



AFRICAN STANDBY FORCE



Training Policy

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TRAINING POLICY

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PREAMBLE

1. To curb the various conflicts which destabilize Africa and hinder the efforts made by African countries in the pursuit of their political and socio-economic objectives, the Conference of Heads of State and Government (CHSG) of Member States of the Organization of African Unity (OAU) adopted in 1993 the Declaration of Cairo which established the OAU Mechanism for the Prevention, Management and Resolution of Conflicts on the Continent.
2. In 2002 in Durban, the CHSG adopted the Constitutive Act of the African Union, which established the Peace and Security Council (PSC)(Art 5-2), to replace the Central Organ of the OAU Mechanism.
3. During their 3rd meeting held in Addis-Ababa, Ethiopia, on 15 and 16 May 2003, the African Chiefs of Defence Staff (ACDS) adopted a document entitled "The Policy Framework Document on the Establishment of the African Standby Force (ASF) and of the Military Staff Committee (MSC)".
4. The recommendations of this important meeting were examined in an in-depth manner, at the 3rd extraordinary session of the Executive Council/Council of Ministers held at Sun City, South Africa, from 22 to 24 May 2003. The Executive Council/ Council of Ministers had, inter alia, recommended regular consultations in order to consolidate the proposals contained in the "Framework Document "adopted by the African Chiefs of Defence Staff.
5. Subsequently, the African Union Summit (AU) held in 2003 in Maputo, Mozambique, adopted Decision AU/DEC.16 (II) made by the Assembly and which, inter alia, took note of the Framework Document for the setting-up of the ASF and of the Military Staff Committee (MSC).
6. The Protocol relating to the establishment of the Peace and Security Council which creates the African Stand-by Force (Art 13) was signed and adopted by Member States in 2004.
7. In March 2005, AU and the RECs / Regions met at Addis Ababa and adopted a roadmap on the implementation of the ASF which defines actions to undertake at the ASF phase 1, running until 30 June 2006. The roadmap specifies that the operational capability of the ASF depends on the training of its components and define scenarios for the use of the Force.
8. Within this context, the AU PLANELM will have to supervise the ASF training, in co-operation with Planning Element (PLANELM) and Member States.

BACKGROUND

9. The Peace and Security Council (PSC) is charged with the responsibility for general supervision and policy guidance of the brigades of the African Standby Force (ASF) and PLANELM at continental and regional levels.
10. As stated in the Protocol relating to the establishment of the Peace and Security Council of the African Union, the Council is charged with providing the control and strategic directives for training which are planned and executed by the PLANELMs under the umbrella of the ASF.
11. The role of the ASF is to provide peacekeeping forces on a high level of readiness, and capable of rapid deployment in response to a request by the UN or the AU or a given region.
12. Training is one of the most important and influential factors in achieving operational readiness. It is understood that the ability to grasp the training required to operate in the ASF is

directly dependent on the level of education, in particular in the emerging technologies in C3IS, acquired by officers and NCOs. Consequently, there is a need for a change of attitude towards improving their professional military, police and civilian education.

13. Member States through the RECs / Regions are responsible for the training and readiness of their committed forces with a view to being able to conduct peace support operations in a multi-national environment.

14. To this end, they are guided by training standards established by the United Nations and the AU and supplemented by ASF guidelines through conferences, seminars, visits to Member States and selected training activities.

15. The RECs/Regions are responsible for the growth and continued improvement of the operational readiness of the ASF. It directly influences this through the planning and conduct of training specifically designed for the Brigade Command and PLANELM.

16. Other issues that influence operational readiness are manning, limited investment and acquisition of equipment, planning etc.

17. These issues govern the action of the AU/RECs/Regions with regard to the directives and plans established by the PSC.

18. The present training policy lays special emphasis on the training of the ASF Command and PLANELM.

PURPOSE

19. The purpose of this policy is to provide guidelines for the AU/RECs/Regions in the planning, coordination, and control of training activities of the ASF. They provide for all levels of training, a framework to carry out operations in the fields of coordination and harmonization.

20. They are conceived to be flexible, diversified, and adjusted to peace support operations.

21. The instructions provided in this policy on theoretical and field training, which constitute a background paper, were drafted in co-operation with Regional Planning Elements. They deal with the:

- a. Aim and objectives of ASF training;
- b. Training principles;
- c. Stages and levels of the training process;
- d. Training responsibilities
- e. Training plan;
- f. Funding;
- g. Cooperation and coordination.

22. These instructions are the framework for the implementation of all ASF training activities.

AIM AND OBJECTIVES OF ASF TRAINING

23. The Aim of ASF Training. The aim of ASF training is to prepare designated military forces, police officers and other civilians to conduct peace support operations within a multinational environment.

24. The Objectives of ASF Training. The objectives of the training are:
- a. To instil in members of the ASF the guiding principles, mindset, knowledge and skills for conducting PSO to build on their usual military, police and civilian training;
 - b. To improve interoperability in a multinational environment and increase cohesion between all components and actors in the mission;
 - c. To provide all ASF personnel with knowledge on the international legal context needed for a peace mission, such as the Charters and Statutes of the United Nations, African Union, Regional Economic Communities; etc
 - d. To provide all ASF personnel with the technical, tactical and specialized knowledge to contribute to successful operations in a multinational environment.
25. The ASF training, to be planned by AU/RECs/Regions, should enable the PLANELM:
- a. To plan and execute a United Nations type of mission including the reconnaissance, mounting, deployment and employment of up to a brigade-size force (including police, and other civilian components in a theatre of operations). This will also include forces from outside the ASF structure; for the **six scenarios** identified in the Roadmap as follows:
 - o Scenario 1: African Union/Regional Brigade Military Advice to a Political Mission (Deploy within 30 days).
 - o Scenario 2: African Union/Regional Brigade Observer Mission Co-Deployed with a United Nations Mission (Deploy within 30 days).
 - o Scenario 3: Provision of Stand-Alone African Union or Regional Observer Missions (Deploy within 30 days).
 - o Scenario 4: Deployment of an African Union or Regional Peacekeeping Force for Chapter VI and Preventative Deployment Missions, as well as Peace Building Missions (Deploy within 30 days).
 - o Scenario 5: African Union Peacekeeping Force for Complex and Multi-dimensional Peacekeeping missions, including those involved in Low Level Operations. ASF completed deployment required within 90 days from an AU mandate resolution, with the military component being able to deploy in 30 days.
 - o Scenario 6: African Union Intervention, that is, in genocide situations where the international community does not act promptly (Deploy within 14 days).
 - b. To act as a United Nations Standby Arrangements System (UNSAS) planning Team and to be prepared to organize planning and fact-finding teams to assist the UN;
 - c. To meet the established timelines for the operation;
 - d. To plan and coordinate operations with international and non-governmental organizations (development, humanitarian, human rights organizations and other elements involved in today's peacekeeping).
 - e. To employ a planning process at the operational level.

TRAINING PRINCIPLES

26. The following training principles would assist, with other resources, to improve operational readiness and responsiveness:

- a. The training will be given in an economic way and adapted to the goals and objectives.
- b. The training will be planned in a logical, iterative and progressive way.

- c. The training plan will define the resources needed for each activity.
- d. The training will be based on ASF Doctrine, AU guidelines, UN Standardized Training Modules (STM) and other documents prepared by AU and the UN.
- e. The training must allow the participation of civil society organizations in order to increase co-operation and coordination within the framework of multidisciplinary and multidimensional peace support operations;
- f. The training will take into account real events in the international environment.
- g. The training may include external participants when this contributes to its goals and objectives.

STAGES AND LEVELS OF TRAINING PROCESS

- a. Basic training. Basic training is made up of a knowledge acquired by each soldier/police officer/in his or her national army/police force. For the military it includes an initial training for officers, a general military training for non-commissioned officers and a basic common training for junior ranks. Basic training, which is intended for individuals and groups, also includes specialized training (For instance: How to use a crew served weapon).
- b. Basic Peace Support Operation Training. Basic Peace Support Operation training is provided to:
 - Individual military, police and civilian personnel and units;
 - Staff officers and specialists (special duties);
 - Command groups and staff elements.
- c. Command groups and Staff elements training. The training of command groups and staff elements, conducted by AU/RECs/Regions, contributes significantly to the effectiveness and cohesiveness of the forces and the capabilities of the Command. Members of the Command groups must be trained to work at the tactical and operational levels in a complex, multi-dimensional peace support mission at the level of a given region, the African Union or a joint operation with the UN. Hence, they should possess practical knowledge of ASF and UN procedures, implement a joint planning process and be able to function effectively as a member of a joint multinational force Command.
- d. The ultimate goal of the PLANELMs training should be to have available to 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.
- e. From time to time, members of the PLANELMs will be required to undergo specialised training to maintain currency in UN and ASF doctrine and procedures to contribute to improving the overall capabilities of the staff.
- f. This includes activities such as command, control, communications and information training (C3I) which are specific to the PLANELMs operational needs, logistics training (especially in UN and ASF doctrine and procedures), as well as training to enhance the cooperation with civil organizations in UN and ASF operations. The latter training is particularly important, given the multi-functional and multi-dimensional aspects of today's peacekeeping.
- g. Specialised training. Specialised training includes the Police component, Military observers, the Civilian component, Senior Management Mission staff and all other required elements of a multidimensional complex peace support mission.

- h. The annual training plan will include the specialised training to be conducted, based on the needs as determined by the PLANELMs.

TRAINING RESPONSIBILITIES

27. Training responsibilities lies at three main levels, namely the AU level, the RECs / Regions level and the National levels.

- a. AU Level. The African Union will determine the major guidelines of the ASF training policy. It will harmonize and co-ordinate training activities in the field of peace, security and stability, in accordance with UN standards including training in integrated mission planning in peace support operations. The AU will be responsible to provide specialised training to the senior management personnel of a PSO, including military, police, civilians and political leaders. Training opportunities will be given through high level workshops, conferences, courses and seminars. The AU will also identify necessary resources to carry on these activities.
- b. RECs / Regions Level. As integral parts, Regional Economic Communities (RECs)/Regions are pillars of the AU global structure in the sphere of security and stability. In coordination with the AU they will complement national training on basic peace support operations and specialised training through:
- The appropriate Centres of Excellence;
 - Organising exercises between States and between RECs / Regions;
 - Managing the senior management at hand and identifying the resources earmarked for specialised training of military and political leaders for future peace support operations;
 - Inter- and intra- community exchanges;
 - Monitor, control and evaluate the training of the ASF regional brigade.
- (It is, amongst others, the role of regional PLANELMs will be to get ASF brigades and components ready to be quickly deployed if needed.)
- c. National Level. Basic training for peace support operations is primarily the responsibility of States. It includes:
- An initial military, police and civilian training and a technical training;
 - A complementary training on peace support operations;
 - Field training;
 - All other necessary training to get the force ready.
- d. Training at the national level aims to integrate a tactical Unit and specialists in a multinational context. Countries have to use standing operating procedures (SOP) and implement AU guidelines on training.
- e. International exchange activities and exercises should be conducted in coordination with AU and RECs / Regions.

TRAINING PLAN

28. To achieve the required aims and objectives described in this directive it will be necessary to define a biennial training plan. This plan will be developed at both AU and RECs / Regions levels and comprehensively include objectives, priorities and subsequent activities and associated costs and resources.

29. The PLANELMs should be flexible throughout the training year to make adjustments based on unexpected priorities that may develop during the year.

30. Strategic training guidelines will be given to the RECs / Regions and Member States regarding those biennial ASF training activities in which they are involved. This will enable them to identify the appropriate participants, to schedule the training and to assign the necessary resources to conduct such training. As well, the preparation and approval process will ensure early coordination with nations designated to host training activities.

31. The biennial plan elaborated by the RECs / Regions should be submitted to the AU for harmonization and coordination 60 to 30 days before the end of the two year training cycle.

FUNDING

32. Funding of the ASF programmed activities will be sought as follows:

- a. The main source of funding will be through the peace fund of the AU PSC.
- b. Continental and regional mechanisms for self-financing.
- c. Contributions by Member States. They are responsible to provide the necessary funding for the ASF elements.
- d. External contributions.

33. Financial aspects for consideration in ASF training are attached as Annex A.

COOPERATION AND COORDINATION

34. As regards training, the traditional bilateral and multilateral collaboration with partners, contributors, UN and the international community will be maintained or strengthened in order to allow a permanent update of procedures and the conduct of combined training with external initiatives. This co-operation will allow:

- To meet the standards and needs of the ASF at the continental and regional levels;
- To ensure the training and evaluation of ASF brigades,
- To support centres of excellence;
- To contribute to the planning and conduct of training;
- Regular participation of resource-persons to enhance training capacity and achieve training objectives (for example the participation of ICRC to brief on the Laws of Armed Conflict).

35. RECs and AU Member States will have the possibility to initiate co-operation with various partners such as:

- a. International Organizations;
- b. Universities and other academic institutions;
- c. Institutes undertaking research on international peace and security;
- d. Governments, NGOs, IOs and some public and private organizations, such as multi-national business, financial institutions and civil sector companies.

CONCLUSION

36. This policy is purposefully general in nature, and is designed to allow flexibility in its application.

37. This African Standby Force Training Policy lays down the standards and vision for preparation of the components of the ASF for the emergence of an African Capability in the service of peace and security, and provides guidance to the AU and RECs / Region PLANELMs for the planning and conduct of training.

38. It also provides the PSC with a framework to carry out its oversight responsibilities regarding the training planned and conducted by PLANELM,s.

Abbreviations, Acronyms and Initials

ACDS	<i>African Chiefs of Defence Staff</i>
AHSG	<i>African Heads of State and Government</i>
ASF	<i>African Standby Force</i>
AU	<i>African Union</i>
BS	<i>Brigade Staff</i>
CPX	<i>Command Post Exercise</i>
FTX	<i>Field Training Exercise</i>
IO	<i>International Organization</i>
LOAC	<i>Law of Armed Conflict)</i>
MSC:	<i>Military Staff Committee</i>
NGO	<i>Non- Governmental Organization</i>
OAU	<i>Organisation of African Unity</i>
PLANELM	<i>Planning Element</i>
PSC	<i>Peace and Security Council</i>
PSO	<i>Peace Support Operation</i>
REC	<i>Regional Economic Community</i>
RPTC	<i>Regional Peace Keeping Training Center</i>
TNA	<i>Training Needs Analysis</i>
UN	<i>United Nations</i>

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ANNEX A TO ASF TRAINING POLICY

FINANCIAL ASPECTS OF THE TRAINING

1. **Training costs categories.** Training is subdivided into educational (knowledge acquisition and exercises (knowledge restitution) activities. In both areas, the following costs can be identified:
 - a. **Operational costs.** They include, instructors' salaries, training costs, maintenance costs, consumable (office equipment, ammunitions) and transportation (fuel, air tickets) fees, and subsistence costs (food, accommodation, laundry) and operating costs (water, energy, etc.).
 - b. **Structural costs.** They include the purchase of the infrastructure, furniture, communications and information, armament, transport assets.
2. **Types of funding**
 - a. **Common funding.** This process applies when the community shares part or all of the training costs. This is usually achieved by dedicating a part of the annual training budget to the sourcing of earmarked common funded activities.
 - b. **Autonomous funding.** This process applies when the nation / organisation which takes part in activity pays for all related costs.
3. **Funding process for the AU ASF HQ and the Regions/RECs.**
 - a. Funding of national training activities remains a national responsibility (peacetime) and should be kept out of the scope of the present document, which should only addresses the AU and the Regions/RECs.
 - b. Training costs at national and regional level will be paid by the regions/TCCs, and only be reimbursed for pre-deployment training when a mandate is adopted for a PSO mission.
 - c. The AU will be responsible for the funding of those specific training activities identified in the strategic biennial training guidelines. However, the Regions/RECs will be responsible for their regional/RECs training activities as specified in their biennial training plans towards achieving the strategic training guidance in accordance with established funding protocols.
 - N year of implementation
 - N year minus 24 months //establishment of the ASF HQ and brigades common plan
 - N year minus 20 months //calculation of associated costs
 - N year minus 18 months //submission of the plan and associated costs to the HQ chiefs
 - N year minus 12 months// confirmation of available funds (AU PSC Peace Fund, nations, exterior donors) and selection of the retained activities (AU PSC, AU Assembly)
 - N year minus 12 months until to N year// programming and coordinating contributions for the selected activities
 - N year //implementation
 - Audit at the end of the budgetary exercise
4. **Illustrative training needs.** Training within the ASF is divided into three levels of responsibility as follows:

- a. **The African Union.** It is a strategic level of decision making, planning and implementation of the ASF operations.

(1) **Education**

- One workshop for political, military, police and civilian senior leadership.
- One workshop per year on the UN procedures.
- One study trip per year (SHIRBRIG, EU and others)

(2) **Exercises**

- One exercise per year for the AU PLANELM
- One major exercise per year for inter-African deployment (three regions).

- b. **RECs/Regions.** It is a level of operational command of the ASF brigades.

(1) **Education**

- One planning workshop per year for the PLANELM
- One individual internship every three years for the personnel
- One workshop on management of civil-military affairs
- One workshop on the UNDPKO procedures
- Several individual internships (observers, the law of armed conflict(LOAC), logistics, finances, telecommunications)

(2) **Exercises**

- One map exercise
- Two interregional deployment exercises (one for three regions depending on the inter-African exercise)

Example: Table for the coordination of the ASF HQ and brigades bi-annual activities

AU ASF HQ																				
CENBRIG¹																				
ECOBRI²																				
EASBRIG³																				
NARC⁴																				
SADCBRI⁵																				

¹ CENBRIG = The Standby Brigade of ECCAS

² ECOBRIG = The Standby Brigade of ECOWAS

³ EASBRIG = The Standby Brigade of IGAD/Regional Body

⁴ NASBRIG = The Standby Brigade of NARC (North Africa Regional Capability)

⁵ SADCBRI = The Standby Brigade of the Southern Africa Development Community

