control and appraisal of included studies  
• Assist sector expert in data extraction from included studies | 40 |

6 The number of included studies depends on the search and how many studies pass the inclusion criteria.
ANNEXURE B – PROPOSAL AND SERVICES OFFERED

<table>
<thead>
<tr>
<th>Expertise</th>
<th>Deliverables</th>
<th>Indicative Person days</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Assist in coding and categorizing of findings for data specialist to populate in the mapping process</td>
<td></td>
</tr>
<tr>
<td>Information specialist</td>
<td>• Guide the development of parameters for criteria setting</td>
<td>25</td>
</tr>
<tr>
<td></td>
<td>• Design a search strategy</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Undertake systematic searching using access to scientific and other data bases for published and unpublished literature</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Organize, store and communicate findings from searching phase to the technical task team and strategic committee</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Guide the research team during the search phase</td>
<td></td>
</tr>
<tr>
<td>Business Intelligence specialist</td>
<td>• Participate in the different stages of the project to understand the methodology and relevance of this project</td>
<td>10</td>
</tr>
<tr>
<td></td>
<td>• Design and develop data sets and reports based on findings generated by the exercise</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Assist the research team in populating the evidence map in the final stages of data extraction, coding and generation of the map</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• To guide the research team on systems development for future mapping exercises</td>
<td></td>
</tr>
<tr>
<td>Methodology expert:</td>
<td>• Serve as a reference person to guide the research team on principles of systematic searching.</td>
<td>3</td>
</tr>
<tr>
<td>Systematic Review</td>
<td>• Attend a meeting and provide the technical task team with a brief orientation to Systematic Review methodology</td>
<td></td>
</tr>
<tr>
<td>Methodology expert:</td>
<td>• Serve as a reference person to guide the research team on the Evidence Mapping methodology</td>
<td>5</td>
</tr>
<tr>
<td>Evidence Mapping</td>
<td>• Provide quality assurance on the process for the evidence map.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Attend a meeting and orientate the technical task team on the process, methodology and use of Evidence Maps nationally and internationally</td>
<td></td>
</tr>
<tr>
<td>Peer reviewer</td>
<td>• Peer-reviewing during quality control and appraisal of included studies</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>• Peer-reviewing of findings</td>
<td></td>
</tr>
</tbody>
</table>

8. FUNCTIONAL EVALUATION CRITERIA

All bidders are invited to submit individual proposals that demonstrate motivation and specific skills, comprehensive CVs and a completed costing template (see annexure D). Only proposals that comply with all administrative requirements (acceptable bids) can be considered during the functional phase.

As a general guide, scoring will be on a scale from one to four with one rated as non-satisfactory and four exceeding requirements as follows:

1 – Does not comply with the requirements
2 – Partial compliance with requirements
3 – Full compliance with requirements
4 – Exceeds requirements

The minimum functional requirements for bids to be considered for price evaluation are indicated in Table 3.

9. GENERAL

DPME reserves the right to appoint more than one bidder or not to appoint any bidders for a specific area of expertise. Please contact Harsha Dayal for any queries concerning the ToR at tel: (012) 312 0166 or email at harsha@presidency-dpme.gov.za
And Ziyanda for any SCM enquiries at ziyansa@presidency-dpme.gov.za 012-312 0416
### Table 3A: Quality of proposal

<table>
<thead>
<tr>
<th>Proposal</th>
<th>Evaluation criteria</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quality of the proposal and understanding of the project</td>
<td>1. Limited understanding of the project</td>
<td></td>
</tr>
<tr>
<td></td>
<td>2. Understanding of 2-3 steps of the project</td>
<td></td>
</tr>
<tr>
<td></td>
<td>3. Comprehends the project well with demonstration of knowledge and/or experience in using data and information for evidence</td>
<td></td>
</tr>
<tr>
<td></td>
<td>4. Excellent understanding of the project and demonstration of using different types of evidence for policy influence</td>
<td></td>
</tr>
</tbody>
</table>

Only bidders that receive an average score of 3 or more (average of scores assigned by evaluation panel members) will be scored in terms of table 3B.
**ANNEXURE B – PROPOSAL AND SERVICES OFFERED**

<table>
<thead>
<tr>
<th>Expertise</th>
<th>Evaluation criteria</th>
<th>Score</th>
</tr>
</thead>
</table>
| **Sector expert**             | 1. No post-graduate qualification  
2. Masters qualification with limited sector experience  
3. Relevant Masters and/or PhD qualification with 3-5 years sector experience  
4. Recognised sector expert, preferably with Masters and/or PhD and experience in policy development                                                                                     |       |
| **Researcher**                | 1. Undergraduate degree with limited research skills in qualitative/quantitative methodology  
2. Honours degree with 2-3 years research experience  
3. Master degree or equivalent qualification with more 3-5 years research experience  
4. Post graduate qualification and more than 5 years’ experience in human settlements research                                                                                   |       |
| **Information specialist**    | 1. Basic skills in information services  
2. Certificate/Diploma as an information specialist and demonstrates 2-3 years of experience in searching for evidence  
3. Undergraduate qualification and has undertaken systematic searching for specific policy areas  
4. Undergraduate/post graduate qualification, specializing in information services and has worked as an information specialist for 1-2 SRs                                                                 |       |
| **Business Intelligence specialist** | 1. Basic knowledge of data systems  
2. Certificate training and 1-2 years of experience in data systems  
3. Diploma/Undergraduate qualification in data systems/science and 2-5 years of experience in the generation of data sets and data analysis using MS Excel or other agreed platforms  
4. Postgraduate qualification specializing in data systems, more than 5 years of experience in data analysis and knowledge of power pivot tables                                                              |       |
| **Methodology expert: Systematic Review** | 1. Undergraduate degree but no experience in conducting Systematic Reviews  
2. Undergraduate degree with theoretical training on SR  
3. Postgraduate degree with knowledge and experience of conducting at least 2 SRs  
4. Postgraduate degree with knowledge and experience of conducting more than 3 SRs nationally and/or internationally                                                                 |       |
| **Methodology expert: Evidence Mapping** | 1. Some knowledge of research synthesis and Evidence Based Policymaking (EBP)  
2. Theoretical understanding of research synthesis and EBP  
3. Undergraduate/Honours degree with basic research skills, knowledge and experience of research synthesis and relevant methodology applied to EBP  
4. Post graduate qualification with advanced research skills and has used EM methodology in 2-3 policy areas or sectors                                                                 |       |
| **Peer reviewer**             | 1. Post-graduate qualification without any sector experience  
2. Masters qualification in related field with 3-5 published articles in peer-reviewed journals  
3. Master/PhD qualification with 5-15 publications in human settlements and other related field of work  
4. Recognized sector expert with PhD and more than 15 publications in human settlements, housing and/or built environment                                                                 |       |

Bidders must receive an average score of 3 or more (average of scores assigned by evaluation panel members) for a particular area of expertise to be considered for appointment. A bidder can be appointed in more than 1 area of expertise.

---

7 Sector experience includes housing, human settlements and built environment  
8 Recognised sector expert requires demonstration of extensive publications in human settlements, housing and built environment  
9 Research synthesis is understood as the umbrella term for any methodology that adopts a systematic approach to reviewing a body of evidence, of which Systematic Reviews and Impact Evaluations are commonly known
ANNEXURE D – PRICING SCHEDULE

COSTING TEMPLATE

All costs must be inclusive of VAT (where bidders are VAT registered)

<table>
<thead>
<tr>
<th>Expertise</th>
<th>Indicate with X</th>
<th>Indicative Person days</th>
<th>Rate per day</th>
<th>Total cost (VAT incl)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sector expert</td>
<td></td>
<td>25</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Researcher</td>
<td></td>
<td>40</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Information specialist</td>
<td></td>
<td>25</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Business Intelligence specialist</td>
<td></td>
<td>10</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Methodology expert: Systematic Review</td>
<td></td>
<td>3</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Methodology expert: Evidence Mapping</td>
<td></td>
<td>5</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Peer reviewer</td>
<td></td>
<td>4</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

1. Only Bids that met the criteria indicated under table 3A and 3B (at least 1 are of expertise) will be considered.
2. The total cost indicated above will be used for the PPPFA calculation. The PPPFA calculation will be done for each area of expertise separately.
3. Bidders can only be considered for costed areas of expertise.
4. The number of person days indicated above must be used for calculation purposes to allow comparison of bids.
   The actual number of person days required for the project will be determined during the inception phase and will be costed based on the rate per day indicated for a particular bid.

<table>
<thead>
<tr>
<th>Costing template for (Name of bidder):</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Date</td>
<td></td>
</tr>
<tr>
<td>Signature</td>
<td></td>
</tr>
</tbody>
</table>
All documentation included in and referred to in the tender documentation pack (SBDs, tax clearance certificate, B-BBEE certificate etc.) must be attached as Annexure E.