

## **BENIN 2004**

### INITIAL PLANNING GUIDANCE

#### 1. SITUATION

a. Analysis of nations and of the sub-region:

The initially stable situation of Blue, Yellow and Orange at independence progressively deteriorated after the commencement of oil deposit exploitation in the area of Abomey, and this gave an avenue for separatist feeling in the Green area to be expressed.

Attempts at a military settlement of the problem by Blue and Yellow forces having failed, which led to a destabilization of Orange due to an influx of displaced persons, ECOWAS, having tried to mediate at its level, resorted to the UN Security Council. The ensuing diplomatic process resulted in:

A peace agreement signed between the Blue, Yellow and Orange states, and the PIVERT on 21 November 2003:

UNSCR 4954 of 21 May 2004, authorizing the deployment of a multinational force and imposing an arms embargo on the three nations.

The consequences for the sub-region are many:

Political: weakening of Blue and Yellow states' authority over armed elements following the emergence of dissident militias and radicalisation of the Green movement, whose armed wing does not recognize any of the peace agreements:

Economic: cessation of oil production and growth of a black economy based on smuggling and mercenary activity:

Social: displacement of populations together with famine and epidemics, as well as the recruitment of child soldiers, and atrocities committed by all parties in the Green area.

b. Governments' stance:

In general, it is in the interests of all the governments, at least in the short term, to cease hostilities and to stabilise the sub-region.

c. Military and security forces' stance:

Loyalist forces are weakened and have neither the will nor the means to resist the deployment of the multinational force. On the other hand, the dissident militias of

Blue and Yellow as well as the armed wing of PIVERT have nothing to gain by a stabilisation of the situation and could resist the multinational force.

d. Attitude of the population:

That there will be complete support for the deployment of the multinational force for economic and security reasons, provided that the humanitarian aspect is taken into account in an efficient and durable manner by the ECOWAS force.

## 2. DETERMINATION OF CENTRES OF GRAVITY

- a. “Yellow”: Restore economic activity based on oil production.
- b. “Blue”: Restore economic activity based on oil production.
- c. “Orange”: Royalties from oil transit through pipelines.
- d. PIVERT: Support from Orange.
- e. ECOWAS: Cohesion of the coalition.

## 3. ASSUMPTIONS

- a. For planning purposes, the “ECOWAS Defence and Security Commission” agrees the following assumptions:
  - (1) No external power would interfere in the crisis.
  - (2) Blue, Yellow and Orange would allow the deployment of the ECOWAS force.
  - (3) Political will of the international community to resolve the crisis.

## 4. CONSTRAINTS AND RESTRAINTS

- a. Constraints.
  - (1) Weak state structures.
  - (2) Operations to be conducted in three sovereign states.
  - (3) Illegal exploitation of natural resources.
  - (4) Displacement of populations, famine and epidemics.
  - (5) Arms trafficking.

- (6) Poor infrastructure (airport and limited access to the sea).
  - (7) Land mines in GREEN area
  - (8) Limited duration of the operation
  - (9) Funding of the operation
- b. Restraints
- (1) Rules of engagement.

## 5. POLITICAL OBJECTIVE

The ECOWAS states taking into account Resolution 5002 (21 May 2004) and the dramatic events taking place in the GREEN Province, decide to deploy peace enforcement forces (under Chapter VII of the UN Charter) to restore peace and stability on the entire territory of BLUE, YELLOW and ORANGE, particularly in the GREEN Province, in order to allow the implementation of the protocols of the Peace Agreement of 13 Nov 2003.

## 6. DESIRED ENDSTATE

Stable and Secure environment is established in the tri-border area adequate for the consolidation of peace.

## 7. STRATEGIC OPTION

Acting under Chapter VII of the UN Charter and referring to the AU Charter, in order to implement the Mandate given by the UN Resolution number 5002 , deploy as soon as possible an ECOWAS multinational force for a six month period in GREEN and its surroundings in order to restore peace and stability.

## 8. WORK REQUIRED AND DEADLINES

A Concept of Operations (CONOPS) is required by 11 June 2004 (ECOWAS Defence and Security Commission meeting). It should lay out:

- a. Likely courses of action (parties to the conflict and friendly)
- b. Force composition and the desired method and order of mobilization and deployment.
- c. Actions in support of the population.
- d. Legal aspects and Rules of Engagement.

- e. Key logistics issues.
- f. Directives for Standing Operating Procedures (SOPs).
- g. Directive on language policy.
- h. Command and Control
- i. Directives from ECOWAS Defense and Security Commission to the Force Commander
- j. Inter-components co-ordination.
- k. List of contingency plans required:
  - Strategic reserve
  - Force extraction
  - Relief by a UN force