



**The Expert Group for Aid Studies**

## **Invitation for proposals: “Evaluation of the Folke Bernadotte Academy”**

---

The Expert Group for Aid Studies (EBA) is a government committee mandated to evaluate and analyse the direction, governance and implementation of Sweden’s official development assistance (ODA). The EBA engages researchers and other experts to carry out studies of relevance for policymakers and practitioners.

The EBA works with ‘dual independence’. This means that the EBA independently defines what issues to explore and which studies to commission, while the author(s) of each report is responsible for the content and the conclusions.

**The EBA has decided to commission an evaluation of the Folke Bernadotte Academy (FBA) with a focus on effectiveness, impact and coordination.**

### **Background to and motivation for the study**

In its Policy framework for Swedish development cooperation and humanitarian assistance (2016/17:60), the Swedish Government states that conflicts are currently “the most serious obstacle to development in many countries. Extreme poverty and starvation are more concentrated in fragile and conflict-affected states. Today’s conflicts are often internal but at the same time internationalised, with many actors involved, making conflict management and peacebuilding more difficult. The world has never before witnessed as large a number of refugees and internally displaced persons.”

Since its inception in 2002, the Folke Bernadotte Academy (FBA, [www.fba.se/en/](http://www.fba.se/en/))<sup>1</sup> has rapidly become an important actor in Swedish aid, both financially and in terms of mandates within several geographic and thematic strategies. The agency focuses on important areas in Sweden’s aid policy (peace, conflict, crisis management, the rule of law

---

<sup>1</sup> In April 1997 the Government, through the Ministry of Defence, appointed an inquiry chair tasked with proposing forms of coordination of certain civil and military training for international peacebuilding and humanitarian interventions. Put simply, its purpose was to increase coordination and the total effect of what were termed multifunctional international operations, in other words, such operations in which military and civil personnel from Sweden and other countries work in coordination towards a shared peacebuilding goal. The inquiry presented its final report in March 1999 (1999:5). In it, the chair stated that in other parts of the world, institutions had started to be set up responsible for cross-sectoral and cross-border training for modern, international conflict management and that it felt appropriate for Sweden to adapt to this approach and pattern at an early stage. The inquiry chair then proposed the establishment of a Swedish knowledge centre in the form of an institute for international operations in crisis and conflict areas, tasked with providing training and stimulating development work, coordination and cooperation in this field. A number of more specific tasks were also proposed, including running courses, building up a pool of expertise, participating in monitoring and evaluation of multidimensional and integrated operations and conducting research. It was particularly asserted that the proposal did not seek to replace existing agencies’ training platforms. Instead it sought to establish a higher level across the board. The inquiry chair proposed that the knowledge centre be named the Folke Bernadotte Institute for international conflict management and peace missions, be staffed by about fifteen people with an annual budget of about 15-25 MSEK (source: Swedish Agency for Public Management, Agency analysis of the Folke Bernadotte Academy, 2011).

and conflict and post-conflict countries) related to SDG 16 on peace, justice and strong institutions. An evaluation of the agency's effects is therefore timely and relevant.

The FBA currently works on the basis of three long-term objectives and five areas of operation, see the table below.<sup>2</sup>

<b>FBA</b>				
<b>Long-term objectives</b>				
1. Increased human security and resilience against armed conflict in conflict and post-conflict countries				
2. Increased capacity for international peace and crisis management initiatives to contribute to peace and security				
3. Stronger democratic institutions and processes including increased respect for the rule of law in conflict and post-conflict countries				
<b>Five areas of operation<sup>a</sup></b>				
<b>Area</b>				
Supplying personnel for international operations	Training, joint training and exercises	Bilateral development cooperation in peace and security	Support for civil society	Research, policy and method development
<b>Operational objectives (3 – 5 year timeframe)</b>				
Improved fulfilment of objectives and mandates in international peace and election observation missions	Greater capacity of individuals and organisations to run and develop peacebuilding operations	Improved fulfilment of objectives in Swedish development cooperation with conflict and post-conflict countries and regions	Better opportunities for civil society to run operations in the areas of security policy and peacebuilding development, and women, peace and security	More knowledge-based and effective peacebuilding operations
<b>Turnover for respective area in 2018</b> <i>(according to Annual Report)</i>				
SEK 136 million	SEK 53 million	SEK 70 million	SEK 23 million <sup>b</sup>	SEK 58 million

Notes: <sup>a</sup> Management and operational support is an administrative operational area objective which has not been included in the model. Source: Folke Bernadotte Academy, Annual Report 2018. <sup>b</sup> Of which SEK 10 million from expenditure area 5 (UO5).

The table shows that knowledge, capacity and competence are very important in FBA's operations. A relatively large part of operations involves contributing to or strengthening systems in or in connection with different forms of international operations and peacebuilding. Thus, the operations are to have a direct effect in conflict and post-conflict countries as well as more indirectly via improved systems in partnership with other actors. It should be emphasised that individual overarching objectives may have been impacted by several of the FBA's five areas of operation. In the area of research, policy and method

<sup>2</sup> The long-term objectives were drawn up relatively recently and the operations conducted by the FBA before 2013 had other objectives in part. The FBA has worked under strategic management since 2015, which has also partly involved a new form of mandate. In the area Support to civil society, operations were revised by the Government in 2018 such that support is now only granted to Swedish organisations.

development, results may be attained both via the FBA's other operations and directly at societal level.<sup>3</sup>

The FBA is governed by the Government's strategies for development cooperation in conflict and post-conflict countries. The FBA's operational plan for 2019 states that twelve countries have been prioritised: DR Congo, Liberia, Mali, Somalia, Afghanistan, Myanmar, Iraq, Palestine, Syria, Georgia, Ukraine, Colombia.

In the 2018 Annual Report, the FBA highlights that "One sign that the FBA has consolidated its role in the shared implementation of Sweden's development cooperation strategies is that, from 2018, the agency has held mandates in strategies for virtually all conflict and post-conflict countries with which Sweden has bilateral development cooperation, and in the regional strategy for Sub-Saharan Africa."

Between 2007 and 2018, the FBA's income rose from SEK 53.9 million to SEK 317.5 million, according to its annual reports. Operations have thus increased sixfold over this period. Much of the expansion took place following the FBA taking over some of the personnel provision from the Swedish International Development Cooperation Agency, Sida, on 1 January 2008. The FBA doubled in size between 2009 and 2018. In 2014 to 2018 the number of full-time equivalent employees at the agency increased from 167 to 210 (a 20% increase), of which 81 were seconded to international operations in 2018. Approximately 90% of appropriations in 2018 came from expenditure area 7 of the national budget (international development cooperation) but a smaller proportion of operations (approximately 10%) was financed under expenditure area 5 (international cooperation).

### Purpose and questions

The purpose of the evaluation is to investigate whether, and if so in what way, the FBA's initiatives and operations 1) have contributed to the agency's overarching long-term objectives (cf. the table above) and 2) in their broader context are coordinated effectively with relevant actors in Sweden and internationally, including in conflict and post-conflict countries.

The study shall seek to answer two questions:

1. What difference have the FBA's initiatives made in terms of the agency's objectives (increased human security and resilience against armed conflict, increased capacity for international peace and crisis management operations, stronger democratic institutions and processes including greater respect for the rule of law)? What has made a difference, for whom, in what circumstances and why?
2. Has the FBA coordinated its initiatives effectively with other Swedish and international actors to enable synergies, in order (where necessary) to safeguard collaboration and minimise unjustified overlaps so as to strengthen the combined result where appropriate?<sup>4</sup>

---

<sup>3</sup> On its website, the FBA states its areas of expertise as Dialogue and peace mediation; Leadership and cooperation; Women, peace and security, and youth, peace and security; Disarmament, demobilisation and reintegration of former combatants; Security sector reform; and Rule of law, human rights and election support.

<sup>4</sup> Our premise is that effective coordination should be analysed as a means in relation to the results of the operations (i.e. in relation to question 1). Some potential underlying evaluation questions for question 2 are: Are there any signs of coordination problems? What are the FBA's coordination mechanisms/coordination arenas? How are these used? In

The main focus of the evaluation should be on question 1.

When answering question 1, questions of causality and the impact of the initiatives relative to other factors and alternative explanations must be analysed with care. Scientific methodology shall be used to ensure reliable conclusions and a high degree of transparency. Examples of evaluation designs that can be considered are case-based, system-based, and theory-based approaches such as Contribution Analysis (Mayne, 2012), QUIP (Copestake et.al, 2019), Process tracing (Beach & Pedersen, 2013), statistical studies or combinations thereof. The proposed design shall be well justified.

The Purposes of the evaluation is accountability and learning. As regards learning, it is particularly important to understand how underlying mechanisms have influenced results and how and why good or less good results have arisen. The main target groups (mainly the Ministry for Foreign Affairs and the FBA) will also be invited to join the study reference group to ensure an opportunity for process learning and ongoing feedback on conclusions.<sup>5</sup> The evaluators are likewise expected to run a workshop in Stockholm with a focus on preliminary results to which key target groups will be invited before the report is completed (preliminary date February 2021).

The evaluation is to focus on the period 2008 to 2019 but with attention to initiatives conducted over a longer period or which are completed so that an assessment of overarching goal fulfilment is meaningful. There should also be a focus on initiatives whose evaluability is considered to be good in terms of long-term effects and which are relevant to the FBA's future work. It is not compulsory to study all of the FBA's areas of operation. Delimitations are to be finally decided by the authors based on an initial (modest) portfolio analysis carried out as a first step following the signing of the contract (underlying data for the portfolio analysis will be provided by the EBA).<sup>6</sup>

### Target groups

The primary target groups of the study are the Ministry for Foreign Affairs and the FBA itself. One important target group is also staff responsible for FBA at the Ministry for Foreign Affairs and those who work with strategies where the FBA is active. An additional important target group is the Riksdag (the Swedish Parliament) especially the Committee on Foreign Affairs.

The evaluation also has an important target group in people who work on peace and conflict, conflict and post-conflict countries, human security and the rule of law. Finally, the study may be of interest to members of the general public interested in aid.

### Conducting the study

The proposal shall be based on the two overarching questions. A detailed description of the approach of the study, the method and design are to be presented in the proposal. It is

---

coordination, do problems/solutions arise along the way? How do the mechanisms contribute towards the results attained? Are the mechanisms cost-effective and sufficiently extensive? Can they be improved? Cf. *Utvärdering som hantverk - bortom mallar och manualer*, Kim Forss, Studentlitteratur, 2007.

<sup>5</sup> See e.g. *Process Use of Evaluations: Types of Use that Precede Lessons Learned and Feedback*, Forss, Rebien och Carlsson, Evaluation, 2002.

<sup>6</sup> At the start of the work the aim and objectives of the initiatives may need to be clarified or reconstructed. This will be done in dialogue with the FBA. After this, theories of change for those of the FBA's initiatives or operations covered by the evaluation should be drawn up and the underlying assumptions made explicit. These theories of change should form the basis of the operationalisation of questions 1 and 2.

up to those submitting proposals to choose the evaluation design and method. The work is to be carried out with high scientific rigour and the choice of method and design in the proposal must be clearly motivated. It is the EBA's hope that a relatively high degree of freedom in drawing up the proposal is seen as attractive and will stimulate innovation and creativity.

The study is to be reported in the form of a report written in English able to be published in the EBA's main series of reports. The report should be no longer than 30 000 words.

The EBA works under what is termed "double independence". This means that the EBA defines which questions and areas are to be studied, independently of the Ministry for Foreign Affairs. At the same time, analysis, conclusions and recommendations in each study are the responsibility of the author(s).

Work on the study will be monitored by a reference group led by one of the members of the EBA. The reference group will meet two to four times during the working period to discuss the design and focus of the study, its quality, conclusions and recommendations.

### The proposal's design and budget

The project proposal must be written in English and shall be no longer than 15 pages, including a presentation of the members of the evaluation team, detailed schedule, and allocation of time and tasks between the members of the group; excluding CVs which may be appended. At least one person in the evaluation team must speak and read Swedish. This is because a fairly large number of the documents and texts relevant to the task will be written in Swedish (e.g. annual reports; reporting on strategy missions; describing initiatives, including theories of change; internal reports on how the FBA works on results).

Three relevant scientific publications or evaluations produced or carried out by the members of the proposed team should be enclosed as appendices.

The maximum cost of conducting the evaluation is SEK 1 500 000. The budget shall enable two to four meetings with the study's reference group (to be appointed by the EBA following dialogue with the authors) and a workshop in Stockholm. The reference group will meet in Stockholm, but one or two meetings may be conducted by video link.

Tenderers shall give an account of all potential conflicts of interest and grounds for disqualification regarding members of the evaluation team, as these are grounds for excluding tenders.

The study is to be completed by 19 March 2021.

An assessment group comprising members of the Expert Group and office staff will evaluate proposals received based on the relationship between price and quality.

The proposal must be registered on the procurement portal Kommers Annons eLite [www.kommersannons.se/elite](http://www.kommersannons.se/elite), by 19 April 2020. The tender must be valid until 19 April 2021. Tenderers are encouraged to monitor the procurement portal regularly, as it is not possible to guarantee the receipt of e-mails.

Tenderers must submit a self-declaration in the form of a European Single Procurement Document (ESPD) by filling in the tender form at [www.kommersannons.se/elite](http://www.kommersannons.se/elite). Please

make sure enough time is allocated for completing the ESPD form when submitting the tender.

During the procurement process, the EBA is not permitted to discuss documentation, tenders, evaluation or any such questions with tenderers in a way that benefits one or more tenderers.

Questions must be published by 8 April using the Questions and Answers function ("Frågor och svar") on the procurement portal Kommers Annons eLite, [www.kommersannons.se/elite](http://www.kommersannons.se/elite). Questions and answers to questions are published anonymously and simultaneously to everyone registered for the procurement.

### Criteria for assessing proposals received

The following criteria will be used when assessing proposals received:

1. Quality of the proposal in terms of design, method and plan for implementation of the evaluation (Weight: 60%).
2. Experience and qualifications of authors (Weight: 25%).
3. Cost (Weight: 15%).

See the table in appendix 1 for the factors that will be considered under each of these three criteria. No negotiation will take place. The assessment of each proposal submitted will be based on the material submitted by tenderers at the end of the tendering period.

### Confidentiality

After the communication of the EBA's selection, all submitted proposals will become official documents, meaning that the Swedish principle of public access to official records applies. Sentences, sections or paragraphs in a document may be masked in the public version if "good reasons" (thorough motivations in terms of causing economic damage to the company) can be provided and deemed valid. The tenderers are fully responsible for making their claims of confidentiality.

### Schedule

Deadline for submitting proposals	19 April 2020
Evaluation of proposals	April 2020
Decision by the EBA	May 2020
Contract signed between the EBA and the evaluation team	May 2020
Workshop – preliminary results to key target groups	February 2021
Draft final report delivered	19 March 2021
Planned launch	April-May 2021

### Relevant strategies, steering documents, etc.

[https://www.government.se/49a184/contentassets/43972c7f81c34d51a82e6a7502860895/skr-60-engelsk-version\\_web.pdf](https://www.government.se/49a184/contentassets/43972c7f81c34d51a82e6a7502860895/skr-60-engelsk-version_web.pdf)

<https://www.sida.se/English/About-us/How-we-are-governed/strategies-for-swedish-development-cooperation/>

<https://www.government.se/country-and-regional-strategies/>

<https://fba.se/en/>

<https://fba.se/om-fba/styrning/>

<https://fba.se/en/how-we-work/secondments/>

<https://fba.se/en/how-we-work/courses/>

<https://fba.se/en/how-we-work/research/>

<https://fba.se/en/how-we-work/our-partner-countries/>

<https://fba.se/en/how-we-work/support/>

### Some previous evaluations and studies

Myndighetsanalys av Folke Bernadotteakademin, Statskontoret, 2011

Utvärdering av Folke Bernadotteakademin's personalbidrag till EUMM Georgien, FOI februari 2016

Evaluation of the Political Advisers' Concept, applied in the Practical Diplomacy Training Package, Sthlm Policy Group AB, March 2018

Review and Lessons Learned Study of the International Forum for the Challenges of Peace Operations (Challenges Forum), Niras, February 2019.

Utvärdering av Folke Bernadotteakademin's personalbidrag till EUMM Georgien, FOI-R--4233-SE, februari 2016.

Utvärdering av Folke Bernadotteakademin's personalbidrag till SMM Ukraina, FOI-R--4402-SE, februari 2017.

Evaluation of FBA trainings in dialogue and mediation, Tana Copenhagen, juni 2019.

Evaluating the impact of the Pedagogical Profile Programme in Folke Bernadotte Academy, by Bryan Hopkins, January 2018.

Evaluation of trainings within the field of SSR—Folke Bernadotte Academy, Innovative Strategier for Change (ISaC AB), 16 March 2018.

Lärandestudie säkerhetskurser, en jämförande studie av högriskkurser hos Folke Bernadotteakademin och Myndigheten för samhällsskydd och beredskap, Johan Mast Consulting AB, dec 2018.

Review and Lessons Learned Study of the International Forum for the Challenges of Peace Operations (Challenges Forum), Niras, February 2019.

Analysis of FBA's planning, monitoring and reporting documents, Niras, sep 2018.

Evaluation of the FBA project "Local Self-Government and the Rule of Law in Ukraine", FCG Swedish Development AB, December 2018.

Evaluation of the Political Advisers' Concept, applied in the Practical Diplomacy Training Package, Sthlm Policy Group AB, March 2018.

Evaluation of the Inclusive Peacebuilding Programme in the DRC, Nordic Consulting Group, June 2019.

### About the Expert Group for Aid Studies (EBA)

The Expert Group for Aid Studies (EBA) is a government committee mandated to evaluate and analyse the direction, governance and implementation of Sweden's official development assistance with a specific focus on results and efficiency. The aim is to contribute to an efficient implementation of well-designed aid. The EBA focuses primarily on overarching issues within Swedish development assistance, not on individual projects. The EBA consists of an expert group of ten members, and a secretariat placed in Stockholm.

In 2020 the Expert Group consists of: Helena Lindholm (chair), Johan Schaar (vice chair), Kim Forss, Torgny Holmgren, Sara Johansson De Silva, Staffan I Lindberg, Magnus Lindell, Joakim Molander, Julia Schalk, Janet Vähämäki and one appointed expert from the Swedish MFA.



## Appendix – Criteria for evaluating tenders received

Criteria	1. Quality of proposal in terms of design, methods and plan for implementation. (Weight: 60 per cent)	2. Experiences and qualifications of team members in the areas of interest. (Weight: 25 per cent)	3. Cost. (Weight: 15 per cent)
<b>Scale</b>	Each criterion is graded on a scale of 0–5 (where 0 = not applicable, so effectively 1–5 is applied). Grade 5 = extraordinary or exceeds all expectations. Grade 1 = sub-standard. Grade 3 = fair, reasonable, in line with what can be expected. Each criterion is then weighted to obtain a final grade (the sum of the weighted grades) between 0 and 5.		
<b>Specifications (numbered in order of importance)</b>	<ol style="list-style-type: none"> <li>1. Does the study design, i.e. suggested methodological approach and plan for implementation, make it possible to fulfil the study's purpose?</li> <li>2. Have important or pertinent limitations with the method been described clearly?</li> <li>3. Have the approach and method(s) been described in a specific and transparent manner?</li> <li>4. Will the study design enable conclusions that can be expected to form the basis of use, learning and reflection among the study's target groups?</li> <li>5. Does the proposal have a thorough and realistic workplan and time line?</li> </ol> <p>* An overall assessment that the study is feasible to implement and that it can be implemented without any ethical breaches occurring is presupposed.</p>	<ol style="list-style-type: none"> <li>1. The team participants' experience of: Impact evaluation; Peace, Security and Conflict; Peace mediation; Security Sector Reform; Rule of Law; Disarmament, Demobilization and Reintegration; Women, Children, Peace and Security</li> <li>2. Quality of previous studies conducted by team members</li> <li>3. Academic merits of the team members (excl. assistants).</li> </ol>	<ol style="list-style-type: none"> <li>1. Total price in SEK</li> <li>2. Price/hour</li> </ol>