COST AND STEPS FOR ESTABLISHING AND OPERATIONALISING THE AFRICAN STANDBY FORCE

EXECUTIVE SUMMARY

1.   This paper presents an indicative budget and practical steps for establishing and operationalisation the African Standby Force (ASF) for an initial three-year period.

2.   Operationalising the ASF will require the meeting of five key priories:

   a.   The establishment of a Planning Element (PLANELM) at the continental level at the Commission of the African Union (AU) in Addis Ababa (estimated cost US$3 837 560 in year one and US$2 825 000 per annum thereafter);

   b.   The establishment of PLANELMs at Regional Economic Communities (RECs) (estimated cost US$803 700 in year one and US$654 200 per annum thereafter);

   c.   The establishment of a mission headquarter (Bde HQ) level management capacity within each REC (estimated cost same as for sub-par b above);

   d.   The completion of three technical studies on: a continental logistic system; Command, Control, Communications and Information Systems (C3IS); and training support for the ASF (estimated cost US$200 000 each, included in the budget for the AU PLANELM in sub-par a above); and

   e.   The development and population of the ASF standby system by units and staff at the appropriate levels of readiness.

3.   Practically only the costs for sub-par 2.a. should be included in the budget of the African Union since the costs for each region will differ and be borne by the RECs, Member States and donors through various mechanisms.

COST AND STEPS FOR ESTABLISHING AND OPERATIONALISING THE AFRICAN STANDBY FORCE

Prepared by the Institute for Security Studies, October 2004

I. BACKGROUND

1.   Article 13 (1) of the Protocol Relating to the Establishment of the Peace and Security Council makes provision for the creation of an African Standby Force (ASF). The Assembly of the African Union, in their Third Ordinary Session from 6 to 8th July 2004 approved the Policy Framework Document on the establishment of the African Standby Force (ASF) and the Military Staff Committee (MSC), and appealed to the International Cooperating partners of the AU, in particular the G8, the EU and the UN, as well as the bilateral partners, to provide the support required to facilitate the establishment of the ASF and the MSC.

II. PURPOSE AND SCOPE

2.   The purpose of this memorandum is to give an overview of the process of establishing and operationalising the ASF and provide an associated indicative costing outline.

3.   Apart from presenting the planning and other points of departure for the planning, Annex A presents an indicative budget. The memorandum is structured as follows:

      a.   Phases of establishing the ASF

      b.   Fundamentals of the ASF Policy Framework

      d.   The Status of Implementation Efforts

      e.   Implementation Roadmap and Key Steps

      e.   Collaboration and Co-operation

      f.   Financial need and support: funding the ASF project

III. PHASES OF ESTABLISHING THE ASF

4.   According to the ASF Policy Framework, the establishment of the ASF is to follow the following two phases:

      a.   During **Phase One** (up to 30 June 2005), the AU's key objective is to establish a strategic level management capacity for

Scenarios 1-2 missions[1], while Regional Economic Communities (RECs) complement the AU by establishing regional forces up to a brigade level grouping to achieve Scenario 4 capabilities.

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

IV. FUNDAMENTALS OF THE ASF POLICY FRAMEWORK

12. The following issues and aspects are fundamental to the ASF Policy Framework (it needs to be noted that REC planning is not always in line with these guidelines due to regional specificities):

a. **Legitimate political capacity to mandate a mission:** the AU and RECs constitutes a legitimate mandating authority under Chapter VIII of the UN Charter. In this context, it is to be expected that while the AU will seek UN Security Council authorisation of its enforcements actions, the RECs similarly will seek both UN and AU authorisation of their interventions.

b. **Multidimensional strategic level management capacity:** this requires the establishment of a nucleus of 5-officer PLANELMs during Phase 1 (and eventually up to 15 officers), to be responsible for effective pre-deployment management of the ASF and its regional standby brigades. As discussed elsewhere, the AU PLANELM should be constituted as a 15-person unit during Phase 1 in the light of current pressing engagements.

c. **Mission HQ level management capability:** this is in the form of regional brigade HQs, established during Phase 1 by a nucleus of 5 officers augmented by non-permanent brigade HQ staff on standby in the respective member states.

d. **Mission components:** these will comprise civilian, military and police capabilities, consisting of observers, individuals and formed units, on standby in their countries of origin ready to be deployed at relevant notice of readiness, using a system of On Call lists as appropriate. Since the routine preparation and training of the ASF components is a national responsibility Member States will be required to:

i. Nominate and name the Standby Brigade HQ staff and populate the standby database.

---

[1] As defined in the approved Policy Framework Document.

      ii.   Nominate standby units including the completion of the standby database.

      iii.   Nominate, name and populate the AU CivPol standby database.

      iv.   Nominate, name and populate the AU Milobs standby database.

e.   **Training and doctrine:** to obtain a multinational peace operations capability, the ASF will use standardized doctrine that is consistent with that used by the UN (such as the UN Multinational Peacekeeping Handbook), and complemented by African specificity. Among others, ASF training will make use of regional centers of peacekeeping excellence.

f.   **ASF Logistical concept:** this will involve a combination of a system of AU and RECs military logistical depots, and/or donor-held equipment that will be committed in times of need, to gain rapid deployment and mission sustainability. In addition, the AU will be expected to reimburse Troop-Contributing Countries (TCCs) at appropriate rates and in a timely manner.

g.   **Command, control, communications and information (C^{3}IS) systems:** it is expected that the ASF will depend upon an appropriate Africa-wide interoperable C^{3}IS integrated infrastructure, linking deployed units with mission HQs, as well as with the AU, PLANELMs and regions/RECs.

h.   **Funding:** it is critical that the AU should have secure sources of funding to cover the cost of the structures of the ASF, including pre-deployment activities such as training, as well as the activities of the PLANELMs and regional brigade groups; secure sources of funding will also be critical before mandating an ASF operation.

V.   THE STATUS OF IMPLEMENTATION EFFORTS

5.   Progress at continental level has been complicated by severe resource limitations, the transition within the Commission of the African Union and the ongoing crisis in Dafur (reparations for the African Union Mission in Sudan – AUMIS I and II). Section VI below proposes practical steps on the way forward.

6.   To provide for multidimensional strategic level management capability, the ASF Policy Framework requires the establishment of 15-person PLANELMs at the AU HQ and at each of the RECs HQs, funded from Member State contributions. The 1st AMOD Meeting recommended the phased establishment of these PLANELMs with an initial nucleus of only 5 officers, to be responsible for effective pre-deployment management of the ASF and its regional standby brigades during Phase 1.

7. At the regional level progress includes the following:

    a. In Eastern Africa, the Ministers of Defence and Security convened their first meeting in Addis Ababa, from 15-16 July 2004, to discuss the recommendations of the meeting of Eastern African Chiefs of Defence Staff (Jinja, Uganda, 13-14 February 2004). At the end of their deliberations, the Ministers agreed on a number of mechanisms relating to the framework for the Eastern African Standby Brigade (EASBRIG), notably the decision-making structure, standby brigade HQ (proposed to be located in Ethiopia), PLANELM (proposed to be located in Kenya), troop contributions, regional centers of excellence at tactical, operational and strategic levels, logistic base (co-located with the brigade HQ in Ethiopia), etc. Decision-making structures will consist of an Assembly of Heads of State and Government, Council of Ministers of Defence and Security and a Committee of Chiefs of Defence Staff. The meeting also set timelines and stipulated the convening of expert workgroups to provide clarity on additional issues. The workgroups have since convened in Jinja, in August 2004. Subsequent to this meeting, the Ministers held their second meeting in Kigali from 6-10 September 2004 to adopt the draft policy framework, MOU and budget for EASBRIG that now await approval by Heads of State. According to the framework document the following countries will contribute to EASBRIG, namely Comoros, Djibouti, Eritrea, Ethiopia, Kenya, Madagascar, Mauritius, Rwanda, Seychelles, Somalia, Sudan, Tanzania and Uganda.

    b. In West Africa, the Defence Staff Committee (DSC), meeting in May 2004, proposed the concept and structures for the ECOWAS Standby Brigade. The recommendations were subsequently amended and approved during the 9th Ordinary Defence and Security Commission held in Abuja from 17-18 June 2006, now providing for a 1,500-strong ECO Task Force (ETF) that could be deployed in 30 days (and be fully sustainable for 90 days) and a ECO Main Brigade (EMB) that could follow within 3 months (and also be fully sustainable for 90 days), to bring the strength up to 6,500. There would be a reserve component of 1,500 all ranks to the Main Brigade. The DCS also identified operational military requirements for the establishment of the force. Following a meeting in Accra from 28-30th September 2004, during which 13 of the 15 ECOWAS countries pledged troops, the region is planning to hold a donor conference in Abuja on 22nd November 2004. Logistic bases are to be established in Mali and Sierra Leone. West Africa already has three regional centres of training, namely the French training school responsible for tactical training recently located to Bamako in Mali, the Koffi Anan International Peacekeeping Training Centre (responsible for operational level training) in Accra, Ghana, and the Nigeria War College (at the

strategic level) in Abuja, Nigeria.

c.   In Southern Africa, Staff of the operations sub-committee of the SADC Interstate Defence and Security Sub-Committee (ISDSC) met in Lesotho, from 21-23 April 2004, to prepare recommendations for adoption by SADC Chiefs of Defence Staff. The SADC Summit in Mauritius in August 2004 subsequently took a formal decision to establish a regional standby brigade. To this end, the Summit directed that the operations sub-committee take the issue forward and a working group of experts are now engaged on the matter.

d.   In Central Africa, the ECCAS Chiefs of Defence Staff adopted standing orders for the organisation, structure and budget of the Central African Multinational Force (FOMAC) in July 2004. The FOMAC standby force will be composed of army, naval and air force units, police, gendarmerie contingents and civilian modules from 11 member states. FOMAC will vary in size from one to three brigades with air and naval units. Given budgetary constraints, the ECCAS CDS opted to start with the formation of a light brigade of 1,600 men. The monthly cost per country is estimated at US$102,000. This force will be upgraded to 2,262 troops to comply with the AU standard against an estimated monthly budget of US$145,000 per member state. In the event of engagement on behalf of the United Nations or African Union, these organisations should provide for logistics and funds. The Council of Ministers and the Summit of Head of States are expected to endorse the proposal and appoint officials and officers to various posts before the end of 2004.

e.   No information is available on progress in the Northern region.

8.   At present progress in the operationalization of the ASF is uneven at continental and at REC level, and occurs in the absence of a common policy framework and guidance, due to capacity constraints and urgent crises, Dafur in particular.

VI.   <u>IMPLEMENTATION ROADMAP AND KEY STEPS</u>

9.   Given the pressure currently experienced by the Commission with AUMIS I and the proposed AUMIS II in Dafur (and its proposed associated 12 and 32 person integrated Management and Planning Cells respectively), the AU PLANELM should be constituted as a fully functioning 15-person unit from the start. The AU HQ should therefore requests the secondment of experienced officers from African Member States serving on the PSC. The officer should be selected with expertise on communications, operations, logistics, standby plans and coordination, and training.[2]

---

[2] The budget summary (Table 1) and Annex A assumes that all staff serving as part of the AU

10.   The AU PLANELM thus constituted is to undertake and finalize the following tasks:

   a.   The development of the AU PLANELM staffing and equipment tables including proposed On Call military staff reinforcement system for the AU PLANELM.

   b.   The initiation, accompaniment and completion of key studies on the continental logistic system, continental C^3IS system and continental training concept.

   c.   The provision/organization of training of the AU PLANELM.

   d.   Assume planning for AU missions including Dafur

   e.   Determine Standard Tables of Equipment (TOEs) in conjunction with RECs/Regions.

   f.   Development and implementation of continental standby system, including link to the UN Standby Arrangement System.

   g.   Initiate and coordinate the drafting of MoUs, Letters of Exchange, etc in conjunction with the AU Legal Department and RECs/Regions.

   h.   Draft SOPs for the ASF in conjunction with RECs/Regions.

   i.   Elaborate/draft doctrine for the ASF in conjunction with RECs/Regions.

   j.   Elaborate/develop standardized training modules in conjunction with RECs/Regions including participation in a Command Post Planning Exercise.

11.   In accordance with its mandate, the ASF will fill the gap in the run up to and/or after the signing of a comprehensive ceasefire and a UN Security Council mandate, for the deployment of a UN peace operation. In acting on behalf of the UN and the wider international community, the AU requires appropriate support. AU and RECs efforts should be guided by the following critical steps during Phase 1:

   a.   **Step 1 (1 November 2004)**. Immediate establishment of the nucleus of 15 officers for the PLANELM at the AU HQ to enhance the management capability of the Peace and Security Directorate and the PSC, and the initiation of parallel planning

---

PLANELM are on the AU payroll. The ISS had earlier proposed a two phased establishment of the AU PLANELM with phase one consisting of a requests for the attachment of three experienced officers (logistics, communications and ops/training) from the UNDPKO and/or SHIRBRIG until the end of Phase 1 on 30 June 2005. Costs were to have been borne by the UN and SHIRBRIG. 'Non-Paper on the Operationalization of the ASF' during April 2004.

and preparatory processes regarding training, logistics, communications and legal matters (see par 10 above).

b.   **Step 2 (31 December 2004)**. Establishment and location of REC/Regional PLANELMs to provide guidance on the structure and region-specific requirements for the establishment of the regional standby brigades.

c.   **Step 3 (31 January 2005)**. Appropriate decisions by RECs/Regions to establish a regional standby brigade, including the composition and location of the brigade HQ, regional political and military command and control framework (where required) and its relationship with the AU HQ PLANELM and with the AU PSC.

d.   **Step 4 (31 January 2005)**. Concrete offers from member states and regional consensus to contribute resources to the regional standby brigade, augmented with complementary offers by other member states.

e.   **Step 5 (28 February 2005)**. Identification of shortfalls in the resources contributed by member states; to be undertaken by regional brigade HQs and PLANELM, through verification visits and staff checks.

f.   **Step 6 (31 March 2005)**. Rectification of shortfalls in the resources of the regional brigades through a number of solutions.

VII.   COLLABORATION AND COOPERATION

12.   The AU's traditional collaboration with the UN, the international community and Partners needs to be maintained and deepened, to meet the aspirations and needs of the AU. Partners should seek to bridge the gap in the capabilities of the AU system. In this respect, the following priorities are underscored:

a.   Establishment of pre-deployment structures of the ASF, namely PLANELMs and regional brigade HQs, together with relevant activities and running cost of these structures.

b.   Establishment of AU and regional logistical bases (once the ASF technical study on logistics is complete) together with mechanisms for the committal of donor-held equipment to ASF missions, including strategic air- and sea-lift.

c.   ASF training of regional brigade groups, including support to regional centers of excellence for training, and allocation of vacancies to ASF staff for external training (once the technical study on the ASF training concept is complete).

d. Endowment of the ASF Trust Fund/Peace Fund/accessible financial support to support short-term ASF deployments and sustainment contingencies, as and when necessary, pending deployment of a UN force.

VIII. FINANCIAL NEED AND SUPPORT: FUNDING THE ASF

13. **External support.** Throughout the evolution of its peace and security agenda, but especially since the inception of the OAU Mechanism for Conflict Prevention, Management and Resolution (1993), the OAU and AU have been supported by international partners. In respect of the more ambitious construction of its current peace and security architecture, support from African partners will be crucial in a number of areas including the provision of training, equipment, air transport and operational costs. To this end the ASF Trust Fund has been established with a view to receiving voluntary contributions from both AU member states and AU Partners, to cover the cost of establishing the ASF, as well as its deployment, operational and reimbursement costs, within specified periods. This fund will be augmented by arrangements such as the EU Peace Facility.

14. **Indicative Budget.** A one-year indicative budget is attached as Annex A for the following components of the ASF, and summarized in Table 1 below:

a. The PLANELM at AU and REC level; and

b. Brigade headquarters at REC level.

Table 1: Summary Indicative Budget for PLANELM and Bde HQ (US$)

	Year 1	Year 2	Year 3	Total
PER REC PLANELM	803,700	654,200	654,200	**2,112,100**
PER REC BDE HQ	803,700	654,200	654,200	**2,112,100**
AU PLANELM	3,837,560	2,825,560	2,825,560	**9,488,680**
TOTAL	**5,444,960**	**4,133,960**	**4,133,960**	**13,712,880**

Notes:

No capex in years two and three.

AU PLANELM staff are assumed to be on the AU payroll while REC PLANELM and Bde HQ staff are seconded on full pay by REC member states.

No allowance has been made for inflation.

Staffing levels are five per Bde PLANELM and Bde HQ and 18 for the AU PLANELM.

15. The figures summarized in Table 1 are conservative and can be compared to the estimated costs for EASBRIG of US$873,812 for the EASBRIG Bde HQ and US$860,683 for the EASBRIG PLANELM for Year One. Figures for subsequent years (excluding CAPEX) would be around US$290 000 less for each. Increases in staffing (from the core of 5 staff members) for the regional PLANELMs and Bde HQs will have an obvious increase in the budget.

16. The budget in Annex A and Table 1 above excludes the following:

a. Costs for the establishment of the logistical support system for the ASF (regional depots, etc). The indicative logbase budget for EASBRIG is US$391 775 for the first year (including US$188 360 capex) after host country Ethiopia has provided office furniture and an appropriate building free of charge.

b. Costs for support to regional training centres of excellence. These can only be determined as an add-on once an analysis has been completed regarding current capabilities, training requirements and the subsequent shortfall. For example the three regional centres of excellence in ECOWAS (in Mali, Ghana and Nigeria) are all operational and funded, mostly through donor assistance.

17. **Practical Budget.**

a. Practically the ASF will not be established in one top-down and integrated process. Each REC (with support from international partners) is expected to fund its own Bde HQ, PLANELM, regional centre(s) of excellence, regional logistical bases, Milobs and CivPol. And even then only three RECs appear to be making substantive progress, namely ECOWAS, IGAD and SADC.

b. The AU and/or RECs need to provide for three technical studies (on logistics, doctrine/training and C3I) to determine the continental/REC framework for each. An earlier ISS study estimated that these could be completed at US$200 000 per study at the continental level. Costs for these studies have been included in the first year of the AU PLANELM budget.

c. No provision has been made for the establishment and management of the central standby system since no decision has been taken on a centralized or decentralized standby system.

d. No specific costs relating to MilObs and CivPol on standby at continental or REC levels have been included since there is a lack of clarity on the nature of their engagement.

e. No provision is made for operational/deployment costs on the assumption that facilities such as the ASF Trust Fund, regional funds, the Peace Fund and/or EU Peace Facility will cover the operational/deployment costs.

f. Finally, and crucially, these figures assume that the forces on standby in TCC's are equipped, trained and combat ready.

ANNEX A

STANDARD COSTS FOR PLANELM AND BDE HQ AT REC LEVEL

Item No	Item Description	Unit Cost	Qty	Total Cost	Sub-Totals	Remarks
1	**OFFICE INFRASTRUCTURE**				132,200	
1.1	Office Rentals RECs	0	0	0		Provided by Host
1.3	Phone/Fax & Satphone.	2,500	12	30,000		
1.4	Postage & Courrier	1,000	12	12,000		
1.5	Electricity/Water	1,000	12	12,000		
1.6	Internet (Website) services	500	12	6,000		
1.7	Office consumables	500	12	6,000		
1.8	Cleaning services	750	12	9,000		
1.9	Vehicle maintenance	3,000	12	36,000		
1.10	Hospitality	500	12	6,000		
1.11	Bank Charges	500	12	6,000		
1.12	Library acquisitions	500	12	6,000		
1.13	Software licences	1,000	1	1,000		
1.14	Subscriptions	2,200	1	2,200		
2	**STAFF SALARIES AND ALLOWANCES**				0	
2.1	All staff seconded from Member States	0	0	0		Seconded
3	**CAPEX**				149,500	
3.1	Fax/copier/printer-in-one	2,000	1	2,000		First year only
3.2	Scanner	2,000	1	2,000		First year only
3.3	Laptop	2,000	5	10,000		First year only
3.4	Desktop PC (Office Assistants)	1,000	1	1,000		First year only
3.5	Digital camera	1,000	1	1,000		First year only
3.6	GSM Mobile Phone Handsets	500	2	1,000		First year only
3.7	Satphone sets	2,500	1	2,500		First year only
3.8	Toyota Land Cruiser	40,000	2	80,000		First year only
3.9	Toyota Mini Bus	25,000	1	25,000		First year only
3.10	Toyota Saloon	15,000	1	15,000		First year only
3.11	Additional furnishing/Furniture	10,000	1	10,000		First year only
4	**SEMINARS/WORKSHOPS/MEETINGS**				287,000	
4.1	Seminar	73,000	1	73,000		
4.2	PLANELM quarterly meetings	18,000	4	72,000		
4.3	Annual REC CDS meeting	20,000	1	20,000		
4.4	PLANELM Joint Staff Workshop	26,000	2	52,000		
4.5	Miscellaneous international travel	20,000	1	20,000		
4.6	Study Groups	50,000	1	50,000		
5	**PUBLICATIONS AND MANUALS**				35,000	
5.1	SOPs	10,000	1	10,000		
5.2	Operational (Training, Doctrine C3IS)	10,000	1	10,000		
5.3	Logistical Concept/Plan	10,000	1	10,000		
5.4	Micellaneous Papers	5,000	1	5,000		

6	**COMMAND POST TRAINING**				**200,000**	
6.1	FTX/CPX, etc	100,000	2	200,000		
TOTAL EXPENSES					**803,700**	

STANDARD COSTS FOR AU PLANELM

Item No	Item Description	Unit Cost	Qty	Total Cost	Sub-Totals	Remarks
1	**OFFICE INFRASTRUCTURE**				**381,200**	
1.1	Office Rental	4,500	12	54,000		
1.3	Phone/Fax & Satphone	7,500	12	90,000		
1.4	Postage & Courrier	3,000	12	36,000		
1.5	Electricity/Water	3,000	12	36,000		
1.6	Internet (Website) services	1,500	12	18,000		
1.7	Office consumables	1,500	12	18,000		
1.8	Cleaning services	2,250	12	27,000		
1.9	Vehicle maintenance	5,000	12	60,000		
1.10	Hospitality	1,500	12	18,000		
1.11	Bank Charges	750	12	9,000		
1.12	Library acquisitions	1,000	12	12,000		
1.13	Software licences	2,000	1	2,000		
1.14	Subscriptions	1,200	1	1,200		
2	**STAFF SALARIES AND ALLOWANCES**				**1,629,360**	
2.1	PLANELM P4 (12 pers)	69,480	12	833,760		
2.2	Office Assistants (3 pers)	4,500	12	54,000		
2.3	Driver/Courrier (3 pers)	900	24	21,600		
2.3	Medical insurance (for 15 pers)	15,000	48	720,000		
3	**CAPEX**				**412,000**	
3.1	Fax/copier/printer-in-one	2,000	2	4,000		First year only
3.2	Scanner	2,000	2	4,000		First year only
3.3	Laptop	2,000	15	30,000		First year only
3.4	Desktop PC (Office Assistants)	1,000	3	3,000		First year only
3.5	Digital camera	1,000	1	1,000		First year only
3.6	GSM Mobile Phone Handsets	500	15	7,500		First year only
3.7	Satphone sets	2,500	3	7,500		First year only
3.8	Toyota Land Cruiser	40,000	6	240,000		First year only
3.9	Toyota Mini Bus	25,000	2	50,000		First year only
3.10	Toyota Saloon	15,000	3	45,000		First year only
3.11	Additional furnishing/Furniture	20,000	1	20,000		First year only
4	**SEMINARS/WORKSHOPS/MEETINGS**				**1,155,000**	
4.1	Seminar	73,000	1	73,000		
4.2	PLANELM quarterly meetings	18,000	4	72,000		
4.3	Annual CDS meeting	100,000	1	100,000		
4.4	PLANELM Joint Staff Workshop	130,000	2	260,000		

4.5	Miscellaneous international travel	50,000	1	50,000		
4.6	Study Groups	200,000	3	600,000		First year only
5	**PUBLICATIONS AND MANUALS**				**110,000**	
5.1	SOPs	30,000	1	30,000		
5.2	Operational (Training, Doctrine C3IS)	30,000	1	30,000		
5.3	Logistical Concept/Plan	30,000	1	30,000		
5.4	Micellaneous Papers	20,000	1	20,000		
6	**COMMAND POST TRAINING**				**150,000**	
6.1	FTX/CPX, etc	150,000	1	150,000		
TOTAL EXPENSES					**3,837,560**	