

EASTERN AFRICA STANDBY BRIGADE COORDINATION MECHANISM



REPORT OF THE WORKSHOP OF THE EXPERTS WORKING GROUP ON THE CONCEPT OF COOPERATION IN PEACE AND SECURITY IN THE EASTERN AFRICA REGION

**BERJAYA, MAHE BEACH RESORT
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**REPORT OF THE WORKSHOP OF THE EXPERTS WORKING GROUP
ON THE CONCEPT OF COOPERATION IN PEACE AND SECURITY
IN THE EASTERN AFRICA REGION**

1. The workshop of an Expert Working Group of the Eastern Africa Region was held in Seychelles from 24th – 26th September, 2007. The workshop was convened in accordance with the directive of the 5th Council of Ministers to discuss, enrich and conclude the Concept of Cooperation in Peace and Security in Eastern Africa and the draft harmonized Policy Framework.

2. The workshop was attended by Experts from Comoros, Djibouti, Ethiopia, Kenya, Rwanda, Seychelles, Somalia, Sudan and Uganda. Burundi attended as an observer. The workshop was also attended by representatives from the African Union, ECOWAS, and SADC. International Partners representatives who also attended the workshop included Britain, Denmark, USA, SHIRBRIG, and GTZ. The Institute of Security Studies (ISS) attended and provided technical support to the meeting. The full list of the participants is attached in **Annex A** to this report.

3. The Agenda and Programme of work of the three days is attached in **Annex B**.

OPENING STATEMENTS

4. The Director of Eastern Africa Standby Brigade Coordination Mechanism (EASBRICOM), Mr. Simon Mulongo, in his opening statement welcomed the Guest of Honour, Chief of Defence Forces of the Seychelles Defence Forces, Brig Gen Leopold Payet to the meeting and thanked him for sparing time to grace the meeting with his presence. He informed the workshop of the great task ahead, which is to act in accordance with the directive of the Council of Ministers to eliminate among others, inconsistencies and duplication of roles within the EASBRIG structures. The Director concluded by inviting the Guest of Honour to officially open the meeting.

5. In his statement, Brig Gen Payet welcomed the experts to Seychelles, a peaceful and beautiful land. He thanked EASBRICOM for choosing Seychelles as the host of this very important meeting. He recognized and acknowledged the dedication and effort being put by

stakeholders to propel the EASBRIG to where it is today. He said that security is something that must be continually strived for.

6. He indicated that conflicts in Africa had continued to be a major impediment to socio-economic development of the continent and noted that the region's collective ideals remained the driving force in resolving the conflicts and to that end live in peace and harmony. He noted that without peace there can be no sustainable development and without an African continent and sub-continent impulsion aimed at ending African conflicts, there can be no lasting peace.

7. He advised that regionalization is becoming an increasingly important aspect of Africa's security affairs, because it describes geographic manifestations of political, military, economic or social processes on international acceptable level. He went on to say that sub-regional organizations like EASBRIG also play an important role within the African defence and security agenda and serves as the main interlocutor between each individual member states and continental body. He said that EASBRIG serves as a testimony and also reinforcing the belief that security must be understood in a comprehensive term that goes beyond the traditional military connotations.

8. He concluded by emphasizing that EASBRIG can spearhead the promotion of peace, security and stability that the continent has been looking for, as a necessary pre-requisite for Africa's social and economic development and integration. He wished that the beauty and peace of Seychelles inspires and motivates the team to work for a better Eastern Africa, a better Africa and a better world.

9. He declared the meeting officially opened.

10. In the workshop it was found necessary for various presentations to be made to enlighten the meeting on the principles and policies from which African Standby Force (ASF) derives and to enable the meeting make sound decisions.

PRESENTATIONS

11. Mr. Simon Mulongo the Director of EASBRICOM presented the Proposed Eastern Africa Peace and Security Architecture and the

Harmonised Policy Framework. He highlighted the concept of the ASF which he said includes:

- a. Continental Early Warning;
- b. Regional Standby High Readiness Forces;
- c. Multidimensional Military, Police and Civilian capabilities;
- d. Six AU Scenarios for contingency planning;
- e. Regional delegation and tasking;
- f. AU lead and strategic support;
- g. Six month employment replaced by UN or AU or hybrid mission; and
- h. Simultaneous capacity across the continent.

12. He outlined the ASF regional responsibilities that include the Concept of Operations; Operational Planning; Contingency Planning; Finance and Budgeting; Interoperability; Standardization; Certification; Force Training Cycle; Exercise Planning and Assessment and Reconnaissance

13. He pointed out that EASBRIG has not been able to achieve its mandated task because of Structural Inconsistencies and Contradictions; Lack of Clear Focus on achievable aims and objectives; Lack of Resources; Lack of clear regional diplomatic, political and military leadership and direction; Dispersal of the EASBRIG organs; Unclear reporting chains; Regional Concepts (i.e. Logistics) not examined and completed and Lack of clear, complete plans (e.g. training).

14. He highlighted the contradictions in the founding documents as:

a. Definitions:

- (i) EASBRIG is defined as "*a brigade drawn from the EA region*" and therefore is not the Region as commonly referred to.
- (ii) PLANELM is defined as the "*planning element*" of EASBRIG, not as the permanent HQ responsible for planning and force generation as defined under the MOU

b. Force Preparation

- (i) PLANELM: *"responsible for force preparation of EASBRIG"* para 22 Policy Framework
- (ii) EASBRIG HQ: *"force preparation"* Art 9(2) MOU

c. Secretariat Duties

- (i) EASBRICOM: *"secretariat services for EASBRIG organs"* Policy Framework
- (ii) EASBRIG HQ *"provision of secretariat services..."* Art 9(3) MOU
- (iii) PLANELM *"provision of secretariat services" (Directives by EACDS)*

d. Entering into Agreements

- (i) PLANELM: *"empowered to enter in agreements..."*
- (ii) EASBRICOM: assigned function to enter into all agreements

e. Command and Control

- (i) Relationship between the Brigade HQ, PLANELM and EACDS undefined
- (ii) PLANELM may be deployed but is described as full time planning HQ for EASBRIG
- (iii) EASBRICOM as an Independent Coordination Mechanism replacing IGAD, has to be provided for within the policy and legal documents

f. Oversight

EASBRICOM empowered to control and coordinate EASBRIG structures and yet EASBRIG HQ and PLANELM have direct reporting chain to EACDS

15. He recommended to the meeting to establish a simple, clear, effective and coherent chain of command; Have components with clear understanding of their responsibilities and functional areas; Have a clear

strategic development plan; the need to maintain regional unity and representation; the need to harmonize current organization without significant increases in personnel and costs **or** loss of jobs and displacement of structures; Understand fully the original intent of the Peace and Security architecture of the AU; Rethink the roles and responsibilities of the EA regional mechanism and its role in peace and security; Fully harmonize organs, command and control elements, and force structures; Reconstruct the policy framework and the attendant structures to respond to the AU ASF/Regional contingencies and aspirations.

16. The African Union Commission representative Col Martin Ndamage in his presentation covered the Africa peace and Security architecture, relationships between regions and AU/Regional Brigades, Mission Scenarios and the ASF components. He defined ASF components as the military, the police and civilians.

17. He emphasized that the mandating authority for any AU Mission will be the African Union Peace and Security Council which will also seek authority from the United Nations Security Council. Similarly, regions if they have to deploy in the region will need to seek AU authorization.

18. The workshop also received a presentation from the Multinational Standby High Readiness Brigade for the UN operations (SHIRBRIG). He noted that the ASF borrows from the SHIRBRIG model. In his presentation Lt Col Henrik Vedel from SHIRBRIG, outlined the SHIRBRIG concept as being a UN single Client. He said SHIRBRIG in principle only deploys on UN request under Chapter VI of the UN Charter. He said that the decision making process of SHIRBRIG derives from a Steering Committee of member states.

19. He indicated that SHIRBRIG reaction time ranges from 7 to 30 days upon national approvals and that it employs up to 6 months in the mission. He also indicated that all elements in SHIRBRIG must be self-sufficient or self-sustaining for at least 60 days in the mission. He said that the employment options of SHIRBRIG include: deployment of a Brigade headquarters of a nucleus force Headquarters; employment of a PLANELM to assist UN in planning a new mission; employment of an observer/Monitoring mission and employment of SHIRBRIG for UN Peace Support Operations.

20. He informed the meeting that SHIRBRIG has been working with the ECOWAS Standby Force and EASBRIG Planning Element and will continue doing so. He revealed that currently SHIRBRIG is assisting EASBRIG PLANELM with planning for 2008 CPX.

21. The Chief of Staff of the ECOWAS Planning Element Brig Gen Hassan M Lai made a presentation on Establishment and Activities of ECOWAS Standby Force (ESF). He said the concept of Operations of ESF was Peacekeeping, Peace Enforcement, Peace Building and Humanitarian assistance.

22. He noted that from ECOWAS experience, a Regional Organization is: better positioned for PSO; faster to deploy; and Cheaper Compared to UN. He said ECOWAS has been able to conduct PSO and noted that a region finds it easy to have consensus amongst member states and provides a bridge for the deployment of AU/UN missions.

23. He informed the workshop that the ESF comprises of pre-determined regional standby highly trained units, equipped, and prepared to deploy as directed in response to a crisis or threat to peace and security.

24. He said that ECOWAS Task Force is comprised of a Task Force of 2,773 soldiers within pre-determined units and upon order are prepared to deploy within 30-days and be fully self-sustaining for 90-days.

25. He also indicated that the ECOWAS Main Brigade will be comprised of additional 3,727 soldiers within pre-determined units (6500) and upon order be prepared to deploy within 90-days and be fully self-sustaining for 90-days.

26. He informed the workshop that ECOWAS does not have a Brigade headquarters. The planning element remains the only permanent structure in ESF during the non-mission period.

27. Colonel P. S. Manyemba of SADC BRIG PLANELM in his presentation about the status of the SADC Brigade informed the workshop that the SADC principles are derived from and conform to the Charter of the United Nations; The Universal Declaration of Human Rights; The Constitutive Act of the African Union; The African Charter on Human and People's Rights; The Protocol Relating to the Establishment of the Peace

and Security Council of the African Union; SADC Protocol on Politics, Defence and Security Cooperation and the SADC Mutual Defence Pact.

28. He noted that SADC Operations are conducted for Preventive diplomacy/peace making; Humanitarian intervention; Peacekeeping; Peace Enforcement and Peace Building. He informed the workshop that SADC does not have a standing Brigade Headquarters and is constituted at the time of the mission.

29. Lt Col Duncan Strutt of the BPST-EA based in Nairobi, briefed the workshop on the work being conducted by a team from Uganda, Kenya, Rwanda, supported by the UK, on the development of a Rapid Deployment Capability (RDC). He referred to the AU ASF RDC Workshop in August 2007, the ongoing RDC development work at the AU, and the direction given by the EASBRIG organs in Aug 07, which has guided the work of the RDC team. He briefed the meeting that the RDC workshop had accepted that a nationally led force was the only force capable of responding in a crisis and in order to respond to AU ASF scenario 6, and that this is what the RDC is being designed to meet.

30. He briefed the meeting that the team was currently working on the development of a Kenyan Battlegroup size (about 1600 troops with its own HQ) RDC, and similar Rwanda and Ugandan structures. However, further development of an RDC was expected to include smaller components from all regional member states. The components, large or small, could contribute in part or whole to the EASBRIG multinational force, or deploy by themselves, or as a initial force in a crisis. The larger Battlegroup force would provide a robust military intervention capability to respond to a crisis. He briefed the workshop that national development of such capabilities would not affect their ability to contribute to the larger Multinational Force, but would provide an RDC, not achievable by multinational forces, capable of crisis response.

31. He briefed the meeting that the Kenya RDC was being designed to be able to contribute and participate in the regional CPX planned for late 08.

32. Mr. Freddie Bategereza a specialist on Disarmament, Demobilization and reintegration (DDR) in the United Nations Political Office for Somalia (UNPOS) made a presentation on the need to include DDR in Peace

Support Operations to conform with the principles of multidimensional and Integrated Peace Support Operations.

33. In his presentation he emphasized that sustainable peace is dependent on successful DDR. He stressed on the fact that during the post conflict period, prevention of new violence depended not only on early warning systems but on the willingness of armed groups to lay down their weapons, disband military structure and return to civilian life.

34. He informed the workshop that while DDR deprives combatants of these instruments of violence and oppression it is the first step to bring the combatants to the reality and eventual acceptance of life without the gun; He said that removal of instruments of violence alone is not a panacea for ending armed conflict.

35. He defined demobilization as a detachment of the former combatant from the structure, the culture and the vulnerability to re-absorption into armed groups. However, he indicated that disarmament and demobilization leave former combatants in a social vacuum and still vulnerable to recruitment and rearmament.

36. He also indicated that reintegration gives the community its prodigal/lost children back and that it gives the former combatants a community to belong to. Belonging to a community comes with social obligations, new allegiances, and submission to new non-violent authorities. He appealed to the meeting to ensure that DDR is included in the PSO that EASF may be contemplated.

37. The Chief of Staff of the EASBRIG Planning Element Col Muzungu Munyaneza, presented highlights and challenges of EASBRIG CPX 2008. He outlined the stages of CPX Planning to include: three Planning Conferences – (Initial, Mid, Final); Two MAPEXS; EASBRIG Headquarters Workup; that will culminate to CPX 2008. He said that the skills to be exercised are:

- a. Multinational Teamwork & Cohesion;
- b. Employment of standard operating procedures;
- c. Identification and problem analysis;
- d. Preparation of plans, estimates and orders;
- e. Integration of staff operations and procedures;
- f. Implementation of an Integrated Mission Planning Process;

- g. Conduct Informational & Decision Briefs to the Commander;
- h. Exercise 360° Communications; and
- i. Work and grow as an integrated team.

38. The product of the CPX Exercise are expected to have:

- a. Attained an initial operating capacity for command and control of EASBRIG multinational standby brigade headquarters;
- b. Proficiency in planning and executing a complex simulated peace support operation;
- c. Exercised the Integrated Mission Planning on several occasions; and
- d. Demonstrated to the regional and international community that EASBRIG has taken a first critical step towards meeting the ASF Timeline.

39. He enumerated the challenges of planning and executing the exercise as:

- a. Funding
- b. Insufficient Capacity
- c. Structure
- d. Time Limit

40. Dr Jackie Cilliers of the Institute of Security Studies who was instrumental in the development of the current policy framework and the MOU presented the Concept of Cooperation in Peace and Security in Eastern Africa and the impact it will have on the current policy framework.

41. He proposed that the workshop:

- a. establish a simple, clear, effective and coherent chain of command;
- b. clearly understand their responsibilities and functional areas;
- c. need a clear strategic development plan;
- d. need to maintain regional unity and representation; and

- e. need to harmonize current organization without significant increases in personnel and costs or loss of jobs and displacement of structures.

42. He further emphasized that the workshop should:

- a. Understand fully the original intent of the Peace and Security architecture of the AU
- b. Rethink the roles and responsibilities of the EA regional mechanism and its role in peace and security
- c. Fully harmonize organs, command and control elements, and force structures
- d. Reconstruct the policy framework and the attendant structures to respond to the AU ASF and regional contingencies.

43. He proposed that for the region to be effective, there is need to take note on the following factors:-

- a. Peacekeeping was only one response on a continuum of regional and international responses to insecurity
- b. The multi-dimensional and integrated nature of contemporary peace operations requires a multidimensional and integrated response
- c. The need to anchor the EASF within an appropriate political decision-making structure as required by the ASF concept

44. He presented an organization structure indicating changes which will improve the management of EASF, reflect the new Concept of Cooperation and eliminate problems of command and control in the structure.

45. The workshop broke into two groups (A & B) to discuss in details a number of key issues in the proposals recommended in the Concept of Cooperation on Peace and Security in Eastern Africa and the organizational implications in the proposed structure.

GROUP REPORTS

46. The two groups reported to the plenary. The plenary identified a number of inconsistencies and duplications in the structure and functions

of EASBRIG structures, and made proposals to improve the Draft Revised Policy Framework.

47. Inter alia, the workshop noted the following inconsistencies and duplication in functions:

- a. The absence of a common focal point for all aspects that relate to EASBRIG.
- b. The Planning Element (PLANELM) and Standing Brigade Headquarter element both report to the Eastern Africa Chiefs of Defence and Security (EACDS) and that there is no functional relationship between the two, neither do they report to the recently established Eastern Africa Brigade Coordination Mechanism (EASBRICOM).
- c. Both the PLANELM and the Standing Brigade Headquarters element are tasked with force preparation duties and both may deploy and prepare forces.
- d. Both EASBRICOM and the Standing Brigade Headquarters element have secretarial functions.
- e. The EASBRIG structures do not provide for the non-military components of the brigade as required by the African Standby Force and reinforced through recent Council decisions.
- f. Some of the current functions of the Director of EASBRICOM are not supported by the established structure including the ability to undertake resource management and monitoring.
- g. Peacebuilding, conflict resolution and post-conflict reconstruction responsibilities are not elaborated within the structure.
- h. The current staffing of EASBRIG caters for only the military component of the Eastern Africa Standby arrangement which falls short of an integrated military/civilian structure in line with the requirements of the ASF and the demands of multidimensional and integrated peace operations.

48. To rectify the above inconsistencies the workshop made a number of proposals relating to:

- a. A legitimate authority to mandate a mission within the framework of the UN Charter and the Constitutive Act of the AU. This can be done at the level of the Assembly of Heads of State and Government for Eastern Africa region.

- b. A multidimensional strategic level management capability located within an Eastern Africa Peace and Security Secretariat that covers the spectrum of conflict prevention, management and resolution activities.
- c. A mission HQ level multidimensional management capability.
- d. Mission components for multidimensional peace support operations, including military, police and civilian staff, in their countries of origin, ready for deployment at specified notices of readiness.
- e. Various components and systems to support multidimensional and integrated peace missions.

49. Some members recommended provided for the establishment of an Eastern Africa Peace and Security Mechanism (EAPSM) in accordance with Article 16 of the Protocol Relating to the Establishment of the Peace and Security Council of the African Union and Chapter VIII of the UN Charter, reporting through the Council to the Eastern Africa Assembly of Heads of State and Government as the supreme authority responsible for peace and security matters.

50. Amongst others the draft harmonized policy document contains proposals to:

- a. Expand the Council of Ministers in terms of participating authorities.
- b. Expand the Committee of Eastern African Chiefs of Defence Staff (EACDS) to include other key stakeholders in the EASF.
- c. Some members proposed renaming and reconfiguring EASBRICOM as the Eastern Africa Peace and Security Secretariat (EAPSS) as the coordination structure and secretariat of the Mechanism.
- d. Elevate the integrated planning function, currently under the military PLANELM, to strategic level and subsume it into the EAPSS. The PLANELM and the COS of the standing Brigade Headquarters element and the Logbase will report to the Director General of the EAPSS through the Director of the Peace and Security Division or the Director Integrated planning, as the case may be.

51. Other proposals include:

- a. Various options regarding the force preparation and planning for the EASF by the EAPSS.
- b. Subsidiary structures and systems consisting of the standing Brigade Headquarter element, an integrated logistic element and training system.
- c. Some members proposed the establishment of a Council of Elders for mediation purposes consisting of eminent persons along similar lines as that set out in Article 11 of the PSC Protocol.
- d. Other members proposed the establishment of an early warning mechanism as well as a CIMIC function.

51. The proposed reviewed security arrangement be anchored in a more appropriate legal framework such as a pact

CONCLUSION

52. The workshop participants appreciated the very positive contribution of partners of EASBRIG sister organizations from other regions and expressed profound thanks to the government of the people of the Seychelles for having provided the venue and hospitality for the holding of the workshop.

**Report adopted by the Experts Working Group of the Eastern
Africa Region**

**Done at Berjaya Mahe Beach Resort, Victoria, Seychelles,
24th – 27th September, 2007**