

DCAF's International Security Sector Advisory Team (ISSAT): Evaluating progress in developing the international community's SSR capability

1. Introduction

The Geneva Centre for Democratic Control of Armed Forces (DCAF) was established in 2000. It is dedicated to improving the security of states and their people within a framework of democratic governance, the rule of law, and respect for human rights. DCAF contributes to making peace and development more sustainable by assisting partner states and international actors supporting these states, to improve the governance of their security sector through inclusive and participatory reforms. It creates innovative knowledge products, promotes norms and good practices, provides legal and policy advice and supports capacity - building of both state and non - state security sector stakeholders.

The International Security Sector Assistance Team (ISSAT) was established by DCAF in 2008 in response to an identified need to develop the international community's capacity to support Security Sector Reform (SSR). Initially located in within DCAF's Research Division, ISSAT became a separate DCAF Division in 2010, and then evolved as one of DCAF's four pillars (along with the Policy & Research Department, Operations Department, and Resources Department) as part of the corporate restructuring that took place on 01st January 2017.

The role of ISSAT is to assist the international community, to reinforce and strengthen their individual and collective efforts to improve security and justice, primarily in conflict affected and fragile states. ISSAT's approach and belief is centred on learning. In 2018, ISSAT will have its 10-year anniversary, one year before it is due to develop its new Strategy and Programme of Work for the next five years. The second half of 2018 is therefore an opportune time to undertake an external evaluation to assess the progress made and to identify recommendations to inform ISSAT's thinking on how best to further support the international community in the coming period. An external evaluation at this point would serve to:

- Document and analyse the outcomes achieved and the overall contribution of ISSAT in strengthening the effectiveness of the Governing Board members in supporting national and regional SSR processes, identifying the key elements of the ISSAT approach and model that contributed to such outcomes
- Review the extent to which the ISSAT core mandate, service lines, and operating model are relevant to changing Governing Board priorities, including analysing the extent to which the core ISSAT services and capacity are aligned to the emerging shifts in donor approaches to SSR and needs;
- Review the efficiency of processes, structures, and capacity deployed by ISSAT in managing individual mandates, including coherence and coordination across service lines.
- Analyse the efficiency and effectiveness of processes and systems of working with individual Governing Board members as well as integration and synergies of work across broader DCAF structures, with a view of understanding how this impacts on implementation of individual mandates, effectiveness of support to Governing Board members and maximizing the added value of ISSAT being an integral part of DCAF.

2. Objective

In the 10 years since the creation of ISSAT there have been significant changes in the geopolitical security setting, international approaches to SSR, and in the methods and means used by ISSAT to support the international community.

In line with ISSAT's philosophy of being a learning organisation, the primary objective of the evaluation is to help ISSAT, its Governing Board Members and DCAF management understand what it has achieved over the last 10 years, what lessons could be drawn from that experience, and how it could improve.

The evaluation will serve a secondary objective of providing further accountability to Governing Board Members. The evaluation should provide the Governing Board and DCAF management with more information to guide their decision making regarding ISSAT support and expected impacts.

3. Background of ISSAT

In 2008, a number of countries and organisations came together to establish ISSAT within the Geneva Centre for the Democratic Control of Armed Forces (DCAF). This occurred in recognition of the challenges faced in translating good international policy into operational practice, as well as the acknowledgement of the international capacity gap in supporting national security and justice reform processes. The need for stronger capacity and higher coordination in the international support for national SSR processes was found to be key in enabling the success of the latter. This reasoning behind the creation of ISSAT was laid out in the Framework Paper, which set out ISSAT's mandate. Its main mission was to help international actors (bilateral and multilateral) develop, design and implement SSR strategies, practices and programmes in line with international good practice. By its nature, ISSAT was also foreseen to enhance coordination, coherence and harmonisation among its Members. This logic underpinning the creation of ISSAT is that a pooled-funded standing capacity available for its Members results in reduced transaction costs, economies of scale in delivering training and undertaking assessments and other field advisory services, and ideally higher quality support by its members to security and justice sector reform.

ISSAT is guided by the recognition that security, development and human rights are preconditions for sustainable peace. Its original guiding principles for SSR interventions were drawn from the Organisation for Economic Co-Operation and Development, Development Assistance Committee's (OECD DAC) Handbook on SSR (2007). These evolved along with the adoption of further policy guidance, such as the UN Secretary General's report on SSR (2008), the AU SSR Policy Framework (2011), UNSCR 2151, and the EU-wide Strategic Framework on SSR (2016). In particular, ISSAT's approach embraces two over-arching principles:

- The promotion of local ownership and national capacity building to ensure sustainable and legitimate security and justice reform;
- The need for demand-driven and gender-sensitive approaches throughout all phases of SSR programming.

From the start, ISSAT's purpose has been to support the development of the international community's capability to assist the improvement of security and justice provision. This was traditionally structured around four service lines: Advisory Field Support (AFS), Training and Capacity Development (TCD), Knowledge Services (KS), and Advocacy and Outreach (A&O), but this has

evolved recently into a more integrated approach, with ISSAT providing a multi-faceted service to its Members aimed at better supporting coordinated effects on international capacity. ISSAT currently presents its services to its Members under Advisory Field Support, Professional Development and Training, Outreach and Knowledge and SSR Advocacy. However, strategically and operationally these services are interconnected.

The aim of this approach is for learning to be at the core of ISSAT's work, and capacity building to be mainstreamed throughout its support activities to Governing Board Members, enabling them to better provide support to security and justice reform in line with international standards. This means delivering support that reinforces local ownership, addresses problems of accountability and effectiveness, and manages the political, technical and holistic dimensions of security and justice reform, with more effective external and internal coordination. The interconnected approach ensures that ISSAT support and its sharing of knowledge is based firmly on field experience, long term analysis, robust, context-adaptable tools and methodologies, and integration of innovative practices.

The result of this structure and system is that ISSAT, while having a clearly defined role, engages in activities and supports flexibly, responding to the changes in priorities and demands from its users.

ISSAT is a membership based organisation with (as of 2018) 16 bilaterals and 7 multilaterals on its [Governing Board](#). These are ISSAT's main beneficiaries. Their main responsibilities include:

- Contributing to setting ISSAT's strategic priorities;
- Providing guidance on ISSAT approaches;
- Approving ISSAT's annual budget and activity report;
- Monitoring ISSAT's progress against goals and budgets;
- Enabling effective coordination between ISSAT and their SSR stakeholders at Headquarters and in the field.

ISSAT has been supporting its members for the past three years based on its [2016-2019 Programme of Work](#), which sets its strategic objectives according to a clearly articulated Theory of Change that was developed through a participatory approach, including a number of Governing Board Members.

ISSAT's focus being on the international community complements the work done by other DCAF departments and divisions and ensures that international actors are sufficiently informed and supported to act in line with national needs, and through applying good practice and principles.

In the first half of 2018, DCAF underwent an external evaluation looking at the relevance and impact of its work and the efficiency of its governance and architecture, in the context of Swiss support to the three Geneva Centres. This evaluation looked at, inter alia, to what extent the different departments of DCAF (including ISSAT) are contributing to the overall DCAF objectives; and to what extent the organisational structure and internal policies have been efficient and contributed to the effective delivery of DCAF's strategy over the period under review. The ISSAT evaluation should be informed by the results of the DCAF-wide evaluation.

4. Scope

The evaluation will be specific to ISSAT's scope of work during the ten-year period from its establishment (namely February 2008 until the present day).

The evaluation will take into account the broader environment in which ISSAT is situated, notably the fact that it is an integral part of DCAF, and ISSAT's role in reinforcing its Governing Board Members.

5. Process/methodology and deliverables

The evaluation will be divided in three phases. The first phase, inception phase, will mainly be devoted to structuring the evaluation approach, methodology and the evaluation questions (maximum ten EQ). The second phase, data collection phase, will focus on collecting and analysing data through various methods such as interviews, documents reviews, focus groups, surveys, etc. The third phase, synthesis phase, will mainly be devoted to drafting the final report and presenting it to ISSAT and the Evaluation Steering Group.

The following table describes these three phases, the main activities and the requested deliverables:

Evaluation phases	Main activities	Deliverables
1. Inception phase	<ul style="list-style-type: none"> - Briefing in Geneva with ISSAT, the DCAF Senior Management Team and the Evaluation Steering Group - Study of essential DCAF-wide key documents (strategies, work plans) - Review of ISSAT key documents (strategy, work plans, annual reports, etc.) - Analysis of ISSAT ToC - Definition of EQ and sub-questions - Identification of data collection methods and source of information - Workshop with ISSAT in Geneva to discuss the ToC and EQ 	→ Inception report (to be submitted to and approved by ISSAT, the DCAF Senior Management Team, and the Evaluation Steering Group, before moving to phase 2)
2. Data collection phase	<ul style="list-style-type: none"> - Documents review - Face to face interviews with ISSAT staff and DCAF management in Geneva - Focus group in Geneva - Telephone interviews - On-line survey to governing board members, direct beneficiaries of ISSAT support, ISSAT Community of Practice members, etc. 	→ Preliminary findings in bullet points by EQ (to be presented to ISSAT, the DCAF Senior Management Team, and the Evaluation Steering Group)

3. Synthesis phase	<ul style="list-style-type: none"> - Analysis of the data - Answers to the EQ - Conclusions - Recommendations - Workshop with ISSAT, the DCAF Senior Management Team, and the Evaluation Steering Group in Geneva to present the final report and discuss the recommendations 	<ul style="list-style-type: none"> → Draft final report (to be submitted to ISSAT, the DCAF Senior Management Team, and the Evaluation Steering Group) → Final report (to be submitted and approved by ISSAT, the DCAF Senior Management Team, and the Evaluation Steering Group)
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This evaluation should be articulated around the outcome level achievements of ISSAT’s work over the past ten years. It should focus on evaluating the outcome of ISSAT’s support to its Governing Board Members. The evaluation should look at ISSAT’s demonstrated added value to its Members as well as the larger SSR community. It should also help ISSAT understand its readiness to learn and implement lessons. It should have a forward looking perspective, providing lessons and concrete recommendations for enhancing its impact for the next 10 years.

The evaluation will use the five standards OECD-DAC evaluation criteria, namely, relevance, effectiveness, efficiency, sustainability and impact. In addition, the evaluation will look at ISSAT’s added value regarding coordination and of gender.

The conclusions of the evaluation should be based on objective, credible, reliable and valid finding with well documented references. The recommendations should be clear, concrete and prioritised.

Below is an indicative and non-exhaustive list of elements that should be covered under the evaluation and should be taken into account by the tenderer. A list of proposed evaluation questions should be presented and described in the technical offer for the evaluation that will demonstrate how the evaluator will achieve the aims (outlined in the introduction). The questions will be further reviewed and discussed during the inception phase.

- Outcomes and impact achieved by ISSAT across the various service lines that demonstrate the extent to which ISSAT was able to strengthen the effectiveness of the Governing Board in supporting national and regional SSR processes.
- Efficiency of processes, structures, management and systems used to engage and support Governing Board members and implement individual mandates, including synergies and coordination of work across broader DCAF structures.
- Relevance of the existing ISSAT theory of change, capacity, approach, and services to shifting Governing Board member needs and priorities, including efficiency and effectiveness of processes and systems of working with individual Governing Board members

Budget Restrictions

A maximum of 70,000 CHF (incl. VAT) is available for the evaluation, including all travel and associated costs. The financial offer by the tenderer must contain detailed individual costs for the evaluation, including number of proposed work days and travels associated with the tender. .

The bid should specify the extent to which the evaluation requested in this TOR can be carried out, within the time frame and with what methods within the specified budget.

6. Timeline

25.07.2018: End of the offer period at 15:00 hrs

10.08.2018: Completion of the tender review, award of the contract

15.09.2018: Inception report delivered, methodological and conceptual questions agreed

30.10.2018: Completion of the evaluation, presentation of draft report

30.11.2018: Final discussion or evaluation workshop and presentation of the final report

7. Project Management

The evaluation shall be carried out in close coordination with the ISSAT evaluation management team (responsible for administering the evaluation), the DCAF Senior Management Team (Director DCAF and heads of the four DCAF departments – Policy & Research, Operations, ISSAT and Resources), and the Evaluation Steering Group (Governing Board member representatives from the Netherlands, Sweden and the UK) set-up for this evaluation.

ISSAT will take on the following tasks within the framework of the evaluation:

- Provision of the necessary documents;
- Coordination of documents requiring comments (e.g. questionnaires and interview guidelines);
- Comments on the reports at different stages of the process;
- Approval of the evaluation reports with the DCAF Senior Management Team and the Evaluation Steering Group.

The Evaluator is responsible for the professional management of the evaluation. In particular, they must ensure the quality of the evaluation and the evaluation reports and coordinate the professional handling of the evaluation. The Evaluator is expected to comply with the requirements set out in this document.

The evaluation steps and the selection of interview partners must be coordinated. Any difficulties that may arise (e.g. in data collection) must be addressed promptly.

Rights of Use of the Results, Confidentiality

All data gathered, and analysis concluded remains the intellectual property of DCAF. The authorship of the evaluation report remains the right of the Evaluator. The Evaluator guarantees that all intellectual services are not encumbered with copyrights or other rights of third parties and that DCAF can use them, even those related to third-party services, without restriction in terms of time, scope and content.

All internal data of DCAF-ISSAT and its partners that becomes known to the Evaluator within the scope of the evaluation or the preparation of the offer are to be treated confidentially.

8. Requirements of the Evaluator/Evaluation Team

The Evaluator/Evaluation Team must be independent of DCAF-ISSAT and must be qualified as follows:

- Solid knowledge of empirical social research, in particular the application of quantitative and qualitative methods of collection and empirical social research;
- Knowledge and experience in planning, conducting and reporting of evaluations;
- Experience of working with bilateral donors and multilateral organisations;
- Knowledge of security and justice sector reform;
- Very good knowledge of English, French is an advantage.

The bid must introduce all members of the evaluation team and their respective tasks. A curriculum vitae for each of them must be attached, including the following information:

- Relevant qualifications, technical and regional knowledge and professional experience;
- Reference to previous evaluation projects;
- Donor and multilateral experience;
- Knowledge of foreign languages.

Proof of qualification will be requested later if required.

Any changes in experts after the award of the contract are subject to approval by ISSAT, the DCAF Senior Management Team, and the Evaluation Steering Group.

9. Requirements for the Bid

a. Content

Based upon the description in this ToR, the bid should contain:

- Assessment of the viability of the evaluation and the indicative questions listed.
- Detailed evaluation concept with description of proposed methodology and approach to the evaluation. This must also indicate whether and to what extent and to what depth the specifications of this ToR can be fulfilled or to what extent the team would anticipate needing to deviate from them.
- Activity plan and timetable.
- A global fee. This should be submitted separately in a sealed envelope and sent electronically as an attachment, separate to the technical offer.
- List of similar contracts in the past that are of relevance to these ToRs;
- Certificate (or declaration when such certificate is not available) establishing the absence of open criminal proceedings and the absence of a final judgment for criminal offences;
- For all individual consultants who are Swiss residents, evidence that consultant holds the “self-employed” status in line with relevant Swiss legislation;
- Quote for the cost of goods/services requested

b. Presentation and submission

The offer and accompanying documents must be prepared in English and submitted in duplicate, both dated and signed by **Friday, 13.07.2018, 15.00 hrs** Central European Time time at the latest. Bids received after this date cannot be considered.

Offers must be submitted in hard-copy to the address below, and a pdf version of all offer documents must also be emailed to issatevaluation@dcaf.ch

There will be no reimbursement for the preparation of offers. All documents received are the property of DCAF-ISSAT. By submitting the documents, the bidder waives the right to return them.

The envelope should be addressed as follows:

*Victoria Walker
Head ISSAT
DCAF
PO Box 1360
CH-1211 Geneva
Switzerland*

IMPORTANT: The envelope must also bear the following inscription:

**DCAF-ISSAT Evaluation Bid
Deadline 13.07.2018, 15.00
Only to be opened by the recipient**

10. Inquiries

Questions and information on the tender documents must be sent to issatevaluation@dcaf.ch at the latest eight days before expiry of the tender period (Tuesday 3 July).

11. Procurement Procedures and Award of Contracts

The tender procedure and award is carried out in accordance with the Simplified Tendering Procedure in the DCAF Rule and Regulations. The contract shall be awarded to the most economically efficient tender. The award criteria framework is attached. The offers are evaluated at 30 percent according to price and 70 percent according to proposed approach.

A prerequisite for the award of a contract is also that the contract to be concluded has been agreed.

The contract is to be awarded by 13.07.2018 at the latest.

12. List of documents accompanying this ToR for the tender

- a) Award criteria framework
- b) [ISSAT Programme of Work 2016-2019](#)

Note should be taken of the DCAF-ISSAT website open source pages, especially the [Governing Board](#) page, as well as the main DCAF website.