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REPORT OF THE CHAIRPERSON OF THE AFRICAN UNION COMMISSION TO THE PEACE AND  
SECURITY COUNCIL ON THE STATUS REPORT/ROADMAP ON THE FULL  
OPERATIONALISATION OF THE AFRICAN STANDBY FORCE (ASF) AND THE CONTINENTAL  
LOGISTICS BASE (CLB)

## REPORT OF THE CHAIRPERSON OF THE AFRICAN UNION COMMISSION TO THE PEACE AND SECURITY COUNCIL ON THE STATUS REPORT/ROADMAP ON THE FULL OPERATIONALISATION OF THE AFRICAN STANDBY FORCE (ASF) AND THE CONTINENTAL LOGISTICS BASE (CLB)

### I. BACKGROUND

1. This report provides an update on the implementation of activities related to the operationalisation of the ASF since the 795<sup>th</sup> meeting of the Peace and Security Council (PSC) of the African Union (AU) held on 20 September 2018. In its Communique, Council took note of the progress made and *“reiterated the need for regular briefings by RECs/RMS on conflict situations in their regions to facilitate the anticipation, prevention, and response to conflicts, in line with the provisions of Articles 12 and 16 of the Protocol relating to the Peace and Security Council of the African Union, in order to ensure joint AU-RECs strategic and political agreement on the key issues. Council also commended on the collaboration between the Commission and RECs/RMs on various issues relating to the ASF”*.

2. The Report is based on the Maputo Five Year Workplan on the Operationalisation of the African Standby Force 2016 – 2020 which was informed by the outcomes of the Amani Africa II Field Training Exercise (2015) and the Report of the Independent Panel of Experts Assessment of the African Standby Force (2015). Efforts are currently underway to finalise the 2021 – 2025 African Standby Force Workplan and present it to the 2021 Specialised Technical Committee on Defence, Safety and Security (STCDSS).

3. This report covers the African Standby Capacity, Training, Exercises, Force Generation, Pledged Capabilities, AU Doctrine on Peace Support Operations, Draft AU-RECs/RMs Memorandum of Understanding (MoU) on the Deployment and Employment of the ASF, AU Compliance and Accountability Framework, Strategic Support Groups, Strategic Lift, Command, Control, Communication and Information Systems and the ASF Continental Logistics Base.

### II. UPDATES

4. The following are updates:

- a. **African Standby Capacity (Roster):** The population of the African Standby Capacity (ASC) roster by the African Union and the Regional Economic Communities (RECs)/Regional Mechanisms (RMs) is ongoing. The ASC Database that is used to manage the roster processes electronically was upgraded in May 2021 and is available in English and French. As of 01 June 2021, the ASC roster has a combined total of 504 roster members of which 164 are female and 340 are male. A Workforce Planning Assessment was carried out in 2019 to assess the validity and operational status of the ASC Roster at regional levels. The ASC Selection Guidelines Manual (SGM) was reviewed to reflect new developments and standards in the recruitment and selection of roster members. A process to develop guidelines for RECs/RMs on Standby on a six (6) months cycles is ongoing and will be finalized by September 2021. There are still

challenges being faced in the usage of the ASC roster despite the 10<sup>th</sup> Ordinary STCDSS meeting directing for it to be utilised.

- b. **Training:** The ASF Training Directives (2018-2020) were issued to guide ASF training, exercises and capability development in line with the Maputo Five (5) Year Work Plan 2016-2020 on the Enhancement of the ASF. The ASF Training Directives (2021-2023) were issued in January 2021 in line with the African Union Doctrine on Peace Support Operations (2021). Training including Training of Trainers, was conducted on AU Child Protection Harmonized Training Curriculum, AU Compliance and Accountability Curriculum, ASF Civilian Foundation Course, AU Peace Support Operations (PSO) Generic Police Pre-Deployment Training for Individual Police Officers (IPOs), Gender Mainstreaming in PSOs, and Monitoring. The AUC has now initiated development of an AU Generic Military Pre-Deployment Training for PSOs and AU Generic Police Pre-Deployment Training for Formed Police Units. The AU has also reinitiated efforts of enhancing its working relationship with the African Peace Support Trainers Association (APSTA). The AU paid a working visit in 2021 to the APSTA Secretariat in Yaounde, Cameroon. The AU has also requested the African Conference of Commandants (ACoC) through its colleges to undertake research on a number of areas relevant to the ASF. The AU has also continued to work with the Trainers for Peace Programme (TFP) on enhancing training offered to personnel.
- c. **Exercises:** The AU conducted a Logistics Exercise (LOGEX) titled “**IMDAD AFRICA I**” at the Continental Logistics Base (CLB) in Douala, Cameroon in September 2018. The objective of the exercise was to evaluate AU Mission Support processes for planning, deploying, sustaining and liquidating AU mandated Peace Support Operations (PSOs). The AU Supply Chain management system was also tested with a focus on Medical Support, Strategic Lift and Communication and Information Systems. A Communications Exercise (COMEX) meant to test the operational capability of the ASF Command, Control, Communications and Information Systems (ASF C3IS) was planned for 2020, however, the exercise was cancelled due to the subsequent cancellation of the ASF C3IS project which was supposed to provide equipment for the exercise. In 2019, the 12<sup>th</sup> Ordinary Meeting of the STCDSS adopted the ASF Exercise Planning Guidelines. The guidelines provide a standardised approach to conducting ASF exercises on the African continent. The Guidelines have since been disseminated to the RECs/RMs and Training Centers for implementation.
- d. **Force Generation:** The Commission is at an advanced stage in developing AU Peace Support Operations (PSOs) Capability Generation Guidelines that are meant to provide strategic guidance to AU, Member States and RECs/RMs for generating, preparation and management of capabilities (Military, Police and Civilian) for AU PSOs. The Guidelines cover force preparation, focusing on meeting the required standards for employment of individuals and units for AU PSO. Relatedly, a Military Force Generation Roster is also being developed for the military component to facilitate screening, training, exercising and deployment of military capabilities.
- e. **Pledged capabilities:** The ASF Pledged Capabilities Verification Guideline were adopted by the 12<sup>th</sup> Ordinary Meeting of the STCDSS, Cairo Egypt. The Guidelines seek

to standardize the verification of ASF pledged capabilities at AU, RECs/RMs and Member States levels. Subsequently, preparations have started for a verification of pledges in 2021 with RECs/RMs being requested to do self-verification. The AU has noted the hesitancy and reluctance by the RECs/RMs to confirm pledged capabilities and how they are to be made readily available.

- f. **African Union Doctrine on Peace Support Operations (AU PSO Doctrine):** The 3rd Extraordinary Meeting of the Specialised Technical Committee on Defence, Safety and Security adopted the AU Doctrine on PSO. The Doctrine on is a codification of the core principles, practices and approaches that should guide AU's approach to PSOs, within the framework of APSA, to promote peace, security and stability on the Continent. It will also inform the revision of the ASF Concept and contribute to the enhancement of AU's efforts to silence the guns in Africa.
- g. **Draft AU and the RECs/RMs Memorandum of Understanding (MoU) on the Deployment and Employment of the ASF:** The AU and RECs/RMs have finalized this draft MoU, however it has not yet been signed by the AU and the RECs/RMs
- h. **AU Compliance and Accountability Framework for PSO:** As part of the efforts to ensure continued enhancement of the Compliance and Accountability Framework for AU PSO, the AU has adopted a work plan that outlines steps needed to ensure effective implementation of International Humanitarian Law (IHL), Human Rights and Conduct and Discipline obligations within its PSO. The AU has also finalized the development of a comprehensive curriculum to ensure effective training and understanding of the framework by PSO personnel. The curriculum includes all the elements of the Compliance and Accountability Framework for AU PSO, the AU Doctrine on PSO, the AU Policy on Conduct and Discipline for PSO (2018) and the AU Policy on Prevention and Response to Sexual Exploitation and Abuse (SEA) for PSO (2018).
- i. **Strategic Support Groups for the Police, Civilian and Military components:** The AU has established Strategic Support Groups for the Police and the Civilian Components that serve as advisory platforms aimed at supporting the work of the PSOD regarding the roles, functions and responsibilities of these three components of the ASF and AU PSO. In this regard, they provide support to the PSOD in coordinating the work of the three components through annual meetings and hold specific meetings to review and validate draft policies prior to their submission for consideration by the STCDSS. These range from strategic documents on the vision and focus of each of the components to operational guidance documents for the enhancement of planning and management processes for PSO.
- j. **Strategic Lift:** The AU has established the Continental Movement Coordination Centre. (CMCC). The CMCC which is staffed by four (4) staff members, with two (2) of the members seconded officers by MS (Algeria and Nigeria) at their own cost, is

responsible for coordination of strategic movement of AU personnel and equipment for PSOs through efficient utilization of continental capacities, infrastructure and all availed strategic lift assets. The AU conducted assessment/verification visits during the period 2018 - 2019 to four (4) RECs/RMs (EASF, ECCAS, ECOWAS and NARC) and three AU Member States (Angola, Cameroon and Uganda). The assessments also included visits to the Regional Movement Coordination Centers (RMCC). The assessed noted the lack of RECs/RMs Strategic Lift capabilities. The following AU Member States have pledged strategic airlift capabilities, namely, Uganda (1 X C130, in August 2018), Angola (2 X IL 76, in December 2018. There are ongoing discussions between the AU and the Republic of Angola on the draft MoU in respect of the pledge), Cameroon (3 X C130, in 27 November 2019). The following AU Member States Algeria, Botswana and Ghana, have indicated their willingness to pledge strategic airlift assets.

- k. **Communication, Command, Control and Information Systems (C3IS).** The AU received funds from the European Union (EU) as partner support for implementation of the African Standby Force Command, Control, Communication and Information Systems (ASF C3IS) for African led PSO. The ASF C3IS capability was supposed to have been tested within the framework of AMANI AFRICA II Field Training Exercise (AA II FTX) which was held in Lohatla, South Africa, however, the procurement of the ASF C3IS capability was not completed by the time AA II FTX was conducted. The AUC signed a contract with the service provider DENEL SOC in 2019, however the contractor was unable to meet the set requirements and the EU advised the AU that the funds for the project had expired and the contract with DENEL SOC was subsequently cancelled. The EU, has however indicated that there is room for discussions on this matter between itself and the AU under the new EU funding mechanism.

5. Continental Logistics Base: The CLB was inaugurated on 05 January 2018, by the AU Commissioner for Peace and Security and the Prime Minister of Cameroon. At the AU's request, the Government of Cameroon renovated the CLB administrative building at own cost. The AU PSC Military Staff Committee (MSC) undertook a visit to the CLB from 11 to 12 April 2019 and the Report of the MSC was presented to the AU Peace and Security Council in May 2019. The visit was conducted pursuant to the Declaration of the 11th Ordinary Meeting of the STCDSS held in Addis Ababa on 12 October 2018, in which the STCDSS urged the AU PSC and the MSC to visit the CLB and provide strategic guidance on the use of the equipment that was donated by partners such as Turkey and China to the AU, including possible utilization by the current peace support operations.

- a. **Staffing:** In 2018, the AU requested AU Member States (MS) to second personnel at own cost, to help manage the CLB, pending recruitment of substantive staff. As of 9 April 2021 nine (9) military officers are deployed at the CLB seconded at own cost by AU Member States namely; Cameroon (7), Niger (1) and Morocco (1) and Nigeria (1). One (1) training officer from Zambia is expected to deploy soon. The military officers rotate when they are recalled to their countries but there is no guarantee of their replacement from the same country

- b. **Partner's support:** In 2015 the People's Republic of China President, H.E Xi Jinping announced a donation of USD100 million military aid gratis. In 2018, the CLB received and stored equipment donated to the AU by Turkey (worth USD750,000 USD). The first batch of the Chinese donation arrived at the CLB in July 2018 and the second batch is expected by July 2021. Most of the equipment so far stored at the CLB are multipurpose and can therefore be utilized for PSOs and Support to Humanitarian Assistance and Natural Disaster (HANDS) as well as other purposes.
- c. **Infrastructure development:** On 20 May 2021, the Government of Cameroon deployed at own cost a Civil Engineer to assist in the establishment of the Infrastructure Development Plan. The AU Permanent Representative Committee allocated USD 515,581 in the 2020 budget and USD 300,000 in the 2021 budget. These funds are drawn from AU MS. Part of the 2021 budget is being used to construct a new warehouse and renovate current warehouses to enhance the storage capacity at the CLB. In 2019, a perimeter fence with entry and exit gates was constructed and three (3) warehouses were renovated to enhance the storage capacity of the CLB. Communication and Information Technology equipment has been installed and integrated into the AU Headquarters network.
- d. **Provision of equipment to AU Member States:** The AUC has allocated from the CLB demining equipment to the Republic of **Niger and the Republic of Burkina** to support counterterrorism operations. The has also provided from the CLB tents and generators to the Republic of South Sudan to support cantonment of ex combatants
- e. **Provision of equipment to AU current Missions.** The AU has allocated Information Technology (IT) equipment including computers and accessories from the CLB to the AU Military Observers Mission in Central African Republic (MOUACA). As of 01 June 2021, there are ongoing preparations to conduct an assessment mission to the CLB to assess the suitability of the equipment for the Police Component in the African Union Mission in Somalia.
- f. **Relationship with Regional Logistics Depot (RLD):** On 5 November 2020, the STCDSS at its 13rd meeting, reiterated its call and urged RECs/RMs and /or identified Member States to commit to receive and preposition ASF equipment in their Regional Logistics Depots (RLD) to facilitate future rapid deployment. An assessment conducted by the AU to ECCAS, ECOWAS, SADC and EASF revealed the following;
- i. ECCAS is considering an option to collocate its RLD with the CLB;
  - ii. ECOWAS has a RLD in Sierra Leone which is yet to be staffed. Equipment donated by the People's Republic of China is still in Abuja, Nigeria, pending operationalization of the depot,

- iii. EASF has a storage facility in Addis Ababa and is considering to establish depots in Addis Ababa and Mombasa, Kenya,
- iv. SADC RLD is not yet established. A piece of Land has been already donated by the Government of the Republic of Botswana and plans are underway to construct the RLD
- v. NARC has two RLDs located in Cairo (Egypt) and Jijel (Algeria). The AU has however not yet conducted an assessment of these facilities.

### **III. OBSERVATION**

6. The AU wishes to indicate that the hesitancy and reluctance by the RECs/RMs to confirm capabilities pledged and how they are to be made readily available will impact negatively on the continued operationalization of the ASF.

### **IV. PROPOSED KEY ISSUES FOR THE CONSIDERATION BY THE PSC**

7. In light of the above updates, Council may wish to consider the following:
- a. Mandate the AUC to draw up a comprehensive Roadmap with timelines towards the full operationalization of the ASF by the first quarter of 2022;
  - b. Underscore the importance of regular consultations by the AUC with key stakeholders of the ASF, namely AU Member States, STC-DSS, RECs/RMs and development partners;
  - c. Call on the AUC and RECs/RMs to scale up efforts towards the conclusion and signing of the MOU aimed at facilitating the working relationship for the ASF;
  - d. To actualize the above, request the AUC to immediately setup a Strategic Working Group chaired by the Commissioner PAPS and with members drawn from the Cabinet of the Chairperson, Office of the Legal Counsel and the Liaison Offices of the RECs/RMs to the AU, to work to unblock the obstacles to the full operationalization of the ASF, and report to the PSC quarterly on progress being made;
  - e. Urge the PRC to consider and approve the staffing requirements of the CLB as a specialized mechanism setup by the AU to contribute to conflict management and resolution on the continent;
  - f. Stress the need for the AU and RECs/RMs to double up on efforts to store and utilize the equipment at the CLB to prevent it from going to waste;
  - g. Urge the RECs/RMs to collaborate with the AUC to provide and upgrade the infrastructure / facilities for the effective takeoff of the Regional Logistics Bases to complement the functioning of the CLB, and make the ASF a reality;
  - h. Note the need for the PSC to remain periodically seized of matters related to the ASF on a quarterly basis henceforth.