

ECONOMIC COMMUNITY OF WEST  
AFRICAN STATES



COMMUNAUTE ECONOMIQUE DES  
ETATS DE L'AFRIQUE DE L'OUEST

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## **19<sup>TH</sup> MEETING OF THE ADMINISTRATION AND FINANCE COMMITTEE**

**Dakar, 9 - 11 May 2016**

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**MEMORANDUM ON THE TRANSFORMATION OF THE MISSION  
PLANNING AND MANAGEMENT CELL (MPMC) INTO PEACE  
SUPPORT OPERATIONS DIVISION (PSOD)**

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## **I – BACKGROUND**

1. Article 21 of the 1999 ECOWAS Protocol Relating to the Mechanism for Conflict Prevention, Management, Resolution, Peacekeeping and Security states that: “the ECOW AS Cease-fire Monitoring Group (ECOMOG) is a structure composed of several Standby multipurpose modules (civilian and military) in their countries of origin and ready for immediate deployment”. ECOMOG is now the ECOW AS Standby Force (ESF). The ECOW AS Standby Force is one of the Organs to assist the Mediation and Security Council (MSC) to maintain peace and security in the region as provided by Article 17 of the 1999 Protocol.

2. In this respect, the ECOWAS Commission is mandated to establish the necessary structures to support its implementation. At its 51<sup>st</sup> Session held in Accra, Ghana, from 15 to 18 December 2003, the Council of Ministers adopted the Regulation C/REG.20/12/03 establishing the Mission Planning and Management Cell (MPMC). In accordance with Article 2 of the Regulation MPMC “shall perform crisis assessments, and also plan, coordinate and manage all missions” in accordance with the 1999 Mechanism. Article 3 gives mandate to the ECOWAS Commission to “...make periodic adjustments modifying the size and structure of the Cell where missions within the sub-region are either reduced or completed”

## **II – NEED FOR THE PEACE SUPPORT OPERATIONS DIVISION**

3. The ESF as part of the African Standby Force (ASF) anchored its development on the African Peace and Security Architecture (APSA). In so doing, it was guided by the ASF Roadmap initially for the period 2005s - 2008 focussing principally on the development of the military component. Therefore, the ESF planning elements at both the strategic and operational levels were structured and composed of military staff only.

4. In 2008 the African Union (AU) reviewed the structure and composition of the Standby Forces. The review recommended that the planning elements of the Standby Forces of the Regional Economic Communities (RECs) be restructured to incorporate the multidisciplinary needs of a Peace Support Operation (PSO) comprising the military, police and civilian components.

5. The multidimensional nature of contemporary PSOs has created the need for an integrated arrangement and coordination structure at both the ECOWAS Commission Headquarters and operational level. Integrated PSO management structure is required to coordinate, synchronise and ensure a coherent implementation of the mission mandate across the various multidimensional mission components as well as other internal, external stakeholders and partners in the peace process. In contemporary PSO, the ability to manage, coordinate and

integrate multiple components across dimensions, and to create linkages with other stakeholders and partners has become a critical precondition for success.

6. The experiences from the deployment of the African-led International Support Mission to Mali (AFISMA) demonstrated the need for ECOWAS to expedite the transformation of the MPMC into an integrated PSOD due to the following lessons learned:

a. ECOWAS lacked an effective multidisciplinary Peace Support Operations Division to plan and coordinate operations.

b. The Mission to be deployed suffered from the weakness of the Police Component and non-existence of a Civilian Component, which adversely affected ECOWAS' performance in the area of mission management.

c. The planning and execution phases of the deployment did not adequately incorporate gender, humanitarian, and human rights concerns, which were later to be highlighted as preconditions for deployment under UNSC Resolution 2071 and particularly UNSC Resolution 2085.

d. The subsequent haphazard deployment of the Police and Civilian components of AFISMA was, thus, occasioned by inadequate capacity, personnel and equipment at Headquarters and within Member States.

7. On the basis of the above, the Mission Planning and Management Cell (MPMC) is to be modified as Peace Support Operations Division (PSOD) reflecting the integrated and multidimensional needs of structures responsible for planning and managing peace support operations

### **III – MISSION OF THE PEACE SUPPORT OPERATIONS DIVISION**

8. The mission of the PSOD will be similar to that of the original MPMC, save that it will be expanded to incorporate the multidimensional needs with more emphasis on integrated approach, proper coordination for coherency.

9. The mission of the PSOD is to perform crisis assessments and also plan, coordinate and manage any of the following mission as stipulated in Article 22 of the December 1999 Protocol:

a. Observation and monitoring;

b. Peacekeeping and restoration of peace;

c. Humanitarian intervention in support of humanitarian disaster;

d. Enforcement of sanctions including embargo;

e. Policing activities including the control of fraud and organised crime;

f. Peace building, disarmament and demobilisation;

g. Preventive deployment.

h. Any other operations mandated by ECOWAS Mediation and Security Council (MSC).

#### **IV – PROPOSED STRUCTURE & FINANCIAL IMPLICATIONS**

10. The Commission presented a proposed structure of the PSOD for consideration by the Committee Chief of Defence Staff of ECOWAS (CCDS), which, at its 35<sup>th</sup> Ordinary Meeting held from 9 – 11 September 2015 in Dakar, Senegal, endorsed it and called for its operationalisation.

11 Further to this, the Commission submitted the new structure of the Peace Support Operations (PSOD) to the Mediation and Security Council during its 35<sup>th</sup> Ordinary session held on the 14<sup>th</sup> December 2015 at Abuja, Nigeria. The current structure of the MPMC as well as the proposed PSOD structure and composition are attached as Annex A and B to this memorandum.

12. The proposed structure has been developed with the minimum required staff to be operating in non-crisis, with the possibility of a gradual increase using existing capacity within the Commission and augmentees in mission management situation. In this regard, the structure proposed takes into consideration the following:

- a. the functional aspect of the PSOD which includes strategic assessment, planning and operation, as well as mission support
- b. ECOWAS financial capacity
- c. the existing internal capacity on which the Commission could rely on in case of needs
- d. the possibility to resort to augmentees when the need occurs for the full operationalization of the PSOD.

13. The cost of the proposed PSOD structure is less compared to the existing MPMC as shown on the table below:

<b>Comparative Annual Cost of the current MPMC &amp; New PSOD*</b>					
		<b>Current MPMC</b>		<b>Proposed new PSOD</b>	
Grade	Unit Cost	Quantity	Total UA	Quantity	Total UA
P5	53209	5	266045	1	53209
P4	45129	4	180516	4	180516
P3	37570	4	150280	8	300560
<b>TOTAL</b>		<b>13</b>	<b>596841</b>	<b>13</b>	<b>534285</b>

\*Compensation Package for Professional Staff

14. On the basis of the above the Mediation and Security Council approved the transformation of the Mission Planning and Management Cell (MPMC) into Peace Support Operations Division (PSOD) within the Directorate of Peacekeeping and Regional Security (DPKRS) and directed the Commission to take appropriate steps for the establishment of the Division.

#### **V – RECOMMENDATION**

15. The setting up of the Peace Support Operations Division (PSOD) as instructed by the Mediation and Security Council requires the adoption of a new regulation abrogating the regulation C/REG.20/12/03 establishing the Mission Planning and Management Cell (MPMC).

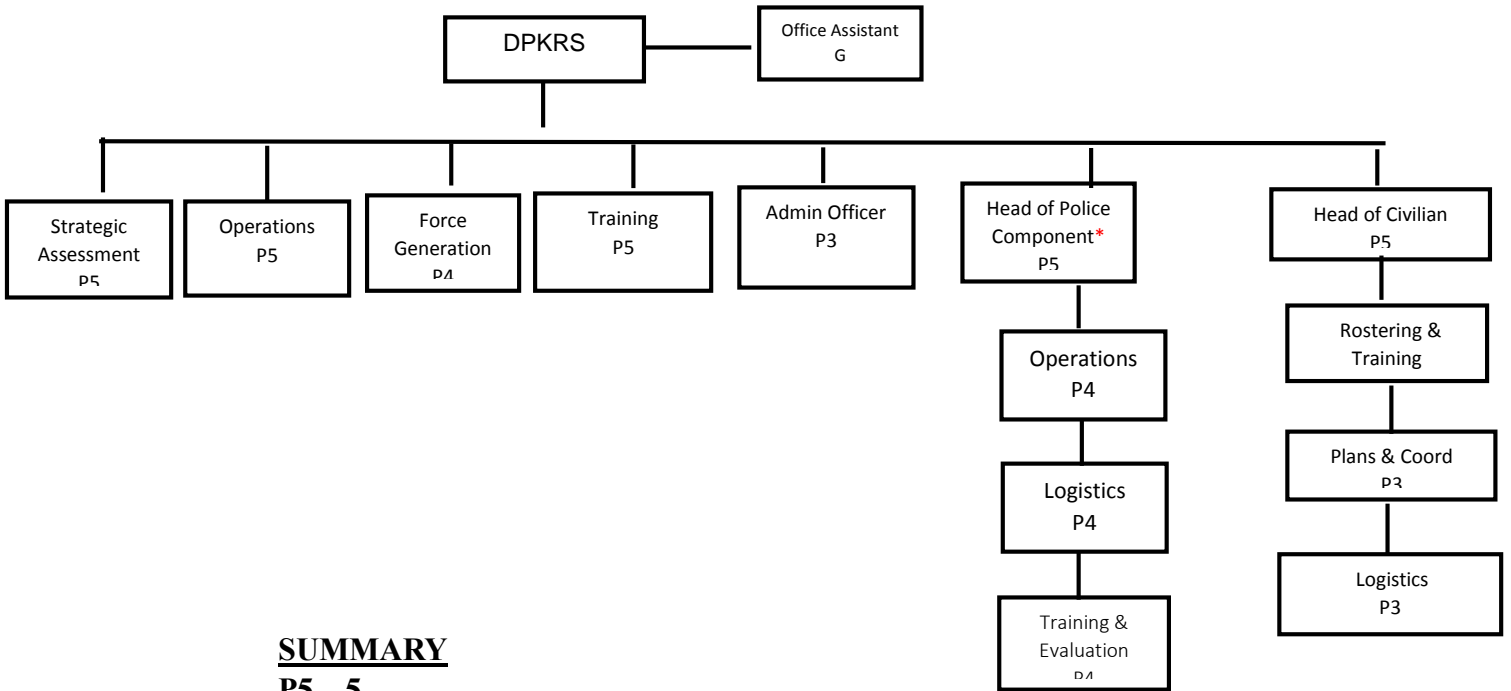
16. It is therefore requested that the Administration and Finance Committee endorses the new structure and recommends to the 76th Ordinary Session of the Council of Ministers the adoption of a regulation transforming the Mission Planning and Management Cell (MPMC) into a Peace Support Operations Division (PSOD) in the Directorate of Peacekeeping and Regional Security

Annexes:

- A. Composition and Distribution of Current Staff in MPMC.
- B. Structure and Composition of the PSOD proposed as at December 2015

ANNEX A

**CURRENT MISSION PLANNING AND MANAGEMENT CELL  
(MPMC)**



**SUMMARY**

**P5 – 5**

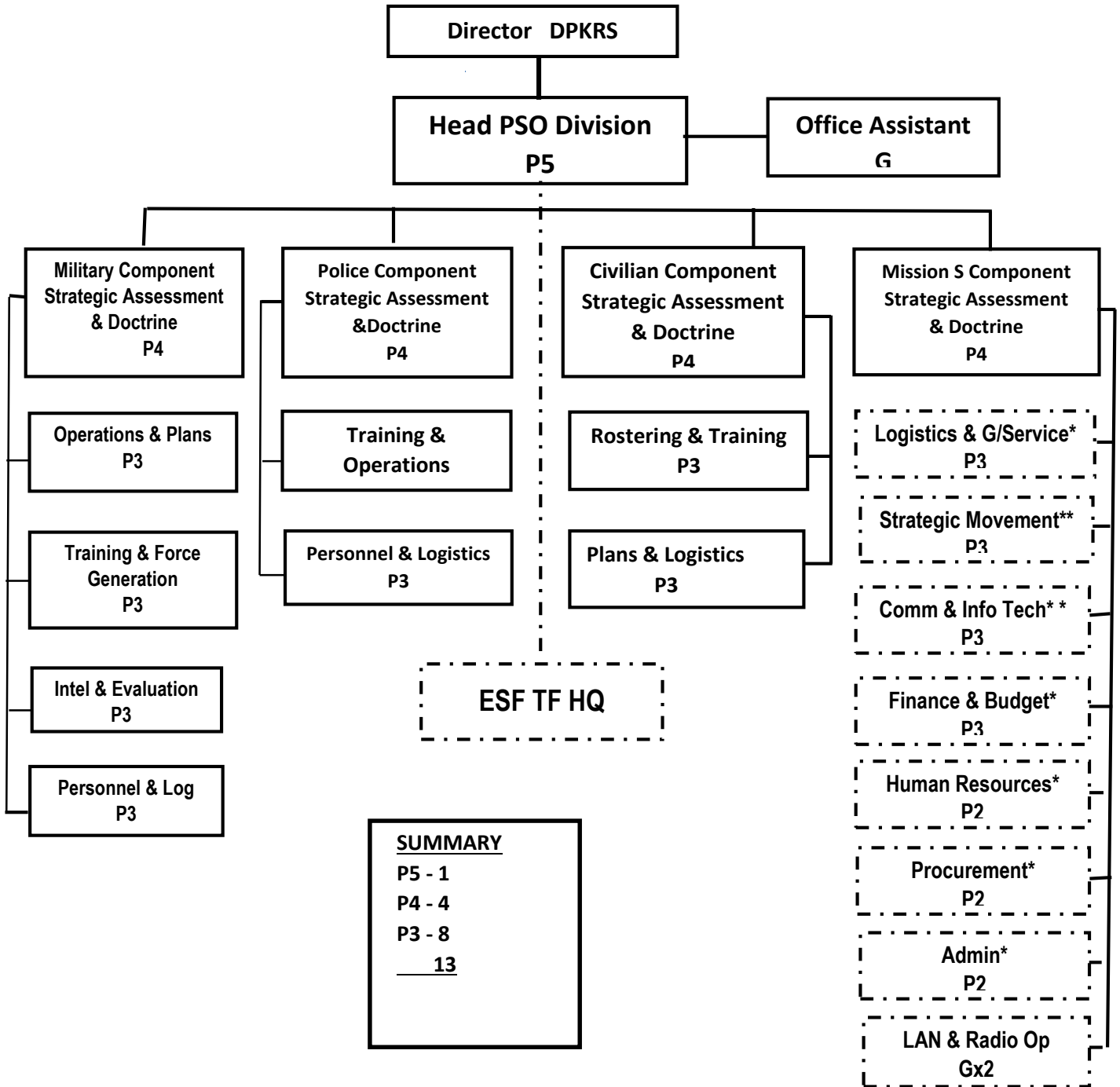
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**P3 - 4**

**13**

ANNEX B

Structure and Composition of the PSOD proposed as at December 2015



\*Internal Capacities (PAPS FIN)  
\*\*Augumentees