



Challenges Forum

International Forum for the
Challenges of Peace Operations

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ANNUAL OPERATIONAL REPORT 2019

Shaping the Debate & Promoting Collaboration in Times of Increasing Global Tensions



Challenges Forum is a global partnership that uses its convening power to generate innovative ideas and promote results for more effective peace operations.

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From top left:

Challenges Forum UN Security Council Briefing in May 2019. Representative of the Indonesian Permanent Mission taking a photo of the UNSC session. Photo: UN

Annual Forum in Montreal, Canada in June 2019- Host Ms. Larisa Galadza, Director General, Peace and Stabilization Operations at Global Affairs Canada together with Ambassador Smail Chergui, Commissioner for Peace and Security, AU; Mr. Jean-Pierre Lacroix, UN Under-Secretary-General for Peace Operations; and Dr. Björn Holmberg, Director of Challenges Forum International Secretariat. Photo: CFIS

CFIS field visit to the UN Verification Mission in Colombia, October 2019. Photo: CFIS

Group photo from the Challenges Annual Forum in Montreal, Canada in June 2019. Photo: CFIS

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Foreword

In 2019, the Challenges Forum Partnership was presented with both opportunities and challenges. At the time of writing this, the most immediate challenge is of course the Covid-19 pandemic affecting everyone and everything from the deliberations of the UN Security Council to deployment and management of peace operations in the field. Nevertheless, this report focuses on the developments and results during 2019, which with an increasing focus on internet-based meetings, prepare the Partnership somewhat for what to come in 2020.

Regarding political and structural challenges in 2019, we see continued high levels of violent conflicts; an increasingly unstable geo-political environment with multilateral institutions under threat; gaps in political and material resources needed to resolve conflicts; and not the least the decreasing willingness from key stakeholders to finance peace operations. Aiming for concrete results for international peace and security, this defines a difficult arena for our Partnership when striving towards increasing the effectiveness of peace operations.

2019 also consisted in numerous opportunities for continued support to UN reforms, not least through the Action for Peacekeeping (A4P) agenda, supported by more than 150 Member States, in improving leadership and management of peace operations. Furthermore, Challenges Forum continued its efforts to strengthen gender equality and women's meaningful participation in peace operations and peace processes, and to accompany the work on partnerships between the UN and other stakeholders in peace operations, in particular the African Union. All the above areas were addressed by the Challenges Forum Partnership in 2019, while providing an impartial platform for dialogue and helping to shape the debate in a climate of increas-

ing global tensions – a counterweight to current trends or a “soft power” on peace operations as one high-ranking UN Official remarked.

In its analysis, the renowned International Peace Institute (IPI) note:

The meeting in Cairo, the Challenges Forum, and the peacekeeping ministerial were well-attended, high-profile events that helped generate ideas and sustain political attention on A4P, including in capitals...What these meetings do provide is a forum for diverse stakeholders to collectively discuss and, at least in principle, develop a shared understanding of the challenges facing contemporary peacekeeping and the way forward.¹

The independent evaluation of the Challenges Forum in 2018 and observations like the one of above, shows the relevance of our platform and Partnership to multilateral efforts for international peace and security. However, IPI notes that it is difficult to see how much of the Challenges Forum's work that transcends into real action. Therefore, our Partnership will continue to **strengthen its management for concrete results** in the years ahead. To move from “what needs to be done” to “how do we do it through collective action and who is accountable”.

Overall, Challenges Forum International Secretariat (CFIS) is exceptionally grateful for Partners' generosity with their time and critical input throughout 2019 on our future direction, and we are dedicated to support Partners and leverage their work through collaborative Challenges Forum actions.

Furthermore, on behalf of the Challenges Forum Partners and the CFIS team, I would like to express

¹ Jake Sherman, Action for Peacekeeping: One Year into the Implementation of the Declaration of Shared Commitments, IPI, September, 2019, p. 9.



Representing the Challenges Forum Partnership, Dr. Björn Holmberg was invited by the Challenges Forum Partner Ministry for Foreign Affairs of Indonesia, then President of the United Nations Security Council, to present the Partnership's recommendations to the Council and Secretary-General Antonio Guterres.

my sincere gratitude to the FBA, the host of the International Secretariat for providing resources and support for the development and operations of CFIS in 2019. FBA has been motivated by the need to invest in multilateral collaboration in a world with increasing tensions, and they amplified their support to CFIS. This has been instrumental in furthering the work of the partnership. In addition, we also wish to thank FBA's Director-General Sven-Eric Söder, who charitably chairs the Partner Meeting and thank Director Johanna Gårdmark and Deputy Director Lisa Orrenius, Department for Peace Operations, Leadership and Gender, FBA, for their generous support of CFIS daily work.

Our thanks also go to Global Affairs Canada for generously leading and hosting the successful

Challenges Annual Forum 2019 in Montreal, Canada in June.

Finally, I would like to thank my courageous, dedicated and creative CFIS colleagues during 2019, for making outstanding contributions to the Challenges Forum Partnership and our cause.

It is with great enthusiasm and confidence that I look forward to the impact that the Challenges Forum will have on sustainable peace and effective peace operations in the years to come.

Dr. Björn Holmberg

Director
International Secretariat of the Challenges Forum

Executive Summary

This report presents an **overview of the key operational results of the Challenges Forum for 2019**. Results have been divided into four strategic objectives², all emanating from the Challenges Forum Strategy 2019–2023. In this executive summary, an overview is provided on the strengthening of our Partnership and on the outcomes aiming at improving the effectiveness of peace operations. For details on the results, the reader is referred to the section Results-based Framework: Results in 2019.

Internally, implementing the **strategic objective to strengthen the Partnership**, CFIS continued its efforts to engage the Challenges Forum’s 49 partners in 22 countries, and the Partnership Organisations’ Advisory Committee (POAC) played a key role on advising strategic decision-making of the Partnership and the CFIS. During 2019, POAC finalized its 2-year term and a special thanks goes to our POAC colleagues at the Institute for Security Studies (ISS), South Africa; United Service Institute (USI) of India; Australian Civilian–Military Centre (ACMC); and the Peacekeeping and Stability Operations Institute (PKSOI), US.

Our Patron Mr Jean-Marie Guéhenno, (former Under Secretary-General of Peacekeeping), and POAC played instrumental roles in supporting CFIS in developing the Challenges Forum Partnership’s Strategy for 2019–2023. The strategy, ***Generating Innovative Ideas and Promoting Results for more Effective Peace Operations***, was adopted by the Partner Meeting in Montreal in June 2019. It builds upon the independent evaluation of Challenges Forum in 2018, and the dialogue at the 2017 (Istanbul) and 2018 (Stockholm) Partner Meetings, and it provides a solid platform for collective actions

ahead by the Partnership. Most importantly, it defines our vision, mission, principles, approaches, and expected results of our collective actions.

In 2019, the Partnership was also happy to welcome its new member, the Institute for Peace and Security Studies (IPSS) at Addis Ababa University, Ethiopia. Being a premiere institute for education, research and policy dialogues on peace and security in Africa, the CFIS and partners are looking forward to collaborating with our IPSS colleagues. Furthermore, dialogue on a possible future membership was initiated with key stakeholders from Rwanda and Uruguay.

The Challenges Forum’s **first strategic objective relates to support to ongoing reforms** and developments of the UN peace, security and development architecture, in particular A4P, to increase the effectiveness, performance and efficiency of UN peace operations.

Building on the A4P “what” and “how” recommendations generated at the Challenges Annual Forum 2018 (CAF18), hosted by Swedish partners Folke Bernadotte Academy and Swedish Armed Forces in Stockholm, the Partnership was able to benefit from several opportunities for strategic communication. Invited by the UN Secretariat, the Partnership briefed the UN General Assembly’s Special Committee on Peacekeeping Operations (C-34) in January 2019. Furthermore, the Partnership was invited to brief a Triangular Formula Meeting at the UN in New York on training and security in March. The meeting was hosted by China, Egypt, Indonesia – all three being Challenges Forum partner countries – and Morocco. Most prominently, the Indonesia Ministry for

² In section Results-based Framework: Results in 2019, we also use the concept “Outcome” for “Strategic objective”. This is Results-based management terminology and refers to higher-level results manifested through individual or organizational change in the target group. That is, “strategic objectives” and “outcomes” are synonymous in this report and CFIS uses internationally accepted RBM terminology based on UN and OECD-DAC definitions.

Foreign Affairs, partner of the Challenges Forum, invited the Partnership to brief the UN Security Council and the UN Secretary General Mr. Antonio Guterres when Indonesia was preceding the Council in May 2019.

This was the first time in Challenges Forum's 23-year history that the Challenges Forum Partnership had the opportunity to communicate its collective recommendations in such a strategic setting. Very much in line with our **internal strategic objective to strengthen Challenges Forum's communication capacity** and influence.

The Government of Canada and Global Affairs Canada (GAC) hosted the Challenges Annual Forum in Montreal in June, 2019. The Annual Forum focused on "what" needs to be done, "how" to implement the A4P agenda and "who" is accountable. Thematically, dialogue strands on peace-building, politics, transition, and leadership & management were organized. The dialogue strands were gender mainstreamed with the purpose of collectively generating A4P recommendations in a conducive setting. Partners and key stakeholders, including the UN and AU, gathered at CAF19 from more than 30 countries globally. The resulting consolidated recommendations were presented in October at a workshop hosted by the Canadian Permanent Mission to the UN in New York. In addition, recommendations were also communicated, at one of the main plenary sessions, at the International Association of Peacekeeping Training Centre (IAPTC) Annual Forum in Lima, Peru and at the AU in Addis Ababa in November during a preparatory workshop for the 2019 Aswan Peace Forum.

Challenges Forum's **second strategic objective is to strengthen mission leadership** by ensuring that the UN further integrates Challenges Forum leadership and other guidance into its procedures for planning, executing and evaluating UN peace operations.

2019 defined the final phase of the work of Task Forces revising the Challenges Forum study Considerations for Leadership in UN Peace Operations. A tremendous gratitude must be directed to the eight Partner Organisations that co-chaired and led this work: United Service Institution of India (USI); Folke Bernadotte Academy (FBA), Sweden; Cairo Center for Conflict Resolution & Peacekeeping in Africa

(CCCPA), Egypt; Australian Civil-Military Centre (ACMC); Peacekeeping and Stability Operations Institute (PKSOI), USA; Institute for Security Studies (ISS), South Africa; National Defence University, Pakistan, and; The Geneva Centre for the Democratic Control of Armed Forces (DCAF), Switzerland.

To revise and validate the draft study, ISS and CFIS first organized a workshop for Task-Force Co-Chairs in Pretoria, South Africa in March, and then CFIS organized the Senior Advisory Group (SAG) consisting of a number of experienced former and active mission leaders. SAG also met in Montreal in June, together with the Co-Chairs and UN experts, to discuss and make the final overarching adjustments.

In the fall, a round of online workshops was organized with key-contributions by the Task Force Co-Chairs and participation of the wider Partnership to validate the texts. During the rest of 2019, CFIS was engaged in editing and refining the draft text to harmonize it. Given the large number of contributors, this work will continue into 2020 and it will be synchronised with the creation of an e-tool, building on the Considerations Study, to increase the accessibility and usefulness of the guidance. Furthermore, dialogue will continue with the UN and other key stakeholders to promote its use, aiming at strengthening management and leadership of peace operations.

To summarize, 2019 was a year with strong results, a strengthened partnership, and a time where the Challenges Forum Partnership provided valuable and innovative recommendations and an important impartial space for dialogue between key stakeholders in peace operations.

Results-based Framework: Results in 2019

In this section, a brief summary on results-based (RBM) methodology and the Challenges Forum's take on it is provided for those readers new to this management methodology. Then follows five sections, one per strategic objective and one additional strategic objective on the strengthening of the CFIS, following up on the results. For a more detailed account on activities, please refer to the [Challenges Forum web page](#) or write to CFIS to receive a copy of the RBM report from our management platform.

1. Methodology and Approach Managing for Results

This report aims to summarize the 2019 results of the Challenges Forum International Secretariat (CFIS) and its support to the Challenges Forum Partners in delivering outputs and achieving strategic objectives (outcomes). It takes its point of departure in the Strategy for 2019–2023, *[“Generating Innovative Ideas and Promoting Results for more Effective Peace Operations”](#)*. For those with knowledge of results-based management (RBM) and the goals of Challenges Forum, please proceed to the next page on results. Otherwise, this page provides an overview of the CFIS RBM system and how we relate activities and deliverables to our overarching goals.

The **overarching aim** or impact of the Challenges Forum as defined in its vision is sustainable peace strengthened through effective peace operations and multilateral peace operation partnerships.

The **general approach** to achieving the overarching aim, which guides the strategic orientation of the Challenges Forum and the CFIS, is defined in our mission. The mission of the Challenges Forum is to

use its convening power as a global partnership to generate innovative ideas and promote results for more effective peace operations.

Strategic objectives or outcomes as they are called in this results-based management section of the Annual Operational Report, are long-term expected results for 2023 and beyond and indicate increased organizational capacity or changes to organizational behaviour. Hence, they are not only dependent on the Challenges Forum Partners and the CFIS, but they are influenced by different international actors and processes driving change. Nevertheless, some outcomes are internal to the Challenges Forum as they intend to strengthen our global partnership. The higher-level outcomes are called **strategic objectives/outcomes**. There are furthermore immediate-level outcomes that define the Challenges Forum direct influence. Immediate outcomes are dependent on the outputs and activities that the Challenges Forum Partnership and the CFIS execute. There are two external outcomes for what the Challenges Forum wants to change and there are three internal outcomes on

how to strengthen the Challenges Forum Partnership itself.

In the RBM management system, all outcomes are given a brief assessment of completion or to what degree the outputs related to the outcomes have been achieved. Direct or proxy indicators of the outcomes will be further developed during 2020, which will refine the management system. Following UN and OECD-DAC definitions in RBM terminology, CFIS defines the following and above concepts accordingly:

Outputs are concrete deliverables by the CFIS and the Challenges Forum Partners during 2019, for example an Annual Forum or a publication. Outputs are indicated with an estimated percentage completion.

Key activities are actions by the CFIS to support the Challenges Forum Partners to achieve outputs and, in turn, the expected outcomes and strategic objectives. A detailed account of key activities are not present in this Executive Annual Operational Report, but can be retrieved from CFIS.

FIGURE 1:

Example of Challenges Forum’s Results-based Framework to implement the Strategy



2. Results Per Strategic Objectives in 2019

2.1. Strategic Objective 1: Effective Reform



Overall Progress in delivering the outcome related outputs of supporting effective development and reforms of UN peace operations



» Overall, the results are very positive and the CFIS implemented almost all outputs (80%)³. The CFIS has supported the Challenges Partnership (CF), in collaboration with the UN, in providing a platform for dialogue on the UN Secretary General's Action for Peacekeeping (A4P), and in generating substantive recommendations on the implementation of A4P to key actors.

Overview of Outputs

CFIS managed to work closely with the POAC, the UN and key Member States, including the P5s and TCCs/PCCs, in continuing the alignment of the Challenges Forum to the A4P process.

Invited by the UN Secretariat, the Partnership briefed the UN General Assembly's Special Committee on Peacekeeping Operations (C-34) in

January 2019. The Partnership was also invited to share its recommendations on training and security at a Tripartite Meeting hosted by Indonesia, China, Egypt – all Challenges Forum countries – and Morocco at the UN in New York in March. Furthermore, the Indonesian Ministry for Foreign Affairs, partner of the Challenges Forum, invited the Partnership to brief the UN Security Council and the UN Secretary General Mr. Antonio Guterres,

³ For details, please request the output/key activity report from CFIS info@challengesforum.org



Challenges Annual Forum in June 2019 hosted by the Government of Canada in Montreal.



Indonesian Minister for Foreign Affairs Retno Marsudi chairing the Open Debate where the Challenges Forum briefed on its recommendations. Behind her, Mr. Jean-Pierre Lacroix, Under-Secretary General for Peace Operations, and to her left, Secretary General Antonio Guterres.



Challenges Forum presents recommendations to General Assembly's Peacekeeping Committee (C-34).

when Indonesia was preceding the Council in May 2019. This was the first time in the Challenges Forum's 23-year history that the Partnership had the opportunity to communicate its collective recommendations in such strategic setting. To watch the statement, please visit our [YouTube channel](#).

Furthermore, the Annual Forum's host Global Affairs Canada and the CFIS together defined the 2019 Annual Forum's purpose, substance, process and follow up. This was done in dialogue and collaboration with Challenges Forum (CF) Partners, the UN, the AU, and Member States. Focus for the Annual Forum was on the implementation, the "how" and "who", of the A4P commitments of Member States.

The 2019 Annual Forum was organized in Montreal, Canada in June 2019. There was an effective and well-coordinated collaboration between the hosts and the CFIS. The leadership and support of Global Affairs Canada's Director General Larisa Galadza, Director Lorraine Diguier and her team, were instrumental for the success of the Annual Forum. There were 130 participants from over 30 countries including high level participation of a UN USG, UN ASGs, a Commissioner from the African Union, and General Staff Officers as well as participation of mid-level managers. Furthermore, there was a strong Challenges Forum Partner participation as well as presence of internationally acknowledged experts, academics and other. Overall, leading women played an important role and 43 percent of the participants were female, which is a slight increase since 2018. One challenge was the visa process, which resulted in fewer actors than planned from the global south, something to address in future Annual Forums.

CFIS continued the development of the new methodological approach in collaboration with the host, which included fewer panels and more time for dialogue in different strands and working groups, gender mainstreaming, allowing for a more cumulative generation of recommendations on the implementation of A4P. Here, representatives of many Challenges Partners played a key role as chairs of different working groups. The evaluation (58 respondents out of 130 participants not counting CFIS - 45%) provided proof that this new methodological and pedagogical approach was

appreciated, the overall rating of the event was 4 (1-5 and 5 being highest). Furthermore, participants rated the geographical representation at the Annual Forum as 81 (1-100 scale), important for Challenges Forum's legitimacy and identity as a global forum, and 83 (1-100) on gender balance, a key effort of CFIS to reach. For more details, videos and the recommendations, visit our [web](#).

The resulting consolidated recommendations were presented in October at a workshop hosted by the Canadian permanent Mission to the UN in New York. In addition, recommendations were also communicated at one of the main plenary sessions at: a Triangular Formula Meeting at the UN in New York in March hosted by China, Egypt, Morocco, and Indonesia; the International Association of Peacekeeping Training Centre (IAPTC) Annual Forum in October in Lima, Peru; and at the AU in Addis Ababa in November during a preparatory workshop for the 2019 Aswan Peace Forum.

There were several other activities carried out by the Challenges Forum Partnership to support reform and development of peace operations. For example, a webinar was organized on small arms control in peace operations together with Small Arms Survey and Institute for Security Studies (ISS) in South Africa, a partner to Challenges Forum. Furthermore, a webinar was conducted in collaboration with the Effectiveness of Peace Operations Network (EPON) and Challenges Forum partner the Norwegian Institute of International Affairs (NUPI) at the Stockholm 2019 Peace and Development Forum. The question was "Does peacekeeping work?" and the EPON study on the Mali peace operations was in focus. Unfortunately, the Challenges Forum workshop with focus on Africa, to be hosted by our new partner IPSS, Ethiopia, had to be postponed to 2020. Given the Covid-19 situation, executing the workshop in 2020 was made impossible.

For a more detailed account of the Annual Forum and other [events](#) and [news](#), please visit our [web](#).



Panelists at IAPTC: Ambassador Ashraf Swelam, Director of Challenges Forum Partner CCCPA; UN Police Advisor Luis Carrilho; Dr. Björn Holmberg, Director of CFIS; Brigadier General Giovanni Barbano; Vice Minister of Defense Gen. Hernán Felipe Flores Ayala, Peru; Ms. Sandi Arnold; and Maj. Gen. (Retd) Robert Gordon, Senior Advisor to CFIS, on the theme “Training for Leadership”



Ambassador Richard Arbeiter, Deputy Permanent Representative at Permanent Mission of Canada to the United Nations and Dr. Björn Holmberg, Director of CFIS, presenting the recommendations stemming from the Challenges Annual Forum. Mr. David Haeri, Director Division for Policy, Evaluation and Training; Department for Peace Operations (DPO), providing reflections on the recommendations.



Challenges Forum partner Mr. Ihab Awad, Deputy Minister for UN Affairs, Egyptian Ministry of Foreign Affairs moderated a session on the contribution of peace operations to sustaining peace at the AU in preparation of the Aswan Peace Forum. Panelists were Ms. Rania Dagash, Chief of Policy and Best Practices, United Nations Division for Policy, Evaluation and Training, and Challenges Forum partner Ms. Gwyn Kutz, Director General, Peace and Stabilization, Global Affairs, Canada. Ms. Kutz, among others, communicated several of the Challenges Annual Forum 2019 recommendations.



Challenges Forum Panel at the Stockholm Peace and Development Forum. Moderator: Sharon Wiharta, Challenges Forum. Panelists: Barrie Freeman, UN PBSO/DPPA; Cedric H. de Coning, NUPI/EPON Network; Lt., Gen. Dennis (Sweden) MINUSMA; Alexandra Novosseloff, IPI; Jair van der Lijn, SIPRI; Efraim Gomez, Swedish MFA; Ashraf Swelam, CCCPA.

Immediate Outcome Result: Key stakeholders use the Challenges Forum platform and integrate its recommendation into development and reforms of peace operations⁴

The fact that CF gained access to the UNSC, the UN General Assembly Special Committee on Peacekeeping (C-34), had strong presence of key stakeholders from all over the globe in its activities, and counted on USG level presence from the UN and the AU at its Annual Forum, are all strong indicators of key stakeholders using the CF platform. This was also the observation of IPI, see page 1. Nevertheless, the future monitoring system and the mid-term evolution of the strategy need to also find indications if key stakeholder integrate CF recommendations into reform processes.

Lessons Learned and Next Steps

One of the main challenges of a global partnership is to find time, space and financial conditions for our global gatherings. A lesson ahead, is to prepare these meetings over a longer time period to make sure that visa requirements, seemingly being more demanding every year, do not limit the Partnership's inclusive approach to participation. The past years, even though the Partnership has been successful from a gender perspective, CFIS and the hosts need make sure to have an even broader representation of the Global South, troop and police contributing countries (TCC/PCC), but also countries hosting peace operations. The Partnership's strength lies in the multitude of perspective providing space for finding common ground.

Challenge Forum will also continue to expand the use of video seminars and webinars, a positive experience in 2019, to increase global participation and interaction within the partnership and with key stakeholders. Thus, also decreasing the environmental impact.

Another lesson learned is that A4P has been a very relevant area for the Partnership's global platform for dialogue. After organizing broad discussions on A4P during CAF18 and CAF19, CFIS and future hosts of our shared platform will try to build on existing recommendations in specific areas or interests to its Challenges Forum's partners organizations. That is, to stay relevant by narrowing down the broad A4P approach to areas of specific interest. In a survey at the Partner Meeting in Ottawa, and CFIS analysing how Challenges Forum Partners have engaged at the UN, areas of specific interest are "Politics", "Performance" and "Women, Peace and Security".

Regarding the concept "peace operations", central to the Partnership's mission statement and strategy. The Challenges Forum uses the definition by the UN Independent High-Level Panel on Peace Operations (HIPPO, 2015⁵) spanning from special envoys, technical-specialist missions, peacebuilding missions and political missions to complex peacekeeping missions. However, over the past years, the Partnership has put more emphasis on complex and large peacekeeping missions. Looking ahead the Partnership should explore the wider spectrum of peace operations, including peacebuilding efforts, and look at the challenges and opportunities for political missions etc. by the UN and regional organizations.

4 In the process of developing a monitoring system at the outcome level, **increased organizational capacity** or changes to organizational behaviour of target groups and organisations, CFIS can still identify some proxy indicators for immediate outcome 1.

5 "The term "United Nations peace operations" used in the present report embraces a broad suite of tools ... Those instruments range from special envoys and mediators; political missions, including peacebuilding missions; regional preventive diplomacy offices; observation missions, including both ceasefire and electoral missions; to small, technical-specialist missions such as electoral support missions; multidisciplinary operations both large and small drawing on civilian, military and police personnel to support peace process implementation, and that have included even transitional authorities with governance functions; as well as advance missions for planning." Page 20, HIPPO, UN, 2015

2.2. Strategic Objective 2: More effective Mission Leadership and Management



Overall Progress in delivering the outcome related outputs of the senior mission leadership work



- » Overall, the leadership work, being more technical in its nature than Strategic Objective 1, has progressed well. The Challenges Forum Partnership will be able to provide a top-notch guidance for senior- and mid-level leadership in peace operation. Thus, continuing the support to mission leaders that was initiated with the publication in 2010 of the first guidance Considerations for Leadership in UN Peacekeeping Missions. A decision was taken to extend the period of implementation of the updated Considerations Study to allow more time for inclusion of the views from the Challenges Forum partners, dialogue with the UN, as buy in from key stakeholders is a condition for change. Furthermore, there were some delays as more time was needed for editing of the final text to make it usable and readable for the end user. This also meant that work on the wider plan for the Partnership's leadership work and the e-tool process were postponed to 2020.

Overview of Outputs

The work of the Task Forces in revising the Challenges Forum study Considerations for Leadership in UN Peace Operations ended during the fall of 2019. This work had been led and directed, supported by CFIS, by eight Partner Organisations being Co-Chairs: United Service Institution of India (USI); Folke Bernadotte Academy (FBA), Sweden; Cairo Center for Conflict Resolution & Peacekeeping in Africa (CCCPA), Egypt; Australian Civil-Military Centre (ACMC); Peacekeeping and Stability Ope-

rations Institute (PKSOI), USA; Institute for Security Studies (ISS), South Africa; National Defence University, Pakistan, and; The Geneva Centre for the Democratic Control of Armed Forces (DCAF), Switzerland.

To consolidate and review the excellent efforts and contributions by Partners, ISS and CFIS organized a workshop in Pretoria, South Africa in March 2019. All Co-Chairs were invited and during the deliberations the Partnership could harmonize



Chaired by Major General (retired) Robert Gordon, Challenges Forum Co-Chairs, UN DPO, former and active senior mission leaders reflected on lessons learned and considerations for the Mission Leadership Team (MLT) in Montreal, Ottawa in June 2019.



Task Force Co-Chairs and member together with CFIS at the workshop in Pretoria hosted by ISS. The aim of the workshop was to review and validate the updated content produced by the Task Forces in the past year.



One of the webinars in September 2019, when the Challenges Forum Partnership could provide feedback to the draft Considerations Study. Chaired by Dr. Björn Holmberg and moderated by Sharon Wiharta, CFIS. Panelists Alan Ryan, Director and Lisa Sharland, ACMC, Australia; Esraa Saied, Programme Manager, CCCPA, Egypt; Anna Möller Loswick, Desk Officer, FBA, Sweden.

the different chapters of the Considerations Study. Furthermore, CFIS organized the “Senior Advisory Group” (SAG) consisting of a number of experienced former and active mission leaders with the task to review and validate the main text. They also met in Montreal in June following the Annual Forum, together with the Co-Chairs and UN experts, to discuss and make the final overarching adjustments. This also included a renewed round of gender mainstreaming the text.

In the fall, a round of online workshops was organized with key-contributions by the Task Force Co-Chairs and participation of the wider Partnership to validate the Considerations Study. Important to note, the Senior Advisory Group and the Challenges Forum Partnership gave its full support to the draft Considerations study. In spite of this, there is need for more policy development by the UN in certain areas to provide a more coherent guidance to senior mission leaders, something which could be supported by the Challenges Forum in the future. For example, in creating a more holistic approach between political and peace-keeping missions and to harmonize rule of law and security sector reform. During the rest of 2019, CFIS was engaged in editing and refining the draft text to harmonize it and for publishing during the second half of 2020.

Producing a plan for how the Challenges Forum Partnership can work on leadership and management, implementing outcome 2 ahead, and the start of the creation of the e-tool, were deliverables that had to be postponed to 2020 due to their close relation to finalizing the Considerations Study and due to CFIS staff turnovers.

**Immediate Outcome Result:
Key stakeholders have further integrated Challenges leadership guidance into their planning, execution, and evaluation of peace operations.**

At the immediate outcome level, much remains as change is expected to happen over several years following the finalization of the Considerations Study. Nevertheless, the engagement of the Challenges Forum Partners, experts and the UN in the development of the guidance, show strong evidence that the Considerations Study is needed. Also, the last edition’s (2010) track record as a key document for the UN Senior Mission Leadership

trainings signals a strong Challenges Forum brand on leadership and management. The Considerations Study, having been used for many, can play an even more important role when converted into a more user friendly e-tool in making management and leadership more effective and efficient.

Lessons Learned and Next Steps

Given the large number of contributors, the process of building ownership as well as the editing work aiming at a coherent and pedagogical guidance, has been more challenging and will continue into 2020. A lesson already drawn in the process of producing the first edition of the Considerations Study in 2010, is that an inclusive process in a global partnership demands time. An existing phase ahead will be the creation of an e-tool, building on the Considerations Study, to increase the accessibility and usefulness of the guidance. A plan for implementing Strategic objective/outcome 2 will be presented to the Challenges Forum Partnership for decision at the next Partner Meeting in 2020. Furthermore, dialogue will continue with the UN, regional organisations and other key stakeholders to promote its use, aspiring at strengthening management and leadership of peace operations. So far, this dialogue has been very constructive, but work remains to interest key stakeholders to also integrate political missions, which was initially planned, into the Considerations Study. Finally, The global character of our partnership, spanning member from the P5, financiers of peace operations to key TCC/PCC, and being built on UN policy, means strong legitimacy of our guidance.

2.3. Strategic Objective 3: The Challenges Forum Partnership engaging in collaborative action



Overall Progress in delivering the outcome related outputs of engaging partners in collaborate actions



- » Overall very positive and results that were stronger than expected. Especially so in finding a shared path ahead through the Challenges Forum Strategy 2019–2023, **“Generating Innovative Ideas and Promoting Results for more Effective Peace Operations”**. Moreover, continued strong support of the Partnership Organisations’ Advisory Committee (POAC) and commitment from many partners, demonstrated the collective strength of our partnership. Positively, the partnership expanded its membership to 50 partners in 23 countries, and the CFIS initiated dialogue with possible new partners. Unfortunately, time and resources of CFIS did not suffice to visit partner in their home countries to the extent that was desirable.

Overview of Outputs

With the view to strengthening the Challenges Forum Partnership, efforts to engage the Challenges Forum 49 partners in 22 countries, continued. The Partnership Organisations’ Advisory Committee (POAC) played a key role on advising strategic decision-making of the Partnership and the CFIS. During 2019, POAC finalized its 2-year term. Members were the Institute for Security Studies (ISS), South Africa; United Service Institute (USI) of India; Australian Civilian-Military Centre (ACMC); and the Peacekeeping and Stability Operations Institute (PKSOI), US.

POAC and our Patron Mr Jean-Marie Guéhenno, (former Under Secretary-General of Peacekeeping), played instrumental roles in supporting

CFIS in developing and gender integrating the Challenges Forum Partnership’s Strategy for 2019–2023. The strategy was adopted by the Partner Meeting in Montreal in June 2019. It builds upon the independent evaluation of the Challenges Forum in 2018, and the dialogue at the 2017 (Istanbul) and 2018 (Stockholm) Partner Meetings and provides a solid platform for collective actions ahead by the Partnership. Most importantly, it defines our vision, mission, principles, approaches, and expected results of our collective actions.

In 2019, the Partnership was also happy to welcome its new member, the Institute for Peace and Security Studies (IPSS) at Addis Ababa University, Ethiopia. Being a premiere institute for education, research and policy dialogues on peace and security

in Africa, the CFIS and partners are looking forward to collaborating with our IPSS colleagues. Furthermore, dialogue on a possible future membership was initiated with key stakeholders from Rwanda and Uruguay.

CFIS intensified its work to understand the interests of the Challenges Forum partners. This through dialogues at the Partner meeting, survey's, electronic communication, on-line workshops, and physical visits. In spite of the limitation of the latter due to the resources of CFIS, a rather clear picture was produced on the key interests of our Partnership. In the A4P framework, politics, performance and women, peace and security, are the areas of great interest. This will, together with the strategy, help to guide the work ahead.

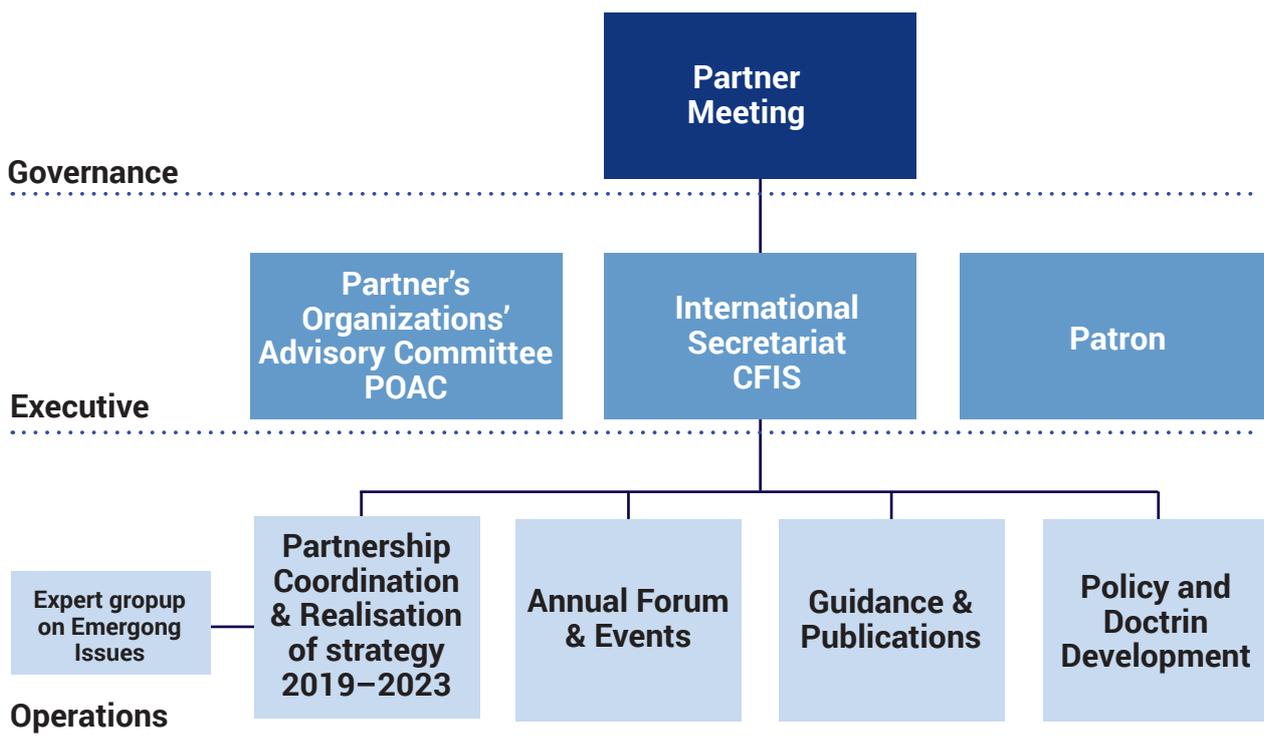
Outcome Result:
The Challenges Forum Partnership is fostering an inclusive and creative approach to change management by engaging in collaborative action

2019 provided an extraordinary example of collative and collaborative actions. Aside from the fact that the Partnership agreed on a strategy ahead there were numerous prominent examples of collective and collaborative actions: the Permanent Missions of Sweden and Canada providing access

for the partnership in February to communicate our recommendations to UN General Assembly's C-34 and member States; The Indonesian Foreign Ministry's invitation to the Challenges Forum to brief the UN Security Council in May; Canada hosting the Challenges Annual Forum 2019 in June; the wide and deep engagement of Challenges Forum partners in leading and providing to our leadership work in a series of workshops during the fall; Cairo International Center for Conflict Resolution, Peacekeeping & Peacebuilding (CCCCPA), Egypt, and ISS, South Africa, providing space for our Partnership to share leadership recommendations at the International Association of Peacekeeping Training Centres (IAPTC) in October, gathering key stakeholders from all over the globe to its Annual Forum in Lima, Peru. In other words, the Partnership took a huge leap in 2019 in strengthening itself and in taking collective action.

Lessons Learned and Next Steps

Overall, the increasing and systematic engagement of Partners in reflexions and decision making, not least POAC, has been a very positive experience. As illustrated by the governance figure to the right, the entrance points for engagement of partners is increasing. Building upon the new strategy, in 2020 the Expert Group on Emerging Issues will be created to further involve the Partnership in collective actions.





Dialogue during
the Challenges
Forum Partner
Meeting in
Montreal, Canada
in June 2019.

2.4. Strategic Objective 4: The Challenges Forum Partnership has increased its influence



Overall Progress in delivering the outcome related outputs for strengthening Challenges Forum's influence



- » Overall results very satisfying and according to strategic plan. Especially so as the Challenges Forum organized numerous opportunities for strategic communication, for example with the UN Security Council etc, see more under Strategic Objective 3. In addition, CFIS published its new [website](#), intensified its use of social medias, organized a discussion on strategic communication with Partners, and deepened the contacts with the UN Secretariat and the AU Commission.

Overview of Outputs

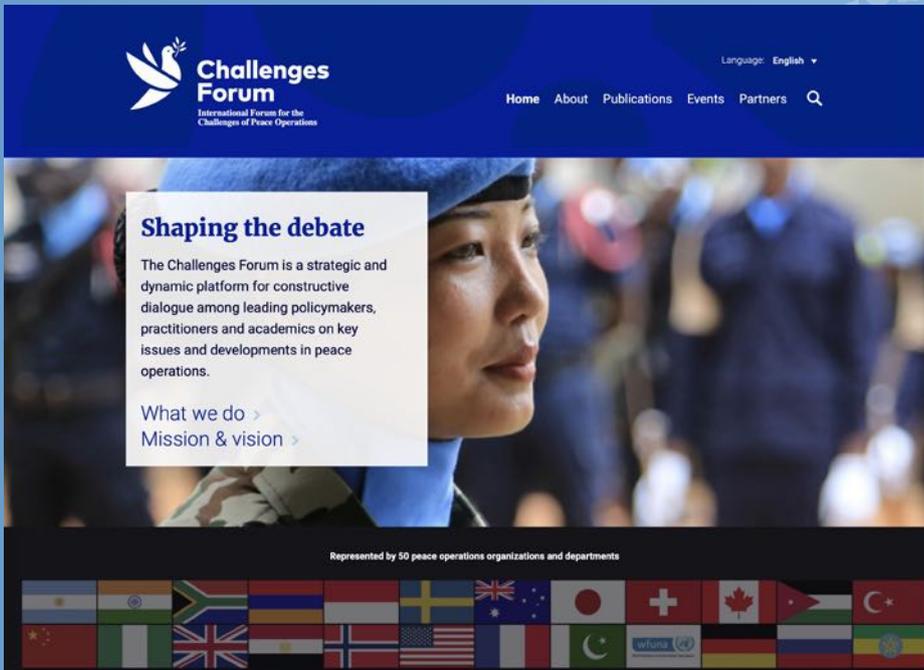
Contact between the UN Secretariat, especially the Department of Political and Peacebuilding Affairs (UN DPPA) and the Department of Peace Operations (UN DPO), and CFIS were further strengthened both at working-level and high-level. Visits to Addis Ababa also meant that CFIS could reinforce relations with the AU Commission in line with the Challenges Forum Partnership's efforts to focus more on Africa, the main arena for peace operations.

Implementing the CFIS communication strategy crafted in 2018, CFIS published the new Challenges Forum website in June 2019, building upon the visual identity decided by the Partner Meeting in 2018 and the new Strategy decided by the Partner Meeting in 2019. Furthermore, trimestral news-

letters started in 2018 and they were shared with the Partnership to provide everyone with a light and sharp summary of the Challenges Forum's activities and promote participation and transparency.

At the Partner Meeting in June, partners were invited to share their views on the upcoming Challenges Forum Communication Strategy. A survey was also made to capture the partners ideas on purpose, format and issues for effective collective strategic communication of the Partnership.

Regarding social media, after reviewing partners' use of these platforms it became evident that Twitter and Facebook are the most common ones. CFIS therefore decided to launch a Facebook page for the Challenges Forum in May 2019 to complement the Twitter and LinkedIn platforms.



Challenges Forum's new web site was launched in June 2019.



At a Triangular Formula Meeting at the UN in New York on training and security in March, the Challenges Forum Partnership, represented by CFIS Director Dr. Björn Holmberg, presented recommendations on the meeting topic. The meeting was hosted by China, Egypt, Indonesia – all three being Challenges Forum partner countries - and Morocco.



UN Under-Secretary-General for Peace Operations Jean-Pierre Lacroix and Dr Björn Holmberg, Director of CFIS, in dialogue at the Challenges Annual Forum.

Challenges Forum's new web site was launched in June 2019

In the new strategy 2019–2023, using video conferencing and webinars was highlighted as a way for expanding the work of the Challenges Forum Partnership at the same time as the environmental footprint could be reduced. Hence, several workshops/webinars were organized using the Zoom platforms, which CFIS had been using since 2018, but to a lesser extent in larger meetings. The experience was in general very positive. Furthermore, communication efforts, as with the events, were gender mainstreamed systematically to provide space and perspectives for women and men both as actors and target groups. CFIS did not develop the issue of an electronic partner platform as it did not look like a prioritized interest from the partners.

Outcome Result: The Challenges Forum Partnership has increased its influence on UN, regional organisations, and Member States regarding peace operations policy and practice

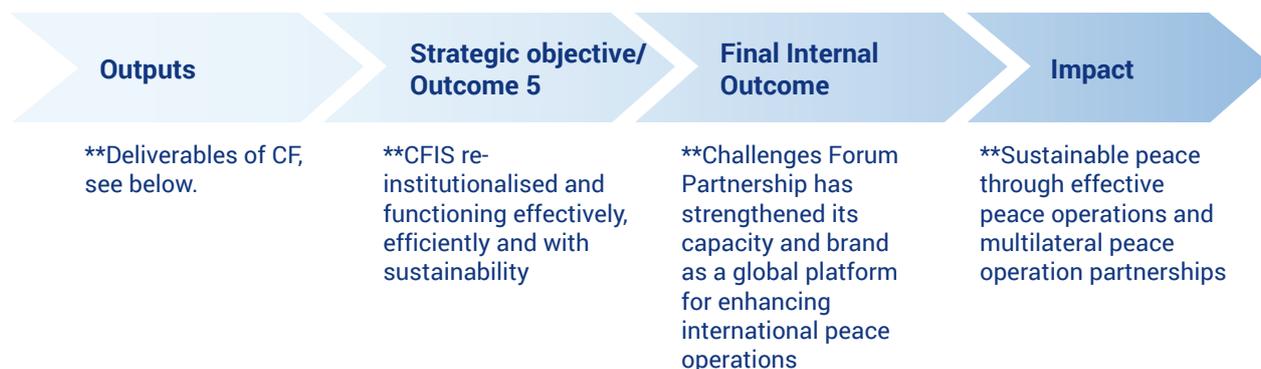
As with other outcomes, this will have to be measured through more refined indicators capturing long-term change of influence. Nevertheless, with so many strategic communication

opportunities (UNSC, UN GA, AU, IAPTC etc); noting the observation by the prestigious International Peace Institute (IPI) that Challenges Forum is an important global dialogue platform; and being invited by key stakeholders to share the Challenges Forum Partnership's recommendations, it is not daring to say that our Partnership does help to shape the global debate on peace operations.

Lessons Learned and Next Steps

The plan to launch a complete new website, was possibly a little too ambitious. Still, a lesson learned is that an incremental approach is possible, and having published the complete site in English, the remaining 5 UN languages will be introduced next year. During 2020, Challenges Forum Communication Strategy will be developed and integrated into planning and implementation. In addition, the website, leadership e-tool, the use of social media and video conferences/webinars will be further developed.

2.5. Strategic Objective 5: CFIS institutionalised



Overall Progress in delivering the outcome related outputs institutionalizing CFIS



- » This strategic objective is internal to CFIS and is not part of the Challenges Forum Strategy. FBA, hosting CFIS, has been instrumental in creating the overall very favourable conditions – budget, human resources and communication support, etc – for the team. One of CFIS main focuses has been to rebuild and strengthen the organizational capacity of the secretariat. Overall progress was very positive when it comes to building routines, management system with focus on results-based management, and improving the ways CFIS supports the Challenges Forum Partnership. Nevertheless, CFIS continues to suffer from a draining staff rotation (200% during 2017–2019), limiting the capacity and effectiveness of CFIS. Against this background, the cumulative results delivered by the Challenges Forum Partnership and CFIS are surprising. CFIS did not explore alternative funding and secondments during 2019 as planned.

Overview of Outputs

Counting from 2017 and until 2019, there has been a 200% staff rotation (12 people) on the 4 positions. This situation provided opportunities for change, but also resulted in challenges due to lack of institutional memory. With a very competitive process for staff recruitment recruiting highly skilled staff; a new results-based management approach and system; space for strategic reflections and a joint work on the theory of change; and increased communication efforts within CFIS and with Partners, CFIS now has greater operational organizational capacity. It was key to consolidate CFIS through further team and capacity building initiatives and efforts to dramatically decrease staff rotation. The strengthening of CFIS had not been possible without the solid support by the host, FBA, and the responsible Department for

Peace Operations, Leadership and Gender. FBA has increased its financial contribution to CFIS and provided administrative and human resources support to allow for the process of revitalising CFIS. Furthermore, FBA has been replacing the financing of other Swedish partners that have decided to participate in the Challenges Forum, but not to finance the CFIS

Outcome Result: CFIS institutionalised and functioning effectively, efficiently and with sustainability

With the above summary, being a very small secretariat, we have been able to deliver above and beyond expectations according to both partners and external observers. There is plenty of room for improvement, but CFIS seems to keep a good level



Part of the CFIS team during the spring of 2019 from left: Christina Hilliard, Maria Bedford, Natalie Gunnarsson, Dr. Björn Holmberg, Dr. Andreas Andersson.



CFIS team during fall of 2019 from left: Emelie Hanna, Ben Rhee, Maria Bedford, Dr. Björn Holmberg, Sharon Wiharta.

regarding effectiveness and efficiency, applying a strategic outlook at its operational management and always aiming at viable and relevant results. Furthermore, CFIS has systematically gender integrated its activities and outputs and has been successful in maintaining a staff gender balance. Also, having a multicultural set-up, a more multi-faceted and rich approach towards results have been developed. Nevertheless, staff wise, CFIS is very dependent on few staff members and with continued staff rotation, sustainability is at risk. Especially due to the diplomatic and networking character of CFIS work – it takes time to build trust and knowledge about the partners the we support. To slightly increase the size of CFIS and to create incentives for staff to stay on are essential remedies.

Lessons Learned and Next Steps

Handling the staff turnover in 2019, a lesson learned is the importance of teambuilding. These efforts will continue as well as efforts to streamline results-based planning, implementation and follow-up. As of now, the management platform “Teamwork” and Challenges Forum strategic objectives have not been fully aligned. This will be possible with the new Challenges Forum Strategy 2019–2023 as point of departure. Furthermore, with the risk of continued staff rotation, a more proactive approach to long-term consultancies and teambuilding will be taken. This will hopefully moderate some of the effects of being a small team with high staff rotation. CFIS will also look into the possibilities of secondments and for additional funding for at least one more staff position.

3. CFIS Financial Report 2019

CFIS was financed by FBA and with funds from the Swedish Foreign Ministry through FBA in 2019. The Swedish Prison and Probation Service and the Swedish Armed Forces also made a generous contribution. The table below specifies the budget and the budget outcome. There was an 87% execution of the budget. The remaining funds were due to the cancelled workshop in Africa and efforts to control costs and increase efficiency.

In addition to the Swedish contributions, it is important to highlight contributions and cost assumed by Challenges Partners during different events and projects. For example, Global Affairs Canada (GAC) hosting the Annual Forum; ISS hosting a workshop in Pretoria, South Africa; Swedish Permanent Mission to the UN

organizing a workshop in New York on the CAF18 recommendations. Furthermore, many Partners have contributed and financed expertise to different events and publications. Not least the production of the Considerations for Mission Leadership in UN Peace Operations led by the Co-Chair: USI, India; FBA, Sweden; CCCPA, Egypt; ACMC, Australia; PKSOI, USA; ISS, South Africa; NDU, Pakistan, and; DCAF, Switzerland.

For 2020, the financial outlook is positive as FBA will increase its funding replacing the other funding Swedish partners. Thereby decreasing financial transaction and focusing Swedish Partners' contributions to Challenges Forums' substantive work.

**TABLE 1:
Challenges Forum International Secretariat Budget and Financial Results**

1. Income 2018	Budget SEK	Outcome SEK	Outcome EUR
			<i>1 EUR= 10,4 SEK</i>
Folke Bernadotte Academy	4 200 000	4 175 000	401 441
Swedish Foreign Ministry	2 900 000	1 765 000	169 711
Swedish Armed Forces	200 000	200 000	19 231
Swedish National Police	150 000	150 000	14 423
Sum income and expenses per contributor 2019	7 270 000	6 290 000	604 806
2. Expenses	2018 Budget	Outcome SEK	Outcome EUR
2.1 CFIS Staff	4 020 000	4 175 000	401 441
2.2 CFIS coordination of Challenges Forum	570 000	836 000	80 385
2.3 Publications and experts	1 745 000	655 000	62 981
2.4 Annual Forum 2019 in Montreal (Gov. Canada)	415 000	400 000	38 461
2.5 ISS Workshop Pretoria (ISS in collaboration with CFIS)	380 000	185 000	17 788
2.8 Administrative overhead FBA	40 000	40 000	3 846
Sum of expenses per budget line 2019	7 170 000	6 290 000	604 806

ABOUT CHALLENGES FORUM

Established in 1996, International Forum for the Challenges of Peace Operations (Challenges Forum), is a global partnership of 50 peace operations organizations and departments in 23 countries. Our partner organizations come from major troop- and, police- contributing countries to peace operations, including the five permanent members of the United Nations Security Council. We continually strive to strengthen the international network of actors contributing to and supporting the development and reform of peaceoperations.

Challenges Forum is governed by the Partner Meeting consisting of all its partners. Daily operations are led by the Challenges Forum International Secretariat (CFIS).

The Challenges Forum provides an impartial and informal platform for dialogue on the enhancement of multilateral peace operations. A thought-provoking, innovative, inclusive and results-oriented network for sharing knowledge and experiences, we convene key actors in deliberation on different dimensions and approaches to peace operations at our events and workshops, and in our publications.

Through recommendations and guidance on effective policy reform of peace operations, we contribute to the strengthening of international capability and capacities so as to plan, conduct and evaluate peace operations. Central to our objective is to bridge the divide between policy and operational levels; and create a shared understanding among UN and regional organizations, Member States, T/PCCs and host countries.

Challenges Forum is a global partnership that uses its convening power to generate innovative ideas and promote results for more effective peace operations.



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Challenges Forum consists of Partners from:



Hosted by FBA – the Swedish Agency for Peace, Security and Development – in cooperation with Swedish Armed Forces and Swedish Prison and Probation Service.