EXECUTIVE COUNCIL
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Sharm El Sheikh, EGYPT

REPORT OF THE COMMISSION ON THE 2ND CONFERENCE OF MINISTERS OF DEFENCE AND SECURITY ON THE OPERATIONALISATION OF THE AFRICAN STANDBY FORCE
BACKGROUND

It will be recalled that the Extraordinary Meeting of the African Chiefs of Defence Staff and Heads of Security, in Sirte, Libya, in February 2004, adopted the Policy Framework on the Establishment of the African Standby Force (ASF) and the Military Staff Committee (MSC). The Policy Framework was subsequently endorsed in July 2004 in Addis Ababa, Ethiopia, by the Assembly of Heads of State and Government. In March 2005, the AU Commission and Regional Economic Communities/Regions met in Addis Ababa and adopted a Roadmap for the Operationalization of the ASF. The roadmap emphasized the establishment of planning structures at the regional level (ASF Planning Elements) and the formulation of key policy documents at the strategic level. These documents include; Doctrine; Logistics, Training and Evaluation; Standard Operational Procedures (SOP); Command, Control, Communication and Information Systems (C³IS). The Commission undertook a number of initiatives to formulate the said policies and further identified other key areas, among others, the Civilian Dimension of the ASF, Medical Aspects and Legal Aspects, that required urgent attention.

PROGRESS

Since the adoption of the Roadmap, significant progress has made in the development of the policy documents and efforts were undertaken by the Regional Economic Communities (RECs) and Regional Mechanisms (RMs) in the establishment of their brigades. It must be admitted however that the pace has not been speedy. The regional brigades were not developing at the same pace due to lack of political will in some instances, the cultural diversity and the political-economic environment. The Commission faced challenges such as the lack of human resource capacity given that the Peace Support Operations Division only begun to have initial key staff in July 2005 and March 2007. The additional challenge is that, while the continent is making efforts to put the building blocks of the African Peace and Security Architecture (APSA) in place, the Commission faces the obligation of undertaking peace support operations at the same time.

The past 2 years was devoted to formulating policy documents and these are regarded as the working tools of the ASF. The RECs and RMs have played a key and collaborative role while the international donor partners provided the financial resources. The RECs and RMs developed their brigades with relatively very little strategic direction given the lack of personnel capacity and the fact that the Commission has had to grapple with a number of peace support operations, while at the same time, trying to establish the ASF together. Though the ASF concept envisages multidimensional brigades, the civilian and police/gendarmerie components were not developing as fast as the military component. Conscious efforts are to be made to address this area. For example, the Planning Elements are being encouraged to recruit police personnel and civilians to enhance the development of those capacities.
The work that has been undertaken so far concludes the implementation of the First Phase of the Roadmap of the ASF. In addition a Training Directive and Training Plan has been produced that will enable the ASF components to train sufficiently and test or apply the working (policy) tools in the periods leading to the operationalization of the ASF by 2010.

It is against this background that the Commission convened the Fifth Meeting of African Chiefs of Defence Staff and Heads of Security (ACDS) and the Second Ordinary Meeting of Ministers of Defence and State Security, at the AU headquarters in Addis Ababa, Ethiopia, on 27th and 28th March 2008, to consider the progress achieved so far in the operationalization of the ASF and consider proposals for further implementation. The meeting was preceded by a Meeting of Experts at the same venue from 24th to 26th March 2008.

WAY FORWARD

a. The Ministers formally adopted the current the Draft ASF Policy Documents (Doctrine; SOP; Training Policy and Training Standards; Logistic Concept; Command and Control; and Communication and Information Systems) in their current form.

b. The AU Commission and RECS/RMs shall undertake to implement the recommendations that emanated from all the workshops related to the ASF.

c. The ASF policy documents shall be applied as working tools to guide the conduct of all ASF training exercises contained in the ASF Training Plan 2007-2010 and will remain blocked up to June 2010. The documents will be reviewed after June 2010, using the results of ASF training exercises’ after-action-reviews and lessons-learnt.

d. The following Phase II of the ASF Roadmap for Implementation from June 2008 to June 2010 was also adopted.

(1) Consolidation of ASF tools and Concepts of Operations, identification of capacities for deployment and Capability Development;

(2) Implementation of the ASF Training Plan 2007-2010;

(3) Verification and assessment of readiness of the pledged brigade units for purposes of providing guidance and support. This shall be carried out by the AU Commission and co-opt officers from the regions to form appropriate teams;

(4) Staffing of the Planning Elements both at the strategic level (AU Commission and regional levels;
(5) The Commission was urged to convene the meeting of Ministers of Defence and Security annually;

(6) The Commission shall undertake further work in the development of the police/gendarmerie components of the ASF;

(7) The Commission shall undertake to submit recommendations on the ASF architecture for Command, Control, Communication and Information Systems (C3IS).

All of the above identified areas are not exhaustive. The Declaration as adopted by the Minister of Defence and Security elaborates further on work that should be undertaken by the Commission with the collaboration with the RECS and member states.
REPORT ON THE OPERATIONALISATION OF THE AFRICAN STANDBY FORCE

I. INTRODUCTION

1. 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 others, 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 pursuant to Article 4 (d) and (h) of the Constitutive Act. 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. At the same time, the Protocol establishes a Military Staff Committee (MSC) to advise and assist the PSC in all matters relating to military and security requirements for the promotion of peace and security in Africa.

2. On 15-16 May 2003, the 3rd meeting of the African Chiefs of Defense Staff convened in Addis Ababa, Ethiopia, adopted the Concept Paper on the establishment of the ASF and the MSC. They further agreed to meet again and consider a consolidated Policy Framework on the establishment of the ASF and MSC. In July 2003, in Maputo, Mozambique, the 2nd Ordinary Session of the Assembly of Heads of State and Government took note of and endorsed the outcome of the 3rd meeting of the ACDS. Pursuant to this decision, the 4th meeting of the African Chiefs of Defense (ACDS), as well as the 1st Meeting of African Ministers of Defense and Security (AMDS), met in January 2004 in Addis Ababa, and further considered, inter alia, the issues relating to the establishment of the ASF and the establishment of the MSC.

3. A month later, on 22-23 February 2004, an Extraordinary meeting of the AMDS was convened in Sirte, Libyan Arab Jamahiriya, to finalize recommendations relating to the Common African Defense and Security Policy (which identifies the ASF as one of its keys building blocks) and the Policy Framework on the establishment of the ASF pursuant to Article 13 of the PSC Protocol. The Solemn Declaration on the Common African Defense and Security Policy was adopted by the Assembly of the Union at its Extraordinary Session held in Sirte at the end of February 2004.

4. 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. The brigades will operate under AU mandates and deploy in various intervention scenarios in conformity with the Constitutive Act. The Policy Framework makes provision for the following structures of the ASF and outlines its missions and scenarios as follows:
a. **Scenario 1.** AU/Regional military advice to a political mission; Deployment required within 30 days from an AU mandate resolutions;

b. **Scenario 2.** AU/Regional observer mission co-deployed with a UN Mission;

c. **Scenario 3.** Stand-alone AU/Regional observer mission;

d. **Scenario 4.** AU/Regional peacekeeping force for Chapter VI and preventive deployment missions (and peace-building);

e. **Scenario 5.** AU peacekeeping force for complex multidimensional peacekeeping missions, including those involving low-level spoilers; and

f. **Scenario 6.** AU intervention, e.g., in genocide situations where the international community does not act promptly.

5. The Policy Framework document calls for the establishment of the ASF in 2 phases, namely:

   i. During **Phase One** (up to 30 June 2005) the AU’s key objective is to establish a strategic level management capacity for the management of Scenarios 1-2 missions, while Regional Economic Communities (RECs) would complement the AU by establishing regional forces up to a brigade level grouping to achieve Scenario 4 capabilities.

   ii. During **Phase Two** (1 July 2005 to 30 June 2010), it is envisaged that by the year 2010 the AU will have developed the capacity to manage complex peacekeeping operations, while the RECs continue to develop the capacity to deploy a mission HQ for Scenario 4, involving AU/Regional peacekeeping forces.

6. As a follow-up to the Policy Framework, an Experts’ Meeting was convened in March 2005 by the Commission during which a Roadmap for the operationalization of the ASF was adopted. The Roadmap identified the practical steps to be taken during the first phase, postponed to end by 30 June 2006, at regional as well as continental level.

7. In order to achieve set targets for Phase 1, the AU HQs were expected to complete the following tasks before 30 June 2006:

   a. The operationalization of ASF Continental Planning Elements (Planelm);

   b. The convening and implementation of the results of Workshops covering doctrine development, SOPs, C³IS, logistics system and training and evaluation, in collaboration with the RECs/Regions;

   c. Convening of Workshops to provide a costed continental logistic system, and the initiation of key recommendations in this regard;

   d. Determine Standard Table of Organization and Equipments (TOEs), in conjunction with RECs/Regions;
e. Development and implementation of a continental standby system, including linking it to the United Nations Standby Arrangement System (UNSAS);

f. Initiate and coordinate the drafting of MoUs and Letters of Exchange;

8. As far as the RECs/Regions are concerned, the following tasks have been agreed upon:

   a. The operationalization of ASF Regional Planelms;

   b. The core function of the Planelms is planning, preparation and training, including the verification of Brigade HQs and standby elements. This is considered a full-time requirement.

   c. That RECs/Regions Planelms collaborate with the AU PLANELM in the tasks listed above;

   d. Where possible, the RECs/Regional Planelms should be co-located with the RECs/Regional Brigade HQ for ease of command, control and communications.

   e. AU Partners should be approached to contribute to the building and sharing of expertise with the RECs/Regions Planelms in a coordinated manner.

   f. Planelms would be task and content oriented, and their selection should be based on competence.

   g. Identification of shortfalls in the resources contributed by Member States; this could be undertaken by regional brigades HQs and Planelms, through verification visits and staff checks.

   g. Rectification of shortfalls in the resources of regional brigades

9. At a consultation meeting held in Addis Abéba in April 2005 at the initiative of the AU, the G8 members and other international partners agreed to continue to support the efforts to operationalize the ASF on the basis of the ASF Roadmap. This meeting was held within the framework of the Joint Africa/G8 Plan to Enhance African Capacities to undertake Peace Support Operations.

II. DEVELOPMENT OF KEY POLICY DOCUMENTS

10. In accordance with the ASF Roadmap adopted by March 2005, 18 technical workshops, including 10 preparatory meetings, were convened, in collaboration with the 5 Regional Economic Communities (REC)/Regions, to develop the ASF policy
documents with the technical and financial support of the UN, the EU and G8+ members.

11. Concentration was on the five main domains: Doctrine, Command, Control, Communications and Information System, Logistics, Training and Evaluation and Standards Operating Procedures (SOP). Once approved no amendments shall be effected for 2 or 3 years so that in that period they are tested operationally.

12. These documents were formulated and harmonized to ensure synergy. The process as well as a summary of these achievements is stipulated below. They are “living” documents, which means, like any other policy documents, they shall constantly be amended at appropriate stages. Workshops were held in which all regions participated and formulated the draft policy documents. The workshops were financially supported by the international donor partners. The key policy principles developed as the outcome of workshops in each area of works are described in summary as follows;

ASF Doctrine

13. The workshop, hosted by the Southern Africa Development Community (SADC), was held in Windhoek, Namibia, from 27 February to 3 March 2006.

14. The Draft Doctrine;

- Describes the general policy for conducting an AU peace support operation (PSO).
- Provides an overview of the changing global attitude towards conflict.
- Highlights the universal acceptance of the mutually supporting roles that both civilian and military elements must play within a PSO.
- Gives an understanding of the strategic context within which a PSO is conducted before defining the nature, fundamentals and principles of PSO, and describes the planning considerations, the different components of the ASF and their missions and tasks.
- Recognises the two main categories of techniques are used in PSO: consent and control prior to conduct of a PSO campaigning, including the development of an integrated PSO Plan.
- Provides for the legal dimension of PSO.

ASF Training Policy

15. The workshop, hosted by the Economic Community of Central African States (ECCAS), was held in Luanda, Angola, from 7 to 11 March 2006. Two main documents were produced during the workshop: ASF Training Policy and ASF Training Standard. The aim of ASF training is to prepare designated military forces, police officers and civilians to conduct PSO within a multinational environment.
16. The Draft Training Policy provides;

- That the objectives of the training are one hand to provide all ASF personnel with the technical, tactical and specialized knowledge in a multinational environment and in the other hand to enable the Planning Element (PLANELM) to plan and execute a UN type of mission including the reconnaissance, mounting, deployment and employment of up to a brigade-size force, including police and civilian components in a mission area.

- That Training is, amongst other resources, the main tool to improve operational readiness and responsiveness.

- It proposes 4 levels: basic training, basic PSO training and staff officers and specialist training,

- That the goal of the PLANELM training should be to prepare for the brigades Commanders cohesive staff elements with a high level of readiness and rapid response capability which will allow the Commander to exercise functional command and control over a diverse multinational force tactical formation.

- That an annual Training Plan will include the specialised training that should be conducted, based on the needs as determined by the PLANELM.

- That the ASF training will be conducted under the guidance of the African Union, the REC and Member States respectively.

ASF Training Standards

17. This Draft Training Standards provides;

- Guidance concerning operational preparations and the training of RECs personnel.

- General guidelines for PSO, including the specific tasks in which ASF members need to be trained.

- Divides training for PSO has been divided into three stages: The first and second stages are conducted before participation in PSO missions and are common to all personnel and to units. The third stage is training given to individuals and units in the operations area.

- The First Stage (Elementary Training for PSO) provides units and specialists, the knowledge and general techniques required for PSO. It can be provided way ahead of any operation and should be terminated before a mission is announced. It will be done in accordance with UN Standard Training Module (STM) 1
• The Second Stage (Mission oriented PSO Training (pre deployment training)) consists of mission-oriented training which is relevant to a particular peacekeeping mission. Mission-oriented peacekeeping training should be provided before departure and be enriched by continuous training during deployment in the operational area. It will be done in accordance with UN standard training modules.

• The third Stage (Training in the Operation area) is rehearsal and application of the training received before the mission during the first few months in the mission area. It should be followed by integrated joint training supervised at the force level.

• That the standard annual training programme should include conferences for Brigade Commanders, Branch officers, PLANELM and Staff training and Command Post Exercise (CPX) / Field Training Exercise (FTX).

• That exercises and rehearsals should prepare the ASF units for operations and for their evaluation. They provide a framework to validate procedures and systems.

ASF Standards Operating Procedures (SOP)

18. The workshop, hosted by the Economic Community of West African States (ECOWAS), was held in Abuja, Nigeria, from 24 to 28 April 2006. A draft SOP was formulated

19. The Draft SOP provides;

• For appropriate guidelines that are relevant for the command and control of ASF PSO.

• The Personnel SOP provides administrative guidelines to ASF PSO for the formulation of procedures at Military Force and Police service levels.

• The Military Information SOP describes AU policies and procedures affecting intelligence operations, security/force protection and counter-intelligence aspects.

• The Operations SOP provides guidelines on the common areas of operations, from which each PSO could evolve its own unique procedures for mission accomplishment.

• That the Logistics SOP is to serve as a quick reference before consulting relevant Logistic Manual and Logistic Directives.

• That Civil-Military Cooperation (CIMIC) is to fully coordinate civilian and military activities to support humanitarian projects and to achieve the maximum support for the operation.
• Communication aspects will require a lot of planning and coordination that involves defining procedures for various tasks and functions.

• The Public Information SOP is to provide guidelines on the procedures for handling the press throughout the mission.

• The Police SOP provide basic information for AU Police officers to acquaint themselves with the PSO.

• The Civilian Administration SOP defines the organization, the administration and command and the duties and responsibilities of a Civilian Administration Mission.

ASF Logistic Concept

20. The workshop, hosted by EASBRIG which is now coordinated by the Eastern Africa Standby Brigade Coordination Mechanism (EASBRICOM), was held in Mombasa, Kenya, from 27 to 31 March 2006. A Draft Logistics Concept was formulated;

21. The Draft Logistic Concept provides;

• For a conceptual understanding of ASF mission support and seeks to describe logistics requirements for ASF operations, organizational structure for logistics Command and Control (C²) and specific arrangements for the generation and management of logistic functions.

• Recognises Logistics is the science of planning and carrying out the movement and maintenance of forces.

• That Logistics function cover materiel management, supply, maintenance and repair, services, movement and transportation, Infrastructure Engineering for Logistics (IEL), health requirements, finance, budget and contracting, and all related administrative issues.

• That mission support must be taken into consideration at the very start of mission planning and must build on existing logistic practices and resources.

• That ASF components (military and formed police units) will be fully self-sustained during the initial part of an operation to maintain the mission until logistic channels are established and supplies assured.

• That coordination of mission support shall take place in the Joint Logistic Operations Centre (JLOC).

• That Logistic planning must be integrated to include the requirements for military, police and civilian components.
• That the ASF requires an Integrated Mission Support Plan (IMSP) to be developed at the Strategic Level in order to coordinate operational and tactical level logistics, health services support, movement and transportation, funding and reimbursement, procurement, maintenance and repair and infrastructure engineering for logistics constitute the main branches of logistics for PSO.

• That the conduct of logistic operation will involve force generation policy, reception, staging, onward movement and integration, rotation policy, redeployment and recuperation, logistic information management, asset tracking and logistic intelligence.

• That the ASF logistics C2 are required to achieve the operational requirements. The AU and RECs/Regions will retain Full Command over their logistic forces and the level of authority over forces and resources.

**ASF Command and Control**

22. The workshop, hosted by the future Northern Africa Regional Capability (NARC), was held in Cairo, Egypt, from 5 to 12 April 2006. Two main documents were produced during the workshop: ASF Command and Control and ASF Communication and Information System.

23. The Draft Command and Control provides;

• That the nature of ASF missions needs a unified C2 system that could provide compatibility among the components as well as guarantee effective C2.

• That the Peace and Security Council (PSC) is the sole authority for mandating and terminating AU PSO missions.

• That political C2 of missions mandated by the PSC should be vested in the Chairperson of the AU Commission, who should then submit periodic reports to the PSC on the progress of implementation of the relevant mandates.

• The Chairperson of the AU Commission appoints a HoM, a FC, a Police Commissioner, and the Heads of the other civilian components.

• That in large and complex operations the HoM is referred as the Special Representative of the Chairperson of the AU Commission (SRCC). The Force Commander, the Police Commissioner, and the Heads of other Civilian Components will report to the HoM/SRCC.

• That in order to better facilitate the integration of operations, information and logistical support requirements, complex C2 structures shall be established, i.e.: Office of the HoM, Joint Mission Headquarters (JMHQ), Joint Logistics Operations Centre (JLOC), Joint Operations Centre (JOC), and Joint Mission Analysis Centre (JMAC).
ASF Communication and Information System

24. The Draft Communications and Information Systems provides:

- That Communications and Information Systems (CIS) is to defined as the facilities, equipment, procedures, and personnel essential to the Commander for planning, directing, and controlling operations of assigned forces pursuant to the missions assigned. Information Systems (IS) is the organized collection, processing, transmission, and dissemination of information, in accordance with defined procedures, whether automated or manual.

- That the establishment of an effective CIS will involve technical means, as well as the use of supporting communication infrastructure and means. A CIS will need to be established using new and existing equipment commensurate with the mission and C2 requirements of the ASF.

- That compatibility, interoperability, connectivity and frequency management issues will be significant considerations.

- That the ASF Architecture Framework (ASFAF) contains four main types of guidance for architecture description: (1) a detailed description of the product types. (2) A discussion of standard architecture data elements and definitions. (3) Guidelines that include a set of guiding principles and guidance for building architecture descriptions and (4) a process for using the framework to build an integrated architecture description and network.

- That Operational Principles and Communications Principles are the core principles of Communications Planning.

- That Communications Principal Tasks include mainly (a) C2 communication, (b) Cooperation Communications [network] and (c) Logistical Communications, (d) communications structure and (e) communications Infrastructure.

- That it is possible to provide means of communications, networks and systems through two main phases: (a) Phase 1 (until 2007): Brigade level and above and (b) Phase 2 (until 2010): Battalion level and below.

III. OTHER CRUCIAL AREAS OF WORK ADDRESSED

25. The experiences of the AU in mounting Peace Support Operations (PSOs) over the past 5 years has without any doubt revealed challenges and lessons that needed to be addressed without delay. These are drawn from the experiences in the deployments of, among others, the African Union Mission in Burundi (AMIB), African Union Mission for the Support of Elections in the Comoros (AMISEC), African Union Mission in Somalia (AMISOM) and African Union Mission in Sudan (AMIS). Key lessons are the glaring absence of integrated mission planning and deployment and the urgent requirement for a rapid deployment capability. It is against this background that the Commission
identified further ASF policy issues that led to the convening of additional workshops on, \textit{inter alia}; Civilian Dimension, Medical issues, Legal Issues, Logistic Depot Study, Rapid Deployment Capability Concept and a proposed Guide on the Evaluation of ASF brigades.

\textbf{Civilian Dimension}

26. The Workshop on Civilian Dimension was held at the Kofi Anan International Peace Keeping Training Center (KAIPTC) of Accra, Ghana, from 26 August to 1 September 2006, with the assistance of the African Center for the Constructive Resolution of Disputes (ACCORD), and in association with the African Peace Support Trainers Association (APSTA). A Draft Policy Framework on the Civilian Dimension was produced.

27. The Draft Policy Framework on the Civilian Dimension provides;

- A Conceptualisation of the civilian dimension of the ASF
- Identifies a process for the integration of the civilian dimension into the work already undertaken to establish the military component of the ASF.
- A Comprehensive conceptualization of the police, substantive civilian and mission support components of a multidimensional AU PSO.

\textbf{ASF Legal Issues}

28. The Workshop on ASF Legal Issues was held at the AU HQs, Addis-Ababa, Ethiopia, from 10 to 14 July 2006. The workshop addressed legal issues that would affect operationalization of the ASF. The workshop was also aimed at proposing guidelines for the establishment of a legal framework regulating the relations between the AU and the RECs in the context of operationalizing the ASF.

29. The following issues were addressed during the Workshop:

- Ownership of forces (AUvs RECs)
- Employment of forces
- Mandate
- MOU between AU and RECs on the establishment of ASF
- MOU between the AU and UN for the use of ASF

30. The efforts aimed at addressing the legal aspects of the ASF should be seen in the context of the overall relationship between the AU and the RECs/ Regional Mechanisms for Conflict Prevention, Management and Resolution (RMs). In this respect, it is worth noting that, in pursuance of Article 16 of the PSC Protocol, the Commission elaborated a “Memorandum of Understanding On Co-operation in the Area of Peace and Security Between the African Union, the Regional Economic Communities and the Coordinating Mechanisms of the Regional Standby Brigades of Eastern African and
Northern Africa. The MoU, which was signed last January, is part of the efforts to operationalize the African Peace and Security Architecture.

31. As a binding legal instrument between the AU and the RECs and Regional Coordinating Mechanisms, Article 6 of the said MOU goes further to provide that the parties shall work together to make the ASF, as provided for in Article 13 of the PSC Protocol, fully operational. The MOU was signed in January 2008.

**ASF Medical Issues**

32. The Workshop on ASF Medical Issues was held at the AU HQs, Addis-Ababa, Ethiopia, from 12 to 15 September 2006. The aim of the Workshop was to address the main medical issues surrounding the operationalization of the ASF.

33. The following issues were addressed:

- Health aspects pertinent to PSO;
- Medical Chain of command;
- Medical standards for PSO;
- Medical evacuation;
- Policy and strategies;
- Medical logistics policy;
- Humanitarian and disaster management;
- Medical training;
- Field hospital;
- Medical threats; and
- Legal and financial issues.

**ASF Logistic Depot Study**

34. The Workshop on Logistics, held in March 2006, proposed a further development of the ASF Logistic Depots concept based on the initial proposal of establishing ASF logistic depots in all the 5 regions of the ASF. On January 2007, a mixed technical assessment team, designated as “ASF Study Team (ST) on Logistic Depots”, and composed of members from AU, Regional Economic Communities/Regions, UN and G8+, was formed to determine the feasibility of establishing 5 logistic depots in Africa.

35. The aim of the study was to provide a document in order to elaborate an appropriate concept for logistical infrastructure and re-supply system, including ASF Logistic Base (LB). The study included, inter alia, principles and criteria regarding the establishment and location of LB, ownership and relation with RECs/Regions, organization and management, equipments and logistic supports to ASF brigades, specialist training, cooperation with external actors and funding. It finally proposes different options for the establishment of the ASF LB outlining the advantages and disadvantages of each of them.
36. After defining the ASF Logistic Depot concept, the study addressed the following issues:

- Logistic base characteristics:
- Logistics support by scenario;
- Logistic requirement per scenario;
- Assessment of RECs/Regions shortfalls;
- Mode of logistic support;
- Equipment to be centrally stored;
- Logistic base location criteria;
- Description and recommendations of proposed sites for lb;
- Potential functions of logistic base;
- Potential organization chart of logistic base;
- Potential funding of a depot; and
- Cooperation

Rapid Deployment Capability

37. A workshop on Rapid Deployment Capability (RDC) was held at the ECA HQs, Addis-Ababa, Ethiopia, from 24 to 27 July 2007. The purpose of a robust rapid deployment capability is to enable the AU to insert a force into a crisis area in order to stabilize the situation and to neutralize the centre of gravity of the source of the crisis, deployable 14 days after the PSC has proposed rapid intervention.

38. The roles envisaged for the RDC are the following:

- Rapid deployment under Scenario 6 (intervention);
- Rapid deployment to start up a scenario 4 to 5 missions;
- Rapid intervention to stabilize a situation;
- Rapid deployment in support of an existing mission;
- Rapid support to provide humanitarian relief.

39. The RDC concept addresses the following:

- Purpose of Rapid Deployment.
- Principles for Rapid Deployment, and
- Criteria for Rapid Deployment Capabilities.
- Tasks.
- The Concept.
• Concept of operations.
• Requirements.
• Organization.
• Development of the RDC.
• Command and Control.
• Assumptions.
• Strategies, and
• Options.

40. The following conceptual framework was proposed:

• The RDC should be an integral part of the Regional Standby Forces (RSF). RECs will provide a RDC from within their designated RSFs at fourteen days notice to move.

• An RDC should where possible be based on a single region.

• There should always be two RDCs on standby. The political realities, where it might not be desirable to deploy a particular RDC within that region, will necessitate the availability of a second RDC on standby at any one stage. The required continental roster system should be coordinated by the AU, the regional rosters by the RECs themselves, possibly using the lead nation concept.

IV. STATUS OF REGIONAL ASF BRIGADES

41. The assessment of the progress of regional brigades as stipulated below is by no means comprehensive or exhaustive as the Commission has yet to conduct a systematic assessment. However, the information is merely indicative in terms of the key areas in which the RECs should have progressed.

EASBRICOM / EASBRIG

42. The status of the Eastern Brigade is briefly reflected in the diagram below: The Eastern Africa Standby Brigade Command (EASBRICOM) will present itself a more comprehensive report on its present status.
43. The status of the Central Brigade is briefly reflected in the diagram below: ECCAS will present itself a more comprehensive report on its present status.

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ECOWAS / ECOBRIG

44. The status of the Western Brigade is briefly reflected in the diagram below: ECOWAS will present itself a more comprehensive report on its present status.

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</tr>
<tr>
<td>PLANELM (Mission Planning Management Cell)</td>
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</tr>
<tr>
<td>Brigade HQ (Task Force HQs)</td>
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</tr>
<tr>
<td>Pledged Units</td>
<td>✓</td>
</tr>
<tr>
<td>Civilian Components</td>
<td>On-going</td>
</tr>
<tr>
<td>Centres of Excellence</td>
<td>✓</td>
</tr>
<tr>
<td>Standby Roster</td>
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</tr>
</tbody>
</table>

### NARC / NASBRIG

45. The status of the Northern Brigade is briefly reflected in the diagram below: the North African Capability (NARC) will present itself a more comprehensive report on its present status.

<table>
<thead>
<tr>
<th>Framework Documents</th>
<th>Indication</th>
</tr>
</thead>
<tbody>
<tr>
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<tr>
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<td>×</td>
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<td>Brigade HQ</td>
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<td>Pledged Units</td>
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<td>Civilian Components</td>
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<td>Centres of Excellence</td>
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</tr>
<tr>
<td>Standby Roster</td>
<td>×</td>
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</tbody>
</table>

### SADC / SADCBRIG

46. The status of the Southern Brigade is briefly reflected in the diagram below: SADC will present itself a more comprehensive report on its present status.

<table>
<thead>
<tr>
<th>Framework Documents</th>
<th>Indication</th>
</tr>
</thead>
</table>
V. RECOMMENDATIONS

47. The following are recommended as an outcome of the entire 2 years of initial policy development phase of the ASF.

Training & Evaluation Workshop

- A need to carry out training needs analysis (TNA) for the ASF through the outsourcing of one of the centers of excellence.

- AU should hold bi-annual donor coordinating meetings to ensure smooth co-ordination and limit duplication of international training assistance to the ASF;

- AU and RECs/Regions should request the involvement of partners in the exercises they will organize.

Logistics Workshop

- There should be a chapter on medical issues/medical evacuation. This work requires medical expertise to develop;

- There should be a chapter on contracting/procurement which, like the medical section, will require specialist expertise to develop;

- A medical support plan is required. This should be completed by medical experts;

- A Logistic Command and Control concept should be developed;

- Work should be carried out to define, build, organize, and maintain a Logistics Depot;

- A workshop on logistics for non-military Components should be held;
• Procurement/Financial Manual and Guidelines should be formulated;

• The ASF should develop a standard Brigade TOE based on TCCs/ PCCs existing capabilities;

• The ASF TNA process should include logistics training;

• Appointment of a Logistic Working Group by the AU to further refine the ASF Draft Logistic Manual.

Standard Operating Procedures Workshop

• A naval expert is to be contacted to provide the input regarding Maritime Operations in PSO.

• The document on Security (Civilian) needs to be forwarded to DSS (Department of Security and Safety) at the UN for study and comments.

• Additional SOPs specifically on Air Operations, Maritime Operations, Police (FPU), and Civilian component are to be produced.

• The need for policy on compensation for death and injury was identified.

• The relationship between Military Police and AU Security has to be clarified. Furthermore, the need to have operational AU Security Department with clearly defined responsibilities was also recommended.

• There is a need to develop and implement necessary regulations for field security, driving and language tests for Observers/Monitors particularly with reference to the latter.

• There is a need for a separate Finance Working Group to deal with detailed financial regulations in the document.

• A chapter on Medals and Awards needs to be included in the SOP.

• Medical, physical and if necessary academic standards should be developed and incorporated in the Personnel Chapter

• The concept of Police operations is integrative. However, logistics support financing and the security arrangements within Police must be identified within the ASF.

• The need for an Information Security (INFOSEC), Early Warning (EW) or Communication Security (COMSEC) Officer should be addressed.
Responsibilities and tasks related to INFOSEC should be defined and proper staff branch selected.

- Continued refinement of the "Communications" infrastructure will occur as capability requirements and gaps are identified.

- Chapter 7/ Public Information as can be used by the civilian components and the police component.

- Geomantic support is a specialized area involving production of maps, printing, photographs, conducting geographic analysis etc. Knowledge of the ground and the mobility is of paramount importance for the planning and execution of military operations and the ability to acquire, validate, print and distribute maps is an important capacity. Therefore it is recommended that this capacity should be developed for future ASF deployments.

- Information security has to be synchronized between Military Information, Communications, and Command and Control.

- The creation of a generic ASF MI branch has to be further discussed and developed and the result has to be incorporated in chapter 2.

- Sharing of responsibilities between the branches concerning force protection and security issues has to be further discussed and clarified.

- The EU also reiterated its offer to provide EU public and classified documentation on PSOs to the AU and RECs. However procedures to release classified documents will be initiated upon request.

Command and Control - Command Information System Workshop:

- The AU should investigate the AU acceptance of the HF network installation and disseminates the findings to RECs

Civilian Dimension Workshop

Immediate Priorities

- The Financial Workshop should pay special attention to the reinforcement of financial management and accounting procedures.

- An implementation plan should be develop to identify a timelines to operationalize recommendations.
Short-Term Priorities

- To initiate studies regarding (a) Training Needs Analysis for PSO, (b) Multidimensional/Integrated Mission Management Structures and Processes; and (c) to determine whether the existing AU human resource processes, including gender mainstreaming, are adequate for the recruitment, selection, evaluation, leave and wellbeing of AU PSO mission staff.

- To develop a comprehensive policy on Conduct and Discipline, including a clear definition on Sexual Exploitation and Abuse (SEA)

- To include in the ASF Doctrine the General Principles for PSO operations (e.g. respect for human rights and international humanitarian law), with emphasis on gender mainstreaming and child protection.

Medium-Term Priorities

- To develop, or outsource the development of, an AU PSO civilian standby roster, consisting of existing civil servants of AU Member States, Regional Mechanisms, other African intergovernmental bodies and civil society.

- To explore the establishment of a Rapid Deployment System for AU Commission staff, with a view to deploying a start-up mission headquarter with core military, police and civilian functions for a period of 60 to 90 days.

Legal Issues Workshop

- To elaborate MOU between the AU, UN, ECCAS, ECOWAS, SADC, EASBRICOM and NARC which spells out obligations of all parties in relation to the standby mechanism and force generation, force structure, AU operations, funding mechanisms for the ASF, management of the ASF and RECs assets, code of conduct, etc…

- To elaborate Agreements between the AU, the UN and other international organizations on the use and operations of the ASF capabilities.

- To develop model of SOMA/SOFA and other hosting agreements for ASF assets.

- To develop a comprehensive policy on ASF procurement, management, storage (logistic bases) and use of assets (own, donated, and otherwise acquired).

- To develop a doctrine and policy on Claims, Compensation, Insurance.

- To undertake, in collaboration with RECs and Regional brigades, when necessary, a fact-finding mission to assess and identify regional capabilities that would impact on the establishment of the ASF.
Medical Issues Workshop

- Standards should be set to include pre-deployment, in-theatre and post-deployment training on medical issues.

- To organize a workshop to define the medical concept for the scenarios stipulated in the ASF mandate. A work-group must be tasked to prepare for the workshop.

- To accept disaster relief operations as the seventh scenario of the ASF.

- To include a medical component within a PSOD Training unit.

- To establish a database on available training capabilities within the continent.

- To explore training opportunities in other countries and partner organizations.

- To conduct an after action review meeting to focus on lessons learnt from past regional and AU missions.

- To hold a meeting with representation from medical, legal and medico-legal personnel to discuss medico-legal aspects.

- To task a sub-group of the participants at the medical workshop to consider the medical financial requirements.

Logistic Depot Study

48. After assessing the advantages and disadvantages of each logistic support mode, the following recommendations, aimed at the establishment of ASF Logistics Capability, were made in the order of preference shown:

i. One Continental Base and three regional depots (Option C)

ii. One Continental Base and two regional depots (Option D)

iii. One Continental Base and four regional depots (Option B)


- Designation of a team to develop policy documents (SDS, SOP, directives etc.), September 2007
Reshaping of PSOD structure, in line with identified functions of logistics base (procurement, contracting, finance, etc..) so as to be able to assume all these responsibility as the pertain to peace support operation of the ASF.

Rapid Deployment Capability

49. Within a range of 3 options, the recommended option is the one based on the following:

a. Force on standby;
b. Drawn from either the AU or Region; and
c. Co-located at Mounting Base before deployment.

VI. WAY FORWARD

Adoption of Policy Documents

50. The following are key implementation tasks that should guide the way ahead;

- The policy documents, including Doctrine, SOP, Training Policy and Training Standards, Logistic Concept, Command and Control, and Command and Information System are ready to be officially adopted, and implemented.

- The documents should not be amended in the next 2 or 3 years after endorsement so that in the same time they are tested and evaluated. This step will then lead to a subsequent step to effect any identified amendments.

- All of the above recommendations shall constitute an ASF Roadmap II which should be implemented in the period 2008-2010.

- The proposed ASF Implementation Training Plan will be implemented as key component of the ASF Roadmap II.

Funding for Peace Support Operations

51. Closely related to the operationalization of the ASF is the issue of the funding of AU-led Peace Support Operations. The AU depends overwhelmingly on its partners for the funding of its peace support operations. So far, the only predictable source of funding is the Africa Peace Facility (APF) established by the EU at the request of the AU for the period 2004-2007. An agreement has been reached for the establishment of a new facility amounting to 300 million Euros for the period 2008-2010, that being the implementation period of the first Joint Africa-EU Action Plan. Furthermore, efforts are underway within the context of the partnership with the G8 members to establish a complementary peace facility that will increase the amount of resources available for African-led peace support operations as well as cover items that cannot be funded from
the APF. The AU has also made a request for the United Nations to provide funding, through assessed contributions, for AU-led peace support operations undertaken with the consent of the United Nations Security Council.

52. At the same time, it is critical member States contribute more significantly to the funding of AU-led peace support operations.

**ANNEXES:**

- Annex A: ASF Doctrine
- Annex B: ASF Command & Control
- Annex C: ASF Command Information System
- Annex D: ASF Logistic Concept
- Annex E: ASF Standard Operating Procedures
- Annex F: ASF Training Policy
- Annex G: ASF Training Standards
- Annex H: ASF Evaluation & Validation and Centres of Excellence
- Annex I: Civilian Dimension Policy Framework
- Annex J: Medical Aspect Workshop Report
- Annex K: Legal Aspect Workshop Report
- Annex L: ASF Rapid Deployment Capability Concept
- Annex M: Executive Summary of ASF Policy Documents
- Annex N: ASF training Implementation Workshop Report
- Annex O: ASF Training Plan 2008-2010