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**4TH ORDINARY MEETING OF SPECIALIZED TECHNICAL
COMMITTEE ON DEFENSE, SAFETY AND SECURITY
PREPARATORY MEETING OF EXPERTS AND 6TH MEETING OF
THE AFRICAN CHIEFS OF DEFENSE STAFF AND HEADS OF
SECURITY AND SAFETY SERVICES**

**3-7 DECEMBER 2010
ADDIS ABABA**

**PROGRESS REPORT ON THE STATUS OF THE OPERATIONALIZATION
OF THE AFRICAN STANDBY FORCE**

SUMMARY

1. Considerable progress has been made both at regional and continental level on efforts to operationalize the African Standby Force (ASF). As at 2010, the ASF is assessed, through regional exercises and the AMANI AFRICA Cycle, as being at Initial Operating Capability (IOC): that is, the 5 regions/mechanisms and the African Union Commission (AUC) are able to deploy and manage a standby force but enhancements are still required in force composition, planning, procedures, training, communications and logistics before the level can be raised to Full Operating Capability (FOC). Roadmap III proposes to focus on the steps now needed to reach FOC for a limited Rapid Deployment Capability (RDC) by 2012, and FOC for the ASF as a whole by 2015.

INTRODUCTION

2. The purpose of this document is to provide a Progress Report on the operationalization of the African Standby Force (ASF) for the 4th Ordinary Meeting of the Specialized Technical Committee on Defence, Safety and Security (STCDSS) in Addis Ababa from 3 to 7 December 2010. In doing so, it will draw from Exercise AMANI AFRICA First Impressions Report as well as from the work completed under Roadmap I (2005 – 2008) and Roadmap II (2008 – 2010) for the Operationalization of the ASF.

3. The Report will invite the STCDSS to comment on and endorse the approach being taken in the development of Roadmap III (2011 – 2015).

BACKGROUND

4. On 9-10 July 2002 the 1st Ordinary Session of the Assembly of Heads of State and Government of the African Union (AU) met in Durban, South Africa, and adopted the Protocol Relating to the Establishment of the Peace and Security Council (PSC). The Protocol provides, among other requirements, for the establishment of the African Standby Force (ASF) in order to enable the PSC to perform its responsibilities with respect to the deployment of peace support operations and interventions. The ASF is to be composed of multidisciplinary contingents consisting of civilian, police and military components in their countries of origin and ready for rapid deployment at appropriate notice.

5. In July 2004 in Addis Ababa, the 3rd Ordinary Session of the Assembly of Heads of State and Government endorsed the Policy Framework on the establishment of the ASF. The ASF shall constitute brigades to be provided by the 5 African regions. They shall be established in two phases to be completed by the year 2010 with the attendant strengthening of capacities at both the AU and regional levels.

ROADMAP I (2005 – 2008)

6. As a follow-up to the Policy Framework, the First Roadmap for the operationalization of the ASF was adopted in March 2005. The Roadmap identified the practical steps to be taken during the first phase at regional as well as continental level. The G8 members and other international partners agreed to support the efforts to operationalize the ASF on the basis of the ASF Roadmap.
7. On 28 March 2008, in Addis Ababa, Ethiopia, the African Ministers of Defense and Security (AMDS) of the Member States of the African Union (AU) met at their 2nd Ordinary Session to review the progress made in the operationalization of the African Standby Force (ASF) and the Military Staff Committee (MSC). The meeting was preceded by the 5th Meeting of African Chiefs of Defense Staff (ACDS) and Heads of Security and the Meeting of Experts.
8. The AMDS adopted the ASF policy documents on Doctrine, SOPs, Logistics, Training and Evaluation, C³IS and accepted, in principle, the additional documents formulated with respect to the ASF Rapid Deployment Capability (RDC) and the Logistics Depot Study Report and requested the Commission, in liaison with the Regional Economic Communities/ Regional Mechanisms (RECs/RMs) and Member States, to further continue developing these areas and submit proposals by 2010.

ASF ROADMAP II (2008-2010)

9. In May 2009, the Special Technical Committee on Defense, Safety and Security met and commended the Commission for the initiatives taken, in particular through the formulation of the ASF Roadmap II, the ongoing efforts to improve upon the Rapid Deployment Capability (RDC) Concept, the Continental Logistics Base (CLB), work on the Strategic Lift Capability Concept, the Formed Police Unit (FPU) Concept, development of the Civilian Dimension and the elaboration of an ASF Training Plan 2009 – 2010, as well as the various training efforts.
10. The Commission convened a consultative meeting with the Regional Economic Communities/Regional Mechanisms (RECs/RMs), in Addis-Ababa, from 30 to 31 July 2008 to adopt the Second Roadmap for the operationalization of the ASF. ASF Roadmap II aimed at finalising the issues outstanding from Roadmap I, consolidate what had already been achieved, and focus on developing the ASF's capacity to meet the challenges of AU Peace Support Operations (PSO). It planned to culminate in a continental exercised codenamed AMANI AFRICA in the last quarter of 2010 in order to contribute to the evaluation of the readiness of the ASF.

IMPLEMENTATION OF ASF ROADMAP II

11. The focus for ASF ROADMAP II has been the further development of **Policy Issues** (Rapid Deployment Capability (RDC), Formed police Unit (FPU), Logistic Policy, Medical Policy, Protection of Civilians, and Strategic Lift); **Component Development** (in particular, PSOD and the police and civilian components); and **Training** (individual, regional and continental training aimed towards an evaluation of the ASF as a whole by 2010).

POLICY ISSUES

12. **Development of ASF Rapid Deployment Capability**

- a. The early intervention during violent conflict, cases of genocide and gross violations of human rights, requires the swift action from the AU's peace and security mechanisms to stop atrocities, stabilize the situation and to manage the return to normality. The AU thus undertook a study on the Rapid Deployment Capability (RDC).
- b. After having convened regional workshops respectively in the five regions to get regional views, the Concept on the RDC was harmonized and finalized with the 5 REC/RMs on April 2010 in Wolisso, Ethiopia. It is to be recalled that RDC is supposed to be operational by 2012.
- c. The RDC Concept is based on nominating two regional RDC components (about 2,500 strong) on standby at any one time to be available to deploy within 14 days when mandated to do so by the AU Assembly in response to a Scenario 6 situation (genocide, gross abuse of human rights) or in response to a request from a Member State, or in response to a request to support agencies managing a national, regional or global response to a natural or humanitarian disaster. Logistics, communications, procedures and planning form the key enablers for the RDC concept, all of which need to be enhanced if the RDC Concept is to be realized.
- d. The RDC is expected to be operational, and evaluated through a training event by the end of 2012.

13. **Logistics**

- a. The AUC has developed a Support Manual for PSO, based on the ASF Logistic Concept. It aims to provide the ASF with an integrated logistics support framework and guidance for the planning and execution of PSO.
- b. Final decisions on the establishment of the AU Continental Logistic Base need to be taken.

14. **Medical Policy.** After an initial draft made in Cape Town, RSA, the AUC has finalized the ASF Health Support Manual during a Medical Working Session convened in Addis-Ababa, Ethiopia, on April 2010.

15. **Protection of Civilians**

- a. The AUC has developed Guidelines for the Protection of Civilians (POC) in Conflict Zones in African Union peace missions with the assistance of the Australian Government. The Guidelines reflect the values, principles, laws and conventions pertaining to the POC.
- b. These guidelines are to assist the PSC in regards to mandate language in terms of protection of civilians and to assist Heads of Mission with guidelines in executing POC mandate. They were prepared in follow up from the African Union Protection of

Civilians in Conflict Zones Symposium Planning Workshop held in Addis Ababa in October 2009.

16. **Strategic Lift**

- a. The ASF Strategic Mobility Package (SMP) consists of Maritime, Air and Ground Strategic Lift Capabilities. The SMP was developed by staff officers of the ASF Planning Element and assisted by officers from the regional planning elements. The Maritime Lift Strategy was developed in June 2009 in Alexandria, Egypt; the Airlift Strategy was developed in September 2009 in Algiers, Algeria; and the Ground Lift Strategy in June 2010 in Dakar, Senegal.
- b. The ASF has contracted the Algerian Air Force to develop the Airlift Strategy on behalf of the ASF and the Senegalese Armed Forces to develop the Ground Lift Capability.

17. **Component Development**

- a. At its last meeting, the STCDSS strongly urged the AUC to enhance its ability to plan, launch, manage and sustain AU missions by developing the structures within PSOD and by filling appointments as a matter of urgency. The lack of staff within PSOD and at the REC/RMs was seen as a major drawback to the ASF's development. It has also had an impact on current operations. Some improvements have been made and further enhancements are possible following the lessons from exercise AMANI AFRICA.
- b. The lack of dialogue between PSOD and the REC/RMs has hampered the development of a common understanding of the ASF and of its requirements. Linkages between the AUC and the REC/RMs are essential if planning is to be effective and if the ASF is to reach FOC.
- c. Further to STCDSS recommendations on the necessity to ensure that police/gendarmerie and civilian components of the ASF are appropriately addressed and enhanced, in order to ensure balance in the development of all the ASF components, a series of workshops on the recruitment, training and staffing as well as staffing were respectively convened on the civilian component in Kampala, Uganda, on 10-12 July 2008, and Dar-es-Salam, Tanzania, on 1-3 July 2009 and on the police component in Algiers, Algeria, on 18- 20 October 2008.

18. **AUC Peace Support Operation Division (PSOD)**

- a. The strength of PSOD has been increased and efforts are in hand to rationalise its existing structure to provide an effective strategic level PSO unit which can develop policy, develop capabilities and manage multiple operations. Structural increases need to be complemented by procedural and training developments: Exercise AMANI AFRICA has helped to develop new policies, such as the AUC draft Aid Memoire entitled: 'Guidelines for Decision Making and Operational Planning'.

- b. Further development of the PSOD structure and of the procedures will be guided by the outcome of AMANI AFRICA.
- c. PSOD has a requirement to develop operational plans in conjunction with the REC/RMs for the ASF before the ASF can be considered to be at FOC.

19. **Police Component**

- a. Important efforts for the recruitment of police officers were made at AUC as well as RECs/RMs level. Thus, the AUC has recruited 3 police officers, including one gendarme, and one administrative officer for the PLANELM. Same efforts were also made by all regional PLANELMs.
- b. The Police Component of the ASF initiated a programme to harmonize the workings of the Police at the AU and RECs/RMs. Progress is still on-going through the annual meeting of AU and RECS/RMs police. In addition, Formed Police Unit (FPU) Policy Framework Guidelines have been developed and SOP Chapter 8 has been revised to better address police related issues.

20. **Civilian Component**

- a. A Civilian Planning and Coordination Officer was appointed at the level of the AU PLANELM in April 2010 on an interim basis. This short-term appointment, until April 2011, is supported by the Government of Norway. The Civilian Planning and Coordination Officer is tasked with assisting in the development of the civilian dimension of the ASF, and with strengthening its multidimensionality.
- b. Further efforts have been undertaken to strengthen the development of the civilian dimension of the ASF. These include (1) the first joint meeting of the ASF civilian technical focal points from all planning elements, (2) the conduct of a scoping study for the ASF roster, (3) the development of an integrated work plan for the civilian dimension of the ASF, and (4) the strengthening of partnerships to ensure that work on the civilian dimension of the ASF can be both expanded and consolidated in a sustainable manner in 2011 and beyond.
- c. In 2011, the AU PLANELM will work to further strengthen the civilian dimension of the ASF. Here, efforts will include, among others, commencing with the development of the ASF roster; the development of effective measures to support the generation, utilization and retention of civilian capacities for the ASF; harmonizing training standards for civilian personnel; supporting the augmentation of civilian staff in the ASF planning elements; and strengthening awareness-raising on the civilian dimension as well as the multi-dimensionality of the ASF.

21. **Military Component**

- a. The regional military components continue to develop strongly. A series of ambitious regional exercises have taken place over the past two years which have indicated a good momentum behind the ASF concept from the military perspective. However, the lack of a continental CIS framework and the need to develop a system of continental logistic support currently hinders further development.
- b. Communication and understanding on ASF issues between the AUC (PSOD in particular) and the Regions is essential for the ASF to have real traction as a concept but is seen currently as a limitation “

TRAINING

22. **General**

- a. The ASF training focus has been progressive leading up to the climax of the AMANI AFRICA Command Post Exercise (CPX) on 20 – 29 October 2010.
- b. Some courses for training individuals have been developed and run. Better coordination of requirements and curricula remains an aspiration rather than a reality, as does the data capture of those who have been trained.
- c. A middle level Police Commanders Course has been developed. Two of the courses have already been delivered in ECOWAS and NARC in 2009. A Mission Planning course has also been developed. Two of such courses were conducted in 2010. Four Senior Mission Leaders courses were conducted to create qualified personnel for possible appointment in future AU missions.
- d. The Regions have all carried out progressive integrated training leading to most REC/RMs conducting successful Field Troops Exercises (FTX), these collective trainings culminated in the AMANI AFRICA CPX in October 2010.
- e. The training activities enhanced the initial general assessment of the readiness of the ASF. However, the ASF has to be seen in the context of the African Peace and Security Architecture (APSA) which means that the AUC role in decision making, planning, launching, managing and sustaining AU missions must also be taken into account.

23. **EXERCISE AMANI AFRICA**

- a. **The AMANI AFRICA** Cycle consisted of the following activities:
 - **Strategic Decision Makers Seminar.** The Strategic Decision Makers Seminar was conducted in Addis Ababa in April 2009. It engaged the Peace and Security Council (PSC) and the senior leadership of the AU Commission to confirm the

procedures leading to the deployment of the ASF. The seminar documented staff procedures and the decision making process that was later developed into a Draft Aide Memoire. The Draft Aide Memoire later informed the conduct of the subsequent major cycle activities as a guide planning document for the deployment of the ASF.

- **Map Exercise (MAPEX).** The MAPEX was the first major practical exercise of the AMANI AFRICA Cycle. It was conducted in Addis Ababa from 31st August to 4th September, 2009. The exercise comprised of a series of studies, discussions and exercises that practiced all aspects of the deployment of an integrated AU mission, using the ASF. It also practiced the AU Commission and some Regional staff in the required AU procedures and ASF Doctrine.
- **Political Strategic Seminar/Conference** The Political Strategic Seminar/Conference (POL/STRAT) was conducted in Addis Ababa from 16th to 26th November 2009. It tested the staff procedures at the level of the Commission, leading to and mandating an AU mission as well as staff procedures thereafter (as outlined in the Draft Aide Memoire). The POLSTRAT produced the Mission Mandate and Draft Mission Plan for the AU Mission in CARANA that will be executed during the CPX.
- The **Command- Post Exercise (CPX)** The CPX evaluated to the deployment of the ASF in the context of an AU multidimensional peace support operations. It was conducted in Addis Ababa from 20th to 29th October 2010. The AUC formed the strategic Headquarters which was represented by PSOD as the primary training audience. The RECs/RMs PLANELMs constituted the Mission HQ, representing the secondary training audience, while part of AUC, RECs/RMs, APSA, Civil Society, UN and International Communities form the Exercise Control.

b. The AMANI AFRICA First Impressions Report. The key findings of the Report were:

- There is nothing radically wrong with the ASF Concept as an instrument of the ASPA. However, because it is 10 years since inception and 2010 a significant date, the overall concept should be reconfirmed at this stage so a Review is proposed that will look at, inter alia, the ASF scenarios, the role of the Military Staff Committee (MSC), the role of the African Peace Support Training Association (APSTA), the MOU between AU and RECs/RMs, and the ASF Vision;
- The RECs/RMs are able to deliver a multidimensional capability for use on AU Missions albeit with some shortages, especially with regard to police and civilians;

- AUC procedures for decision taking and integrated mission planning have weaknesses that should be addressed, hence the importance of follow-on work on the Aide-Memoire.
- Major weaknesses remain in the AUC structures for planning, launching, managing and sustaining AU missions, mainly on the civilian support side and on operational and financial procedures.
- The lack of a continental CIS infrastructure and of a continental logistic arrangement undermines the ASF's operational capability.

PROPOSED ASF ROADMAP III (2011-2015)

24. The next ASF Roadmap has been drafted. It will cover a period of five years (2011-2015) to enable the ASF to reach a full operational capability (FOC). It will focus on the RDC, the Police and Civilian components, logistics and CIS, operational planning and ASF support in case of natural disasters. It will also be guided by the outcome of the Review.

25. For the ASF to achieve FOC, further work needs to be done on:

- a. Component Development (Particularly the Police and Civilian Components);
- b. Communications – Continental CIS Framework;
- c. Logistic and General Service Support arrangements;
- d. Structures and Infrastructure (AUC and Regional); and
- e. Operational Procedures and Training

26. ROADMAP III will address these issues in a systematic way through a Plan of Action agreed between the AUC and the RECs/RMs. The output required will be an ASF capable of being deployed efficiently and of being effective in its role.

27. The proposed Benchmarks for achieving this output are:

- a. A Review of the ASF Concept to be conducted and completed in 2011 and a Vision Document produced.
- b. AMANI AFRICA II (2012) – to validate the RDC concept to FOC in late 2012 for which progress on structures, procedures, component development, CIS, logistics and general support will be fundamental; and
- c. AMANI AFRICA III (2015) – to validate the ASF to FOC by 2015.

CONCLUSIONS

28. The ASF Concept, which was designed some 10 years ago, is now supported by a suite of Policy Documents that have been endorsed by Ministers and evaluated on exercises at various levels. The REC/RMs have validated their Standby Forces at initial operating capability by the stipulated date of 2010. The AUC has demonstrated its potential for planning, launching, managing and sustaining AU missions.
29. For the ASF to reach full operating capability further work is required on component development, CIS and logistic support arrangements, structures and infrastructures, planning and procedures, and training.
30. ROADMAP III proposes a Plan of Action for addressing the shortfalls mentioned above in order for the ASF to reach full operating capability within the APSA construct by 2015.

RECOMMENDATIONS

31. **It is recommended that the STCDSS takes note of this Progress Report and of the outcomes of the work undertaken under Roadmap II.**
32. **It is further recommended that the STCDSS takes note of the work streams proposed in Annex A and endorses in principle this approach as the basis for Roadmap III.**

WORK PLAN AND GENERAL APPROACH FOR ROADMAP III**REVIEW OF THE ASF CONCEPT AND THE PREPARATION OF ASF VISION DOCUMENT**

1. Term of Reference to be drawn up to Review the ASF Concept to consider, inter alia, the Scenarios, the Role of the MSC, the validity of the current AU/REC/RM MOUs, the Role of APSTA, the Centres of Training Excellence, and harmonization of UN and Partner Support.
2. Report to be submitted to STCDSS by December 2011.
3. ASF Vision Document to be developed in parallel with the Review.

DEVELOPMENT OF POLICE COMPONENT

1. The proposed policies to be adopted for implementation.
2. The Chapter 8 be included in the ASF SOPs
3. The head of the police component at the level of AU to be called Senior Police Adviser and Police Commissioner in the Mission.
4. A process to be developed where changes can be made and implemented as lessons are learned and changes to policies are required.

DEVELOPMENT OF CIVILIAN COMPONENT

1. An integrated ASF and REC/RM civilian standby roster to be established in 2 phases.
2. The roster should have a minimum of 300 candidates for each REC/RM with the aim of ensuring that the 60 deployable personnel can be generated at any given point.
3. To provide facilitation/resources to study the issue of ASF-Civil Society/ NGOs relationships in case of humanitarian situations and natural disasters; and

DEVELOPMENT OF ASF RDC

1. Need for a MOU to be signed by AUC and RECS by end 2011;
2. A Continental Logistic Base (CLB) arrangement, including Strategic Deployment Stock, to be established by 2011;
3. A Continental Communication Information System (CIS) to be established by 2012;
4. Staffs to be trained and operational and logistic plans to be developed, including a continental roster;
5. Need for sufficient, sustainable and predictable funds
6. A Logistic Exercise (LOGEX) to be run in 2011;

7. A Command Post Exercise (CPX) followed by Field Training Exercise (FTX) both in AUC and REC/RMS, to be run by end 2012 AMANI AFRICA II.

ASF LOGISTICS

1. Final consultations to be completed with the RECs/RMs and other stakeholders.
2. Revision of the ASF Logistics concept to include Mission administrative functions.
3. Revision of the ASF logistics and administrative Standard Operating Procedures
4. Development of Mission support Guidelines for Troop Contributing Countries/Police Contributing Countries (TCCs/PCCs).

ASF MEDICAL

1. The draft AU Health Support Manual to be considered for adoption;
2. A Medical Exercise to be run to confirm the evaluation/ assessment of regional capabilities;
3. Scoping Study into the concept of a portable AU Level 2 field hospital.

STRATEGIC LIFT

1. Need to convene a working group to identify mechanisms for the implementation of a Continental Movement Control Centre (CMCC);
2. Need to establish a database on Member States (MS) assets for CMCC;
3. Need to put in place an electronic tracking system to assist in the monitoring of movements;
4. AU should set standards for MS infrastructure at nominated SPOEs and SPODs;
5. Au predictable and sustainable emergency fund is required for initial ASF movements;
6. Need to establish a Continental Maritime Lift Steering Committee (CMLSC);
7. To further explore the Egyptian Assets Electronic Management and Database System to assist to develop and sustain such capabilities for PSO;
8. An agreed "Expedite" system should be put in place by the AUC in order to prioritise strategic movements in crisis response.

PROTECTION OF CIVILIANS

1. Need for strong political leadership that demonstrates an appetite for POC as a core function of peacekeeping operations,
2. Coordination to enable a coherent approach to POC that at the same recognizes the different roles and responsibilities of protection actors,
3. The need to develop mission specific POC strategies,
4. Clarity in relation to the relationship between the POC objective and other mission tasks,
5. To identify primary concerns by assessing capabilities, such that a shortage of capacity is not used as an excuse for a lack of POC activity,
6. Development of benchmarks to serve as indicators of progress and therefore reporting thereof that is early, candid and based on sound threat analysis.

7. Need for a sound understanding of protection threats, and a common concept of POC.

DRAFT ASF ROADMAP III

1. It is recommended that the meeting takes note of the draft Roadmap III.

EVALUATION REPORT OF EXERCICE AMANI AFRICA CPX - ASF DEVELOPMENT

ORGANISATIONAL AND STRUCTURAL ISSUES

1. PSOD should be structured to manage more than one AU mandated mission, on the basis of 2 branches: Planning, Operations and Support Branch¹ and Capacity Building and Policy and that the Strategic Planning and Management Unit (SPMU) should be integrated into the Planning, Operations and Support Branch.
2. Priority should be given to recruiting the appropriate level of military, police and civilian supervisors in PSOD, that PSOD staffing should reflect the requirements of the multi-dimensional aspects of the ASF, and that all staff should be given the appropriate level of training.
3. PSD should consider the development of specific MOU for the employment of the ASF
4. Efforts should be made to speed-up the construction of a purpose-built infrastructure for PSD.
5. A continental CIS architecture should be established that can serve the needs of daily communication between PSOD and the REC/RMs and the needs of deployed missions.
6. PSOD and Administration jointly develop a logistic and general support arrangement (personnel, procedures and equipment) capable of effectively deploying, managing, sustaining and liquidating AU missions and of manning AU Mission HQ.

CAPACITY BUILDING AND TRAINING

7. Regular engagement should take place between CMD, PSOD, Office of Legal Council and the Department of Political Affairs, especially in the context of developing a Conflict Management Task Force (CMTF) concept.
8. A Training Needs Analysis (TNA) should be conducted and that it should include examining the requirement for courses for officers at different levels and in different specializations

PROCEDURES AND DOCUMENTATION

9. The AUC Guidelines for Planning and Decision Making (The Aide Memoire) be considered by PSD, amended where necessary, and then adopted as an AUC document.(Paragraph 46 Page 21)
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