DEVELOPING THE ECOWAS CIVILIAN PEACE SUPPORT OPERATIONS STRUCTURE

Report of an Experts’ Workshop convened at the
Kofi Annan International Peacekeeping Training Centre¹
Accra, Ghana, 9 –10 February 2006

By Mark Malan, KAIPTC²

23 February 2006

¹ The workshop was convened under the auspices of The Training for Peace (TfP) Programme, by the Kofi Annan International Peacekeeping Training Centre (KAIPTC) and the Economic Community of West African States (ECOWAS), with financial support from the Governments of Norway and the United Kingdom.

² With thanks to ECOWAS Secretariat – specifically, LT Col Charles Thom, and Charlie Hunt of KAIPTC for their review and comments on earlier drafts of this report.
CONTENTS

1. Introduction 3
   1.1 Background 3
   1.2 Aim and objectives of the workshop 4
   1.3 Aim and scope of this report 5
2. ECOWAS vision for peace support operations 5
3. The African Union vision for peace support operations 8
4. ECOWAS protocol specifications and the AU policy framework 10
5. The role of police in complex peace missions 12
6. Civilian leadership and management of peace missions 13
7. Development of the non-military ECOWAS mission capability 15
8. Roadmap for developing non-military mission components 16
   8.1 Policy & Concepts 17
   8.2 Structures & People 18
   8.3 Equipment & Logistics 23
   8.4 Training 25
   8.5 Funding & Budgets 27
   8.6 Police 28
9. Conclusion 29
10. Priorities for the way ahead 31

Appendix
   A: Participants 32
   B: Agenda 34

Annexure
   1: ESF Roadmap (version 2) 36
   2: Core Civilian Post Descriptions 37
DEVELOPING THE ECOWAS CIVILIAN PEACE SUPPORT OPERATIONS (PSO) STRUCTURE

1. INTRODUCTION

1.1 BACKGROUND

1. Drawing on the lessons of the ECOMOG operations of the 1990s, the ECOWAS Mechanism makes provision for an enhanced Peace Support Operation (PSO) planning and management capacity. The Defence and Security Committee (DSC), comprising primarily Chiefs of Defence Staff of ECOWAS, assists the Mediation and Security Council in: formulating the mandate of peacekeeping forces; defining the terms of reference for such a force; appointing the Force Commander; and determining the composition of the Force, in terms of national contingents. However, the operational planning and day-to-day management of peace operations is the responsibility of the Executive Secretariat – specifically, the office of the Deputy Executive Secretary for Political Affairs, Defence and Security – DES (PADS) – who supervises the Departments of Political Affairs, Humanitarian Affairs, Defence and Security, and the Observation and Monitoring Centre.

2. At the level of PSO in the field, Special Representatives of the ECOWAS Secretary General (SRES) were, in the past, ignored by the military command of ECOMOG, who held all the power and controlled the resources of the peace operation. The SRES was virtually redundant. However, the ECOWAS Protocol of 1999 has now defined the role of the Special Representative of the Executive Secretary of ECOWAS in clear terms as head of ECOWAS missions. In other words, there should now be firm political leadership and guidance at the strategic level, at the operational level, and at the strategic-operational interface. As stated by one workshop participant, “military solutions are illusionary”.

3. Peace operations are complex and require integrated multi-agency / multi-dimensional solutions. Missions require senior military and especially civilian leadership, to provide vision and direction, and to shape culture to support the vision of peace implementation (through policies, structures and operating principles). Senior leaders are required to manage complex relationships, to represent the mission within the international community, to conduct contingency and forward planning, and to integrate all efforts through developing and encouraging team work. This is not something that can be achieved by bolting on a “civilian component” to extant ESF structures. The challenge is to develop a common political-military vision of PSO and an integrated structure capable of leading and executing future ECOWAS missions with a high degree of success.

4. An Operational Framework for the ECOWAS Stand-by Force (ESF), produced by the ECOWAS Secretariat with the aid of key donor partners, was presented at the 12th ECOWAS Defence & Security Commission (DSC) meeting in Niamey on 21 April 2005. The purpose of the document is to assist ECOWAS in the sequencing and coordination of activities, whilst also providing a co-ordination tool for donors to identify and target assistance to support the early and efficient establishment of the ESF. It was approved by the DSC, with the understanding that amendments will follow.

5. In June 2005, the KAIPTC convened an experts’ workshop that confirmed that the ESF is the *military component* of any future ECOWAS Peace Mission deployment, and that
no attention had been paid to the requirements of civilian political leadership and the core
civilian and police competencies required for mission success. The workshop produced a
draft core civilian mission structure and task statements for future ECOWAS missions; as
well as recommendations on the recruitment and selection of civilian specialists for mission
service; and the establishment of a civilian standby roster. However, there has been no
movement to date on the implementation of any of these recommendations.

1.2 AIM AND OBJECTIVES OF THE WORKSHOP

6. The aim of the February 2006 workshop was to refine the proposals made in June
2005, to discuss these with representatives from the African Union (AU) and the Regional
Economic Communities (RECs), and to produce a report for submission to the ECOWAS
Secretariat for discussion, amendment and approval. Importantly, this report will include an
agreed roadmap for the establishment, by 2010, of an operationally effective Civilian
Structure for ECOWAS PSO.

7. The specific objectives to be met in achieving this aim were formulated as follows:

1. Share information and ideas with the AU & RECs for consideration in the
development of their Civilian PSO Mission Structures
2. Rationalize, harmonize and confirm Command and Control arrangements (1999
ECOWAS Protocol specifications/ AU concept of C2)
3. Refine the recommendations made in June 2005 on the civilian structure of
ECOWAS peace missions (with comments/input from the AU)
4. Produce a broad mission structure that integrates the Civilian & ESF components &
the Police component (in outline only)
5. Identify what needs to be done and by whom with regard to an ECOWAS Civilian
standby roster, and determine how such a roster should be established, maintained,
and utilized\(^3\)
6. Identify logistic & equipment needs for the civilian component and suggest how these
could best be met
7. Clarify individual training requirements for Civilian staff, and specify needs for
integrated training with other mission components
8. Synchronize deployment timelines of the civilian component and NTM standards with
those of the ESF
9. Produce a Roadmap as a planning and implementation guide for the establishment
of an ECOWAS Complex Peace Mission Structure
10. Discuss what additional civilian and police capacity building is needed in the
Secretariat

\(^3\) This is also in accordance with the African Standby Force (ASF) Policy Framework Document,
which specifies the need “to establish and centrally manage a roster of mission administration, plus a
roster of civilian experts to fill the human rights, humanitarian, governance, DDR and reconstruction
components of a complex peacekeeping mission. Qualifications should be similar to that required by
the UN, while the AU roster should be linked to UN rosters”.

11. Agree on a way forward - post-workshop actions and responsibilities

8. In line with the aims and objectives of the workshop, a more than a dozen senior officials from the ECOWAS Secretariat were invited, together with representatives from the African Union (AU), each of the Regional Economic Communities (RECs), ongoing UN missions, and a number of expert facilitators. Ultimately, there were 33 participants; the AU and EASTBIG were represented, with no response coming from other RECs (see Appendix A for a full list of participants).

9. The original agenda provided for a three-day meeting, beginning on the morning of 8 February. Unfortunately, the majority of the ECOWAS participants were unable to join the Accra-bound Virgin Nigeria flight from Lagos. This meant that they only arrived in Accra on the afternoon of the 8th. As the ECOWAS participants were key to the discussions, it was decided that the start of the workshop be postponed to the 9th and the agenda be amended and compressed to accommodate the delay. This was agreed together with the local and international participants who had arrived in Accra by the morning of the 8th (see Appendix B for the final agenda).

1.3 AIM AND SCOPE OF THIS REPORT

10. This aim of this report is to capture and collate the essence of the presentations and discussions at the workshop, with particular attention to the proposed roadmap and the way forward for ECOWAS in developing its non-military mission capabilities. Because the emphasis throughout the workshop was on the need for common understanding, cooperation and consensus, the presentation and elaboration of the roadmap is preceded by a brief summary of presentations on: the ECOWAS vision for peace support operations; the African Union vision for peace support operations; reconciling ECOWAS Protocol specifications and the AU policy framework for PSO; the role of police in complex peace missions; and civilian leadership and management of peace missions.

11. This provides the background to the record of consensus reached on the development of the non-military ECOWAS mission capability and presentation of a roadmap for developing non-military mission components. The latter is followed by a brief discussion on each of the six developmental paths that appear on the roadmap, namely: Policy & Concepts; Structures & People; Equipment & Logistics; Training; Funding & Budgets; and Police. The report concludes with a summary of the way forward as envisaged by the EASTBRIG, the AU and ECOWAS.

2. ECOWAS VISION FOR PEACE SUPPORT OPERATIONS

12. The West African vision of peace support has evolved over a period of about 30 years. At the creation of ECOWAS in 1975, the agenda was to promote market integration through policy harmonization and coordination; and to speed up the development of physical infrastructure – roads, telecommunications and energy – to facilitate market integration. At the time, issues of peace and security and the manner in which they could be addressed were informed by the realities of Cold War politics. Within these constraints, ECOWAS soon recognized the need to promote good neighbourliness and adopted the 1978 Protocol on Non-Aggression, an instrument which was followed in 1981 by the Protocol on Mutual Assistance in Defence.
13. The evolving conflict dynamics in the sub-region, coupled with field experience, convinced ECOWAS leaders to rethink the inter-relationship between security and development and to raise conflict prevention to the same status as the Community’s development agenda. The ECOWAS Treaty was revised in 1993 to confer supra-nationality to the regional body. In 1999, the institution adopted the Protocol on the Mechanism for Conflict Prevention Management, Resolution, Peacekeeping and Security, followed closely by the adoption of the Additional Protocol on Democracy and Good Governance in 2001. Together, these legal instruments constitute a comprehensive framework for confronting the new threats to peace and security on a more permanent basis and dealing with the entire conflict chain from pre-crisis tensions through to peace-building.

14. ECOWAS is currently operationalizing the Mechanism by boosting its conflict prevention capabilities to be able to pre-empt potential outbreaks of violence, to intervene in a robust manner where conflicts have broken out, and to engage more effectively in post-conflict reconstruction in places where peace has been restored. It is the 1999 Protocol on the Mechanism that provides the clearest vision, mandate and guidance for the conduct of peace support operations, including complex or multidimensional missions.

15. This framework provided by the Protocol spans the entire spectrum of peace support operations from conflict prevention, management and resolution to peace building. It also describes the training requirements and procedures for peace support operations, command and control structures, and the financing of missions. The Protocol provides, among others, for a peace support capability composed of several multi-purpose assets (civilian, police and military) held on standby in their countries of origin and ready for immediate deployment.

16. There is a deep awareness within ECOWAS that responses to contemporary complex emergencies, including the challenges of democracy and development, demand integrated, multi-dimensional, multifaceted, multi-actor interventions. Consequently, a holistic ECOWAS response to these challenges requires an integrated civil-military approach in order to assure human security.

17. The holistic approach to security has been evident in the efforts of ECOWAS over the last decade – the organisation has been active in election issues, provision of humanitarian assistance, mediation, micro disarmament, infrastructural development, and economic revival and integration. ECOWAS has engaged in these endeavours with several development partners – particularly donors, civil society and the private sector. It is therefore envisaged that the ECOWAS Standby Force is a major tool for the conduct of peace support, and that the ESF will act under civilian political guidance within a broader mission framework which will necessarily include all critical elements and partners to address peace and security in a holistic manner.

18. This multidimensional approach is evident in the ECOWAS Protocol Relating to the Mechanism for Conflict Prevention, Management, Resolution, Peace-Keeping and Security.\(^4\) For example, Article 28 states that: "Member States hereby agree to make available to ECOMOG\(^5\) units adequate resources for the army, air force, navy, gendarmerie, police and

---

\(^4\) Hereinafter referred to as 'the Protocol.'

\(^5\) While the term ECOMOG (ECOWAS Monitoring Group) is used in the Protocol, ECOWAS took a deliberate decision, with the establishment of ECOMICII and UNMIL, to discontinue use of this term. The decision was based on the need to counter negative perceptions associated with alleged excesses of ECOMOG troops operating in Liberia and Sierra Leone in the 1990s.
other military, paramilitary or civil formations for the accomplishment of the mission.” In turn, this is meant to lead to the constitution and deployment of “a civilian and military force to maintain or restore peace within the sub-region, whenever the need arises” (Article 3.h).

19. Article 22 of the Protocol identifies the role of ECOMOG (civilian & military) in theatre, as:

(a) Observation and monitoring,
(b) Peace-keeping and restoration of peace,
(c) Humanitarian intervention in support of humanitarian disaster,
(d) Enforcement of sanction including embargo,
(e) Preventative deployment,
(f) Peace-building, disarmament and demobilization,
(g) Policy activities, including the control of fraud and organised crime,
(h) Any other operations as may be mandated by the Mediation & Security Council.

20. Articles 32 and 22 of the Protocol unambiguously identify the Special Representative of the ECOWAS Executive Secretary (SRES) as the Head of Mission. Article 30 of the Protocol, headed Training and Preparation of the Composite Stand-by Units, states that:

“The Executive Secretary, through relevant departments, and in consultation with Member States, shall contribute to the training of civilian and military personnel that shall be part of the Stand-By Units [or Modules] in various fields, particularly in international humanitarian law and human rights.

To this end, the Executive Secretary is tasked to:

1) Support the development of common training programmes and instruction manuals for national schools and training centres.
2) Organize training and proficiency courses for personnel of the units in the regional centres in Côte d'Ivoire [now moved to Mali] and Ghana.
3) Work towards the integration of these centres into sub-regional centres.
4) Take the necessary measures for the organization of periodic staff and commanders' exercises and joint operations.”

21. The AU Roadmap for the Operationalisation of the ASF (EXP/AU-RECs/ASF/4(I) dated 22-23 Mar 05) also identifies six mission scenarios:

(a) Scenario 1. AU/Regional military advice to a political mission – deployment required within 30 days from an AU mandate resolution.
(b) Scenario 2. AU/Regional observer mission co-deployed with a UN Mission. Deployment required within 30 days from an AU mandate resolution.

6 ‘Units’ are roughly equivalent to ‘Modules’ in the French translation of the Protocol.
(c) **Scenario 3.** Stand-alone AU/Regional observer mission. Deployment required within 30 days from an AU mandate resolution.

(d) **Scenario 4.** AU/Regional peacekeeping force for Chapter V1 and preventative deployment missions (and peace building). Deployment required within 30 days from an AU mandate resolution.

(e) **Scenario 5.** AU peacekeeping force for complex multidimensional peacekeeping missions, including those involving low-level spoilers. ASF completed deployment required within 90 days from an AU mandate resolution, with the military component being able to deploy in 30 days.

(f) **Scenario 6.** AU intervention, e.g. in genocide situations where the international community does not act promptly. Hence it is envisaged that the AU would have the capability to deploy a robust military force in 14 days.

22. ECOWAS has proven itself as a competent and responsive trailblazer on the continent and beyond in the area of classic military intervention, with *ad hoc* civilian participation. The time has now come to develop a coherent civilian led PSO mission structure, which includes integrated civilian, police and military components. Part of the requisite human resource base exists in Member States. What is required is to develop a framework and database for identification, capacity enhancement, clustering and maintaining their readiness for an integrated civilian, police & military deployment.

23. This, in essence, is the ECOWAS vision for the *civilian-led mission component* of peace support operations of the ESF. The immediate priority is to establish an appropriate structure for future ECOWAS peace missions, in particular the structure for the key civilian leadership and civilian and police mission management functions.

### 3. THE AFRICAN UNION VISION FOR PEACE SUPPORT OPERATIONS

24. The OAU was formally transformed into the African Union (AU) in Durban in 2002. Pursuant to Article 5(2) of the Constitutive Act of the African Union, the Protocol on the Peace and Security Council (PSC) was established, as a collective security and early warning arrangement to facilitate timely and efficient response to conflict and crisis situations in Africa; replacing the OAU Mechanism. Within the framework of Article 13 of the PSC Protocol, the AU Commission is mandated to establish an African Standby Force (ASF). This force shall be composed of: Multi-disciplinary civilian and military

---

7 The term “civilian component” was used throughout the workshop as a short-hand reference to those capabilities (structures, functions and personnel) that are essential to the successful functioning of future ECOWAS complex peace Missions, but that are not included in the extant (military) ESF design and operational framework document. However, this convenient shorthand should not detract from the centrality of *civilian political leadership* to both the legality and success of all ECOWAS operations.


9 Article 13 (1.) of the PSC Protocol reads as follows: “In order to enable the Peace and Security Council perform its responsibilities with respect to the deployment of peace support missions and intervention pursuant to article 4 (h) and (j) of the Constitutive Act, an African Standby Force shall be
components, held on standby in their countries of origin, and ready for rapid deployment at appropriate notice.

25. To this end, it was decided that each region/REC should establish a small, full-time planning element (PLANELM), a Brigade HQ, and have identified brigade units on standby in Member States. Reference is also made to an African policing capability; with the AU establishing and managing a standby roster of (240) individual police officers, and managing at least two formed sub-units (companies) of police, on standby to support AU missions. The Protocol is not very specific on the size, shape, functions or composition of a civilian headquarter management and functional capability; stating simply that the AU should establish and centrally manage a roster of “mission administration” and “civilian experts” to handle human rights, humanitarian, governance, and DDR functions in future missions.

26. Whereas the original AU planning had called for substantive progress by mid-2004, the delays with the approval of the Policy Framework that had first been submitted to Heads of State during 2003, the absence of substantive follow-up consultations and exchange of information between the AU and the regions/Regional Economic Communities (RECs) as well as the process of transformation within the Commission of the African Union delayed progress at the continental level. This has led to a situation where regions such as ECOWAS and IGAD have proceeded with their own arrangements, some of which are not necessarily in accordance with the guidelines approved at the continental level. While some of these arrangements necessarily had to be developed in the absence of substantive guidance, the AU is now actively pursuing a consultative process that includes representatives of the RECs, the United Nations, key donors and other stakeholders. As part of this consultative approach, during 2006 the AU Peace Support Operations Division (PSOD) will:

- Convene a series of workshops with participation by the regions and major donor partners, to provide a costed continental logistic system, continental C3IS and continental training concept and the initiation of key recommendations in this regard;
- Develop standard tables of organisation and equipment (TOE), in conjunction with regions;
- Develop and implement a continental standby system, and link it to the United Nations Standby Arrangement System (UNSAS);
- Initiate and coordinate the drafting of memoranda of understanding and letters of exchange;
- Draft standard operating procedures (SOPs) for the ASF;
- Elaborate/draft doctrine for the ASF; and
- Elaborate/develop standardized training modules, as well as command post exercises (CPX).

27. In the interim, there are many unanswered questions being posed by planners at the AU level and within the regions – some of which will require clear policy level decisions. For
example, is it envisaged that the Regions simply prepare the standby force components, while the AU maintains responsibility for force employment? If so, does this imply that only the AU can sanction missions? And that regions can only use those forces they have earmarked for ASF on AU sanction? It may also be expected that the answers to these kinds of questions may vary from region to region, as some regions have more institutionalized peace and security structures and decision-making processes than others. Of all the RECs, ECOWAS has the most developed PSO structures and processes, and it is here that the need for synchronisation and decisional clarity is probably the greatest and most urgent.

28. It is unclear exactly how the Regional Economic Communities (RECs) fit into the present African Peace and Security Architecture (APSA). While all expositions and schematic representations of the latter make reference to the five regions of Africa (North, South, East, West and Central), there is no definitive picture of how organizations such as SADC, ECOWAS and EAC correlate with the geographic spread of nations, nor of the vexing issue of overlapping membership, by many countries, of more than one regional organization.

29. In the case of non-political emergency assistance (such as flood relief operations), there are no real tensions between the APSA (as defined by the Constitutive Act of the AU and the Protocol on the PSC) and the West African security mechanism (as defined primarily by the 1999 Protocol on the Mechanism). However, where the decision to intervene is based on political criteria and considerations, some degree of confusion may be expected.

4. ECOWAS PROTOCOL SPECIFICATIONS & AU POLICY FRAMEWORK

30. ECOWAS PSO capabilities are considered an essential building-block of the ASF and its ability to ultimately intervene in a peace support role. There is a firm legal basis underpinning the relationship between ECOWAS and the AU on issues of peace and security. ECOWAS Member States are also AU and UN member states, and ECOWAS itself is an active regional organization recognized by both the AU and UN. ECOWAS is bound by and has an obligation under the Constitutive Acts of AU and Chapter VIII of the UN Charter to create an environment conducive to the promotion of peace and security in the sub-region. These obligations are recognised in both the ECOWAS Revised Treaty of 1993 and the 1999 Protocol relating to the Mechanism.

31. However, the legal aspects often belie a number of political realities that complicate relationships within the emerging continental and global security architecture. For example the principle of “subsidiarity” cannot be applied without due regard for the proximity of member states to conflicts and the spill-over effects of regional conflicts.

---

10 Article 52 of the UN Charter allows states to form regional organisations for dealing with such matters of peace and security “as are appropriate for regional action”. Although not defined in the Charter, such regional organisations presumably involve treaties of co-operation that are entered into by geographically proximate states.

11 This is based on the idea of layered responses to African crises, whereby the initial response would come from local and national organisations, followed by responses at the sub-regional and continental levels, and finally by those of the UN and the broader international community.
32. A further complicating issue is that the ASF architecture dictates that it will be entirely dependant on the regions for force generation and operational capability. Some member states in these regions are already committed to providing troops and police to the AU mission in Sudan, as well as ongoing UN operations, and may also be contributing to their own regional operations when called upon to mobilize for future ASF operations. Moreover, the regions are developing their standby capacities at different rates and with different levels of linkage to the continental framework and standards.

33. There are also a few areas of potential tension between the ECOWAS Mechanism and AU’s peace and security architecture. On the one hand, the Constitutive Act of AU confers on the AU the “right to intervene in a Member-State ....in response to grave circumstances” and acknowledges the “right of Member-States to request intervention from the Union to restore peace and security”. The authority for mandating and terminating AU peace missions rests with the Peace and Security Council, and the political command and control of such missions is vested in the Chairperson.

34. On the other hand, the ECOWAS Authority of Heads of State and Government, under Article 10 of the ECOWAS Protocol, mandates the Mediation and Security Council, as the implementing organ for the Protocol, to take all decisions on peace and security and to authorize all interventions on behalf of the Authority. Article 15 mandates the Executive Secretary to implement all decisions of the MSC. However, the linkages with the AU and UN are recognized in the specification that the Mechanism “shall be put in effect at the request of AU or UN ... [and] the Chair of the MSC shall submit periodic reports on situations to AU and UN”.

35. There are a variety of possible deployment scenarios where the potential tensions inherent within existing mechanisms will have to be effectively managed. For example, ECOWAS may:

- Deploy a mission to a Member-State (as in Liberia, Sierra Leone and Côte d’Ivoire);
- Deploy a mission to an out-of-area conflict in a non-ECOWAS African state;
- Provide a component of Multi-Brigade AU deployment (Darfur)
- Deploy a mission that is later transformed into an AU mission and then a UN mission; or
- Deploy a mission that is later transformed directly into a UN mission (as in Liberia, Sierra Leone and Côte d’Ivoire).

36. As these various scenarios illustrate, there are a variety of command and control and reporting challenges that remain unresolved, and for which there is little or no guidance under existing legal instruments or policy framework documents. As matters stand, ECOWAS will inform the AU of any intervention being planned for one of its member states, but has no legal requirement to seek permission or authorization from the AU for such action.

37. Much of the perceived, if not anticipated, tension will best be resolved in the short to medium term through a high degree of pragmatism and flexibility, coupled with good and regular communication between the AU, ECOWAS and the other RECs. It is widely accepted that the AU’s role is to lead in the strategic development of the African Peace and Security Architecture (APSA), with the active involvement of RECs, whilst also developing
and AU coordination (and eventually, command and control) capability. It is also accepted that the RECs will lead with regard to sub-regional peace and security initiatives and continue to develop their own conflict management mechanisms whilst also contributing to the AU’s standby capabilities for PSO. The need for closer consultation and harmonisation with the RECs has already been identified and accepted by all parties. Of course, there is also a need to continue equal and pragmatic relationships between extant African UN troop contributors, and the UN – as well as the AU and the respective RECs – with regard to African contributions and standby assets to support the UN peace and security architecture.

38. Over the longer term (perhaps by 2015?), it will be necessary to reconcile the various REC protocols on peace and security with the AU Constitutive Act and the PSC Protocol. In the interim, there should clearly be some constructive, on-going dialogue between the AU and RECs on Memoranda of Understanding that would bridge perceived contradictions or tensions emerging from the different instruments. The emphasis, at this stage, should be on collaboration rather than control. Ultimately, the reality of the post Cold War security environment requires recognition of relative capacities and the need for a sensible division of labour in meeting the peace and security challenges facing the African continent.

39. Importantly, from the perspective of the workshop, the African Standby Force Vision 2010 document is incomplete in several areas. For example, “... although police and other civilian capabilities will form important components of the ASF, owing to the absence of a detailed related police/civilian policy, the focus at this stage had to be mainly on the military aspects. The urgency to address these is acknowledged…”

5. THE ROLE OF POLICE IN COMPLEX PEACE MISSIONS

40. The original rationale behind the inclusion of civilian police (CIVPOL) in peace operations is that military personnel do not possess the skills or knowledge to carry out executive functions such as arrest, detention, search, and seizure, and that if a situation arises where these actions are necessary it would be useful to employ CIVPOL to carry them out. However, this perception of the role of CIVPOL in peace operations is inaccurate. CIVPOL’s role is not to act in support of the military, although their roles often work in concert to achieve a specified end state. Rather, the role of CIVPOL is to establish and maintain the Rule of Law and ensure the long term viability of the local law and order forces through monitoring, training and executive functions.

41. Early peacekeeping involved a few civilians who monitored the human rights situation in the host country, including of the justice system. Over time, interest also developed in security sector reform extending from the military to police to prison administration. However, there was little knowledge of how to do this. Rule of law tasks were part of the human rights field operations in Cambodia (UNTAC) and Haiti (UNMIH), where lawyers, judges and others carried out activities in the areas of judicial, police, corrections in the context of a human rights monitoring mission. The use of the term “rule of law” was highlighted by the OSCE in the Balkans and gained currency within the UN with the executive missions in Kosovo and East Timor, and the proliferation of judicial officers and corrections officials as well a very large CIVPOL component. A critical lesson learned in the process is that rule of law is not only technical, but also deeply political. If there is no awareness of the political dimension, technical fixes will not work. The Head of Mission

12 AU Commission (PSO Division), draft discussion document, Addis Ababa, October 2005.
must therefore be completely on board with the mission’s rule of law programme and strategy, or success will be extremely hard to achieve.

42. For a functioning criminal justice system, the judiciary, laws, police and corrections need to be mutually dependent and interlinked, while maintaining separate institutional bases. Peace Support Operations should reflect this by having the capacity to provide support to all aspects of the criminal justice system in a coherent, mutually reinforcing and balanced manner. The UN is still in the process of establishing and refining its rule of law strategies and mission capabilities, so the priority for ECOWAS should be to prioritize the police component and base the development thereof on the cumulative experience of CIVPOL in UN missions. Indeed, while there is a clear mandate from both the AU and ECOWAS to do so, there is no mention of a comprehensive RoL capability in the protocols and policy frameworks that are guiding the development of African PSO capabilities.

43. While CIVPOL and military components often have similar goals – establishing and maintaining security and stability – it is important to remember that the roles and functions of CIVPOL are fundamentally different from those of the military. CIVPOL deploy in a slower and more haphazard manner than their military counterparts, and with little logistical support. CIVPOL typically operate in a relatively safe and secure environment and specialize in long-term capacity-building, as opposed to short-term stabilization. At first glance, it would seem that the inclusion of CIVPOL is at odds with the basic premise of the ESF, which is to deploy quickly, sometimes into volatile situations, for a relatively short period of time until the task is complete or a follow-on mission arrives. However, there are legitimate and convincing arguments in favour of the inclusion of CIVPOL. It has now been widely accepted that police must be included at all levels and in all lines of operations to generate and implement plans for establishing and maintaining law and order (and ultimately the Rule of Law), which is critical to building stability and economic growth in the long term. Detailed planning is essential to ensure that the possibility of a security vacuum is eliminated.

44. Establishing a CIVPOL rapid reaction capability has been pursued by the United Nations (UN) with little success. Unlike the military, participation in peace operations is a secondary or tertiary duty of national police forces and nations rarely have excess police/gendarmerie to send abroad. In addition, nations have often pledged police/gendarmerie with skill sets not appropriate to the roles envisaged. While experience has shown that rapidly deploying forces is possible, it will take clear and detailed planning, selection, and training procedures to ensure that adequate structures are in place to facilitate rapid deployment. This is why it is essential to include CIVPOL in the current drive to establish the non-military standby components of future ECOWAS missions.

6. CIVILIAN LEADERSHIP AND MANAGEMENT OF PEACE MISSIONS

45. Complex peace operations are generally launched to support the implementation of comprehensive Peace Agreements. Contemporary missions are typically mandated to perform tasks such as:

- Managing transitions from war to peace;

• Proving a secure environment for the full range of mission tasks;
• Providing human rights education & monitoring the promotion and protection of human rights by local government forces and authorities;
• Providing and co-ordinating humanitarian relief;
• Overseeing security sector reform (SSR);
• Planning and overseeing demobilization, disarmament & reintegration (DDR);
• Advising on and supporting criminal justice reform/rule of law (RoL);
• Promoting national reconciliation & nation building; and
• Providing electoral assistance and monitoring elections.

46. It is accepted as a given that all peace support missions are profoundly political in nature, and that they are civilian led. In addition, civilians are involved at all levels of mission management and implementation: in political analysis, in emergency relief and humanitarian assistance. In other words, the multi-dimensional nature of PSO demands effective coordination measures. In most contemporary UN missions, the head of mission will be supported by a Force Commander and Police Commissioner, as well as a variety of senior civilian managers responsible for substantive mission sections dealing with: Political Affairs; Policy & Planning; Public Information; Human Rights; Electoral issues; Civil Affairs; Gender; Child Protection; Legal Affairs (RoL); DDR; and Humanitarian Affairs. In addition, complex operations all have a civilian head of Mission Support who supervises senior managers responsible for Administration, Personnel, Finance, Logistics (including movement control), and Information Technology and Communications (ITC). These civilian personnel may be seconded by member states (especially in the case of political appointments and functions), or be individually recruited from the open market.

47. Regardless of the challenges that the SRES may meet to his or her authority within the mission, the bottom line is that the ECOWAS Protocol authorizes a civilian Head of Mission, to whom the Force Commander is subordinate. The head of the military component is responsible to the SRES for the implementation of the tasks assigned to the military force.

48. While the military is unitary and hierarchical by nature, the civilian component(s) are often less ‘governable.’ It is therefore necessary to inculcate a ‘culture of coherence’ both across military and civilian components of the mission and across the civilian components of the mission itself. A first step to the success of the mission is to make sure that all mission components are related/linked in one structure.

49. ECOWAS has already developed significant experience in the deployment of civilians in a variety of peace support roles, albeit not within a complex, integrated mission structure. For example, ECOWAS has sent Special Envoys on fact-finding and mediation missions, has deployed electoral observer missions, and currently has political missions headed by an SRES in Liberia, Sierra Leone and Côte d’Ivoire. The priority challenge is now to develop a coherent mission management structure and civilian functional capabilities for deployment with the military and police components of future ECOWAS missions. These structures and capabilities should be generic to complex peace operations and thus enable a relatively seamless transition from ECOWAS operations to UN or AU operations where appropriate. The type of capabilities and components envisaged as a short to medium-term priority are: Mission management (and support staff); Political Affairs; Policy Planning & Coordination; Public Information; Human Rights; Humanitarian Affairs; and Mission Support.
Against this background, and common understanding of the challenges, workshop participants agreed to the need to establish a comprehensive roadmap for the development of such capabilities. It was further agreed that this roadmap should include, as an interim measure, a police development line – and that an integrated roadmap should eventually be produced towards an endstate that provides, by 2010, an integrated complex peace operations standby capability for the region. The following section outlines the consensus reached by the participants on a meaningful and realistic implementation roadmap.

7. DEVELOPMENT OF NON-MILITARY ECOWAS MISSION CAPABILITY

It was emphasized from the outset that whatever roadmap emerged, it would have to be compatible and consistent with the roadmap that has already been developed and accepted for the ECOWAS Standby Force. To this end, it was recalled that the ESF Endstate is:

An ECOWAS Standby Force (ESF) to provide a regional military capability in peacekeeping and humanitarian assistance to a level of self sustenance in the areas of troops and logistics support, in order to respond to internal or external regional crises or threats to peace and security, including terrorist and/or environmental threats.

To achieve this endstate, the extant ESF Roadmap (see Annexure 1) follows five distinctive paths, dealing respectively with the development of:

- Structures & People
- Concepts
- Equipment & Logistics
- Training
- Security

With the ESF roadmap in mind, workshop participants agreed that the endstate for the non-military components of ECOWAS missions is:

An ECOWAS civilian and policing capability, and civilian-led Mission Structure, which is fully integrated with the military component, to meet the Regional and AU ASF requirements, in order to respond to internal or external regional crises or threats to peace and security, including terrorist and/or environmental threats.

The roadmap to achieve this endstate was developed along six paths, namely:

- Policy & Concepts
- Structures & People
- Equipment & Logistics
- Training
- Funding & Budgets
55. The outline of roadmap is illustrated below, followed by a brief explanation of each of the lines, or paths of development. While the intention is for the development process to be sequential (moving from left to right from each milestone represented by a triangle, and roughly from top to bottom along the roadmap), it is accepted that there will be some degree of concurrent activity within lines, and indeed that concurrent activity between lines will be necessary where feasible.

8. ROADMAP FOR DEVELOPING NON-MILITARY MISSION COMPONENTS

![Roadmap Diagram]

56. As the colour coding and legend indicate, some development work is already in progress, but not necessarily in a co-ordinated manner and with clear guidance from the appropriate authorities. Of greatest concern are those paths where development work is taking place to the right of milestones (and in many cases, authoritative decisions) that have not yet been reached. A synopsis of the milestones in each development path is presented below, with more detailed comments provided for those which were discussed at some length in the workshop, and those that are coloured yellow, where there is a record of

---

14 There was some debate around the inclusion of a policing line in what was essentially a civilian mission development process. There were strong arguments for developing a separate police roadmap, but this was not possible under the time constraints. However, the eventual goal will be to have a single, integrated roadmap embracing all mission components, and it was agreed that the police function was too important to remain out of focus an un-prioritized in the interim.
progress to report on. A full explanation and authoritative expansion of each and every milestone is envisaged as the output to be achieved for the first milestone on the first line of development – policy and concepts.

8.1 POLICY AND CONCEPTS

57. The six milestones along this path are as follows:

1. Develop a comprehensive civilian mission framework document
2. Develop an ECOWAS PSO policy document at the Secretariat level
3. Develop a civilian concept of operations
4. Adopt a comprehensive Peace Support Operations doctrine
5. Produce Standard Operating Procedures (SOP)
6. Amend the 1999 ECOWAS Protocol on the Mechanism

8.1.1 Develop a comprehensive civilian mission framework document

58. An Operational Framework document for the ESF was produced by the ECOWAS Secretariat, with the assistance of donor partners, early in 2005. This document is designed to coordinate all strands for the establishment of the ECOWAS Standby Force. The Operational Framework is dual purposed, both to assist ECOWAS in the sequencing and coordination of activities that need to take place to achieve the desired Endstate, whilst at the same time providing a coordination tool for Donors to identify and target assistance to support the early and efficient establishment of the ESF.

59. The ECOWAS Defence and Security Council (DSC) has approved the way ahead as explained in the Operational Framework document and summarised in the accompanying roadmap. Workshop participants agreed on the urgency for the development of a similar framework document for civilian mission components, and for the approval of this document by the Council of Ministers and ultimately the Mediation and Security Council. This will permit forward planning to take place by the Secretariat and donors, the achievement of other key milestones on the roadmap, and ensure that the necessary momentum is maintained towards the Endstate.

8.1.2 Develop an ECOWAS Peace Support Operations policy document at the level of the Secretariat

60. It was agreed that the ECOWAS Secretariat should commit to the development of policy and guidance that ensures clarity of functions, efficiency and effectiveness of future missions, based on lessons learned and best practices. The required policy directive must be prescriptive and should clarify the parameters of future PSO, the guiding principles, and the core activities. The subsidiary guidance envisaged in the other core policy and concept documents indicated on this development path will provide more in-depth direction on how to undertake core activities. However, the overall ECOWAS PSO Policy must be in place before the remaining milestones can be achieved, namely:

- The development of a concept of operations for each of the substantive civilian mission components;
• Adoption of a comprehensive Peace Support Operations doctrine; and
• Production and promulgation of Standard Operating Procedures (SOP) for the ECOWAS Secretariat, for field mission management, and for each substantive civilian mission component

61. The necessity of achieving the final milestone, amendment of the 1999 ECOWAS Protocol on the Mechanism in order to align it with AU policy, can only be assessed once all other policies and concepts are in place.

8.2 STRUCTURES AND PEOPLE

62. There are seven milestones along this path, namely:

1. Identify integrated HQ structures
2. Identify core field mission functions
3. Identify mission structures
4. Recruit substantive section heads
5. Create a civilian personnel database
6. Integrate database with the AU
7. Maintain currency

8.2.1 Identify integrated HQ structures

63. The strategic-level headquarters for ECOWAS PSO is the ECOWAS Secretariat in Abuja. More specifically, responsibility for the strategic aspects of PSO (planning, mission support, etc.) rests with the Mission Planning and Management Cell (MPMC) within the Department of Defence and Security. This arrangement may have been suitable for ECOWAS missions conceived as ESF (military) operations, but there is a need to revisit this issue in the context of complex missions that include civilian and police structures and tasks.

64. Ideas were exchanged on the need for a “Civilian Peace Mission Structure PLANELM”, the need to include a “fully integrated” civilian and a police officer in the MPMC, and perhaps the need to include one or more civilians in the operational level, adjacent to the Core Task Force HQ. However, none of these proposals go far enough to address the need for strong political direction of the mission planning and management process, and the need for input from a range of civilian specialists – in political affairs, legal matters, DDR, public information, human rights, etc.

65. Moreover, the location of the MPMC – within the Department of Defence and Security – suggests that solutions based on adjustments to the current MPMC will result in a strategic planning and management process that is overly securitized, if not militarized. There is thus good reason to approach this milestone from a broader perspective that incorporates at least all the departments that report to the Deputy Executive Secretary for Political Affairs, Defence and Security – the Department of Political Affairs and the Department of Humanitarian Affairs, as well as the Department of Defence and Security. Other Secretariat departments, such as Legal Affairs, should also be part of the mission planning process.
66. A critical omission in the existing strategic-level planning and management structure is a person or persons to deal with Rule of Law issues in war to peace transitions. In this context, the PPC representative announced that the Canadian government had agreed with ECOWAS to support the appointment of a senior police officer to the Executive Secretariat, at the level of Principal Programme Officer (PPO). Also identified was the need for a special focus for donor engagement and coordination, currently absent from the Secretariat.

67. The following integrated mission planning structure was proposed (but not agreed).\(^\text{15}\)

---

### 8.2.2 Identify ECOWAS Core Field Mission Functions

68. Once a strategic-level integrated HQ structure has been established, this should give guidance to the identification of key personnel who should be available for operational deployment in the field. Workshop participants recommended that personnel in following functional areas would need to be deployed on any future ECOWAS mission:

- Special Representative of the Executive Secretary (SRES)
- Deputy SRES
- Chief of Staff/\textit{Chef du Cabinet} with: Joint Mission Policy & Planning; Joint Mission Analysis Cell (JMAC); and Joint Operations Centre (JOC)
- Political Affairs
- Public Information

---

\(^{15}\)However, this structure has subsequently been briefed to the Executive Secretary as an option that would provide a greatly enhanced integrated mission planning capability at HQ level.
• Legal Affairs\(^{16}\)
• Humanitarian Affairs
• Rule of Law
• Human Rights
• Mission Support

### 8.2.3 Identify mission structures

69. The key areas identified above provided a basis for workshop participants to propose the type of **core ECOWAS mission structure** depicted below:

![Mission Structure Diagram]

70. The core civilian components are shaded light blue. “Human Rights +” denotes that this component embraces also child rights, women’s rights and gender issues. Participants felt strongly about the need for multi-component structures or for a joint mission policy formulation and planning purposes, as well as information analysis and operational tasking – through structures such as a Joint Mission Analysis Cell (JMAC) and a Joint Operations Centre (JOC). As noted in the June 2005 workshop report: “The management of information permeates the policy planning process and thus informs the direction of the mission as a whole. The capacity to collect, analyze and disseminate vital information in a timely manner, is thus essential to successful mandate implementation.”

---

\(^{16}\) The legal affairs component serves as in-house counsel to the SRES on legal issues relating to ECOWAS and the mission. This is a distinct function from judicial and legal (RoL) advisors focusing on the national level and requires different expertise, knowledge and approach.
71. As is evident from the diagram, consensus could not be reached on command and control and reporting lines. There is thus clearly an urgent need to reach consensus on such arrangements at the policy level, and for promulgation of a generic or core ECOWAS peace mission structure.

72. Moreover, the ‘minimalist approach’ was not to say that other functional areas were unimportant, but that they would not necessarily be required for every scenario during initial deployment, providing time for capability to be built before deployment to a mission area or borrowed from other AU areas. Other important functional areas that may need to be addressed by individual specialists or by specific departments after initial mission deployment were identified as:

- Disarmament, Demobilization & Reintegration (DDR);
- Security Sector Reform (SSR);
- Child Protection;
- Gender;
- HIV/Sexual Exploitation and Abuse (SEA);
- Mine Action; and
- Elections

8.2.4 Recruit substantive section heads

73. Once the substantive civilian mission components have been identified and authorised, the heads of these sections need to be recruited according to clear post descriptions and job specifications. A revised version of the draft Operational Task Statements produced at the June 2005 workshop should provide useful guidance for drawing up job descriptions. (See Annexure 2 for a summary of job descriptions for some of the key posts identified).

74. ECOWAS has already introduced sound guiding principles into the personnel recruitment and selection process. Technical competencies and significant practical experience are a requirement. Apart from educational qualifications and professional experience, eligibility for a position in ECOWAS is based on the candidate being a national of one of the Member States and being bilingual/multilingual. In the selection process, geographic and gender balance of the staff is also pursued. Finally, the candidate can be no more than 50 years by the time of appointment.

75. While accountable recruitment procedures are in place, an authorised list of key posts and job descriptions will assist with clearly targeting vacancy announcements, as well as provide guidance on selection criteria and the development of appropriate testing processes. Some core mission posts will likely be filled by serving members of the Secretariat, others will have to be filled by external recruitment and on a contract basis, when the decision has been made to plan for the deployment of a specific ECOWAS mission. There is also the possibility of early recruitment for a range of civilian posts, core and subsidiary, and the selection, training and rostering of such personnel on an appropriate standby database.

8.2.5 Create a civilian personnel database

76. Reflecting the Brahimi Report’s recommendations for a centralized source of pre-vetted civilian staff, the UN DPKO has set up three civilian Rapid Deployment Teams of about 120 UN staff members, each whose supervisors agree in advance to release them for
temporary duty on mission assessment teams and to initiate and support a field operation. The effectiveness of the DPKO Rapid Deployment Teams stems from the fact that they are comprised of serving UN staff members, and that once they sign up to these rosters, it takes very strong reasons to say no, once they are requested to go on mission. ECOWAS may consider adopting this process, in line with the discussion above on key mission posts.

77. However, an ECOWAS civilian stand-by roster should not only include ECOWAS employees, but also target and possibly train all potential civilian personnel are likely to be needed for deployment on future ECOWAS missions. A further suggestion that was made at the workshop was to identify and roster West African personnel who have worked in UN missions. Nationals deployed on UN missions in the region, often move on to new, out-of-area missions or, in the case of locally-employed UN staff, return to their local community of origin, in which skills obtained working for the UN are not put to full use.

78. There is an ongoing database project in Africa that may be of benefit to ECOWAS (and AU) efforts to establish a standby roster. In October 2003, the Norwegian-funded Training for Peace (TfP) programme and Southern African Civilian Stand-by Roster for Humanitarian Relief and Peacekeeping Mission (SAFDEM) entered into a Memorandum of Understanding (MoU). The MoU provides for a mutually supporting relationship where TfP provides training for civilian specialists and SAFDEM provides and maintains a Civilian Stand-by Roster for those that have been trained. TfP is also cooperating with the AU to develop systematic procedures to identify, select and roster civilian personnel deployed in PSO across the continent.

79. All TfP applicants to the SAFDEM roster/database are screened and interviewed before being accepted onto the database, to ensure that only qualified civilian personnel are available for PSO. Screening applicants in this manner provides SAFDEM with an in-depth knowledge of the skills and capacity of its candidates in order to:

- Enable SAFDEM to identify more effectively those candidates whose skills and knowledge best meet the staffing needs of particular field operations or other international placements;
- Enable SAFDEM to react rapidly when international organizations are seeking appropriately qualified candidates.

80. TfP is presently trying to create better working links with recruiting / deploying entities, and are keen to expand these efforts to assisting with the process of creating a new, or similar roster, to be utilized by the AU, ECOWAS, other RECs, and the UN. TfP/SAFDEM is developing the technical and personnel expertise to set up and administer civilian standby systems which work, and is willing to share this expertise. Norway is in fact working on MOU with ECOWAS and the AU on peace and security issues – including these database issues, and a draft proposal on the latter has already been informally shared with the AU Secretariat, which has expressed interest in such support.

8.2.6 Integrate database with the AU

81. The Norwegian/TfP proposal mentioned above could provide a mechanism for ensuring that any ECOWAS database would be compatible with and linked to the envisaged AU database. Additionally, it would be prudent to ensure that the databases of all RECs, as well as the AU, are compatible with UN systems and users. In this regard, it is worthwhile noting that the Peacekeeping Best Practices Unit of the UN DPKO recently published a report entitled *Rosters for the Deployment of Civilian Experts in Peace Operations*. The study provides recommendations on how synergies between UN rosters and external
(national or non-governmental) rosters could be strengthened, and presents options on how current recruitment challenges could be met.

82. In the long term, it suggests that civilian expertise could be most efficiently recruited through a mechanism that includes a consolidated inter-agency roster for civilian expertise, and links non-UN civilian rosters to DPKO through Memoranda of Understanding that would allow them to channel applications, freeing more of the UN's direct recruitment capacities for the screening of nationals from member states that do not have any such rosters available.\(^\text{17}\)

83. The US are also developing the ERIES IT network that currently supports ECOWAS, into an AU-wide network. This may well be the technical vehicle for managing and accessing such a database and the forthcoming AU C3IS workshop should consider this requirement.

### 8.2.7 Maintain currency

84. Clearly, whatever database may eventually be set up will need to be maintained to a high level of currency if it is to be of any use as a rapid deployment tool. Doing so is potentially very human-resource intensive, so systems should be designed to be as simple and user-friendly as possible.

### 8.3 LOGISTICS AND EQUIPMENT

85. Seven milestones were identified along the logistics and equipment line, namely:

1. Identify civilian logistics and communication needs
2. Prioritise needs
3. Identify equipment and funds
4. Agree on a civilian mission support lead
5. Draft an asset deployment and management plan
6. Develop a sustainability policy
7. Ensure AU/ECOWAS commonality or interoperability

86. This is arguably the most important line of development to pursue with vigour, in close collaboration with ECOWAS donor partners. It is widely accepted that ECOWAS and its Member States currently lack the logistical capability to conduct peace support operations without considerable assistance from partners. Moreover, a major lesson from ECOMIL, identified by the UN DPKO is that the re-hatting of an under-equipped regional force drains mission resources; and that there is a need for standard practices to be applied to start-up phases of peacekeeping operations.\(^\text{18}\)

\(^{17}\) See [http://www.un.org/peacekeeping/bestpractices](http://www.un.org/peacekeeping/bestpractices) for the full text of the report.

87. The ESF planners have agreed that the logistics capabilities of units deployed on peace support operations must be robust enough to meet self-sustainment requirements in austere situations, but that provision must also be made for extended operations. Where possible, sufficient logistics should be organic to the unit/contingent and linked to a national support system that is easily adaptable to sustainment arrangements to be established by ECOWAS (or the UN, in the case of mission transition). Much work has been done by ECOWAS on the ESF logistics development line (see Annexure 1). An MoU has been signed with the Government of Sierra Leone, for regional use of the PSO logistics depot that was originally established for UNAMSIL at Hastings airfield outside Freetown. The US representative at the workshop gave assurances that the USA remains the lead development partner for ECOWAS PSO logistics support. He announced that the US will be posting a full-time logistics co-ordinator (a civilian) to the Secretariat in Abuja, and gave the assurance that the Hastings depot will provide the answer to the logistics challenges of future regional PSO.

88. There was some discussion as to whether or not the Hastings depot would also be used to meet future AU PSO logistic requirements, and whether or not the inland depot in Mali should be reserved for humanitarian missions only. These issues cannot be resolved in a forum such as the workshop, and the discussion moved on to the issue of logistics support for future civilian (and police) ECOWAS mission components.

89. On the primary issues requiring clarity and decision is whether other ECOWAS mission components should piggy-back off the military logistics system, or whether there should also be an overall, integrated mission support system under civilian direction and administration (as in UN missions). Answers to this question will be more readily apparent once the civilian logistics and communication needs have been identified and prioritised (milestones 1 and 2). There could therefore be no further meaningful discussion on how to develop the civilian logistics path, except to note the urgency with which key decisions needed to be made and processes initiated to bring this in sync with the ESF logistic plans. It was also noted that the ECOWAS logistic support system needs to fit in with the AU logistics concept and arrangements – something that is being addressed by the AU with the RECs through regional workshop, or series of workshops, that have not yet concluded and produced answers.

90. This is clearly a priority –a realistic joint assessment between the UN, the AU, the REC and donors to reach consensus on a viable approach to logistics support. This will not be easy. For example, the soundness of present plans to establish continental and regional logistic support bases has been challenged by some key donor partners. Storing vehicles and equipment in harsh climates requires heavy investment in infrastructure and climate control if stores are to be operational when needed. All of the investment falls on the users, and maintenance is a challenge to in-house staff. On the other hand, most developed nations and many UN missions have moved to a much greater degree of reliance on the commercial sector to provide logistic solutions for peace operations. This places much of the investment and management load on the commercial sector, rather than on overstretched regional organisations, and avoids the need for the recruitment and training of a large number of additional staff. Similarly, the cost of investing in a dedicated pool of heavy lift transport aircraft accompanied by the challenges of maintenance is clearly disproportionate. The UN itself relies entirely on contracts not only for airlift, but also for all non-combat aviation support to its missions in Africa.
91. There was resistance from some workshop participants to the suggestion of outsourcing – despite the fact that the US company Pacific Architects and Engineers (PAE) has provided essential support to past ECOWAS operations. The desire to have ECOWAS control of key enablers is understandable, but some measure of outsourcing is inevitable. However, a real issue is the fact that ECOWAS lacks experience of commercial logistics on the scale and in the areas that are essential for complex peace support operations. This needs to be developed, and it will be essential to acquire and retain personnel who are capable of managing and evaluating ongoing logistic contracts, and of activating the provisions of dormant contracts when required.

8.4 TRAINING

92. Five milestones were set along the civilian training development path, namely:

1. Conduct a civilian Training Needs Analysis (TNA)
2. Develop and deliver individual training for civilian staff
3. Develop and deliver collective training with TF elements
4. Develop and deliver collective training with the ESF
5. Validation of mission readiness of core civilian staff

93. As indicated by the yellow shading on the first two milestones on this line of the roadmap, there has been some progress made on determining civilian training needs, and the development and delivery of individual training for civilians has been ongoing for some years. However, these efforts cannot be refined, nor can progress be made on collective training or validation of mission readiness – until such time as authoritative decisions are made on core civilian posts, mission structures, recruitment, and the standby database.

8.4.1 Conduct a civilian Training Needs Analysis

94. Training needs are best articulated through a process of identifying performance gaps on the job. In the absence of a clear and accepted ECOWAS civilian mission structure, and with a lack of lessons learned studies from ECOWAS political missions in the field, UN standards have been the best aiming point thus far. The ECOWAS complex mission structure is yet to be established, and has yet to be called upon to perform to any standards whatsoever.

95. Nevertheless, several civilian “TNAs” have already taken place, in order to identify and develop needs-driven training modules, particularly in the fields of early warning, prevention, good governance and democratization, as well as planning and logistics. These processes have not been aimed at the ESF or ECOWAS Mission structures per se. They do, however, point to perceived ECOWAS training needs that may be applicable to certain categories of personnel that eventually deploy as part of the civilian component of an ECOWAS Mission.

96. To assist and focus the development of civilian ECOWAS Mission components in parallel with the military, some of these needs may be addressed through generic training on the nature of contemporary PSO; others through focused expert trainings targeting the suggested core mission components. It should be accepted that additional (actual or real)
training needs may only become apparent and be addressed when an ECOWAS Mission is fully developed and deployed as a multidimensional and integrated PSO.

8.4.2 Develop and deliver individual training for civilian staff

97. KAIPTC currently provides generic training, among others, on the “mechanics” of International Peace Support Operations, train the trainer courses in DDR processes, UN Logistics and Negotiations, and specialist courses in Media Operations (including Public Information programming), Election Observation, Human Rights in PSO, and Civilian-Military Cooperation. There are also plans to develop, in conjunction with the ECOWAS Secretariat and an expert consultant, a high-level mediation training package. These courses are all needs-driven to an extent - based on perceived gaps between the expectations and capabilities of UN and ECOWAS staff in past operations.

98. The Peacekeeping Training Centre in Bamako, Mali, is also offering a fairly comprehensive package of tactical-level PSO training, but this is military officers and gendarmes. The other potential regional civilian training provider is the National War College in Abuja – specifically, though the newly-established African Centre for Strategic Research and Training (ACSRT). In addition to these centres, there are a number of civil-society based organisations that are engaged in civilian training for peacekeeping, peacebuilding or conflict prevention. For example, the following all present some form of conflict management an/or human rights training for civilians:

- Legon Centre for International Affairs (LECIA)
- West African Network for Peacebuilding (WANEP)
- Foundation for Security and Development in Africa (FOSDA)
- Ghana Centre for Democratic Development (CDD)
- Institute for Human Rights and Peace (IHRP)
- African Meeting for the Defence of Human Rights (RADDHO)
- Movement Against Small Arms in West Africa (MALAO)
- Training for Peace (TfP)

99. As far as specific topics are concerned, for training development and delivery, there has been no shortage of good ideas. For example, participants at the June 2005 workshop recommended the following as priorities for ECOWAS:

Political level sensitisation, fact-finding and analysis

- High-level seminars for key ECOWAS actors, including Secretariat senior management, on the concept and conduct of multifunctional peace operations.
- A high-level workshop on the current performance of the ECOWAS political missions in Liberia and Côte d’Ivoire. This should ideally be preceded by a fact-finding study of the missions.

19 The US is supporting the establishment of the ACSRT and is conducting an ECOWAS needs assessment for strategic-level training, through the African Centre for Strategic Studies (ACSS).
• A high-level workshop revisiting and conducting in-depth analyses of the seven mission types as per Article 22 of the Protocol to the effect of identifying possible problematic features (in particular the concepts of humanitarian intervention, enforcement of sanctions and preventive deployment). Such a workshop could possibly inform the development of CONOPS for civilian components.

PSO structures. As provided by the KAIPTC IPSO Course, this training should promote the understanding of the principles and procedures involved in the planning, coordination and conduct of complex, multi-faceted, multi-national and inter-agency PSO.

Information Analysis and Management. Training on the collection, collation, analysis, verification and exchange of information.

Human Rights and International Humanitarian Law. The OHCHR training course on Human Rights for trainers of military personnel of peace operations, (as presented at KAIPTC in June 2005) should be adapted and expanded to include civilian staff of future ECOWAS missions.

UN Logistics standards: in-depth knowledge of the mechanics of UN Logistics standards is required - including aspects related to the transformation of ECOWAS forces into UN peacekeepers. This training should also target

• Development and management of Standard Operation Procedures, Memorandum of Understanding templates, Status of Forces Agreements and Contingent Owned Equipment listings.
• Negotiations with contractors and local authorities in the mission area, including the particular nature of post-conflict markets.
• Core concepts in the process of mission transformation.
• Management of Joint Logistics Operations (JLOC), including the consolidation and integration of all in-mission human, financial and material resources.

100. The bottom line is that once authoritative guidance on specific training needs is provided by the forthcoming AU workshop and an approved ECOWAS civilian TNA process, there should not be too much lag time before a number of service providers are ready to deliver the required training.

8.5 FUNDING AND BUDGET

101. Six milestones were suggested along the funding and budget line, as follows:

1. Analyse the financial requirement
2. Establish donor engagement and funding
3. Produce PSO budgetary regulations
4. Develop PSO costing and plan
5. Connect plans with AU funding and budget modalities
6. Ensure security of budgetary system
There was a request for consideration by the ECOWAS Secretariat for careful consideration of this proposal by the Director of Finance, before this path is specified as such in the civilian roadmap. The financial aspect was therefore not discussed further, aside from brief comments on the ECOWAS Peace Fund.

8.6 POLICE

Because the whole police development process was included in a single path on the ECOWAS non-military mission structure roadmap, this line contains the following nine milestones:

1. Establish police PSO policy and a generic ECOWAS policing concept
2. Develop a policy framework document for the police component
3. Identify police tasks
4. Identify the operational structure for police
5. Conduct a police training needs analysis
6. Develop and deliver individual and collective training
7. Prioritise and fund police equipment
8. Draft an asset deployment and management plan
9. Ensure that ICT is interoperable with that employed by AU

As is evident from the yellow colouring on five of these milestones, there is much work in progress on police development. However, the red light at milestone no. 2 – develop a policy framework document for the police component – indicates that most of this has been done independently of clear policy guidance from ECOWAS. While both the KAIPTC and the peacekeeping school in Mali have hosted PSO training courses for police and gendarmerie, the training has been designed and delivered principally through the Pearson Peacekeeping Centre. Moreover, the PPC has led efforts at policy development for PSO through their West African Policing Project (WAPP). Over the past year, the PPC project leader has consulted with a number of police services in the region, in both Anglophone and Francophone countries. It is hoped that the appointment of a Canadian-sponsored PPO at ECOWAS will expedite the development and approval of a policy framework document for the police component, and enable substantive progress to be made with the achievement of the other milestones.

Specifically, authoritative decisions needs to be made on earlier recommendations regarding police tasks, the operational structure for police, and police training needs. As with the civilian TNA workshop held at the KAIPTC in June 2005, there is a substantive progress has been made through the medium of an experts’ workshop. This is reflected in the report of an ECOWAS Standby Force (ESF) CIVPOL Workshop and follow-up meeting that were convened by the PPC in Ottawa, Canada, 14 June 2005 and 24 June 2005 respectively. These meetings were intended to review the inclusion of police/gendarmerie in the ESF Operational Framework and supporting documents and were undertaken with a view to assisting in the development of a training needs analysis for the CIVPOL component of the ECOWAS Standby Force. The meetings produced a number of recommendations on tasks and structure of the CIVPOL component of the ESF. Efforts were made to readdress the balance between military and CIVPOL participation in ESF planning and operations by
affecting broad revisions to existing documents, particularly Annex D of the ESF Operational Framework and the Policing Activities Operational Task Statement. Discussions on training needs also yielded some insight into the knowledge, skills, and abilities which are essential to be deployed as part of future ECOWAS missions.

106. While the focus of CIVPOL’s role may change from mission to mission, it was determined that all CIVPOL activities are likely to fall under the following three broad mandates, or tasks:

1. *Observation and Monitoring* of local law and order forces, if they exist, to ensure that they perform their duties in a manner consistent with internationally-accepted standards.

2. *Training* of local law and order forces, to include recruitment and mentoring functions.

3. *Executive functions* including powers of arrest, search and seizure, detention and investigation. Typically, this will only occur if local law and order forces are non-existent or are deemed inadequate.  

107. In addition, *Gendarmerie* may be employed in roles such as force protection, riot control and national VIP protection tasks, dependant upon the situation.

108. The immediate challenge is now to pick up where the PPC workshop left off, and to develop a comprehensive police policy framework document that embraces not only the ESF, but the role of police in complex missions conducted by ECOWAS and their position in a comprehensive ECOWAS mission structure.

9. **CONCLUSION**

109. It is clear that ECOWAS has made substantial strides in developing both an independent PSO capability and one which is to be used in support of the AU’s vision 2010. This may be regarded as both a blessing and a “curse”, in that other sub-regional arrangements in support of the ASF (such as EASTBRIG) are not establishing a standby capacity for deployment by both a REC and the AU. EASTBRIG is composed of contingents and individuals contributed by seven member states that belong to the EAC, COMESA and IGAD, and it is answerable to none of these bodies in terms of command and control and mission planning and management. EASTBRIG is thus seen as a constituent component of the ASF, thus alleviating planners from the challenges of reconciling the kind of command and control dilemmas facing ECOWAS. The strategic-level interface is quite clear; it is directly with the AU. Insofar as a minimal civilian operational capability is needed by EASTBRIG, this will be developed from scratch, without the baggage of having to fit in with an existing sub-regional PSO mechanism.

110. Nevertheless, EASBRIG representation at the workshop, and future close interaction with ECOWAS was seen as most rewarding and useful. EASBRIG may clearly benefit from

---

the lessons from the ESF TNA, and the ongoing processes to identify key police and civilian competencies and training needs. In particular, EASBRIG has seen the utility of a need for developing a comprehensive roadmap to guide future development and as a tool to engage the donor community.

111. The workshop was also most useful from the AU perspective, and there is clear realisation of the need to finalise the ASF vision and issue clear policy direction for the RECs as a matter of urgency. On the road to 2010, the AU sees enhanced communication and co-ordination with the RECs, the UN and key donor partners as essential – including active AU participation in workshops of this nature convened by the RECs. Importantly, the AU needs to “protect the centre of gravity”; i.e. to ensure that the continental leadership that makes decisions within the Peace and Security Council may be confident that the means to implement these decisions are in place and ready for deployment. All development efforts should be based on common understanding of the various elements of the ASF, and how these fit in with the various sub-regional mechanisms and standby capabilities. Once there is consensus on a clear picture of African PSO, it will be far easier to ask partners to assist the continent in putting the pieces into place.

112. For ECOWAS, the workshop provided a forum to discuss what the DESPADS described as a “volatile issue” – that of civilian leadership of future ECOWAS deployments. He noted that significant progress was made in moving from a narrow vision of the ESF to a broader concept of the ECOWAS Mission, based essentially on the UN model for peace operations. The DESPADS is satisfied that the workshop provided a clear way forward, and undertook to ensure that Secretariat-level planning capacity and human resources would be put in place to implement the recommended roadmap, which by the end of 2006 will indeed reflect the development paths of all elements of the ECOWAS Mission. He also highlighted the need for a mechanism within the Secretariat to monitor the outcomes, and expressed gratitude to the Canadian government for helping to address the acknowledged dearth of police expertise by funding a police PPO for a period of one year.

113. Importantly, it was agreed that ESF readiness should be developed in concert with the ability to deploy civilian and police components of an integrated ECOWAS peace mission. Notice to move (NTM) of non-military elements should be with, not separate from, the commencement of ESF deployments. While the Task Force is at 30 days NTM and the main body of the ESF is at 90 days, this should not hide the fact that civilian, police and military elements should be deployed in tandem. Hence, there may not be time for any significant pre-deployment training. The roadmap proposed by the workshop should therefore be finalised and adopted, and amplified through the production of an Operational Policy Framework to establish an integrated ECOWAS Mission, keeping in mind advancements of the ESF and developments within the institutional framework of the AU.

114. Clearly, the proposed roadmap with its development paths and milestones means little, without some detail on timings and deadlines. This is something that should be addressed in the policy framework document. However, workshop participants agreed that by end of 2006, the mission planning and management structures and people (civilian and military) should be in place at the Strategic and Operational levels. By 2008, a core Civilian mission component should be in place, alongside the Task Force of 1,500 standby military personnel. By 2010, ECOWAS should be able to deploy and manage an operationally effective complex PSO (an objective that coincides with the AU ASF Roadmap timings).
10. PRIORITIES FOR THE WAY AHEAD

115. In pursuit of these broad objectives, four key priorities were identified for immediate initiation, namely:

- Identify and create civilian and police capacity at the strategic (Secretariat/MPMC) and operational (alongside Core TFHQ) levels, in order to drive the process of achieving the milestones in the Roadmap;
- Produce a Civilian Policy Framework document to support the civilian Roadmap;
- Develop the Police Framework Concept and policy document; and
- Complete the civilian TNA, through a process that builds on and links the efforts of KAIPTC, ACSS, AU and others who have already made progress on this.

116. To this end, donors should be approached to gain support for the necessary staffing and specifically the development of a civilian Operational Framework document.\textsuperscript{21}

117. Finally, it is essential to understand that the civilian and police capabilities that need to be deployed to ensure the success of future ECOWAS peace missions are not “bolt-on” components that can be developed in isolation from the ESF. The entire process of developing capabilities and of using them for interventions in complex emergencies or in support of comprehensive peace agreements is a political one. Therefore, it is one that must be driven by visionary and firm political (civilian) leadership at all levels of the ECOWAS Mechanism for Conflict Prevention, Management, Resolution, Peacekeeping and Security. Adding a few civilian and police posts to the MPMC and to extant ESF structures is clearly a necessary but very insufficient step along the path towards the desired endstate.

\textsuperscript{21} Donor engagement will be taken forward at the next ECOWAS sub-thematic Defence and Security group meeting in Abuja, which is planned for either 22 or 23 March 2006.
## Appendix A

### PARTICIPANTS

<table>
<thead>
<tr>
<th>No</th>
<th>NAME</th>
<th>TITLE</th>
<th>ORGANISATION</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Mr. William Awinador-Kanyirige</td>
<td>Chef du Cabinet</td>
<td>ECOWAS</td>
</tr>
<tr>
<td>2</td>
<td>Dr. M.B. Joof</td>
<td>Dir. Human. Devt. Ag. Dep. Exec. Sec, Admin &amp; Fin.</td>
<td>ECOWAS</td>
</tr>
<tr>
<td>3</td>
<td>Col. Mahamane Toure</td>
<td>DES PADS</td>
<td>ECOWAS</td>
</tr>
<tr>
<td>4</td>
<td>Mr. Olu Arowobusoye</td>
<td>Director, Humanitarian Affairs</td>
<td>ECOWAS</td>
</tr>
<tr>
<td>5</td>
<td>Mr. Sunny Ugoh</td>
<td>PPO Information</td>
<td>ECOWAS</td>
</tr>
<tr>
<td>6</td>
<td>Mr. Franck Afanyiakossou</td>
<td>Monitoring</td>
<td>ECOWAS</td>
</tr>
<tr>
<td>7</td>
<td>Dr. Abdel-Fatau Musah</td>
<td>Conflict Advisor</td>
<td>ECOWAS</td>
</tr>
<tr>
<td>8</td>
<td>Lt Col Charles Thom</td>
<td>UK Liaison Officer</td>
<td>ECOWAS</td>
</tr>
<tr>
<td>9</td>
<td>Mr. Ibrahima Diouf</td>
<td>Special Advisor, Child Protection</td>
<td>ECOWAS</td>
</tr>
<tr>
<td>10</td>
<td>Col Adama Mbaye</td>
<td>PPO Defence and Peacekeeping</td>
<td>ECOWAS</td>
</tr>
<tr>
<td>11</td>
<td>Lt Col Dave Pond</td>
<td>US Military Advisor to ECOWAS</td>
<td>ECOWAS</td>
</tr>
<tr>
<td>12</td>
<td>Maj Gen (ret) Charles Okae</td>
<td>ECOWAS (Dir. Defence &amp; Security)</td>
<td>ECOWAS</td>
</tr>
<tr>
<td>13</td>
<td>Ms. Gifty Anin-Botwe</td>
<td>Commissioner of Police, WELFARE</td>
<td>GHANA POLICE</td>
</tr>
<tr>
<td>14</td>
<td>Mr. Mohammed Alhassan</td>
<td>UNMIL Police Commissioner</td>
<td>UNMIL</td>
</tr>
<tr>
<td>15</td>
<td>Col Robert Kibochi</td>
<td>Planning Element</td>
<td>EASTBRIG</td>
</tr>
<tr>
<td>16</td>
<td>Capt (SAN) Johan Potgieter</td>
<td>Peace Support Operations Division</td>
<td>AU</td>
</tr>
<tr>
<td>17</td>
<td>Dr. Andreas Vogt</td>
<td>Programme Director</td>
<td>TIP/NUPI</td>
</tr>
<tr>
<td>18</td>
<td>Mr. Cedric de Coning</td>
<td>ACCORD Research Fellow</td>
<td>ACCORD</td>
</tr>
<tr>
<td>19</td>
<td>Mrs. Karishma Rajoo</td>
<td>Programme Officer</td>
<td>ACCORD</td>
</tr>
<tr>
<td>20</td>
<td>Maj Gen Robert Gordon</td>
<td>PSO Consultant</td>
<td>UK</td>
</tr>
<tr>
<td>21</td>
<td>Mr. Jim Terrie</td>
<td>Research Associate (Nairobi)</td>
<td>KAIPTC</td>
</tr>
<tr>
<td>22</td>
<td>Dr. Istifanus Zabadi,</td>
<td>Dean ACSRT</td>
<td>NWC, Abuja</td>
</tr>
<tr>
<td></td>
<td>Name</td>
<td>Position/Role</td>
<td>Organization</td>
</tr>
<tr>
<td>---</td>
<td>-----------------------------</td>
<td>---------------------------------------------------</td>
<td>------------------</td>
</tr>
<tr>
<td>23</td>
<td>Lt. Col. Jean Perez</td>
<td>Studies Director</td>
<td>PTC MALI</td>
</tr>
<tr>
<td>24</td>
<td>Lt. Col. Bakary Kanoute</td>
<td></td>
<td>PTC MALI</td>
</tr>
<tr>
<td>25</td>
<td>Lt. Col. Alain Couture</td>
<td>Defence Attaché</td>
<td>CANADA</td>
</tr>
<tr>
<td>26</td>
<td>Mr. Peter Miller</td>
<td>Director, West African Police Project</td>
<td>PPC</td>
</tr>
<tr>
<td>27</td>
<td>Ms. Tara Denham</td>
<td>Project Manager, West Africa Police Project</td>
<td>PPC</td>
</tr>
<tr>
<td>28</td>
<td>Amb. James Aggrey-Orleans</td>
<td>GHANA, consultant</td>
<td>GHANA</td>
</tr>
<tr>
<td>29</td>
<td>Ms. Gifty Anin-Botwe</td>
<td>Commissioner of Police, WELFARE</td>
<td>GHANA POLICE</td>
</tr>
<tr>
<td>30</td>
<td>Dr. Thomas Jaye</td>
<td>Snr Research Fellow</td>
<td>KAIPTC</td>
</tr>
<tr>
<td>31</td>
<td>Lt Col Tim Park</td>
<td>SO1 Operations and Training</td>
<td>KAIPTC</td>
</tr>
<tr>
<td>32</td>
<td>Ms. Margaret Novicki</td>
<td>UN Special Advisor</td>
<td>KAIPTC</td>
</tr>
<tr>
<td>33</td>
<td>Mr. Mark Malan</td>
<td>HoD, CPMRD</td>
<td>KAIPTC</td>
</tr>
<tr>
<td>34</td>
<td>Mr. Charles Hunt</td>
<td>Research Intern/ note-taker</td>
<td>KAIPTC</td>
</tr>
</tbody>
</table>
# AGENDA

**Thursday 9 February 2006**

<table>
<thead>
<tr>
<th>Ref.</th>
<th>Time</th>
<th>Subject</th>
<th>Presenter</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>08:30 – 08:50</td>
<td><strong>ECOWAS vision for PSO</strong></td>
<td>William Awinador Kanyirige, <em>Chef du Cabinet</em>, ECOWAS</td>
</tr>
<tr>
<td>2</td>
<td>08:50 – 09:00</td>
<td><strong>Workshop Aims &amp; Objectives</strong></td>
<td>Mark Malan, HoD, CPMRD, KAIPTC</td>
</tr>
<tr>
<td></td>
<td></td>
<td><strong>Session 1: African PSO – taking stock</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td><strong>Chair:</strong> Mark Malan, KAIPTC</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>09:00 – 09:45</td>
<td><strong>AU Vision 2010 &amp; AU Civilian PSO Structure:</strong></td>
<td>Capt (SAN) Johan Potgieter PSO Division, AU</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Where do we stand?</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>09:45 – 10:30</td>
<td><strong>Reconciling ECOWAS Protocol specifications and the AU concept of C²</strong></td>
<td>Dr. Abdel-Fatau Musah, ECOWAS Conflict Adviser</td>
</tr>
<tr>
<td></td>
<td>10:30 – 11:00</td>
<td><strong>Coffee break</strong></td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>11:00 – 11:30</td>
<td><strong>Structure of Complex Peace Missions</strong></td>
<td>Maj Gen Robert Gordon</td>
</tr>
<tr>
<td>6</td>
<td>11:30 – 12:00</td>
<td><strong>Role of Police in Complex Peace Missions</strong></td>
<td>Mr. Mohammed Alhassan, Police Commissioner, UNMIL</td>
</tr>
<tr>
<td>7</td>
<td>12:00 – 12:45</td>
<td><strong>Civilian Leadership &amp; Management Arrangements in Peace Missions</strong></td>
<td>Dr Andreas Vogt, NUPI, Cedric De Coning, ACCORD, Amb James Aggrey-Orleans</td>
</tr>
<tr>
<td></td>
<td>12:45 – 13:45</td>
<td><strong>Lunch</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td><strong>Session 2: Towards a comprehensive ECOWAS mission structure</strong></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td><strong>Chair:</strong> Maj Gen (ret.) Robert Gordon</td>
<td></td>
</tr>
<tr>
<td>8</td>
<td>13:45 – 14:30</td>
<td><strong>The Police Component and Military &amp; Police interface for ECOWAS missions</strong></td>
<td><em>(Discussion)</em> Chair Peter Miller, PPC</td>
</tr>
<tr>
<td>9</td>
<td>14:30 – 15:00</td>
<td><strong>Existing Recommendations: ECOWAS Mission Structure &amp; Core Civilian Posts</strong></td>
<td>Mark Malan, KAIPTC</td>
</tr>
<tr>
<td>10</td>
<td>15:00 – 16:00</td>
<td><strong>Discussion and refinement of ECOWAS Core Complex Mission Structure</strong></td>
<td>Chair</td>
</tr>
<tr>
<td>11</td>
<td>16:00 – 16:30</td>
<td><strong>Coffee break</strong></td>
<td></td>
</tr>
</tbody>
</table>

**Appendix B**
<table>
<thead>
<tr>
<th>Time</th>
<th>Session</th>
<th>Chair/Presenter</th>
</tr>
</thead>
<tbody>
<tr>
<td>12</td>
<td>Core Civilian OTS: Discussion and refinement</td>
<td>Mark Malan, KAIPTC</td>
</tr>
<tr>
<td>13</td>
<td>Need for a civilian roadmap, timings and introduction of outline draft</td>
<td>William Awinador Kanyirige, <em>Chef du Cabinet</em>, ECOWAS</td>
</tr>
</tbody>
</table>

**Friday 10 December 2006**

<table>
<thead>
<tr>
<th>Session 3: Consolidating the civilian component</th>
<th>Chair: Cedric De Coning, Peacekeeping Programme Manager, ACCORD</th>
</tr>
</thead>
<tbody>
<tr>
<td>14 08:00 – 08:45 Coordinating/synchronizing deployment timelines and NTMs</td>
<td>Lt Col Charles Thom, UK Liaison Officer, ECOWAS</td>
</tr>
<tr>
<td>15 08:45 – 09:15 Recruitment/Employment/Rostering:</td>
<td>Andreas Vogt, NUPI</td>
</tr>
<tr>
<td>16 09:15 – 10:00 Identification of logistical &amp; financial needs for Civilian Components of African &amp; ECOWAS PSO</td>
<td>ECOWAS Secretariat</td>
</tr>
<tr>
<td>17 10:00 – 10:45 Training requirements for civilian staff &amp; integrated training with other mission components</td>
<td>Mark Malan, KAIPTC and Lt Col Tim Park, SO1 Ops, Training Department, KAIPTC</td>
</tr>
<tr>
<td>10:45 – 11:00 Coffee break</td>
<td></td>
</tr>
<tr>
<td>18 11:00 – 12:00 Planning guidance for the civilian roadmap Refinement &amp; Discussion</td>
<td>Chair</td>
</tr>
<tr>
<td>12:00 – 13:00 Lunch/ Drafting the roadmap</td>
<td></td>
</tr>
</tbody>
</table>

**Session 5: The way forward**

<table>
<thead>
<tr>
<th>Session 5: The way forward</th>
<th>Chair: Mark Malan, KAIPTC</th>
</tr>
</thead>
<tbody>
<tr>
<td>19 13:00 – 13:30 Presentation of draft Roadmap and implementation plan</td>
<td>Lt Col Charles Thom, ECOWAS</td>
</tr>
<tr>
<td>20 13:30 – 14:30 Discussion, Refinement &amp; Adoption</td>
<td>Chair</td>
</tr>
<tr>
<td>14:30 – 15:00 Coffee break</td>
<td></td>
</tr>
<tr>
<td>21 15:00 – 16:00 Closing remarks</td>
<td>AU: Capt (SAN) Johan Potgieter EASTBRIG: Col Robert Kibochi ECOWAS: Col Mahamane Toure</td>
</tr>
</tbody>
</table>
Annexure 1

ECOWAS STANDBY FORCE ROADMAP (Version 2)

**Endstate:** An ECOWAS Standby Force (ESF) to provide a regional military capability in peacekeeping and humanitarian assistance to a level of self-sustenance in the areas of troops and logistics support, in order to respond to internal or external regional crises or threats to peace and security, including terrorist and/or environmental threats.

**Next Steps**
- Operationalise MPMC
- Establish TF COS/WG
- Establish TF HQ
- Develop TF Units
- TF at Op Readiness
- ESF Amend Protocol
- Write SOPs
- Develop (MB) Op Framework
- ECOWAS MB eqpt + Log avail
- ECOWAS MB eqpt + log avail
- ECOWAS MB eqpt + log avail
- CIS Commonality

**Structures and People**
- (TF) Op Framework
- ECOWAS Secretariat
- Develop CONOPS
- Adopt PSO Doctrine
- Write SOPs
- Develop (MB) Op Framework

**Concepts**
- Donors Conference & Refine CONOPS*
- MOU w/GOSL & develop Log CONOPS*
- Establish PSO Depot w/staff & Inventory*
- Prioritise and fund eqpt bids
- CIS IOC
- ECOWAS TF eqpt + log at IOC
- ECOWAS TF eqpt + log avail + Certify*
- MB units’ organic eqpt + log at IOC
- MB units’ organic eqpt

**Logistics & Equipment**
- Indiv & Collective Trg for TF
- Certification for TF
- Indiv & Collective Trg for MB
- Certification for MB
- MB units’ organic eqpt
- CIS Commonality

**Training**
- Early indiv trg for current MPMC
- Indiv & Collective Trg for TF
- Indiv & Collective Trg for MB
- Certification for TF
- Certification for MB
- CIS IOC

**Security**
- Indiv Trg Needs Analysis (TNA)
- Indiv & Collective Trg for TF
- Indiv & Collective Trg for MB
- Indiv & Collective Trg for TF
- Indiv & Collective Trg for MB
- Indiv & Collective Trg for TF
- Indiv & Collective Trg for MB

ECOWAS Version 2 – Amended* 12 Sep 05

NB. 1. In accord with Article 55
### CORE CIVILIAN POST DESCRIPTIONS

<table>
<thead>
<tr>
<th>Post</th>
<th>Operational Task Statement (Job Description)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>SRES</strong></td>
<td>The SRES is responsible for implementing the mission’s mandate, and developing strategies for achieving these goals using the political, institutional and financial resources available.</td>
</tr>
<tr>
<td><strong>D/SRES</strong></td>
<td>Ensure greater strategic coherence and an effective transition from emergency relief to recovery and reconstruction.</td>
</tr>
</tbody>
</table>
| **Legal** | Review planned mission activities with regard to their legal implications and provide legal advice to the mission leadership.  
Oversee the Memorandum of Understanding between ECOWAS and TCCs on the ground, and propose amendments according to field-level circumstances and the needs of the mission; also necessary if re-hatting from ECOWAS to the UN is to take place.  
Oversee the Status of Forces Agreement with the mission host state. |
| **RoL** | Provide advice and assistance to promote the independence of the judiciary, highlight any improper pressure on judges, prosecutors and courts, and advise on reforming the correction services.  
Provide expertise to improve the quality of justice and access to justice through reform of criminal law, policy and practice.  
Collect, analyze and disseminate criminal justice data.  
Assist the government to re-establish the authority of the judiciary and the rule of law throughout the territory.  
Assist the government with essential legislation, including the future constitution.  
Monitor the judicial process  
Advise on the appointment and selection of judges, judicial tenure and judicial discipline;  
Work with the Human Rights department to monitor the judicial process, including observation of trials.  
Provide personnel for positions where local capacity is lacking. |
| **Political Affairs** | Compile profiles of key players in a conflict or peace process and establish contacts with parties to the conflict at all levels.  
Compile and analyze political developments from a variety of sources (local media, military observers, etc.), including preparation of background information on long-term |

---

22 The posts identified are those of the most senior officers within each area of professional expertise. Taking into consideration the size of the mission and funds available, each individual occupying an identified position may have two or three officers of lesser seniority below him/her, with a designation or post name appropriate to the various levels of seniority.
<table>
<thead>
<tr>
<th>Civilian Police</th>
<th>Provide advice and assistance for training and monitoring of national police to ensure that they are democratic, and fully respect human rights and fundamental freedoms.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>In collaboration with donor partners, assist the government to monitor, restructure and reform the police force to develop and implement a civilian police training programme, including gender training and through vetting and certification of its personnel, advising on its reorganization and training as well as monitoring/mentoring members of the National Police.</td>
</tr>
<tr>
<td></td>
<td>Assist in developing a police training and evaluation program.</td>
</tr>
<tr>
<td>Public Information</td>
<td>Develop and implement an effective public information capacity, targeting all sectors of society, including local communities and the parties to the conflict.</td>
</tr>
<tr>
<td></td>
<td>Ensure that the Mission mandate and responsibilities are fully understood in all sectors of society through a proactive communications strategy.</td>
</tr>
<tr>
<td></td>
<td>Develop a strategy towards and cooperate proactively with national and international media to promote the work of the ECOWAS Mission.</td>
</tr>
<tr>
<td></td>
<td>Disseminate information through radio/television production and print media to advance the peace process.</td>
</tr>
<tr>
<td></td>
<td>Develop media guidelines and train mission members in media relations.</td>
</tr>
<tr>
<td></td>
<td>Defend and protect the ECOWAS Mission from unjustified criticism and misinformation, including countering propaganda, false information and hate messages that are harmful to the objectives of the ECOWAS peace process.</td>
</tr>
<tr>
<td></td>
<td>Prepare and hold daily press briefings.</td>
</tr>
<tr>
<td>Humanitarian Affairs</td>
<td>Coordinate humanitarian relief.</td>
</tr>
<tr>
<td></td>
<td>Support the accommodation of refugees and IDPs, including the provision of the necessary security conditions for the provision of humanitarian assistance.</td>
</tr>
<tr>
<td></td>
<td>Maintain contacts with parties to the conflict to contribute to conditions conducive to the safe and orderly return of refugees and displaced persons.</td>
</tr>
<tr>
<td></td>
<td>Facilitate the provision of humanitarian assistance, the free flow of people and goods by helping to establish the necessary security conditions.</td>
</tr>
</tbody>
</table>
|                | Monitor and analyze the humanitarian situation, compiling situation reports and
| Human Rights (including gender issues and child protection) | Ensure the promotion and protection of human rights, with particular attention to women, children and vulnerable persons.  
Ensure an adequate human rights presence, capacity and expertise in the mission to carry out human rights promotion, protection and monitoring activities as well as to put an end to impunity.  
Work with the conflicting parties to obtain the release of all war prisoners, military captives and remains in cooperation with international humanitarian agencies.  
Support the government as well as national human rights institutions and groups in their efforts to promote and protect human rights, particularly of women and children, in order to ensure individual accountability for human rights abuses and redress for victims. |
|---|---|
| DDRR | Cooperate with government and international partners to carry out the national DDR programme.  
Assist the identification and registration of former rebels/militias.  
Facilitate the demobilization and voluntary repatriation of the disarmed ex-combatants and their dependants into a viable civilian life.  
Contribute to the political aspects of dismantling militias to the conflict as called for in ceasefire agreements. |
| Mission Support | Manage and delivery of human resources services in the mission, including extension of staff contracts, recruitment of local personnel, management of reporting on staff performance and staff conduct and behaviour (including compliance with local laws), career development and the issuance of mission ID cards.  
Administer and develop support plans and cost estimates and obtain resources for all mission activities, i.e. oversee the planning and budgeting exercise, which is based on strategic mission objectives, expected accomplishments and outputs.  
Manage logistics and integrated support services through distribution of mission assets to all mission components, based on functional need an assessed priorities.  
Preserve up-to-date information on the status of all resources available within the mission and direct access to all available means of acquiring items.  
Provide accommodation, buildings management and civil engineering and geographical information system services.  
Assign transportation of resources, fleet management and major vehicle repair and maintenance services.  
Install, operate and maintain mission-wide communications, including telephone, radio and data systems, proprietary information management systems; internet; intra-mission mail and diplomatic pouch service.  
Supply all assignment equipment, e.g. vehicles, computers and stationery and provide bulk supplies of water, fuel products and foodstuffs.  
Provide medical and dental services and emergency medical evacuation capability as well as general supply items, fuel and water.  
Transport people and cargo within and outside the mission area. |
The Kofi Annan International Peacekeeping Training Centre (KAIPTC) is a Ghanaian led institution, which is supported by the international community through the provision of staff and specifically focused international financial assistance. It operates on behalf of the Economic of West African States (ECOWAS) to provide Operational Level training for personnel involved in global, regional and sub-regional Peace Support Operations. The Centre offers regional and international participants the opportunity to examine specific peace operations issues at the operational level and to update and share their knowledge of the latest practices through training courses, conferences, and presentation and publishing of research findings.

© 2006, Kofi Annan International Peacekeeping Training Centre

Copyright in this report as a whole is vested in the Kofi Annan International Peacekeeping Training Centre, and no part may be reproduced in whole or in part without the express permission, in writing, of both the authors and the KAIPTC.

The opinions expressed in this paper do not necessarily reflect those of the Kofi Annan Centre, its Apex Management Board, or donors.
Authors contribute to KAIPTC publications in their individual capacity.

First published by the Kofi Annan International Peacekeeping Training Centre, PMB CT 210, Cantonments, Accra, Ghana.