

TERMS OF REFERENCE (ToR): End-Term Evaluation

Project: Protecting and Promoting Whistleblowing in South Africa (PPW)

1. Background

[Democracy Works Foundation \(DWF\)](#) is an African, nonpartisan and non-profit organisation with initiatives in Botswana, Lesotho, Malawi and South Africa. DWF opened its doors in 2014 in South Africa in response to the weakening of public institutions, corruption and declining citizen participation. It is an organisation committed to promoting and building democracy in Southern Africa and supporting inclusive development and regional cooperation. DWF believes in developing homegrown and innovative solutions that support public officials and states in being more open, transparent, responsive and accountable. We also work to build the capacity of citizens and provide tools enabling them to better impact their democracies, meet their obligations and claim their rights. DWF works on the supply and demand side of democracy

The [Protecting and Promoting Whistleblowing in South Africa \(PPW\) project](#) is a multi-year initiative implemented by DWF in partnership with The Whistleblower House (WBH). It aims to build an inclusive, enabling, and protective environment for whistleblowers, who are essential actors in safeguarding human rights and promoting accountable governance. The project is co-funded by the European Union under its Human Rights and Democracy programme. The PPW project seeks to strengthen the protection, support, and institutional recognition of whistleblowers in South Africa. The project operates across five key intervention areas:

1. **Direct support to whistleblowers** – legal, psychosocial, and financial assistance.
2. **Awareness and advocacy** – public education and engagement to shift norms and build understanding on whistleblowing
3. **Policy influence** – engagement with legislative and regulatory reform processes
4. **Coordination platforms** – facilitating collaboration among civil society, government, and oversight bodies regarding whistleblowing
5. **Knowledge and evidence generation** – research, documentation, and learning to inform practice and policy

Project Outcomes

The PPW project aims to achieve the following outcomes:

- Whistleblowers are empowered to continue to speak up and mitigate personal cost to themselves and their families.
- CSOs, businesses and government are supported to provide an enabling environment that encourages and provides comprehensive support to whistleblowers.
- Legal services, psychological counselling, security provision, and other direct support services are available for whistleblowers.
- Information is accessible/available to service providers on the contextual issues surrounding whistleblowing to maximise support from their sectors.

- Engagement of CSOs, business and government on whistleblowing is enhanced.
- Enhancing the body of knowledge and practice of whistleblowing.
- Public support for whistleblowers' work is strengthened (through increased information).

As the project approaches completion, an independent end-term evaluation is required to assess the PPW project's achievement of objectives, outcomes and impact, along with recommendations for future programming

2. Purpose of the Evaluation

This assignment is open to individual consultants. The end-term evaluation will assess the relevance, effectiveness, efficiency, coherence, and contribution of the PPW project over its full implementation period. It will determine the extent to which the project achieved its intended outcomes, identify enabling and constraining factors, and assess its strategic positioning within the broader accountability and anti-corruption ecosystem in South Africa. The evaluation will generate actionable recommendations to inform future whistleblower protection programming and related governance interventions and will produce materials suitable for donor reporting and public dissemination.

3. Objectives

The Evaluation will:

- Assess the **relevance** of the project design relative to South Africa's governance and whistleblower protection context, including how well it responded to evolving needs.
- Evaluate **effectiveness** in achieving outputs, outcomes, and intermediate changes across the five intervention areas.
- Assess **efficiency** of implementation processes, resource utilisation, and organisational management.
- Examine the project's **contribution** to policy reform, institutional responsiveness, and systemic change, using contribution analysis rather than strict attribution.
- Analyse **coherence** – both internal (across the project's own components) and external (with complementary actors, programmes, and policy frameworks).
- Assess **sustainability** prospects, including the durability of results and the capacity of stakeholders to continue driving change beyond the project period.
- Identify **lessons learned** and forward-looking recommendations for Democracy Works Foundation and the broader field.

4. Evaluation Criteria and Key Questions

The evaluation is guided by adapted OECD-DAC criteria for governance programming. Indicative key questions are set out below; the evaluator may refine these in the inception report.

4.1 Relevance

- To what extent was the project design aligned with the needs of whistleblowers and the priorities of the South African and whistleblowing accountability ecosystem at inception?
- How well did the project adapt to changes in the political, legal, and social context over the implementation period?
- Was the theory of change realistic and appropriately targeted and framed?

4.2 Effectiveness

- To what extent were planned activities and outputs delivered across each of the five intervention areas?
- What evidence exists of progress toward the achievement of intended outcomes (e.g. improved legal protection, increased public awareness, enhanced institutional responsiveness)?
- What factors – internal or contextual – enabled or constrained progress?
- Whose voices and experiences are reflected in the outcomes achieved, and who may have been left out?

4.3 Efficiency

- Were resources (financial, human, time) used appropriately relative to outputs and outcomes delivered?
- Were there operational bottlenecks or inefficiencies, and how were they managed?
- How effectively did the project manage risks, including risks to whistleblowers?

4.4 Coherence

- How well did the five intervention areas reinforce one another in practice?
- To what extent did the project align with and complement the work of other actors in the whistleblower protection and accountability space?
- Were there duplications, tensions, or missed opportunities for collaboration?

4.5 Contribution to Change

- What is the plausible contribution of the project to observed changes in policy, institutional behaviour, or public attitudes toward whistleblowing?
- What role did the project play in shaping the enabling environment compared to other factors?
- Are there unintended outcomes – positive or negative – that were realised through the project?

4.6 Sustainability

- Are the changes achieved likely to endure beyond the project period? What conditions would support or threaten this?
- What capacities, networks, or systems has the project strengthened that can sustain momentum?
- Are there risks of reversal on the project's achievements, and how might these be mitigated?

5. Scope

The evaluation covers the full implementation period of the PPW project. It will assess performance across all five intervention areas, examine both design and implementation dimensions, and consider outcomes at individual, organisational, and systemic levels. The evaluation will apply **contribution analysis** and/or **process tracing** to assess the project's role in observed changes, recognising that attribution is not appropriate in complex governance contexts. The geographic scope includes all regions where the project has been active. The evaluation will consider gender, intersectionality, and equity dimensions where relevant, particularly in relation to the profiles and experiences of whistleblowers supported.

6. Methodology

The evaluator will present a detailed methodology in an inception report for approval before data collection begins. The following expectations apply: The evaluator must ensure **purposeful, diverse sampling across regions, stakeholder groups, and intervention areas**. All findings must be triangulated across at least two independent data sources. Limitations in data or access should be clearly documented. The evaluation must be conducted independently. The evaluator should have no prior direct involvement in the design or implementation of the PPW project. Any potential conflicts of interest must be declared upfront.

7. Deliverables

The following deliverables are expected to be produced:

- i) Inception Report
- ii) Draft Evaluation Report
- iii) Stakeholder Feedback Session
- iv) Final Evaluation Report
- v) Executive Summary

Given the politically sensitive nature of whistleblower protection work and the potential risks faced by project participants, the following ethical requirements are non-negotiable:

- **Informed consent** must be obtained from all interviewees. Participants must understand the purpose of the evaluation, how their information will be used, and their right to withdraw at any time.
- **Confidentiality** must be strictly maintained. No individual, including whistleblowers, must be identifiable in any report or dataset without explicit consent.
- **Do no harm** – the evaluator must conduct a risk assessment before engaging with whistleblowers or other high-risk participants, with protocols in place to manage potential risks of harm arising from participation.
- **Secure data handling** – all interview notes, recordings, and personally identifiable information must be stored securely, with access restricted to the evaluation team, and deleted or anonymised after the final report is submitted.
- **Conflict of interest** – the evaluator must disclose any relationships with DWF, the project, its funders, or partner organisations that could compromise impartiality.
- **Representation and equity** – the evaluation should make reasonable efforts to include perspectives from whistleblowers themselves, marginalised groups, and those who did not benefit from the project, not only institutional stakeholders.

The evaluator should include a brief **ethics protocol** in the Inception Report.

8. Timeline

The evaluation is to be conducted between August and October 2026. The total number of consulting days is 40.

9. Management and Governance

The evaluation is commissioned by Democracy Works Foundation (DWF), which will designate an internal evaluation focal point to coordinate access to documentation, data, and stakeholders. The evaluator will work independently and is expected to report findings objectively, without editorial interference. DWF retains the right to provide factual corrections on draft deliverables; the evaluator retains the right to note disagreements with feedback in the final report. A brief check-in between the evaluator and the DWF focal point should take place at key milestones (post-inception, mid-data collection, pre-draft submission) to flag emerging issues or access challenges.

10. Required Qualifications and Selection Criteria

- Advanced degree in public policy, governance, development studies, law, social sciences, or a related field.
- Minimum 6–10 years of experience evaluating governance, accountability, advocacy, or civil society programmes.
- Strong knowledge of South African governance systems, whistleblower legal frameworks and the accountability ecosystem.
- Experience evaluating programmes with high-risk or vulnerable populations.
- Excellent analytical and written communication skills in English.

Desirable Qualifications

- Experience with whistleblower protection, anti-corruption, or accountability and transparency programming.
- Familiarity with the Protected Disclosures Act and relevant South African legislation.

11. Proposal Submission

Interested evaluators should submit:

- **Technical proposal** – including understanding of the ToR, proposed methodology, workplan, and approach to ethical risk management (max. 8 pages). The workplan should describe specific milestones and timelines for deliverables.
- **Financial proposal** – detailed budget (inclusive of VAT) with day rates, activity costs, and any disbursements clearly itemised. Payment terms will be finalised upon contracting.
- **CV of the Consultant** outlining relevant experience and suitability for the assignment.
- **Two examples** of previous evaluation reports (full reports, not summaries).
- **Declaration of no conflict of interest** with respect to DWF or the PPW project.

Applications should be sent to recruitment@democracyworksfoundation.org with the Subject: **PPW-End-Term Evaluation by Thursday, 25 June 2026 at 17:00 SAST.**

CONSENT TO PROCESS YOUR INFORMATION:

By sending us your application, Curriculum Vitae, academic records, qualifications, or any other personal information as defined by the Protection of Personal Information Act, 2013 (POPIA):

- you have disclosed up-to-date and accurate records; and
- you agree to us keeping your records in our database as per our Retention Policy.

Declaration:

By agreeing to the terms herein, you give Democracy Works Foundation (DWF) the authority to process your personal information. This consent will remain valid until such time as we have received instructions from you to request, subject to any applicable law and where appropriate, the correction, updating or deletion of your personal information held by us. You further acknowledge and declare that all personal information supplied to DWF is accurate, up to date, not misleading and complete in all respects.