

TERMS OF REFERENCE

IMPACT ASSESSMENT OF THE NATIONAL SHELTER PROGRAM

I. Background/Rationale:

The National Shelter Program (NSP) is a comprehensive strategy of the government to assist homeless low- and middle-income families in meeting their housing needs through affordable housing opportunities. Under the NSP are five major schemes categorized under two main groups: *Direct Housing* which includes: (i) housing production; (ii) community programs; (iii) developmental loans; and *Indirect Housing*, which is composed of: (iv) home mortgages and (v) guarantees. In this regard, Executive Order (EO) 90, series of 1986 outlines the mandates of the government agencies involved in the delivery of the NSP and recognizes the need to engage the private sector in housing delivery and finance.

Table 1. Estimated Backlog, Targets and Households Served, 1987 to 2015 (in '000)

	1987- 1992	1993- 1998	1999- 2000	2001- 2004	2005- 2010	2011- 2015
Estimated Need	3,376	3,724	3,362	3,600	3,756	4,800
Backlog/Unmet needs (in year 0)	1,182	2,225	1,139	2,069	1,171	1,225
Target	627	1,200	478	1,200	1,146	1,210*
HH Assisted	278	653	146	495	682	775
% Target	44.4	54.4	30.6	41.3	59.5	63.4
% Backlog per year	23.5	29.3	12.8	23.9	58.2	63.2

Source: 1987-2010 (Monsod, 2011); 2011-2015 (HUDCC)

* Annual targets for Socialized housing from the Philippine Development Plan 2011 to 2016

Since the issuance of EO 90 in 1986, the estimated housing need has increased by around 40 percent from 3.4 million households in the early 1990s to 4.8 million in the period 2011-2015. With this increasing need, the demand for housing assistance has also risen. In response, the NSP has produced a cumulative total direct housing stock of around 3 million during the period 1987 to 2015 corresponding to the Administrations of Presidents Aquino, Ramos, Estrada, Arroyo and Aquino¹, but on average, only around 50 percent of the targeted households were able to receive support.

Given this performance, it warrants to conduct a broader and more recent assessment of the NSP as the government's overall housing program/strategy, particularly in its implementation in the past fifteen years. Such an endeavor must relate to the: a) policy environment the NSP is operating in; b) program architecture and its accomplishments; and c) performance of the program in meeting its objectives, which essentially is to provide shelter for low- and middle-income families.

With a focus on direct housing assistance programs which include major shelter programs such as those implemented by the National Housing Authority (NHA), Social Housing Finance Corporation (SHFC) and Home Development Mutual Fund (HDMF) or Pag-IBIG fund, the proposed research study is expected to assist NEDA in providing sound policy advice related to housing, urban development and social sector development at large². This

¹ Available data from HUDCC covers the period January 1987 to September 2015

² Republic Act 7835 or the "Comprehensive and Integrated Shelter Financing Act of 1994" also identified NHA's Resettlement and SHFC's Community Mortgage Program as "vital components of the NSP requiring government budgetary assistance"

will also help facilitate and strengthen the linkage between the planning and investment/budgeting processes for the shelter sector.

II. Objectives

Covering the implementation of key direct housing programs for the period 2001 to 2015³, the study aims to:

1. Determine if the NSP has significantly expanded access to secure shelter, and, thus have reduced vulnerabilities among the targeted bottom 30% of the population;
2. Examine the service delivery of key direct housing programs under NSP;
3. Design a standard impact evaluation methodology for NSP sub-programs and implement this using the Resettlement Program as a case study; and
4. Recommend policy and program reforms to improve the NSP implementation.

III. Scope of Services and Deliverables

The Consulting Firm to be engaged for the study shall undertake the following:

1. Design an program evaluation framework and methodology following the parameters defined in the country's National Evaluation Policy Framework⁴:
 - (a) Relevance (i.e., alignment and consistency with national priorities and policies; responsiveness to stakeholder needs; complementation with other program/project; and programmatic alternatives);
 - (b) Effectiveness (i.e., achievement of objectives; intended results; and timeliness);
 - (c) Efficiency (i.e., delivery of outputs vis-à-vis inputs; and operational alternatives); and
 - (d) Sustainability (i.e., financing; security of tenure and complementary services in resettlement sites/human settlements).
2. Prepare questionnaires, guide questions and fields manuals for the: (i) impact evaluation of the Resettlement Program⁵, and (ii) rapid appraisal of the Community Mortgage Program of the Social Housing Finance Corporation, and End-user Financing (for Socialized and Low-cost housing) of the Home Development Mutual Fund (Pag-IBIG).

³ Arroyo (2001 to 2010) and Aquino (2011 to 2016) administrations

⁴ National Economic and Development Authority-Department of Budget and Management Joint Memorandum Circular No. 2015-01

⁵ In 2004, the government identified the development of a rail system linking the Northern and Southern part of Manila as a priority infrastructure project. The project would involve the clearing of the existing railroad system covering the cities of Manila, Caloocan, Valenzuela, Taguig, Muntinlupa and Makati of informal settlers. It was estimated that more than 100,000 families needed assistance and this required substantial resources for resettlement (Ballesteros, Marife and Jasmine Egana. (2012: p 11). Efficiency and Effectiveness Review of the NHA Resettlement Program. Philippine Institute for Development Studies and Department of Budget and Management). Based on a July 2010 report by HUDCC, around 38,569 households for the Northrail project and 45,308 households for the Sourthrail project were resettled from 2001 to May 2010.

3. Ensure that, at the minimum, the methodology employs mixed methods⁶:
 - (a) Qualitative methods such as, but not limited to Key Informant Interviews (KIIs) and Focus Group Discussions (FGDs) among concerned agencies (i.e., implementing and oversight) and beneficiaries (i.e., current and prospective), respectively;
 - (b) For the case study, a quantitative evaluation (e.g., ex post evaluation - Randomized Evaluations, Matching Methods, Double-difference) method including a survey of randomly selected housing beneficiaries.
4. Prepare and submit to NEDA the: (i) survey tools (i.e., questionnaires, guide questions and fields manuals); (ii) reports (i.e., inception, interim and final), (iii) survey results (including datasets, data dictionary, survey operations), and all other documentation made during the conduct of the study.

IV. Consulting Services and Responsibilities of the Consulting Firm

1. The Consulting Firm shall render services equivalent to forty-eight (48) person-weeks or twelve (12) man months beginning from the date of receipt by the winning Consulting Firm of the Notice to Proceed (NTP) until the submission of the revised final report.
2. The Consulting Firm shall directly report to the Director of the NEDA–Social Development Staff (SDS) on the plan of action and timing of the deliverables.
3. The Consulting Firm shall be responsible for the development and completion of the deliverables, including: (i) inception and interim reports; (ii) draft final report; (iii) final report; (iv) fully-compiled survey dataset; (v) accompanying presentations from (i) to (iv); and submission to NEDA of the appropriate monthly billing statements and the corresponding official receipts/certificate under oath of actual disbursements for payment of reimbursable items.
4. The Consulting Firm shall also accommodate at least two (2) counterpart personnel from the Government (i.e., personnel from NEDA), who shall be detailed to the Project for the purpose of capacity-building and technology transfer. (The Consulting Firm is not required to pay remuneration to the Government counterpart staff, but will shoulder all expenses attendant to their assigned tasks such as travel, accommodation, etc.)

V. Deliverables/ Timelines

1. **Implementation Period.** The impact assessment shall be completed within 48 weeks or 12 man-months, commencing from the date of receipt by the winning Consulting Firm of the NTP. An inception report shall be submitted by the Consulting Firm within four (4) weeks and a final report shall be submitted at the end of the 48th week following acceptance of the NTP. The Consulting Firm shall be released from its commitment to the contract not more than two (2) weeks upon acceptance by NEDA of the revised final report.

⁶ References: World Bank. 2016. Impact Evaluation in Practice: Second Edition. World Bank.

<http://www.worldbank.org/ieinpractice>;

Khandker, Shahidur R. et al. 2009: p. 27. Handbook on Quantitative Methods of Program Evaluation. Washington, DC: World Bank.

2. **Deliverables and Timelines.** The main outputs that will be generated are the impact assessment framework and methodology which will be used to evaluate the NSP, survey results and the required reports. In the conduct of this study, the Consulting Firm shall submit to NEDA – for validation and approval – the deliverables of each activity/milestone, following the schedule below:

Deliverable	Timeline
Inception Report (4 hard copies with electronic copy) which includes: (i) program evaluation framework; (ii) detailed work plan; (iii) draft questionnaires, guide questions and field manuals for the impact evaluation and rapid appraisals.	Within four (4) weeks from the date of receipt of the NTP
Revised/Final Inception Report (4 hard copies electronic copy) reviewed and cleared by NEDA officials and Key Shelter Agencies (KSAs) through the Housing and Urban Development Coordinating Council.	Within two (2) weeks from the date of receipt of the NEDA Comments
Interim Report (4 hard copies with electronic copy) which contains the mid-period progress of the study to include initial findings from the: (i) analysis of survey results from households in resettlement sites; (ii) field visits (conducted by the study team); (v) desk review of other relevant materials; and (vi) additional consultative meetings with KSAs and/or NEDA.	Within thirty-four (34) weeks from the date of receipt of the NTP
Draft Final Report (4 hard copies with electronic copy), which (i) consolidates all results/findings; and (ii) provides analysis and recommendations.	Within thirty-six (36) weeks from the date of receipt of the NTP
Revised/Final Report (6 hard copies with electronic copy), which takes into account the final comments from all the concerned KSAs, NEDA Sector and Regional Staffs, NEDA officials and SDC members.	Within forty-eight (48) weeks from the date of receipt of the NTP

The Consulting Firm is expected to provide orientation/briefing on each of the output reports mentioned above to the concerned personnel of the NEDA Social Development Staff and other NEDA Officials, as needed.

The Draft Final Report shall also be submitted/presented by the Consulting Firm to the SDC-TB for comments and further action.

VI. Qualification Requirements

1. **Qualification Requirements.** The program evaluation shall be undertaken by a reputable consultancy firm, whose key/organic personnel who will be assigned to carry out the research studies shall have minimum qualifications as stated herein:

	Qualifications	Minimum Requirements
Consulting Firm	<ul style="list-style-type: none"> • Highly knowledgeable of the housing and urban development sector in the Philippines; • Involvement in a similar and/or relevant consulting or professional services of complexity and technical specialty comparable to the job under consideration; • Recognized competence in program evaluation studies⁷; and • Well-versed in conducting research studies especially related to public sector programs. 	<ul style="list-style-type: none"> • Minimum five (5) years of experience in program evaluation studies, and • Must have been engaged in managing/administering at least two (2) similar and/or relevant professional and consulting services.

For the Team Leader (Impact Evaluation Specialist)

	Qualifications
Experience	<ul style="list-style-type: none"> • At least 36 man-months experience (from both contractual and permanent work) in program evaluation studies; • Managed at least 2-3 similar/relevant projects; • Very good oral and communication skills; • Involvement in similar and/or related consulting or professional services of size, complexity and technical specialty comparable to the job under consideration.
Education	MA/MS in economics, statistics, social sciences, engineering or physical sciences
Training	Must have at least 40 hours of training related to program evaluation studies, and other similar and/or relevant trainings.
Indicative Tasks	<ul style="list-style-type: none"> • Provide overall direction for the team for the whole duration of the study (10 months). • Write all required reports and ensure their timely delivery; • Conduct of desk review and analysis of data; • Design the questionnaires, guide questions and field manuals; • Provide technical advice to the survey firm; and • Lead the conduct of all rapid appraisal/beneficiary assessment activities (i.e., field visits, FGDs and KIIs).

⁷ Such as Impact Evaluation, Needs Assessment, Program Theory Assessment, Process Evaluation or Cost Effectiveness, among others.

For the Survey Specialist

	Qualifications
Experience	<ul style="list-style-type: none"> At least 36 man-months experience (from both contractual and permanent work) in program evaluation studies; Very good oral and communication skills Involvement in similar and/or related consulting or professional services of size, complexity and technical specialty comparable to the job under consideration.
Education	MA/MS economics, statistics, social sciences, engineering or physical sciences
Training	Must have at least 40 hours of training in survey research, and other similar and/or relevant trainings.
Indicative Tasks	<ul style="list-style-type: none"> Lead the preparation, conduct of- and processing of results for the Survey component of the Impact Evaluation (3 months); Design the questionnaires, guide questions and field manuals; and Write the overall report on the survey, including results, datasets, data dictionary, survey operations, and ensure their timely delivery.

For the Researchers (2)

	Qualifications
Experience	At least 24 man-months experience (from both contractual and permanent work) in program evaluation studies.
Education	BS/BA degree in economics, statistics, social sciences, engineering or physical sciences
Training	Must have at least 16 hours of training related to program evaluation studies, and other similar and/or relevant trainings.
Indicative Tasks	<ul style="list-style-type: none"> Assist the team leader in the Conduct of Study Phase for the Rapid Appraisal Component (7 months); Assist in all coordination activities; and Provide overall support to the team leader.

Note:

- (i) **Similar Contracts** shall be defined as those contracts that involve the conduct of program evaluation studies focused on government housing programs particularly on housing production, housing finance, housing policy/regulation and urban renewal programs, and other government social development programs (i.e., health, education, social protection and housing sub-sectors).
- (ii) **Relevant Contracts** shall be defined as those contracts that involve the conduct of program evaluation studies related to government infrastructure projects that involve resettlement of families (i.e., those displaced from sites earmarked for government infrastructure projects and those occupying danger areas such as water ways, *esteros*, railroad tracks, among others).

VII. Shortlisting Criteria

Rating Factor (Hurdle Rate: 70%)	Rating (%)
I. Applicable Experience of the Consulting Firm in Conducting Evaluation Studies	50
II. Qualification of the Consultant/s or Officers, key/organic personnel of the Firm who may be assigned to the job	30
a. Experience (Previous engagements in Similar and/or Relevant Contracts)	15
b. Training	10
c. Education	5
III. Absorptive capacity of consultant/consulting firm	20
TOTAL	100

Note:

- (i) Key Personnel refers to officers and organic staff as well as personnel who may be nominated for the required services provided such personnel submits a commitment under oath (notarized) that he/she commits to perform such services should the Consultant be awarded the contract.
- (ii) As part of the submission of eligibility documents, the duration of trainings attended must be indicated in hours. Otherwise, the training/s will not be considered in the evaluation. Copies of training certificates must be submitted.
- (iii) Financial Capacity (FC) = $\frac{[\text{Net Current Assets}] - [\text{Amount Pertaining to the 2-Month Costs of the Total Contract Fees for Ongoing/Committed Projects}]}{2 \text{ months of ABC}} \times 100$. Firms shall be allowed to submit a Credit Line Commitment (CLC) in order to support its financial capacity.

The Consulting Firm shall be selected using the Quality-Cost Based Evaluation Procedure under the Implementing Rules and Regulations (IRR) of the Republic Act No. 9184 or the Government Procurement Reform Act (GPRA) based on the following criteria:

- a) Technical Proposal : 80%
- b) Financial Proposal : 20%

The hurdle rate is set at 70%. The mode of procurement for this study shall be through Public Bidding in accordance with RA 9184 and its IRR.

VIII. Duration of Services and Implementation Arrangements

The consultancy/study is expected to be completed in twelve (12) months inclusive of presentations to the concerned NEDA Officials and staff as shown in the Indicative Timeline in Annex A.

There shall be joint consultation between the Consulting Firm and the NEDA on any major issues arising from, or in connection with this Terms of Reference. Further revision and/or changes to the TOR may be made if necessary, by joint agreement between the parties hereto.

The employed individuals of the Consulting Firm are required to report at least once a month to the concerned NEDA Officials and Directors of the Social Development Staff and Monitoring and Evaluation Staff, and the Project Management Office (lodged at the Office of Assistant Director General for Policy and Planning of NEDA) for administrative concerns. The Consulting Firm is expected to closely monitor the daily activities of employed

individuals under the project and the former must adequately document the latter's attendance, field visits and project activities for submission to NEDA.

IX. Responsibilities of NEDA

NEDA is the Executing Agency for the consultancy service. The NEDA-SDS shall be responsible for the overall coordination during the conduct of the study.

During the conduct of the study, NEDA-SDS shall coordinate with concerned social agencies, which shall be consulted or requested to provide comments and recommendations in all deliverables submitted/presented by the Consulting Firm through the SDC-TB.

NEDA-SDS shall also facilitate the submission/presentation to the SDC-TB and the HUDCC Housing Policy Working Committee.

X. Approved Budget of Contract (ABC)

The ABC for the procurement under this TOR is TEN MILLION TWO HUNDRED THIRTY THOUSAND FOUR HUNDRED TWENTY AND 00/100 PESOS (Php 10,230,420.00) of which is FIVE MILLION TWO HUNDRED FORTY THOUSAND and 00/100 (PhP 5,240,000.00) is non-reimbursable and FOUR MILLION NINE HUNDRED NINETY THOUSAND FOUR HUNDRED TWENTY AND 00/100 PERSOS (PhP 4,990,420.00) is reimbursable (detailed breakdown is shown in Annex B), inclusive of all applicable government taxes and charges, professional fees, and other incidental and administrative costs (i.e., transportation/travel expenses, printing, reproduction and packaging of hard and soft copies of reports, expenses for meetings, etc.).

This consulting contract is a fixed price contract. Any approved extension of contract time shall not involve any additional cost to the Government.

All manuals, materials, references, software, data sets, etc., acquired for the study shall be turned over to NEDA at the conclusion of the study.

XI. Milestone/Deliverables and Schedule of Payment

Billing for *reimbursable items* may be requested not more than once a month based on the actual expenses incurred and supported by *official receipts/documents*, including monthly progress reports.

In the absence of official receipts/documents when claiming for reimbursable costs, the Consulting Firm may also be allowed to submit a *certification of actual disbursements* made under oath.

Billing for non-reimbursable items, including professional fees, shall be in accordance with the following delivery schedule and subject to Government accounting and auditing requirements.

Milestone		Target Date of Completion	Payment Schedule
1	Draft Inception Report	4 weeks from date of Notice to Proceed (NTP)	15% of the total remuneration amount upon acceptance of the report by the NEDA SDS and MES
2	Revised/Final Inception Report	2 weeks after receiving comments from NEDA	

Milestone		Target Date of Completion	Payment Schedule
3	Interim Report	34 weeks from date of NTP	25% of the total remuneration amount upon acceptance of the report by the NEDA SDS and MES
4	Draft Final Report	36 weeks from date of NTP	30% of the total remuneration amount upon acceptance by NEDA SDS and MES of the report
5	Revised/Final Report	48 weeks from date of NTP	30% of the total remuneration amount following NEDA SDS and MES acceptance of the report as revised based on SDC-TB and NEDA comments, and NEDA issuance of Certificate of Satisfactory Service.

XII. Retention Payment

A retention payment of ten percent (10%) shall be made by the Consulting Firm. It shall be based on the total amount due to the Consulting Firm prior to any deduction and shall be retained from every progress payment until fifty percent (50%) of the value of study, as determined by NEDA, are completed. If, after fifty percent (50%) completion, the study is satisfactorily done and on schedule, no additional retention shall be made; otherwise, the ten percent (10%) retention shall be imposed.

The total "retention money" shall be due for release upon approval of the Final Report. The Consulting Firm may, however, request the substitution of the retention money for each progress billing with irrevocable standby letters of credit from a commercial bank, bank guarantees or surety bonds callable on demand, of amounts equivalent to the retention money substituted for and acceptable to NEDA, provided that the project is on schedule and is satisfactorily undertaken. Otherwise, the ten percent (10%) retention shall be made. Said irrevocable standby letters of credit, bank guarantees and/or surety bonds, to be posted in favor of NEDA shall be valid for the duration of the contract.

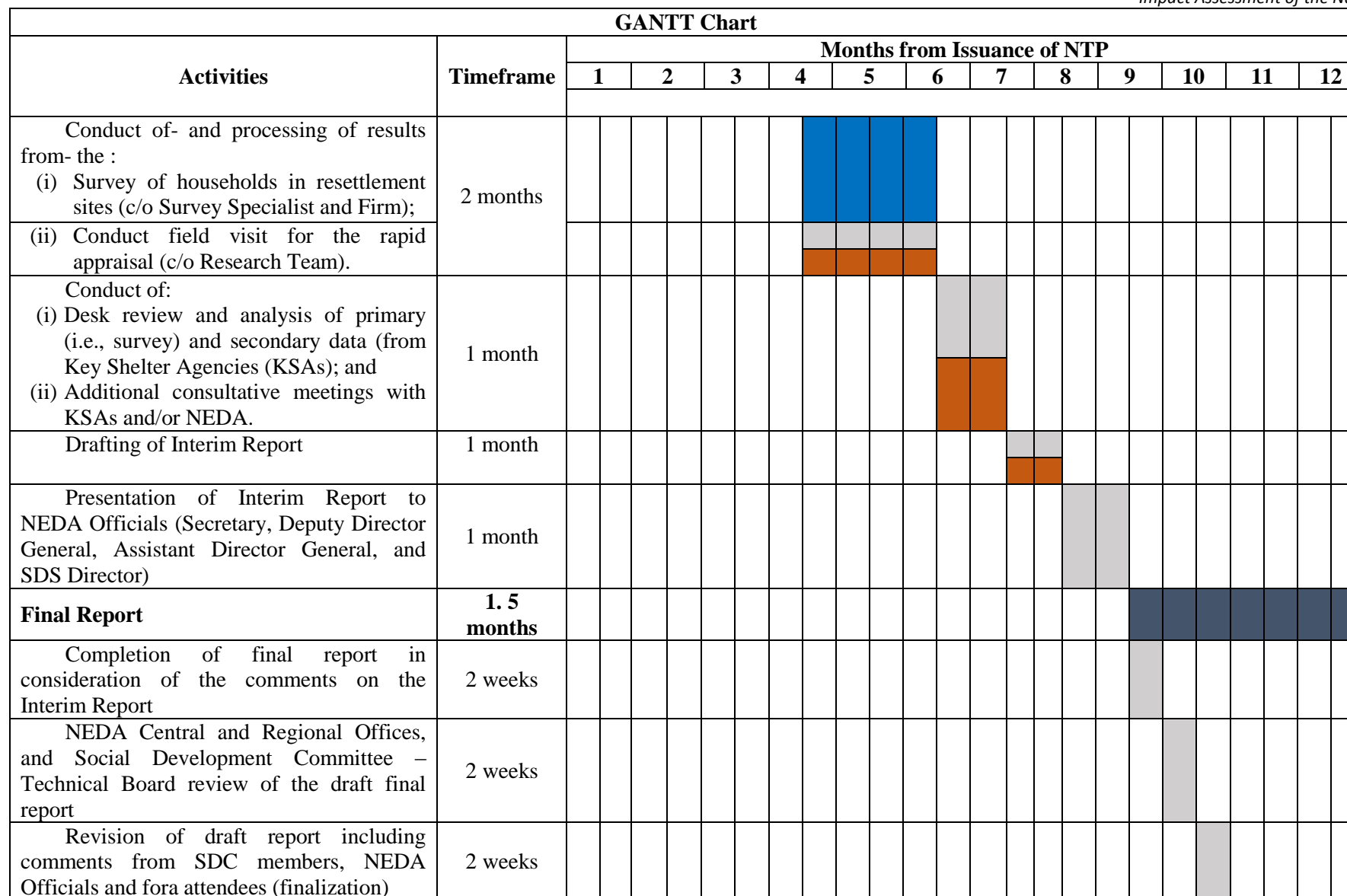
XIII. Liquidated Damages

Where the contractor refuses or fails to satisfactorily complete the work within the specified contract time, plus any time extension duly granted and is hereby in default under the contract, the contractor shall pay NEDA for liquidated damages, and not by way of penalty, an amount, as provided in the conditions of contract, equal to at least one tenth (1/10) of one (1) percent of the cost of the unperformed portion of the works for every day of delay.

To be entitled to such liquidated damages, NEDA does not have to prove that it has incurred actual damages. Such amount shall be deducted from any money due or which may become due the contractor under the contract and/or collect such liquidated damages from the retention money or other securities posted by the contractor whichever is convenient to NEDA.

Annex A

GANTT Chart														
Activities	Timeframe	Months from Issuance of NTP												
		1	2	3	4	5	6	7	8	9	10	11	12	
Preparatory Phase	1.5 months													
TOR finalized; Issuance of Notice to proceed/commence	1 month													
Drafting of Inception Report containing the following: (i) Assessment framework; (ii) Detailed work plan; and (iii) Questionnaires, guide questions and fields manuals for both the impact evaluation and rapid appraisal.														
Presentation of the Inception Report for the approval of the following: (i) Housing and Urban Development Coordinating Council (HUDCC), National Housing Authority (NHA), Social Housing Finance Corporation (SHFC) and Home Development Mutual Fund (HDMF); and (ii) NEDA Officials (Secretary, Deputy Director General, Assistant Director General, and SDS Director)	0.5 month													
Submission of revised/final Inception Report														
Conduct of Study Phase	7 months													
Conduct of an FGD and two (2) pre-tests to finalize the questionnaires, guide questions and fields manuals for both the impact evaluation and rapid appraisal.	2 months													



Impact Evaluation Specialist Survey Specialist Researcher

Legend:

Annex B

BREAKDOWN OF ESTIMATED COST

Cost Item/Activity	Particular	Total Cost
Non-reimbursable		PhP 5,240,000.00
<i>Impact Evaluation Specialist (Team Leader)</i>		
<i>Survey Specialist</i>		
<i>2 Researchers</i>		
Reimbursable		PhP 4,990,420.00
<i>Impact Evaluation of Resettlement Program in Metro Manila (Survey Component c/o Survey Specialist and Survey Firm)</i>		<i>PhP 3,938,980.00</i>
A. Preparatory Phase		
1. Development of questionnaires and manuals for: survey, Focus Group Discussions (FGDs) and Key Informant Interviews (KIIs)		
a. Consultative meetings		
b. Pretests		
2. Printing of Survey Materials (e.g., paper, toner/ink, binding)		
3. Supplies for enumeration (e.g., notepad, pens, folders, envelopes)		
B. Main Survey Operations		
1. Training (e.g., venue, materials, food)		
2. Enumeration Phase (e.g., wages, transportation costs, per diem, communication expenses)		
C. Processing of Results (e.g., for processors: wages, transportation costs, per diem)		
D. Focus Group Discussions (e.g., materials, food)		
E. Key Informant Interviews (e.g., materials, food)		
<i>Rapid Appraisal of the Community Mortgage Program and End-User Financing Program (c/o Research Team)</i>		<i>PhP 1,051,440.00</i>
Field visits (3 areas each in Luzon, Visayas and Mindanao) – includes: transportation costs, per diem, food, venue, supplies and materials for FGDs and KIIs		
TOTAL		PhP 10,230,420.00