Report of the African Standby Force Civilian Dimension Technical Rostering Workshop
1–3 July 2009
Dar es Salaam, Tanzania

Hosted by
the African Union Peace Support Operations Division
with support from
the African Centre for the Constructive Resolution of Disputes

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Acronyms

ACCORD	African Centre for the Constructive Resolution of Disputes
AFDEM	African Civilian Standby Roster for Humanitarian and Peace Support Missions
AMIB	African Mission in Burundi
AMIS	African Mission in Sudan
AMISOM	African Union Mission in Somalia
APSTA	African Peace Support Trainers' Association
ASF	African Standby Force
AU	African Union
AUC	African Union Commission
CCCPA	Cairo Regional Centre for Training on Conflict Resolution and Peacekeeping in Africa
CMD	Conflict Management Division
EASBRICOM	East African Brigade Coordination Mechanism
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community of West African States
EMP	Ecole de Maintien de la Paix
HPC	Hiroshima Peacebuilders Centre
IPCS	Institute Of Peace And Conflict Studies
ISS	Institute for Security Studies
KAIPTC	Kofi Annan International Peacekeeping Training Centre
LECIA	Legon Centre for International Affairs
NRC	Norwegian Refugee Council
NUPI	Norwegian Institute for International Affairs
PCRD	Post-Conflict Reconstruction and Development
PLANELM	Planning Element
PSO	Peace Support Operation
PSOD	Peace Support Operations Division
RECs	Regional Economic Communities
RedR	Register of Engineers for Disaster Relief
RMs	Regional Mechanisms
SADC	Southern African Development Community
SADC-RPTC	SADC Regional Peacekeeping Training Centre
STR	Staffing, Training and Rostering
TfP	Training for Peace

UN   United Nations

UNAMID   African Union – United Nations Mission in Darfur

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1. Executive summary

The African Standby Force (ASF) Civilian Dimension Technical Rostering Workshop was held from 1 to 3 July 2009 in Dar es Salaam, Tanzania. The workshop was organised by the African Union (AU) with support from the African Centre for the Constructive Resolution of Disputes (ACCORD). The workshop was funded by the Government of Norway under the auspices of the Training for Peace in Africa (TfP) Programme.

The aim of the workshop was to generate clear recommendations to the AU and the Regional Economic Communities (RECs) and Regional Mechanisms (RMs) as to which civilian standby roster model is best suited for the needs of the ASF. Participants at the workshop included representatives from various AU Commission (AUC) departments, RECs/RMs, members of the African Peace Support Trainers' Association (APSTA) – which includes a number of training centres of excellence and civilian training service providers – and regional and international institutions that specialise in civilian training and/or rostering.

The workshop recommended that an integrated ASF and REC/RM civilian standby roster be established. However, due to the current lack of civilian ASF Planning Element (PLANELM) staff in the AUC and most RECs/RMS, the workshop recommended that the ASF Civilian Standby Roster be established in two phases. In the first phase, the AUC and RECs/RMs should harness the support of a specialised service provider that could assist them in creating the roster system, while concurrently training the required number of AUC/REC/RM personnel needed to manage and maintain the roster system. The personnel trained to maintain the roster will then serve as the focal point for the roster system and will be able to take over the management of the roster on completion of the capacity-building phase. The recommendations provide for a capacity-building phase for a period of three years. In the second phase, the AUC and RECs/RMs shall take full responsibility for the management of the civilian standby roster. This two-phased approach should allow for quick operationalisation, borrowing from the capacity of established rosters whilst providing for the building of capacity within the AUC and RECs/RMs, as well as full ownership and control by the AUC and RECs/RMs of the process and mechanisms needed to establish and manage the roster.

The workshop agreed on a number of principles that should inform the establishment of an ASF Civilian Standby Roster. These included ownership of the roster by the AUC and the RECs/RMs; that the roster should be transparent and user-friendly, and be responsive to the requirements of the ASF; that it should be merit-based; and that it should take into account regional and gender balance. The workshop also generated a number of operational recommendations, including:

- The roster should be professionally maintained, updated and compatible with other roster systems.
- The roster should collaborate with other international roster systems, to avoid overlap and to increase experience-gathering opportunities for candidates to serve in other missions offered by other organisations.
- There should be close collaboration with the AUC Human Resources Department in setting the selection criteria for candidates for the roster.
- The roster should be interactive and dynamic in order to retain candidates through the provision of pre-deployment and leadership training for middle/senior level management, as well as specialised training to keep candidates ready and prepared for deployment.
- The roster should have a minimum of 300 candidates for each REC/RM, with the aim of ensuring that 60 deployable personnel can be generated at any given point.

2. Background

2.1 Over the past three years, the AU Peace Support Operations Division (PSOD), with support from ACCORD, has been working on a project to develop the civilian dimension of the ASF, with the overall aim of building the capacity of the AU to undertake multidimensional peace support operations (PSOs). The starting point was the *Civilian Dimension Policy Framework* for the ASF in September 2006, followed by the *Civilian Dimension Implementation Plan in April 2007*, and the *Civilian Dimension Staffing, Training, and Rostering (STR) Report in July 2008*.[1]

2.2 The Technical Rostering Workshop was a follow-up to the ASF Civilian Component Staffing, Training and Rostering (STR) Workshop that was held from 10 to 12 July 2008 in Kampala, Uganda. One of the aspects that remained unresolved during the STR

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[1] These workshop reports are available on the AU website and from the AU PSOD.

Workshop concerned civilian rostering for the ASF. The AU thus decided to organise a technical expert workshop on this topic, with the purpose of developing clear recommendations on the design and establishment of a standby roster for the civilian dimension of the ASF.

3. Introduction

3.1 The AU PSOD convened a Technical Rostering Workshop in Dar es Salaam from 1 to 3 July 2009 to develop clear recommendations for the establishment of an ASF civilian dimension standby roster. The workshop was a follow-up to the decisions of the 6th Meeting of African Chiefs of Defence, Staff and Heads of Safety and Security, and the 3rd Ordinary Meeting of the Specialized Technical Committee on Defence, Safety and Security, which met in Addis Ababa from 11 to 15 May 2009. At this meeting, the Commission of the AU was tasked to establish an AUC/REC/RM task team to design an ASF roster, based on the discussions of the AU ASF STR Workshop that took place in Kampala from 10 to 12 July 2008[2].

3.2 The participants at the workshop included representatives of the AUC, the RECs/RMs, the APSTA – which includes a number of training centres of excellence and civilian training service providers – and regional and international institutions that specialise in civilian training and/or rostering. The list of participants is attached as **Annex A**.

4. Opening remarks

In his opening remarks, ASF Training Officer, Col. Charles Debrah, gave an overview of the Civilian Dimension Project. He reflected on the progress made to date, as well as the objectives that still need to be met before the AU will have achieved a full multidimensional PSO capacity. He confirmed that the AU was in the process of implementing the *Civilian Policy Framework*, and that it has made progress with the staffing, training and recruitment of civilians for the ASF. He expressed his appreciation to the many participants that were in attendance at the workshop, who have played a

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[2] See point (i) 3 of the Declaration of the 6th Meeting of African Chiefs of Defence, Staff and Heads of Safety and Security, and the 3rd Ordinary Meeting of the Specialized Technical Committee on Defence, Safety and Security, that met in Addis Ababa from 11 to 15 May 2009. The Declaration is available on the AU website, or as Annex 3 of Kasumba Yvonne, de Coning Cedric and Onigbinde Dorcas, (2009) The staffing,training and rostering of the civilian dimension of the African Standby Force. Report of the African Union – African Standby Force Staffing, Training and Rostering Workshop, 10-12 July 2008, Kampala, Uganda. ACCORD, Durban.

role in this process. He emphasised the important role that an ASF Civilian Standby Roster will play in further improving the capacity of the ASF to respond to the need for an AU PSO rapid deployment capacity.

5. Workshop objectives

In his outline of the workshop objectives, Cedric de Coning, Senior Research Fellow at ACCORD, indicated that the objectives of the Technical Rostering Workshop were twofold: first, to increase understanding of the utility of a roster for the civilian component of the ASF; and second, to develop clear recommendations on the design and establishment of a standby roster for the civilian dimension of the ASF. De Coning briefed the meeting on the development of the civilian dimension of the ASF, and highlighted the role that a civilian standby roster would fulfil in the context of the overall recruitment, staffing and training system.

6. Status of the civilian dimension

The workshop considered the current status of the civilian dimension of the ASF, as well as the kind of PSOs that the AU is most likely to undertake in the medium to long-term. The workshop was guided by the AU's PSO experiences in the African Mission in Burundi (AMIB), the African Mission in Sudan (AMIS) and the current African Mission in Somalia (AMISOM). On the basis of these experiences as well as projected future needs, the civilian dimension of the ASF has been designed to meet the needs of stability and peace support operations. The workshop also considered the limited financial support that is likely to be available internationally for AU PSOs, and took note of the Kampala recommendation for 60 civilian positions within each REC/RM's standby capacity. The design of the ASF civilian dimension is thus based on a conservative capacity model that can be scaled up if the type of mission requires more staff, and if available funding increases.

7. Concept of the roster

7.1 The workshop considered the available international roster options against the specific needs of the ASF and the current challenges of the AU in generating capabilities

for its current missions. The workshop recommended that an integrated ASF and REC/RM civilian standby roster be established.

7.2 The July 2008 Kampala STR Workshop recommended that the AU PSOD and each REC/RM have a civilian Planning Element (PLANELM) consisting of a minimum of four persons – including a Unit Head, a Training and Rostering Officer, a Planning and Coordination Officer and a Logistics Officer. However, the workshop noted that neither the AU PSOD nor the RECs/RMs currently have the recommended civilian ASF PLANELM staff in place. The AU PSOD and the RECs/RMs thus currently do not have the necessary capacity to develop, maintain and manage an ASF Civilian Standby Roster. To address this shortcoming, the workshop recommended a phased implementation approach, which takes into account that the development of the roster needs to go hand-in-hand with the development of the civilian capacity needed for the management of the roster at the AUC and the REC/RMs.

7.3 The workshop recommended two phases. In the first phase, the AUC and RECs/RMs should harness the support of a specialised service provider that could assist them in creating the roster system, while concurrently training the required number of AUC/REC/RM personnel needed to manage and maintain the roster system. The personnel trained to maintain the roster will then serve as the focal point for the roster system, and will be able to take over the management of the roster on completion of the capacity-building phase. The recommendations provide for a capacity-building phase for a period of three years. In the second phase, the AUC and RECs/RMs shall take full responsibility for the management of the civilian standby roster. This two-phased approach should allow for quick operationalisation, borrowing from the capacity of established rosters whilst providing for the building of capacity within the AUC and RECs, as well as full ownership and control by the AUC and RECs of the process and mechanisms needed to establish and manage the roster.

PROPOSED PHASED IMPLEMENTATION APPROACH OF THE CAPACITY-BUILDING PROJECT

Phases	Activity	Duration	Capacity-building	Output
Phase 1a	Design of the	6 months	Technical	Detailed Roster

			advice	Design and Implementation Plan
Phase 1b	Establishment of the roster and mid-term evaluation	12 months	Technical assistance, training and mentoring	ASF roster established with initial operational capability
Phase 2	Maintenance and evaluation of the roster	18 months	Handover of responsibility to trained AUC/RECs/RMs staff at the end of the project period	ASF roster established, tested and with full operational capability

7.4   The terms of reference of the technical service provider should be twofold. On the one hand, the service provider should be responsible for the design, establishment and initial maintenance of the roster, in close coordination with the AUC and RECs/RMs. On the other hand, it should train and mentor the AUC/REC/RM personnel needed to manage and maintain the roster in future. The personnel trained to maintain the roster will then serve as the focal point for the roster system, and should be able to take over the coordination and operation of the roster on completion of the capacity-building phase. The project should include a mid-term evaluation, aimed at informing the improvement and adjustment of the project, as well as an end-of-term evaluation to certify the product before it is handed to the AUC/RECs/RMs.

8. Principles

The following principles shall guide the design, development and maintenance of the roster:

8.1   <u>Coherence with the AU Framework</u>.
The roster shall be developed in accordance with the AU Constitutive Act, the Protocol on Peace and Security and the ASF Policy Framework.

8.2   <u>Coherence with the ASF Framework</u>.

The roster shall be coherent with similar initiatives in the police and military dimensions, and shall be mindful of the principle of integration and unity of effort.

8.3   Integration.

There shall be only one ASF Civilian Standby Roster. The AUC and RECs/RMs shall jointly design and review the roster, and ensure that it meets the requirement of being one coherent and integrated roster, with one central (AUC) coordinating point and five (REC/RM) hubs. Both the AUC (in the case of an AU peace operation) or the RECs/RMs (in the case of a regional peace operation) shall have the right to make use of the roster.

FIGURE 1: ONE INTEGRATED ASF CIVILIAN STANDBY ROSTER
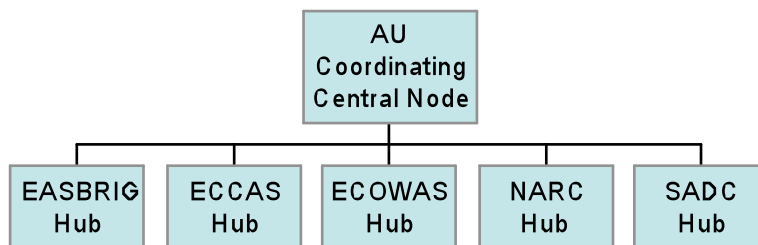
8.4   Linkage between rostering and deployment.   The roster shall be as integrated as possible with existing human resources policies and procedures of the AUC/RECs/RMs, so as to ensure the closest possible link between the rostering and deployment of civilian peace operations personnel. This implies that the respective AUC/RECs/RMs human resources departments need to be part of all the processes involved in designing, developing and managing the roster.

8.5   Merit-based roster:

The roster shall be merit-based, i.e. all the persons recruited onto the roster – regardless of whether they have been generated via secondment or individual contracts – shall be selected from a number of candidates, in accordance with AUC/RECs/RMs human resources policies.

8.6   Transparency.

The roster shall be transparent, i.e. the available positions on the roster, terms of reference, recruitment procedures, selection criteria, etc. shall be public knowledge, so

that the credibility of the roster can be maintained. The roster shall, however, safeguard the confidentiality of individuals' private information.

8.7 Representation.

The roster shall respect AUC/RECs/RMs policies regarding geographic and gender representation at all levels. This principle will also ensure that the roster will be able to generate personnel with the appropriate profile, regardless of the region within which an AU or REC/RM peace operation may have to operate.

8.8 Professionalism.

The roster shall be professionally designed and maintained, in accordance with international best practices and standards. The roster shall collaborate with other international rosters to avoid overlap, share resources where desirable and share knowledge.

8.9 Dynamism.

The roster shall be interactive and dynamic to retain candidates through the provision of pre-deployment and leadership training for middle/senior level management, as well as specialised training to keep candidates ready and prepared for deployment.

9. Project management

The Technical Rostering Workshop also recommended that the following project management aspects be taken into consideration when the ASF Civilian Standby Roster is being established:

9.1   The AU shall steer and coordinate the overall policy, design and evaluation of the roster.

9.2   The respective RECs/RMs shall participate in the overall policy, design and evaluation of the roster, and establish and maintain the regional hubs of the roster.

9.3   The AUC/RECs/RMs shall establish a joint ASF Civilian Standby Roster Committee, which will be responsible for the management of the roster. The committee shall consist of representatives of the AUC and the RECs/RMs, and shall be convened and chaired by the AU PSOD. The committee shall meet as often as deemed necessary, and shall be

responsible for overseeing the phased implementation of the overall project, including evaluating its progress.

9.4 Each REC/RM shall establish a working group responsible for managing the regional hubs of the roster, and each working group shall include all the departments and units that are relevant for the civilian dimension of the ASF, including especially those responsible for human resources management and the regional centres of excellence responsible for training civilians.

9.5 The AUC should consider the relationship between the ASF Civilian Standby Roster, the Post-Conflict Reconstruction and Development (PCRD) Experts' Database and the proposed roster for mediation experts and mediation support, in order to avoid duplication or overlap.

10. Implementation

10.1 The roster should be established as soon as is reasonably possible, as it is urgently needed – as evidenced by the challenges of finding civilian personnel for the AU's operations in Sudan and Somalia, the preparations for Exercise AMANI AFRICA and the various regional exercises currently underway. It is, therefore, recommended that the AUC convenes the proposed joint ASF Civilian Standby Roster Committee as soon as possible after these recommendations have been considered by the appropriate decision-making bodies within the AU/RECs/RMs.

10.2 The joint ASF Civilian Standby Roster Committee should be responsible for the overall supervision of the joint project to establish the roster, while the regional working groups should be responsible for the supervision of the establishment and management of the regional hubs. The critical consideration here is the limited human resources available at the AUC and at each REC/RM to establish and manage their respective hubs on a day-to-day basis. The need for dedicated staff and resources are considered crucial for the development and maintenance of a professional roster.

10.3 The workshop participants were of the opinion that, with a well-designed project proposal, it would be possible to mobilise funding for the ASF Civilian Standby Roster Project, including the technical support of an external service provider. It was

consequently recommended that a consultant be engaged to prepare the project proposal.

11. Scope and specifications

The following scope and specifications were recommended for the ASF Civilian Standby Roster:

11.1 The AUC/RECs/RMs shall be guided by the 60 ASF civilian positions identified at the July 2008 Kampala Workshop, and this implies that each REC/RM shall develop a capacity capable of fielding up to 60 civilians for a AU/REC/RM peace operation, at any given time.

11.2 The AU/RECs/RMs shall further be guided by the proposed approximately 15 positions that need to be rapidly deployable, and those in this rapid deployment category would have to be pre-authorised by the respective AU/REC/RM's human resources systems, so that they can be deployed without delay.

11.3 The roster shall be developed with at least a 1:5 ratio between the ASF civilian positions and the number of persons on the roster, depending on the type of position, so as to ensure that some of the persons are available at any given time, as well as to ensure that there is a range of geographic, language, gender, etc. options in the roster.

11.4 All the candidates on the roster shall be selected through a transparent process that ensures that they are pre-screened, interviewed and vetted and ready for deployment.

11.5 The roster shall be populated by a combination of merit-based secondments and individually contracted staff to ensure flexibility and diversity within the roster.

11.6 The candidates in the roster shall be allocated against the specific 60 ASF positions, but they will also be recorded against a broad set of cross-cutting competencies, so that the roster can generate new skills set enquiries that may arise in the course of missions.

11.7 The candidates on the roster will have undergone some training prior to selection, and this should be further augmented with ASF-specific training, in close collaboration with the ASF's training partners.

11.8 The roster should be interactive and dynamic, and should offer training and other incentives to candidates to ensure that it is vibrant and attractive to prospective candidates. For instance, the committee can consider whether a percentage of candidates on the roster can be shared with partners to ensure a continuous flow of deployments in periods when AU deployment needs are low, to assist with testing the operational readiness of the system, and to make the roster attractive to the candidates by offering them other deployment opportunities.

11.9 The candidates on the roster should be used as the primary source for ASF-related training and exercises.

11.10 The roster should be regularly tested, and the candidates that have been deployed or utilised in exercises should be evaluated to ensure that the roster has been able to generate the right candidates, within the required time, and that they have been deployed in time. These validations should be system-wide, in the sense that they evaluate the whole value chain including the training, rostering, deployment and operational capability of the candidates.

12. Conclusion

12.1 The workshop recommended that the AU/RECs/RMs establish, as soon as possible, an integrated ASF Civilian Standby Roster, with the aim of enabling the timely deployment of civilian personnel for African PSOs.

12.2 The workshop considered a number of principles that should guide the design, development and maintenance of the ASF Civilian Standby Roster including, principally, that the roster shall be developed in accordance with existing AU and ASF policy frameworks, that it shall be transparent and merit-based, and that it shall be geographically and gender balanced.

12.3 The workshop considered the design of the roster and recommended that it should be one coherent and integrated roster, with the AUC as overall coordinator and each of the RECs/RMs responsible for their respective hubs. The roster should be developed and

managed in close cooperation with the respective human resources departments of the AUC and the RECs/RMs.

12.4. Due to the current lack of civilian ASF PLANELM staff in the AUC and most RECs/RMS, the workshop recommended that the ASF Civilian Standby Roster be established in two phases. In the first phase, the AUC and RECs/RMs should harness the support of a specialised service provider that could assist them in creating the roster system, while concurrently training the required number of AUC/REC/RM personnel needed to manage and maintain the roster system. The personnel trained to maintain the roster will then serve as the focal point for the roster system, and will be able to take over the management of the roster on completion of the capacity-building phase. The recommendations provide for a capacity-building phase for a period of three years. In the second phase, the AUC and RECs/RMs shall take full responsibility for the management of the civilian standby roster.

12.5 The workshop recommended that a joint AUC/REC/RM ASF Civilian Standby Roster Committee be established to develop and oversee the Joint ASF Civilian Standby Roster Project. Once the project is approved, the committee, in close cooperation with the regional working groups, will be responsible for managing and evaluating the project.

ANNEX 1: Workshop agenda

African Standby Force (ASF) Technical Civilian Rostering Workshop

Arrival of delegates and registration

07:30–08:00	Registration
08:00–09:00	Welcome and opening – *Col. Charles Debrah (AU PSOD)*
	Introduction of programme and participants – *Mr Cedric de Coning (ACCORD)*
	Workshop goals and objectives – *Col. Charles Debrah (AU PSOD)*

SESSION I: **ASF Civilian Dimension**

09:00–10:00	An overview of the civilian dimension of the ASF – status and challenges – *Col. Charles Debrah (AU PSOD) and Mr Cedric de Coning (ACCORD)*
10:00–10:30	Group photograph; tea and coffee break
10:30–11:15	Civilian recruitment systems – *Mrs Bongie Ncube (AFDEM)*
11:15–12:00	Challenges to civilian deployment and strengthening the linkage between training and deployment – results of the 'Bottleneck Study' – *Mr Cedric de Coning (ACCORD)*
12:00–13:00	LUNCH

SESSION II: **ASF Civilian Roster Needs Analysis**

13:00–14:00	The need for an ASF Civilian Standby Roster – *Mr Eustace Chiwombe (AFDEM)*

14:00–15:00	The challenges of civilian recruitment for AU missions – experience from AMIS and AMISOM – *Ms Gaone Masire (AU Commission)*
15:00–15:30	Tea and coffee break
15:30–16:30	Group discussion on ASF rostering and recruitment needs, including key challenges and opportunities – *facilitated discussion*
16:30–16:45	Recap and wrap-up of Day 1
18:00–20:00	Social reception

DAY TWO: 2 July 2009

SESSION III: **Civilian Rosters – International Best Practice**

08:00–10:15	An overview of international civilian rosters – national, regional and international

- AFDEM – *Ms Bongie Ncube*
- RedR – *Mr Tim Foster*
- NRC – *Mrs Merethe Nedreboe*
- HPC – *Ms Jean Hyeonjeong*

10:15–10:45	Tea and coffee break
10:45–11:30	The AU Conflict Management Database – *Ms Peace Mutuwa (AU CMD)*
11:30–12:30	Technical processes and funding requirements for an effective roster management system – *facilitated discussion*
12:30–13:30	LUNCH

SESSION IV: **Recommendations for an ASF Roster**

13:30–14:00	Possible roster options for the ASF – *Col. Charles Debrah (AU PSOD) and Mr Cedric de Coning (ACCORD)*
14:00–16:00	Discussion on key areas of recommendation in working groups (including tea and coffee)
16:00–16:45	Group work feedback (in plenary) – *all*
16:45–17:00	Recap and wrap-up of Day 2

DAY THREE: 3 July 2009

SESSION V: **Recommendations for an ASF Roster (continued)**

08:30–10:30	Review and discussion of draft recommendations from working groups – *Col. Charles Debrah (AU PSOD) and Mr Cedric de Coning (ACCORD)*
10:30–11:00	Tea and coffee break
11:00–12:00	Way forward and wrap-up of Days 1–3 – *Col. Charles Debrah (AU PSOD) and Mr Cedric de Coning (ACCORD)*
12:00–13:00	Lunch
13:00	Departure

ANNEX 2: List of participants

No.	NAME	INSTITUTION	CONTACT DETAILS
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