

Terms of reference (ToR) for the procurement of services below the EU threshold

CONFIDENTIAL

Applying a Social Norms & Behaviour Change Approach to changing unethical behaviour that enables corruption in South Africa's public service	Project number/ cost centre: G-018085-001, I-018085-02 Tender number
---	--

0.	List of abbreviations	2
1.	Context.....	3
2.	Tasks to be performed by the contractor	5
3.	Concept.....	6
	Technical-methodological concept	6
	Project management of the contractor (1.6)	7
	Further requirements (1.7).....	7
4.	Personnel concept.....	7
	Team leader – Behavioural Scientist / Social Scientist	7
	Key Expert 1: Lead Researcher.....	8
	Short-term expert pool with minimum 2, maximum 4 members	10
5.	Costing requirements	11
	The price offer may contain only the cost items and quantities recorded in the present chapter.....	11
	Assignment of personnel and travel expenses	11
	Sustainability aspects for travel	11
	Workshops and trainings	13
6.	Inputs of GIZ or other actors.....	13
7.	Requirements on the format of the tender	13

0. List of abbreviations

AG	Commissioning party
AN	Contractor
AVB	General Terms and Conditions of Contract for supplying services and work
BMZ	German Federal Ministry for Economic Cooperation and Development
CoGTA	Cooperative Governance and Traditional Affairs (Ministry)
DCoG	Department of Cooperative Governance
DPSA	Department of Public Service and Administration
FK	Expert
FKT	Expert days
KZFK	Short-term expert
PAEIDTAU	Public Administration Ethics, Integrity and Disciplinary Technical Assistance Unit
SALGA	South African Local Government Association
SECO	Swiss State Secretariat for Economic Affairs
SNBC	Social Norms & Behaviour Change
TIP	Transparency, Integrity and Accountability Project
ToRs	Terms of reference

1. Context

The Transparency, Integrity and Accountability Project (TIP) works to strengthen South Africa's ability to prevent corruption. Stopping corruption before it happens ensures that public funds are used for the benefit of all citizens. Strengthening transparency, accountability, and ethical governance builds trust in the government, improves service delivery, and supports just and sustainable economic development. This enables the country to grow, citizens to thrive, and secures investor confidence at home and abroad.

TIP is implemented by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ), and is co-financed by the Swiss State Secretariat for Economic Affairs (SECO).

The project focuses on four key areas, applying a whole-of-government and whole-of-society approach:

1. Strengthening public systems and institutions to prevent corruption;
2. Establishing an ethics management system that drives integrity and culture change in the public service;
3. Increasing transparency in public procurement; and
4. Improving cooperation across government and civil society.

Further, the project integrates digitalization, a human rights-based approach that prioritizes gender and vulnerable groups, and focuses on shifting social norms and behaviours that enable corruption.

Corruption in South Africa's public service is a systemic challenge, rooted in the country's colonial past. Professor Steven Friedman is one of many academics who describes how corruption in South Africa dates to the country's colonial era, where it was leveraged by those in power for private gains through nepotism and selective awarding of contracts in exchange for economic favours (Friedman, 2020). The current corruption phenomenon of using the state to serve private interests in a way that is mutually beneficial to those involved – otherwise known as “state capture” – also has historical roots, causing systemic corruption. This peaked during the “state capture” era under former President Jacob Zuma (2009–2018) and is sustained by poverty and extreme inequality. It affects public and private sectors at national, provincial and local levels, undermining democracy, trust in institutions, service delivery (notably public procurement, including in health), and economic development, while deterring investment. Bribery and irregular procurement are most frequently reported; whistleblowers face victimisation. Structural drivers include conflation of party and state, patronage, and collusion with private actors; laws, voluntary standards and industry codes have not prevented large-scale abuses. Women and disadvantaged groups are disproportionately affected, including through sexual corruption; youth remain largely excluded from anti-corruption discourse amid high unemployment.

The public service in South Africa is regulated by the Public Service Act (1994 as amended) and managed by the Department of Public Service and Administration (DPSA) – the national department responsible for the organization, administration, conditions of employment for public servants, health and wellness as well as integrity, ethics and conduct in the national and provincial spheres. Public servants operate across national, provincial, and local government (municipalities), delivering key services that include basic and higher education; public health

services; safety, security, and the justice system; social welfare and grant administration; and issuance of official documents (IDs, birth/death certificates, passports).

The Department of Cooperative Governance (DCOG – under the Ministry of Cooperative Governance and Traditional Affairs (CoGTA)) is the national government department responsible for developing policies and legislation relating to local government; monitoring and supporting municipalities; promoting good governance and ethical administration; coordinating intergovernmental relations between national, provincial, and local government; supporting municipal institutional development and capacity building; overseeing disaster risk management through the National Disaster Management Centre; and supporting traditional leadership institutions and traditional affairs. The South African Local Government Association (SALGA) is the representative body (or ‘employer body’) for municipalities. It represents municipalities in national policy discussions, advocates for the interests of local government, and supports municipalities with capacity development and professionalization measures.

Corruption in the public service persists despite public sector reforms broadly focused on legislation, professionalization, procurement oversight, stronger compliance, and the National Anti-Corruption Strategy¹ which focuses on corruption prevention through good governance, transparency, integrity management and accountability. DPSA attributes this to an entrenched *culture of corruption*, and thus plans to launch an institutional culture change process to embed a *culture of integrity* in the public service. It is seen as a shift from a compliance-based approach to ethics and ethics management, to one that instils the deeper value of ethical conduct and integrity in the functioning of the public service. The DPSA has identified social norms and behaviour change as an approach that has the tools and techniques to tackle unethical behaviour and practices that perpetuate a culture of corruption across the public service.

The DPSA unit overseeing and coordinating this initiative is the Public Administration Ethics, Integrity and Disciplinary Technical Assistance Unit (PAEIDTAU). Its mandate covers the following:

- Provide technical assistance across all government levels for managing ethics, integrity, and misconduct cases in public administration.
- Set norms and standards for integrity, ethics, codes of conduct, and disciplinary processes.
- Build institutional capacity to initiate and conduct disciplinary proceedings.
- Strengthen government oversight of ethics and integrity, and intervene where systemic weaknesses exist.
- Promote and enhance ethical conduct and integrity in the public administration.
- Cooperate with other state institutions to fulfil these functions.
- Protected disclosures regulations will be reported to this unit.

The general objective of this Terms of Reference is to deploy a social norms and behaviour change approach to tackling the following problem: *Increasing levels of unethical behaviour giving rise to a culture of corruption and impunity in public administration*. Specifically, to

¹ [national-anti-corruption-strategy-2020-2030.pdf](#)

explore and uncover prevalent direct and indirect social norms driving ethical and unethical behaviour in the public service, with the PAEIDTAU in the DPSA serving as an entry point, and anchor, for social norms and behaviour change interventions across selected departments. In addition to DPSA, DCoG/CoGTA and SALGA are likely to play key roles in this initiative, such as providing insight into governance and institutional culture, facilitating access to municipalities, and supporting the overall design, implementation, learning and scaling of the intervention across the public service.

2. Tasks to be performed by the contractor

The contractor is responsible for providing the following services:

a. Phase 1: Design of the social norms and behaviour change intervention with DPSA and GIZ-TIP II –

- Inception phase: determine the approach and scope of the intervention.
- Identify departments/service delivery institutions as pilot sites and target groups for social norms and behaviour change interventions and carry out a social norms diagnostic to diagnose what social norms drive unethical behaviour that leads to corruption (e.g. what are the rewards/punishments at work, to what extent/how strong is the sanction, who are the reference groups and which behaviours will be tackled in the intervention).
- The above should be combined with research and analysis in the form of a mapping to identify social norms and behaviours that enable corruption, and to understand why certain behaviours persist, even when people know they are harmful. This should include a Corruption Analysis covering both enablers and drivers (Enablers – what makes corruption possible such as gaps in laws, weak oversight, opaque processes, concentration of power, complex procedures; Drivers – what makes people engage in corruption such as factors that motivate or pressure them). Existing publicly available data can also be considered.
- Identify exceptions to the norm – ‘islands of integrity’ (support good practices that are already in place – bring together individuals who are doing the right thing in the system and identify how they are able to do this).
- Develop a strategy and theory of change, along with an implementation plan, based on the research and analysis.

b. Phase 2: Implementation, M&E, scaling –

Based on Phase 1, using adaptive management, execute implementation plan with monitoring and evaluation:

- Throughout phase 1 and 2 the contractor must capacitate the primary partner ‘on the job’ in the design and implementation process, so that they can apply the results of the final evaluation and scale the initiative.
- Implementation at pilot sites and testing (up to 4 sites).
- Outcome harvesting: Monitoring and evaluation in line with the strategy and overall M&E plan.
- Learning from and adapting outcomes in an inclusive, participatory format.
- Final evaluation, including potential for scaling at provincial and national levels.

c. In addition to the above,

- The contractor is responsible for selecting, preparing, training and steering the international and national, short and long-term experts assigned to perform the tasks.
- The contractor manages costs and expenditures, accounting processes and invoicing in line with the requirements of GIZ.
- The contractor reports regularly to GIZ-TIP in accordance with pre-determined project management and reporting plan.
- The contractor must host participatory meetings and workshops (online / in-person).
- The contractor must submit:
 - An inception report, outlining the agreements made during the inception phase and the process going forward.
 - Brief quarterly or half-yearly reports on the implementation status of the project (5-7 pages); whether it is quarterly or half-yearly can be discussed and determined in the inception meeting.

Certain milestones, as laid out in the table below, are to be achieved during the contract term:

Milestones/process steps	Deadline (dates to be confirmed with the contractor & partner)
Inception meeting	Within 2 weeks of signing the contract
Inception report	Within 6 weeks of signing the contract
Submit analysis & research (Phase 1)	1 March 2027
Submit strategy + implementation plan	15 March 2027
Begin Phase 2/piloting & testing	1 April 2027
Outcomes & results (workshop + report)	1-7 July 2027
Outcomes & results (workshop + report)	1-7 November 2027
Outcomes & results (workshop + report)	April 2028
Outcomes & results (workshop + report)	August 2028
Final evaluation (workshop + report)	October 2028

Period of assignment: from November 2026 until 31 October 2028.

3. Concept

In the tender, the tenderer is required to show *how* the objectives defined in Chapter 2 (Tasks to be performed) are to be achieved, if applicable under consideration of further method-related requirements (technical-methodological concept). In addition, the tenderer must describe the project management system for service provision.

Note: The numbers in parentheses correspond to the lines of the technical assessment grid.

Technical-methodological concept

Strategy (1.1): The tenderer is required to consider the tasks to be performed with reference to the objectives of the services put out to tender (see Chapter 1 Context) (1.1.1). Following

this, the tenderer presents and justifies the explicit strategy with which it intends to provide the services for which it is responsible (see Chapter 2 Tasks to be performed) (1.1.2).

The tenderer is required to present a strategy for establishing cooperation with the actors relevant to the services for which it is responsible and describe the **cooperation (1.2)** with them.

The tenderer is required to present and explain its approach to **steering** the measures with the project partners (1.3.1) and its contribution to the **results-based monitoring system** (1.3.2).

The tenderer is required to describe the key **processes** for the services for which it is responsible and create an **operational plan** or schedule (1.4.1) that describes how the services according to Chapter 2 (Tasks to be performed by the contractor) are to be provided. In particular, the tenderer is required to describe the necessary work steps and, if applicable, take account of the milestones and **contributions** of other actors (partner contributions) in accordance with Chapter 2 (Tasks to be performed) (1.4.2).

The tenderer is required to describe its contribution in terms of a proposed *approach* to knowledge management for the partner (1.5.1) and GIZ and to promote scaling-up effects of this initiative (1.5.2) under **learning and innovation**.

Project management of the contractor (1.6)

The tenderer is required to explain its approach for coordination with the GIZ project. In particular, the project management requirements specified in Chapter 2 (Tasks to be performed by the contractor) must be explained in detail.

The tenderer is required to draw up a **personnel assignment plan** with explanatory notes that lists all the experts proposed in the tender; the plan includes information on assignment dates (duration and expert days) and locations of the individual members of the team complete with the allocation of work steps as set out in the schedule.

Further requirements (1.7)

In accordance with Chapter 2 (Tasks to be performed), build into the concept potential for analysis and consideration of how gender could influence the social norms that enable unethical behaviour leading to corruption.

4. Personnel concept

The tenderer is required to provide personnel who are suited to filling the positions described, on the basis of their CVs (see Chapter 7), the range of tasks involved and the required qualifications.

The below specified qualifications represent the requirements to reach the maximum number of points in the technical assessment.

Team leader – Behavioural Scientist / Social Scientist

Tasks of the team leader

- Overall responsibility for the advisory packages of the contractor (quality and deadlines).

- Overall responsibility for the design and implementation plan of the intervention.
- Coordinating and ensuring communication with GIZ, partners and others involved in the project.
- Personnel management, in particular identifying the need for short-term assignments within the available budget, as well as planning and steering assignments and supporting local and international short-term experts.
- Regular reporting in accordance with deadlines.

Qualifications of the team leader

- Education/training (2.1.1): University degree (Masters or PhD) in Humanities or Social Science or Behavioural Science or Social Psychology or Sociology or Anthropology or Public Policy or Development Studies.
- Language (2.1.2): C2-level language proficiency in English.
- General professional experience (2.1.3): 10 years of professional experience in the Behaviour Change or Behavioural Science or Social Science or Development or Anti-Corruption or Governance sector.
- Specific professional experience (2.1.4): 7 years in social norms and behaviour change work or behaviour change programme design and implementation.
- Leadership/management experience (2.1.5): 5 years of management/leadership experience leading multidisciplinary teams in social norms and behaviour change projects in the Global South.
- Regional experience (2.1.6): 3 years of experience in social norms and behaviour change projects in Asia and/or Africa.
- Development cooperation (DC) experience (2.1.7): 2 years of experience in DC projects.
- Other (2.1.8): Evidence of 3 social norms and behaviour change projects, outlining the project description, local partners, and key results/outcomes.

Key Expert 1: Lead Researcher

Tasks of Key Expert 1: Lead Researcher

- Overall responsibility for the design and execution of the social norms diagnostic, research and analysis.
- Responsible for the methodological rigor of the research, ensuring that the behavioural diagnosis is robust, and the evidence is credible.
- Together with the Team Lead/Behavioural Scientist, GIZ-TIP and partners, translate the findings of the research and analysis to an actionable pilot intervention with a monitoring and evaluation plan.
- Accompany Phase 2, particularly supporting data collection and analysis and adaptation of results.
- Support overall reporting and the final evaluation.

Qualifications of Key Expert 1: Lead Researcher

- Education/training (2.2.1): University degree (Masters or PhD) in Behavioural Science or Social Psychology or Sociology or Anthropology or Public Health or Development Studies or Public Policy or Economics (Behavioural or Institutional Economics) or Organizational Psychology or Ethics or Systems Science or System Dynamics.
- Language (2.2.2): C2 -level language proficiency in English.

- General professional experience (2.2.3): 10 years' experience in applied research in sociological or anthropological contexts in development or governance or policy or institutional reform.
- Specific professional experience (2.2.4): 7 years' experience in applied research or participatory research in social norms and behaviour change in behavioural intervention design or behavioural diagnostics or systems thinking approaches or culture change or change management processes.
- Leadership/management experience (2.2.5): 3 years of leadership experience leading multidisciplinary teams in social norms and behaviour change projects.
- Regional experience (2.2.6): 3 years' experience in social norms and behaviour change projects in Asia and/or Africa.
- Development Cooperation (DC) experience (2.2.7): 2 years of experience in DC projects.
- Other (2.2.8): Evidence of 3 social norms and behaviour change projects, outlining the project description, local partners, and key results/outcomes.

Key Expert 2: Monitoring Evaluation Learning (MEL) Specialist

Tasks of Key Expert 2: MEL Specialist

- Support the Team Lead and Lead Researcher with the intervention design.
- Develop behavioural indicators, Theory of Change, evaluation framework, adaptive learning agenda.
- Support overall reporting and the final evaluation.

Qualifications of Key Expert 2: MEL Specialist

- Education/training (2.3.1): University degree (Bachelors or Masters) in Monitoring and Evaluation / Public Policy / Public Administration / Statistics / Economics / Development Studies / Behavioural Science / Sociology / Psychology / Research Methods / Data Science or Ethics Management.
- Language (2.3.2): C2 -level language proficiency in English.
- General professional experience (2.3.3): 8 years' experience in monitoring and evaluation or research, or learning for development or governance or public sector reform, or social and behaviour change programmes.
- Specific professional experience (2.3.4): 5 years' experience in designing MEL frameworks or developing theories of change and results frameworks for social norms and behaviour change processes or evaluating social and behaviour change interventions or managing mixed-methods evaluations.
- Leadership/management experience (2.3.5): N/A
- Regional experience (2.3.6): 3 years' experience in social norms and behaviour change projects in South Africa.
- Development Cooperation (DC) experience (2.3.7): 2 years of experience in DC projects in South Africa.
- Other (2.3.8): Evidence of 3 social norms and behaviour change projects, outlining the project description, local partners, and key results/outcomes.

Soft skills of team members

In addition to their specialist qualifications, the following qualifications are required of team members:

- Team skills
- Initiative
- Communication skills
- Socio-cultural skills
- Efficient, partner- and client-focused working methods
- Interdisciplinary thinking

Short-term expert pool with minimum 2, maximum 4 members

For the technical assessment, an average of the qualifications of all specified members of the expert pool is calculated. Please send a CV for each pool member (see below Chapter 7 Requirements on the format of the bid) for the assessment.

Tasks of the short-term expert pool

- Provide Behavioural / Social Science expertise to support the Team Lead and Lead Researcher with the research and design of the intervention.
- Provide research assistance in the form of writing, documenting workshops/interviews, and collecting and analysing data.
- Support the Team Lead with overall implementation on the ground – coordination, administration, and execution of the project.
- Support with reporting and continuous monitoring and evaluation.

Qualifications of the short-term expert pool

- Education/training (2.6.1): 2 experts with university qualification in Humanities / Social Sciences / Behavioural Sciences / Anthropology / Sociology / Communication, and 2 experts with university qualification in Economics / Policy / Monitoring & Evaluation / Statistics / Development Studies / Research Methods / Data Science / Ethics Management.
- Language (2.6.2): 4 experts with C2-level language proficiency in English.
- General professional experience (2.6.3): 2 experts with 7 years of professional experience in the Behaviour Change or Behavioural Science or Social Science or Development or Anti-Corruption or Governance sector, 2 experts with 7 years of professional experience in the Applied Research or Anthropology or Communication or Public Policy sector.
- Specific professional experience (2.6.4): 2 experts with 5 years of professional experience in social norms and behaviour change projects or behaviour change programme design and implementation, 2 experts with 5 years of professional experience in Monitoring, Evaluation & Learning or participatory research in behavioural intervention design or behavioural diagnostics or systems thinking approaches or culture change or change management processes.
- Regional experience (2.6.5): 2 experts with 3 years of experience in Africa, 2 experts with 3 years of experience in South Africa.
- Development cooperation (DC) experience (2.6.6): N/A
- Other (2.6.7): For each expert, evidence of 2 social norms and behaviour change projects, outlining the project description, local partners, and key results/outcomes.

The tenderer must provide a clear overview of all proposed short-term experts and their individual qualifications.

5. Costing requirements

The price offer may contain only the cost items and quantities recorded in the present chapter.

Please note that this is a tender below EU threshold.

Assignment of personnel and travel expenses

Per diem allowances are reimbursed as a lump sum up to the maximum amounts permissible under tax law for each country as set out in the country table in the circular from the German Federal Ministry of Finance on travel expense remuneration (downloadable from the [German Federal Ministry of Finance – tax treatment of travel expenses and allowances for international business travel as of 1 January 2026 \(GERMAN ONLY\)](#)).

Accommodation allowances are reimbursed as detailed in the specification of inputs below.

With special justification, additional Accommodation costs up to a reasonable amount can be reimbursed against evidence.

All business travel must be agreed in advance by the officer responsible for the project

Sustainability aspects for travel

GIZ has undertaken an obligation to reduce greenhouse gas emissions (CO₂ emissions) caused by travel. When preparing your tender, please incorporate options for reducing emissions, such as selecting the lowest-emission booking class (economy) and using means of transport, airlines and flight routes with a higher CO₂ efficiency. For short distances, travel by train (second class) or e-mobility should be the preferred option.

CO₂ emissions caused by air travel must be offset. GIZ specifies a budget for this, through which the carbon offsets can be settled against evidence.

There are many different providers in the market for emissions certificates, and they have different climate impact ambitions. The [Development and Climate Alliance \(German only\)](#) has published a [list of standards \(German only\)](#). GIZ recommends using the standards specified there.

Specification of inputs

Fee days	Number of experts	Number of days per expert	Total	Comments
Team leader – Behavioural Scientist / Social Scientist	1	85	85	
Key Expert 1: Lead Researcher	1	70	70	

Key Expert 2: Monitoring Evaluation Learning (MEL) Specialist	1	65	65	
Short-term expert pool	2-4		100	expert pool (25 days x 4 experts OR 50 days x 2 experts)
Travel expenses	Quantity	Number per expert	Total	Comments
Fixed travel budget	1			A budget is earmarked for travel to the following countries: South Africa. A fixed budget of EUR 22.048,00 is earmarked for settling travel expenses against evidence. All travel will be discussed, planned and mutually agreed to between the contractors and GIZ. The travel budget contains the following costs: - International flights from the contractors' home country to Johannesburg, South Africa. - Per diem and overnight accommodation allowance for the duration of the contract. Number of overnight stays and travel days will be mutually agreed between the contractors and GIZ. - A transportation budget for all local travel within South Africa, foreseen only in Gauteng Province.
Transport	Quantity	Number per expert	Total (EUR)	Comments
CO₂ compensation for air travel	1		1.560,00	A fixed budget of EUR 1.560,00 is earmarked for settling carbon offsets against evidence.
Other costs	Number	Price	Total (EUR)	Comments
Flexible remuneration	1		2.600,00	A budget of EUR 2.600,00 is foreseen for flexible remuneration. Please

				incorporate this budget into the price schedule. Use of the flexible remuneration item requires prior written approval from GIZ.
--	--	--	--	---

Workshops and trainings

In addition to online workshops/trainings conceptualized and organized at the contractor's discretion, in agreement with GIZ-TIP and the primary partner, the contractor must implement the following workshops / trainings in person in Johannesburg or Pretoria:

- Outcomes & results (workshop + report) 1-7 July 2027
- Outcomes & results (workshop + report) 1-7 November 2027
- Outcomes & results (workshop + report) April 2028
- Outcomes & results (workshop + report) August 2028
- Final evaluation (workshop + report) October 2028

Workshop costs i.e. venue booking, catering, invitations and coordination will be covered outside of this contract by GIZ-TIP.

6. Inputs of GIZ or other actors

GIZ and/or other actors are expected to make the following available:

- Facilitate introductions and relationship building between the contractor and the primary partner.
- Provide coordination and technical support to the contractor for the duration of the contract.
- External (partners, public) and internal (GIZ-wide) communication on the initiative and its results.
- Logistics for workshops in Johannesburg or Pretoria: venue booking, catering, invitations and coordination.

7. Requirements on the format of the tender

The structure of the tender must correspond to the structure of the ToR. In particular, the detailed structure of the concept (Chapter 3) should be organised in accordance with the positively weighted criteria in the assessment grid (not with zero). The tender must be legible and clearly formulated. It must be drawn up in English (language).

The CVs of the personnel proposed in accordance with Chapter 4 of the ToRs must be submitted using the format specified in the terms and conditions for application. The CVs shall not exceed 5 pages each. They must clearly show the position and job the proposed person held in the reference project and for how long.

Please calculate your financial tender based exactly on the parameters specified in Chapter 5 Quantitative requirements, otherwise it is an inadmissible secondary offer that must be excluded from the procedure. The contractor is not contractually entitled to use up the days, trips, workshops or budgets in full. The number of days, trips and workshops and the budgets will be contractually agreed as maximum limits. The specifications for pricing are defined in the price schedule.