



UNREC

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REGIONAL CENTRE FOR PEACE AND DISARMAMENT IN AFRICA

AFRICAN SECURITY SECTOR REFORM PROGRAMME

(ASSEREP)



Campagne Nationale d'Information et de Sensibilisation à l'Amélioration des Relations Civils et Militaires au Togo (ASSEREP-TOGO)  
CENTRE RÉGIONAL DES NATIONS UNIES POUR LA PAIX ET LE DÉSARMEMENT EN AFRIQUE (UNREC)

# REPORT ON SECURITY SECTOR REFORM ACTIVITIES IN TOGO



JANUARY 2007 – DECEMBER 2008

The United Nations Regional Centre for Peace and Disarmament in Africa (UNREC) was established in 1986 pursuant to Resolution 40/151 G of 15 December 1985. The General Assembly mandated the Centre to provide to African Member States, upon request, substantive support on issues of peace, arms limitation and disarmament.

UNREC cooperates with the Governments, regional and sub-regional organizations and civil society to implement its projects and programmes which are financed by voluntary contributions from Member States or other organizations. Its areas of work include advocacy; support to Member States for the formulation, implementation and monitoring of policies and legal instruments related to disarmament or arms control; capacity-building; research, studies and publication of information related to peace, security and disarmament in Africa.

UNREC is part of the Office for Disarmament Affairs (UNODA) of the United Nations Secretariat.

UNREC is based in Lomé (Togo) and extends its activities to the whole African continent.

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## SUMMARY

This report includes activities carried out from January 2007 to December 2008 as part of the implementation of security sector reform activities in Togo of the pilot phase of the African Security Sector Reform Programme (ASSEREP).

These activities have been carried out to implement the mandate of the United Nations Regional Centre for Peace and Disarmament in Africa (UNREC). They seek to establish good governance in defence and security institutions. Highlights of this project include :

1. A national information and awareness raising campaign promoting good relationships between civilians and the military.
2. A capacity-building workshop for the security forces on the maintenance of law and order in a democratic context, followed by the development and publication of a Guide on Maintenance of Law and Order During Elections by Security Forces.
3. A capacity-building workshop for armed forces entitled : "The Legal Framework for Military Intervention in a Democratic Context".
4. A workshop on the implementation of United Nations Security Council Resolution 1325, entitled : "Role of Togolese Women in the Peaceful Resolution of Conflicts".
5. An awareness session for young leaders, the media, youth and children promoting peace and security.
6. A capacity-building workshop for Togolese Parliamentarians entitled : "The Parliamentary Control of The Security Sector : An Interactive Needs Assessment of The Defence and Security Commissions of Benin and Togo".
7. A decentralized capacity-building workshop for the Togolese armed forces entitled : "The Legal Framework for Military Intervention in a Democratic Context".

In concluding these activities, the following observations can be made :

- In terms of impact and results :
  - An Interdepartmental Working Group was established with full approval and support of the Togolese authorities. It serves as focal point for UNREC's activities.
  - The level of trust and mutual respect between civilians and the military has definitely been improved.
  - Members of armed and security forces have appropriated principles and rules of good governance.
  - The armed and security forces have been modernized and they demonstrate increased professionalism.
  - Early legislative elections held during the month of October 2007 clearly illustrate the positive effect of the activities of the ASSEREP on the pacification of the Togolese society.
- In terms of constraints :
  - The lack of funding may compromise the sustainability of these gains.

Therefore, it is important to consolidate them by continuing the activities undertaken within the scope of the ASSEREP, as the relative peace in Togo must be maintained. These activities could be extended to other African States which, like Togo, could benefit from activities leading to a successful reform of their security sector.

## ACKNOWLEDGEMENTS

UNREC is grateful to all bodies, institutions and individuals who, through their contributions, enabled the success of the African Security Sector Reform Programme (ASSEREP). Publication of this report would not have been possible without their commitment and financial support. UNREC would like to particularly acknowledge the following contributions :

- The Togolese authorities demonstrated their political will to move this project forward. They facilitated its implementation and demonstrated sustained commitment for all stages of the project implementation. They played an important part in the establishment of the Interdepartmental Working Group which sponsored the programme activities.
- The Embassy of France provided exceptional technical and financial support for the programme. It enabled the organization of the 1<sup>st</sup> decentralized capacity-building workshop for defence forces and the publication of this report.
- Agencies of the United Nations system supported this project. The United Nations Development Programme (UNDP), in particular, financed the awareness campaign promoting good relationships between civilians and the military, the Office of the High Commissioner for Human Rights (OHCHR) has been a faithful partner in the execution of several capacity-building activities.
- The International Committee of the Red Cross (ICRC) lent its substantive support for the implementation of capacity-building activities for the Togolese Armed Forces.
- The resource persons and various technical partners of the programme who, alongside UNREC, contributed generous amounts of time to the implementation of the programme activities.
- The Office for Disarmament Affairs (UNODA) of the United Nations Secretariat, particularly the Regional Disarmament Branch, provided guidance and advice for this programme.

- UNREC staff all contributed to the implementation of this programme. However, Kossi Mawuli Agokla, ASSEREP Project Coordinator, deserves special thanks for having led all the activities described in this report and ensured their success. He received support from the following individuals : Thierry Zang, Associate Project Coordinator ; Essi Fafa Soulé, Communications Consultant ; Kwami Lavon and Elom Khaunbiow, Project Assistants ; Margaret Mensah, Administrative Assistant a.i.

UNREC is equally grateful to the Togolese Armed Forces, the Parliament of Togo and all the national defence and security institutions as well as the media, communication agencies and the various institutions and leaders of the civil society of Togo who worked hand in hand with us to ensure a successful implementation of the programme.

## ACRONYMS

- SALW : Small Arms and Light Weapons
- ASSEREP : African Security Sector Reform Programme
- ECOWAS : Economic Community of West African States
- ICRC : International Committee of the Red Cross
- OHCHR : Office of the High Commissioner for Human Rights
- UN : United Nations
- MDG : Millennium Development Goals
- UNDP : United Nations Development Programme
- SSR : Security Sector Reform
- AU : African Union
- EU : European Union
- UNREC : United Nations Regional Centre for Peace and Disarmament in Africa
- UNSAC : United Nations Standing Advisory Committee on Security Questions in Central Africa

## FOREWORD

UNREC is the only United Nations institution mandated to work on issues of peace, arms control and disarmament in Africa. Based on its mandate, it was honoured to undertake significant initiatives to consolidate peace and security in Africa, including security sector reform activities.

Thus, in cooperation with the African Union (AU), UNREC developed from 2001 a programme promoting civilian-military relations in Africa. Its objectives included the promotion of relationships based on trust and mutual respect between civilian populations and armed and security forces, the adoption of a code of conduct for the armed and security forces and the creation of Parliamentary Defence Committees for West Africa. And in February 2007, UNREC launched the ASSEREP Programme (African Security Sector Reform Programme), focusing on advocacy and capacity-building for armed and security forces, parliamentarians and civil society.

It is undeniable that for the last decades, the African continent, strongly supported by the rest of the international community, has made considerable progress in the areas of peace and security. However, major challenges still remain today. Indeed, there are still many African countries that have yet to integrate the various parameters of good governance into their policies, in order to be able to bring about the sustainable development projected by the Millennium Development Goals. We must acknowledge that these countries are experiencing socio-political difficulties and they are weakened by internal conflict, post-conflict or relative peace situations. They need the assistance from programmes such as ASSEREP which have achieved results. Therefore this programme must be helped and supported.

UNREC has spared no effort to ensure the success of this programme and Togo fully benefited from it, in light of its state of relative peace and of the objectives it established for national reconciliation and promotion of good governance under the Comprehensive Political Accord of 2006 (See Appendix I).

Indeed, the advocacy and capacity-building activities carried out in Togo by the ASSEREP project, over the last two years, have built solid foundations for a

democratic good governance and contributed to consolidating peace, security and the culture of non-violence.

Lessons learnt from these activities are twofold :

- In the country itself : It is important to ensure that activities carried out in Togo are monitored and continued and to ensure that they are appropriated by the targeted publics. Activities, which were mainly undertaken in the capital city of Lomé, should be extended to hinterland localities, in order to ensure that the presidential elections planned for 2010 are held in a climate of peace, security and non-violence.
- Elsewhere on the continent, some States are still experiencing conflict or post-conflict situations, particularly in Central and Eastern Africa. Therefore, it would be advisable to implement the ASSEREP programme—or at least some of its activities—in those countries.

Jacqueline Seck Diouf

Director

## INTRODUCTION

The wave of democratization flowing in Africa, since the early 90s, reveals African peoples' desire to entrust the political management of their States to freely elected civilian authorities. However, in many cases, this has not been an easy task.

On the political scene, the sustainability of the democratic process in Togo is still facing multifaceted threats, including respect for the Constitution and maintenance of stable relationships between civilians and the military.

Indeed, recent events, like the armed violence experienced in the aftermath of the presidential elections of April 2005, which opposed the armed and security forces and the civilian population, have undoubtedly weakened the Togolese State and stretched social bonds.

Tremendous efforts had to be made in order to re-establish social cohesion, peace, security and national harmony across the entire country.

Progress has been made. Indeed, it is obvious that the Togolese population wants to live in harmony and safeguard its peace and national security, for a better socio-economic development of the country.

It goes without saying that, the signing of the Comprehensive Political Agreement (see Appendix I), whose highlight is the reform of the security and defence institution, the initiation of a social dialogue and, above all, the initiation of the inter-Togolese political dialogue undoubtedly mark a transformation process of the socio-economic, political, and security environment of Togo.

Its multilateral and bilateral partners, whose role is to support national initiatives that contribute to the socio-economic and political development of the country, and its continued stability, are paying special attention to this process. They are showing keen interest for it. They are eager to design and implement appropriate programmes and projects for the Togolese population and its State government.

UNREC, whose mandate is to provide technical and functional support to initiatives taken by African countries in the area of peace and disarmament, actively cooperated with the Togolese government to contribute to the successful implementation of security sector reform activities, which will result in the development of good political governance in Togo.

This is the context in which the African Security Sector Reform Programme (ASSEREP) was officially launched, on 8 February 2007. It sought to enhance mutual trust and respect between civilians and the military, in Togo, through awareness raising campaigns promoting mutual trust and respect between civilians and the military and capacity-building activities designed for the various elements of the civil society as well as the defence and security forces.

For reporting purposes, we have grouped the activities carried out under two headings :

- 1 – Advocacy activities.
- 2 – Capacity-building activities.

The results and impacts of each activity, in terms of consolidation of the climate of peace, and the culture of non-violence are also reported on and concluding remarks stress the prospective benefits that other African countries which are still experiencing conflict, post-conflict or relative peace situations could gain from the implementation of the African Security Sector Reform Programme (ASSEREP).

## ADVOCACY ACTIVITIES

## I- THE NATIONAL INFORMATION AND AWARENESS RAISING CAMPAIGN PROMOTING THE MAINTENANCE OF GOOD RELATIONSHIPS BETWEEN CIVILIANS AND THE MILITARY

This campaign had the following objectives : support the reform of the defence and security institution of Togo; support the increasing professionalization of the armed and security forces in Togo and promote political and institutional stability, peace, security and sustainable socio-economic development of this country.

It was mainly centred on themes dealing with the republican and non-political nature of the armed and security forces, their mission and contribution to development activities and trust between these forces and the civilian population.

The target groups of the various programme activities were the whole Togolese population.

Interactive programmes produced in French and in the main local languages were hosted by resource persons from the civil society and the defence and security forces. They were followed by intense debates and commentaries which enabled every citizen willing to participate to express his/her opinions and recommendations on the relationships between civilians and the military.

The giant posters produced as part of the project were displayed on the major roads of the capital city. They spread the message on the need to promote trust between civilians and the military. Television and radio advertisements were broadcast and various press articles emphasized the promotion of the democratic control of the security sector and advocated for the improvement of the relationships between civilians and the military, in Togo.

Public and private media as well as members of the civil society and defence and security forces participated actively in the making and broadcasting, in the city and at the Headquarters of the Togolese Armed Forces, of various elements and tools used for the awareness raising campaign.



## A-RESULTS :

The national information and awareness raising campaign promoting the maintenance of good relationships between civilians and the military produced the following results :

1. Journalists, young leaders, academics, students, women, trade unionists and other members of the civil society of the capital city were made aware of the importance of good relationships between civilians and the military.
2. A better understanding between members of the defence and security forces and the civilians, due to the elimination of recurring misunderstandings and the development of less confrontational relationships as well as a significant reduction of the tensions and mistrust between the members of the defence and security forces and civilians, and also less tense relationships between them.
3. Positive changes in the various approaches to the relationships between civilians and the military, particularly an improved cooperation between members of the defence and security forces and the civilian population and increasingly civil behaviours observed in their daily exchanges.

4. A better understanding of the rights, duties and mission of the defence and security forces.
5. The acceptance, by the members of the defence and security forces, of good governance practices.

## B- IMPACT :

The following impacts have been noted :

1. A great enthusiasm on the part of the targeted public, civilians and the military, as well.
2. A strong appreciation of the programmes produced in local languages (Mina, Éwé and Kabyé), as demonstrated by the numerous requests made to UNREC to host programmes outside the scope of the ASSEREP.

## II- AWARENESS SESSION FOR YOUNG LEADERS, THE MEDIA, YOUTH AND CHILDREN PROMOTING PEACE AND SECURITY

As part of the ASSEREP programme, UNREC organized three three-day sessions of brainstorming and awareness raising for approximately thirty young leaders, forty journalists and thirty children. The objective for these sessions was to lead these stakeholders to make theirs the message of the awareness-raising campaign and to become aware of the role they can play in the promotion of peace, non-violence and security in Togo. This platform enabled them to share and develop relevant strategies for this purpose. Furthermore, the operation «Messages and Christmas Drawings», organized in partnership with Radio Nana FM, gave children the opportunity to illustrate in their drawings their own ideas of good relationships between civilians and the military.



#### A-RÉSULTS:

The sessions to raise awareness of peace and security among Young Leaders, the Media, Youth and Children had the following results :

1. Increased knowledge and awareness of the culture of peace and non-violence among members of the civil society which enable them to play a more active role in the reduction of recurring tensions.
2. Awareness among children of the importance of good relationships between civilians and the military.
3. Ownership, by the civil society, of the promotion of peace and security.
4. Bringing together various members of the civil society to make them brainstorm on ways and means of going beyond socio-political and ethnic differences in order to build a society of peace and harmony based on a culture of non-violence.

5. Creation of a Young Leaders Observatory for Peace and Non-Violence, designed to raise awareness of the culture and practice of tolerance and forgiveness, as well as promote respect towards and trust in the armed forces. Currently, this observatory serves as a platform for mobilization of young leaders into actions promoting peace and security.

#### B- IMPACT :

The following impacts have been noted :

1. Increased awareness of the role that these members of the civil society can play in the reduction of tensions.
2. The initiation of a discussion on the development and implementation of clear and coherent strategies for that purpose.

## CAPACITY-BUILDING ACTIVITIES

In cooperation with the Togolese government, UNREC organized capacity-building workshops for the three main stakeholders in the area of the security sector reform namely: the security forces, the defence forces and members of Parliament. Members of these target groups may be called upon to work together in sensitive situations.

Law enforcement capacities of the members of the law and order forces were built and members of the armed forces as well as members of Parliament were better equipped to discharge their missions in the hinterland and to ensure control of the defence and national security.

#### I-CAPACITY-BUILDING WORKSHOP FOR SECURITY FORCES ON THE MAINTENANCE OF LAW AND SECURITY IN A DEMOCRATIC CONTEXT ON THE THEME “PREVENTION OF VIOLENCE AND NON-USE OF ARMS IN TIMES OF PEACE”

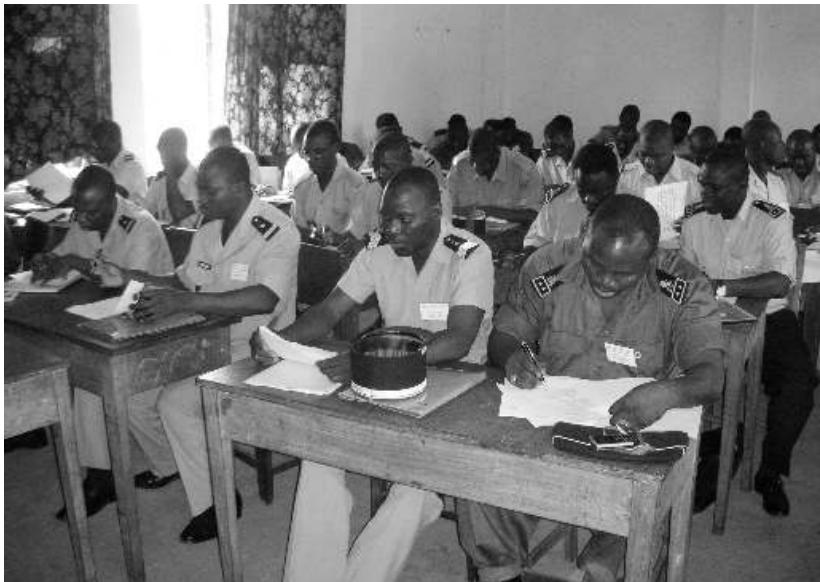
The objective of this workshop was to train the trainers of the Togolese security forces (police, gendarmerie, prefecture wardens) on the standards and principles governing maintenance of peace and order in a democratic context. The following topics were discussed: the principles, the legal and regulatory framework and techniques of intervention of the security forces in a democratic context.

Participants were able to gain increased knowledge of strategies for the maintenance of law and order in a democratic context.

#### A- RÉSULTS :

The capacity-building workshop of security forces on maintenance of law and security within a democratic context on the theme “Prevention of Violence and Non Use of Arms in Times of Peace” produced the following results :

1. It built the professional capacities of the security forces in the area of making the electoral process secure in a democratic context, in accordance with international rules and standards.



2. Parliamentary elections were held in October 2007 without violence across the entire country.
3. A Guide on Law Enforcement during Elections by Security Forces was published by UNREC.

#### B- IMPACT :

The following impacts have been noted :

1. Increased credibility of Togolese authorities for organizing peaceful elections.
2. A dramatic improvement of the relationships between the security forces and the civilians which resulted in early parliamentary elections held in October 2007, without violence.
3. The security forces have acquired a better knowledge of the technical constraints and challenges related to the effective accomplishment of their mission and a better understanding of their role in a democratic context.

## II – CAPACITY-BUILDING WORKSHOP FOR TOGOLESE ARMED FORCES ON THE THEME “THE LEGAL ACTION FRAMEWORK OF THE ARMY IN A DEMOCRATIC CONTEXT”

This workshop was organized for approximately fifty senior officers of the various army corps of the Togolese Armed Forces. It sought to reinforce understanding and participation of the Togolese Armed Forces in the current process of good democratic governance, in Togo. The papers presented focused on the legal framework, the principles and modalities of the intervention of the armed forces in the country and abroad, international human rights law (IHRL), the HIV/AIDS issue and the provisions of the Manual for the Togolese armed and security forces.

### A- RÉSULTS:

The capacity-building workshop for Togolese Armed Forces on the theme: “The Legal Action Framework of the Army in a Democratic Context” produced the following results :

1. Appropriation, by the defence forces, of the rules and principles of democratic governance applicable to missions and relations with the civilian population and submission to the legally established civilian political authority.
2. Establishment of direct contacts between the senior officers of the armed forces and the members of the Defence and Security Committees of the Parliament in order to revitalize the parliamentary control of the security sector.
3. Commitment from the senior officers to always respect international human rights law (IHRL) and international humanitarian law (IHL).
4. Increased modernization and professionalism of the defence forces.
5. Validation of a draft Manual for the Togolese armed and security forces being appropriated by the national authorities (See appendix III).



## B- IMPACT :

The following impacts have been noted :

1. Members of the defence forces gave their opinions on issues of national security and defence based on the principle of non-attribution. They were able to talk freely about issues related to the involvement of the defence forces in the democratic governance process.
2. Enthusiasm on the part the defence forces: they requested a regular programming of other capacity-building sessions for the armed forces in order to be able to establish good governance within defence institutions, and the "decentralisation" to units stationed elsewhere in the country of a lighter version of the capacity-building workshop.
3. Awareness of the top military hierarchy on the mission of the Togolese armed forces in a democratic context.

### III- FIRST DECENTRALIZED CAPACITY-BUILDING WORKSHOP FOR TOGOLESE ARMED FORCES ON THE THEME «THE LEGAL FRAMEWORK FOR MILITARY INTERVENTION IN A DEMOCRATIC CONTEXT»

This workshop is the continuation of the one organized in Lomé for the senior officers of the Togolese Armed Forces. It reflects UNREC's will to decentralize the security sector reform programme to the hinterland units of the Armed Forces and to build their capacities.

The papers and practical cases presented during this workshop mainly dealt with the legal framework of the intervention of the army in a democratic context, human rights, HIV/AIDS, the United Nations Security Council Resolution 1325 (See Appendix II) and the draft Manual for the Togolese armed and security forces. Approximately thirty senior officers or other ranking officers were particularly trained on the Manual for the Togolese armed and security forces (See Appendix III) validated during the workshop held in Lomé.



## A-RÉSULTS :

The first decentralized capacity-building workshop for Togolese Armed Forces on the theme: «The Legal Framework for Military Intervention in a Democratic Context» produced the following results :

1. The capacities of members of this unit in the country were built on their roles and mission in a democratic context, with special emphasis on the provisions of the Togolese Constitution and on understanding the republican character of the armed forces, and the principles and methods of the legality of their interventions in the country.
2. These units have gained excellent knowledge of the rules of good democratic governance.
3. Identification of the need to also build the capacities of the territorial administrative officers (préfets, in particular) in issues of democratic governance within the security sector, so that their defence and security interventions (requisitioning, for example) adhere to the law.

## B-IMPACT :

The following impacts have been noted :

- 1 – Defence and security forces stationed everywhere in the country want to benefit from the various aspects of a security sector reform programme.

## IV – CAPACITY-BUILDING WORKSHOP FOR TOGOLESE WOMEN ON PREVENTION AND PEACEFUL RESOLUTION OF CONFLICTS

Approximately fifty Togolese women were introduced to Resolution 1325 of the Security Council (See Appendix II) in a workshop organized for this purpose by UNREC. Adopted in 2000, Resolution 1325 gives mandate for a greater involvement of women in the prevention, management and resolution of conflicts. The workshop enabled the adoption of an Action plan (See Appendix II) which reflects women's will to be more involved in the promotion of peace and security, and also in the peaceful resolution of disputes in Togo.



### A- RÉSULTS :

The capacity-building workshop for Togolese Women on Prevention and Peaceful Resolution of Conflicts produced the following results :

1. Preparation of an Action plan.
2. Establishment of a technical structure to implement the measures planned for in the Action plan.

## **B-IMPACT:**

The following impacts have been noted :

1. A better knowledge of Resolution 1325 by women's associations.
2. Creation of a synergy among women's groups in relation to the promotion of Resolution 1325.
3. The sharing, by women, of information on traditional methods of prevention, management and peaceful resolution of conflicts from their own area of origin.
4. Awareness of the practical contribution of Togolese women in the national peace and reconciliation process.
5. Awareness of the Togolese armed forces of gender-related discriminations within the units of the defence forces.

## V- THE CAPACITY-BUILDING WORKSHOP FOR TOGOLESE PARLIAMENTARIANS ENTITLED “THE PARLIAMENTARY CONTROL OF THE SECURITY SECTOR : AN INTERACTIVE NEEDS ASSESSMENT OF THE DEFENCE AND SECURITY COMMITTEES OF BENIN AND TOGO”.

UNREC organized, for members of the Parliaments of Benin and Togo, a workshop on parliamentary control of the security sector, with an emphasis on an interactive evaluation of the needs of the Defence and Security Committees.

The objectives of the workshop were to promote parliamentary control of the defence and security institution, to provide the Defence and Security Committees of the Parliaments of these two countries a platform where they could discuss their needs and share experiences on their security sector reforms.

### A - RÉSULTATS :

The capacity-building workshop for Parliamentarians produced the following results :

1. A better knowledge of the needs of the Defence and Security Committees : logistic needs and lack of proven expertise in the areas of national security and defence.
2. Identification of the limits of parliamentary control over the security sector.
3. The capacities of the Parliamentarians related to their mission in the area of the security sector control were built.
4. A platform of discussion between the Defence and Security Committees of the Parliaments of invited French-speaking countries was established.

## B-IMPACT:

The following impacts have been noted :

1. Parliamentarians of the various African countries invited shared experiences related to the parliamentary control of their security sector.
  2. Establishment of direct contacts between the members of Parliament and the senior officers of Benin and Togo.
  3. Members of the Parliaments of Togo and Benin have gained support for the enhancement of their knowledge of the democratic control of the security sector.
  4. Cooperation between Parliamentarians and senior Armed Forces officers for an harmonious control of the security sector has been encouraged.
  5. Bottlenecks such as the activities of the intelligence services and defence secrets which impede parliamentary control have been identified.



## CONCLUSION

The activities implemented within the scope of the ASSEREP have enabled UNREC to make a significant contribution to a definite improvement of the relationships between the military and civilians and to building the capacities of the defence and security forces. In turn, these forces have gained excellent knowledge of the principles and rules of intervention. The validation of the draft Manual for the Togolese armed and security forces and the publication of the Manual on the maintenance of law and order during elections by the security forces have enabled to increase the professionalism of the defence and security institutions.

Young leaders, women, journalists and students have been made aware of the prevention and peaceful resolution of conflicts and the culture of non-violence. This has resulted in a significant reduction of the number of potential conflict situations involving civilians and the military and the safeguarding of the electoral processes. In order to ensure that these results are long-lasting, it would be important to continue the activities undertaken in Togo, but also to extend their implementation to other African countries.

Togo is a country in relative peace situation with new needs. UNREC has already begun a decentralization of the programme activities towards populations and units stationed in the hinterland and this is its preferred option for the achievement of the objectives of the awareness raising campaign.

Finally, UNREC identified the areas in which it would be useful to provide tools and capacity-building assistance for Security and Defence Commission Parliamentarians from Benin and Togo. It is important to respond to the expectations that have thus been created.

In other words, UNREC recommends :

1 – To continue the awareness raising campaign and to direct it to :

- Target publics elsewhere in the country. Civilians and defence and security forces stationed in the hinterland could be targeted through local radio programmes, debates with local authorities, school authorities and civil society.

- Youth in schools, universities, associations and political parties. They demonstrated keen interest for this campaign during their visits to the Regional Center. The campaign could take the form of interactive radio programmes, lunch and learn debates in the schools and various games.
- The public at large. UNREC recommends the organization of proximity activities in the form of theatrical shows which will enable to broadcast the objectives of the campaign to the hinterland populations.
- Political parties, the media and trade unions.

2 - To widely publicize the giant posters, especially in rural areas.

3 – To ensure regular programming of other sessions of proximity, through train the trainer sessions, in order to build the capacities of the forces of defence and security stationed in the hinterland.

4 – To organize training sessions for Parliamentarians of Benin and Togo, in accordance with the needs as identified by the Parliamentarians from these two countries who sit on Security and Defence Commissions.

5 – To extend the ASSEREP programme activities to other African countries, especially those which are in conflict, post-conflict or relative peace situations.

In accordance with its mandate, UNREC commits to make all necessary efforts to meet specific needs related to the reform of the security sector of countries which request its support. Its acquired expertise coupled with the partnership of institutions working in this area, enables it to be able to meet all the awareness raising needs, on demand. UNREC would welcome the implementation of the activities of the African Security Sector Reform Programme (ASSEREP) in Central and East Africa where the development of a Code of conduct for the armed and security forces is about to be validated by the United Nations Standing Advisory Committee on Peace and Security Issues in Central Africa (UNSAC), to which UNREC provides substantive secretariat support.

## APPENDICES

### **COMPREHENSIVE POLITICAL ACCORD**

In accordance with the twenty-two (22) commitments agreed upon on the 14<sup>th</sup> April 2004 by the government of the Togolese Republic following consultations with the European Union and for the purpose of consolidating democracy, national reconciliation and social peace, the RPT, five (5) opposition parties (CAR, CDPA, CPP, UFC, PDR), the Government as well as two (02) civil society organizations (GF2D, RFAMPT) initiated a National Dialogue in Lomé from 21 April to 06 July 2006. In order to arrive at a final agreement, the parties to the Dialogue at their session held on 25<sup>th</sup> July 2006, requested for the facilitation of His Excellency Mr. Blaise COMPAORE, President of Burkina Faso, who accepted the request. His Excellency Mr. Blaise COMPAORE, President of Burkina Faso invited the parties to the Togolese National Dialogue to Ouagadougou from 7 August 2006 to 19 August 2006, for a series of talks and working sessions. In concluding these discussions which were held in an atmosphere of openness and brotherhood, the Parties to the Togolese National Dialogue decided to establish a Government of National Unity in order to restore peace, serenity and mutual trust and to organize fair and transparent parliamentary elections acceptable to all. In this regard, all parties involved agreed to the following :

#### **1- THE ESTABLISHMENT OF A NEW PARLIAMENT BASED ON A TRANSPARENT, FAIR AND DEMOCRATIC ELECTORAL PROCESS**

**1.2.1 Duties, composition and branches of the INEC (Independent National Electoral Commission).**

**1.2.2 Eligibility conditions.**

**1.2.3 Voting procedures**

**1.2.4 Delimitation of electoral constituencies**

**1.2.5 Census-taking for preparation of the voters' register.**

**1.2.6 Tamper-resistant Voters I.D. Cards**

**1.2.7 Amount of the bond**

**1.2.8 Observation of the elections**

**1.2.9 Settlement of electoral disputes**

**1.2.10 Equal access to State media for parties and candidates**

**1.2.11 Quota for women candidates**

**1.2.12 Funding of political parties and establishment of a new Parliament based on a transparent, fair and democratic electoral process**

1.1 – In view of the decisive role of Parliament for the credibility of democratic institutions, the continuation of constitutional reforms and the consolidation of the state of law, the parties make the commitment to create the necessary conditions which will ensure free, open and transparent elections.

1.2 - These elections shall take place in accordance with the provisions defined by consensus within the electoral framework relating to the following points :

- **Duties, composition and branches of the INEC (Independent National Electoral Commission) ;**
- **Eligibility conditions ;**
- **Voting procedures ;**
- **Delimitation of electoral constituencies ;**
- **Census-taking for preparation of the voters' register ;**
- **Amount of the bond posted ;**
- **Voter's I.D. card ;**
- **Observation of the elections ;**
- **Settlement of electoral disputes ;**
- **Equal access of parties and candidates to State media ;**
- **Quota for women candidates ;**
- **Funding of political parties.**

### **1.2.1 – Duties, composition and branches of the INEC**

The parties to the Dialogue agree that the organization of transparent, free and fair elections will be entrusted to the **Independent National Electoral Commission (INEC)**, **whose duties**, composition and branches are contained in Annexe I. The administration will provide assistance and support to the INEC for the organization of elections.

### **1.2.2 – Eligibility Criteria**

All Parties to the Dialogue recognized the necessity to effect the necessary changes to the current electoral framework in order to ensure a free, democratic and transparent electoral process, open to all Togolese. To this effect, they agreed that the provisions regarding the minimum period of residence and the requirement to produce a certified copy of a document of renunciation of any foreign citizenship any candidate may have be removed for the upcoming legislative elections.

### **1.2.3 – Voting procedures**

The parties to the National Dialogue invite the Government of National Unity to study and opt for one of the following two voting procedures capable of guaranteeing free, democratic and transparent elections for a better representation of all the political forces in Parliament :

- voting by proportional representation list with the highest average or the highest remainder; with the prefecture as electoral constituency ;
- a two-round majority single member constituency.

#### **1.2.4 – Delimitation of electoral constituencies**

Pending an electoral delimitation based on a general census of the population, the Parties to the National Dialogue agreed to maintain the current electoral and administrative constituencies and a National Assembly comprised of eighty-one (81) members.

#### **1.2.5 – Census-taking for the preparation of the voters' register**

The parties to the Dialogue agreed to conduct an electoral census in order to obtain a reliable electoral register. They also agreed to implement a programme for the issuance of national identity cards. The electoral census is to be organised by the INEC in cooperation with the Government which will determine the conditions of issuance of the national identity cards.

#### **1.2.6- Tamper-proof voters' I.D. Cards**

The parties to the Dialogue agreed to establish reliable tamper-proof voters' cards.

#### **1.2.7 Amount of the bond**

The parties to the Dialogue agreed to reduce the amount of the bond posted for the elections. The reduction rate will be fixed by the Government.

#### **1.2.8 - Observation of the elections**

The parties to the Dialogue talks agreed to accept national and international observers at all stages of the electoral process in order to certify the appropriate nature of the elections and of the transparency and security conditions. All the observers shall be required to meet the qualification criteria defined by the INEC. Besides, they agreed on the establishment of a multidisciplinary alert structure among the international observers, comprised of civilian and military experts on specific issues related to safeguard of the electoral process.

#### **1.2.9- Settlement of electoral disputes**

Regarding the settlement of disputes over the parliamentary elections, the parties to the National Dialogue agreed that :

- a) The Constitutional Court should be reshuffled by the competent bodies, and the members be appointed on the basis of their professionalism, credibility and independence ;
- b) The INEC sub-committee on electoral disputes should be removed;
- c) In the event of dispute during the registration of voters and distribution of the voter registration cards :
  - The complaint should either be submitted to Independent Local Electoral Commission (ILEC) ;
  - The party that shall not be satisfied with the decision of the ILEC can appeal before the INEC ;

- The decisions of the INEC may be taken to the most competent Court of First Instance. The Court shall sit for this purpose and shall be presided over by a magistrate other than the one who presided over the ILEC. Its verdict shall be final.
- d) Disputes over candidacies for parliamentary representation, and disputes concerning the voting procedure, and the consistency of the results declared by INEC under the responsibility of the Constitutional Court.

### **1.2.10- Equal access of parties and candidates to State media**

The Parties to the Dialogue agree on the principle of equal access by the candidates and civil society to State media. They recognized the efforts currently made in the State media sector and expressed the desire for these efforts to be continued and consolidated. They agree that the State media should be properly and adequately resourced for their missions.

### **1.2.11. Quota for women candidatures**

The Parties to the Dialogue pledged to ensure the equal representation of women in the electoral processes and national political life. As such, they encourage the political parties to present a certain minimum of women candidates for the elections.

### **1.2.12- Financing political parties**

The Parties to the Dialogue agree that the State should finance political parties. They therefore referred to the provisions of Article 18 sub-paragraph 2 of Law 91-4 of 12 April 1991 which stipulates :" political parties shall in addition receive financial assistance from the State. This assistance will be given to political parties that got at least 5% of the votes at the national level during the parliamentary elections". Notwithstanding the provisions of the Law, and for the upcoming parliamentary elections, the Government will decide the terms and conditions for financing political parties.

The Government will also decide on incentive measures for the involvement of women in politics.

## **II - MEASURES RELATED TO SECURITY, HUMAN RIGHTS REFUGEES AND DISPLACED PERSONS.**

### **2.1 – Issues of security**

### **2.2 – Issue of impunity**

### **2.3 – The case of refugees and displaced persons**

### **2.4 - Forgiveness and national reconciliation**

### **2.1 Issues of safety**

2.1.1 – Regarding issues of safety, the Parties to the Dialogue agreed that necessary measures shall be taken for the solemn reaffirmation and the effective observance of the non-political role and national and republican nature of the Army and Security Forces, in accordance with the Constitution and the relevant Laws of the country, the distinction between the functions of the Army, and those of the Police force and the National Gendarmerie, so that the Army be dedicated to its mission of defence of the integrity of the national territory and the Police forces and National Gendarmerie to their missions of law enforcement and public security.

Gendarmerie, such that the Army devotes itself to its mission of defence of the integrity of the national territory and the police force and the National Gendarmerie to their missions of law enforcement and public security.

2.1.2 - In the immediate future, the Government will take all the useful measures to ensure that the Defence and Security forces do not interfere in any way in political discussions.

2.1.3 – In the bid to enhance its law enforcement mechanisms, the Parties to the Dialogue recommended an increase in the workforce and means of action of the Police force and National Gendarmerie in order to enable them to effectively carry out their duties, including ensuring the security of the activities of the political parties and the electoral operations.

2.1.4 - The Parties to the Dialogue called on the political organizations to abstain from any act, behaviour and speech likely to be perceived as provocations in the direction of the Armed and Security Forces, and work for the advent of mutual confidence between these latter and the population groups.

2.1.5 - The Parties to the Dialogue agreed on the establishment, at the national level, of a warning system on the application of measures of securing the activities of the political parties and the electoral processes. This system will comprise representatives of the political parties, administrative authorities and the security force. It will have decentralized bodies, composed in a similar manner, at the Lomé Commune and other Prefectures.

## **2.2 Issue of impunity**

2.2.1 - The Parties to the Dialogue recognized that impunity of political acts of violence is a serious phenomenon that Togo has been experiencing since time immemorial particularly at election times.

2.2.2 - They agree that the entire population of the country, particularly political parties and civil society organizations, should contribute actively to its eradication. In this regards :

- a) the Parties to the National Dialogue agree on the establishment of a Commission of enquiry into the political acts of violence that took place during the period spanning 1958 to date and explore avenues for pacifying victims;
- b) the Parties to the National Dialogue reaffirm the need for the authorities to promote competence, integrity and the spirit of independence for the sound functioning of the Courts and Tribunals, the Criminal Investigation Department and other institutions which contribute to control impunity.

### **2.3 The case of refugees and displaced people**

2.3.1 - Parties to the Dialogue, conscious of the need for creating a reassuring political and institutional environment for refugees and displaced persons, agree on the need to reach a Comprehensive Political Accord, and the urgency to make every effort to encourage the return and reintegration of refugees and displaced people.

2.3.2 - The Parties to the Dialogue agree on the setting up of an ad hoc committee to support the efforts of the High Commission responsible for Repatriated persons and Humanitarian Action in its mission of organization and coordination of the repatriation and reintegration process of refugees and displaced persons. This committee will make contact with the refugees in the respective host countries and together with them explore the ways and means of accelerating their return.

### **2.4 Forgiveness and national reconciliation**

In order to create the conditions for a peaceful social climate necessary for the reconciliation, the Parties to the National Dialogue agree to set up a committee that will propose measures aimed at fostering forgiveness and national reconciliation.

## **III - CONTINUATION OF CONSTITUTIONAL AND INSTITUTIONAL REFORMS WHICH ARE KEY TO THE CONSOLIDATION OF DEMOCRACY, RULE OF LAW AND GOOD GOVERNANCE.**

3.1 - The Parties to the Dialogue pledge to continue all the reforms aimed at consolidating democracy, the rule of law and good governance. All the Institutions set up following the Dialogue and the upcoming parliamentary elections will endeavour to implement the reforms that would make it possible to adopt the fundamental texts drafted by consensus in accordance with the spirit of the Constitution of October 1992 and the Electoral Code of 5 April 2000 that emanated from the Lome Framework Agreement. These reforms will cover the following issues of national interest: the normal functioning of the republican institutions; respecting human rights ; security, public peace ; the republican character of the

Army and Security Forces; fairness and transparency of elections particularly: conditions of eligibility, voting procedures, delimitation of constituencies, electoral dispute, etc enhancing the means of actions of the High Authority of Audio-Visual and Communication (HAAC).

3.2 - The Parties to the National Dialogue urge the Government to study the proposals for an amendment to the constitution, particularly: the political regime, the appointment and powers of the Prime Minister, conditions of eligibility of the President of the Republic, duration and the limitation of the president's terms of office, establishment of a Senate and reforming the Constitutional Court. The Government will take account of these proposals for the next legislature.

3.3 - The Parties to the Dialogue agree that the reform and modernization of the justice system programme remains one of the priority projects of the Government.

3.4 - The Parties to the National Dialogue recommend to the Government to study the issues relating to the reform of the Army and the Security Forces.

3.5 - This reforms process should fit into a duration, and be one of the priorities of the Government.

It will take the texts that govern the intervention of the Defence and Security Forces as regards maintenance of law and order under the strict observance of republican legality.

#### **IV - FORMING A GOVERNMENT OF NATIONAL UNITY**

4.1 - All the Parties to the Dialogue accepted the principle of forming a Government of National Unity. They suggested to the President of the Republic to form a Government of National Unity open to political parties and civil society organizations, in a spirit of national reconciliation and mutual confidence for the consolidation of the peace process.

4.2 - The work of the Government of National Unity will be carried out on the basis of road map whose fundamental points are defined in annex II.

#### **V - FINAL PROVISIONS**

5.1 - The Parties to the Dialogue agree to the establishment of a permanent framework of dialogue and consultations on the topics of national interest. The Government of National Unity will define its missions, composition and the modalities for the functioning of this structure.

5.2 - The Parties to the Dialogue agree on the setting up of a Monitoring Mechanism (MC) for the good application of the commitments made. The Monitoring Committee (MC) which will comprise a representative of each component of the Dialogues and representatives of the Facilitator, the European Union (EU) and the Economic Community of West African States (ECOWAS) will be tasked with the responsibility of ensuring the effective implementation of this Agreement. It will be chaired by the Facilitator or his representative.

5.3 - The Parties to the Dialogue agree on the drafting of a Code of Good Conduct for the political parties, civil society and the media.

5.4 - The Parties to the Dialogue agree to appeal to the international community, particularly the European Union, for the quick resumption of co-operation. They further request the European Union and the entire International Community provide financial and technical support to this on-going process.

5.5 - They also agree that the Facilitator and the EU and ECOWAS observers supervise the transitional process to its final conclusion.

5.6 – Annexes I, II and III are part and parcel of the present Accord

5.8 - In the event of dispute on the interpretation of the entire or part of this Agreement, including the terms and conditions of organization and carrying out of electoral processes, the signatory parties agree to fall on the arbitration of the Facilitator.

## **Done in OUAGADOUGOU**

Signed :

*For Office of the Dialogue :*

*For CAR :* **Mr. Yawovi AGBOYIBO, Mr. Gahoun HEBGOR**

*For CDPA :* **Mr. Léopold GNININV**

*For CPP :* **Mr. Jean-Lucien SAVI de TOVE**

*For GF2D :* **Mrs. Akouavi Célestine AÏDAM**

*For The Government :* **Mr. Kokou Biosse TOZOUN**

*For PDR :* **Mr. Lardia Henri KOLANI**

*For REFAMP/T :* **Mrs A. Larba Maria APOUDJAK**

*For RPT :* **Mr. Fambaré Ouattara NATCHABA**

*For UFC :* **Mr. Eric ARMERDING**

*Facilitator His Excellency, Mr. Blaise COMPAORE, President of Burkina Faso*

## ANNEXE II

### RESOLUTION 1325 (2000) OF THE UNITED NATIONS SECURITY COUNCIL

Adopted by the Security Council at its 42<sup>nd</sup> meeting, 31 October 2000

The Security Council,

Recalling its resolutions 1261 (1999) of 25 August 1999, 1265 (1999) of 17 September 1999, 1296 (2000) of 19 April 2000 and 1314 (2000) of 11 August 2000, as well as relevant statements of its President and recalling also the statement of its President, to the press on the occasion of the United Nations Day for Women's Rights and International Peace of 8 March 2000 (SC/6816),

Recalling also the commitments of the Beijing Declaration and Platform for Action (A/52/231) as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled "Women 2000 : Gender Equality, Development and Peace for the twenty-first century" (A/S-23/10/Rev.1), in particular those concerning women and armed conflict,

Bearing in mind the purposes and principles of the Charter of the United Nations and the primary responsibility of the Security Council under the Charter for the maintenance of international peace and security,

Expressing concern that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict, including as refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, and recognizing the consequent impact this has on durable peace and reconciliation,

Reaffirming the important role of women in the prevention and resolution of conflicts and in peace-building, and stressing the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution,

Reaffirming also the need to implement fully international humanitarian and human rights law that protects the rights of women and girls during and after conflicts,

Emphasizing the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls,

Recognizing the urgent need to mainstream a gender perspective into peacekeeping operations, and in this regard noting the Windhoek Declaration and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (S/2000/693),

Recognizing also the importance of the recommendation contained in the statement of its President to the press of 8 March 2000 for specialized training for all peacekeeping personnel on the protection, special needs and human rights of women and children in conflict situations,

Recognizing that an understanding of the impact of armed conflict on women and girls, effective institutional arrangements to guarantee their protection and full participation in the peace process can significantly contribute to the maintenance and promotion of international peace and security,

Noting the need to consolidate data on the impact of armed conflict on women and girls,

1. Urges Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict ;
2. Encourages the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decision-making levels in conflict resolution and peace processes ;
3. Urges the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard calls on Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralized roster ;
4. Further urges the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel ;

5. Expresses its willingness to incorporate a gender perspective into peacekeeping operations and urges the Secretary-General to ensure that, where appropriate, field operations include a gender component ;
6. Requests the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peace-building measures, invites Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment and further requests the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training ;
7. Urges Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes, inter alia, the United Nations Fund for Women and United Nations Children's Fund, and by the United Nations High Commissioner for Refugees and other relevant bodies ;
8. Calls on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia: (a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction; (b) Measures that support local women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements; (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary;
9. Calls upon all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls as civilians, in particular the obligations applicable to them under the Geneva Conventions of 1949 and the Additional Protocols thereto of 1977, the Refugee Convention of 1951 and the Protocol thereto of 1967, the Convention Security Council - 5 - Press Release SC/6942 4213th Meeting (PM) 31 October 2000 on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999 and the United Nations Convention on the Rights of the Child of 1989 and the two Optional Protocols thereto of 25 May 2000, and to bear in mind the relevant provisions of the Rome Statute of the International Criminal Court ;

10. Calls on all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict ;
11. Emphasizes the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, war crimes including those relating to sexual violence against women and girls, and in this regard, stresses the need to exclude these crimes, where feasible from amnesty provisions ;
12. Calls upon all parties to armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in their design, and recalls its resolution 1208 (1998) of 19 November 1998 ;
13. Encourages all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants ;
14. Reaffirms its readiness, whenever measures are adopted under Article 41 of the Charter of the United Nations, to give consideration to their potential impact on the civilian population, bearing in mind the special needs of women and girls, in order to consider appropriate humanitarian exemptions ;
15. Expresses its willingness to ensure that Security Council missions take into account gender considerations and the rights of women, including through consultation with local and international women's groups ;
16. Invites the Secretary-General to carry out a study on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes and conflict resolution, and further invites him to submit a report to the Security Council on the results of this study and to make this available to all Member States of the United Nations ;
17. Requests the Secretary-General, where appropriate, to include in his reporting to the Security Council, progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls ;
18. Decides to remain actively seized of the matter."

# IMPLEMENTATION OF THE RESOLUTION 1325 OF THE UNITED NATIONS SECURITY COUNCIL : WOMEN'S ASSOCIATIONS' ACTION PLAN FOR THE PROMOTION OF THE CULTURE OF PEACE, CONFLICT PREVENTION AND RESOLUTION IN TOGO

## I - BACKGROUND AND JUSTIFICATION

The socio-political history of Togo is characterized by a myriad of breaches which have often led to violence of all kinds. To prevent these acts of violence, measures have been taken at various levels.

Within the scope of the Resolution 1325 of the Security Council, voted in 2000, which gave mandate for a greater involvement of women in conflict prevention, management and resolution, the United Nations Regional Centre for Peace and Disarmament in Africa (UNREC), decided to organize a practical workshop designed to include women's associations of Togo in this process.

This initiative is therefore based on the assumption that the significant contribution women make locally needs to be supported by involving them more in the promotion of peace and security. This workshop would serve as a framework to equip participating women with tools enabling them to play a role in the promotion of a culture of peace and non-violence in an efficient manner.

This would involve brainstorming together with the women on their role in the peace and security process in Togo.

UNREC intends to use two major activities to achieve this :

- 1) The preparation of the first draft of an Action Plan, by taking stock of the various areas in which women can be involved in Togo to be able to actively promote a culture of peace.
- 2) The organization of a workshop to discuss with women's associations the contents of the first draft of the Action Plan in order to be able to finalize it and formally adopt it.

As part of the first series of activities, UNREC developed a first draft of the Action Plan. This first draft of the Action Plan aimed at the following :

- Encouraging the involvement and active and decisive participation of Togolese women in the peace process in general and the Dialogue among Togolese, in particular;
- Promoting the culture of peace and tolerance;
- Sharing as widely as possible, within the Togolese society and with the sub-regional Community partners, the understanding of the harmful consequences of traumas caused by multiple acts of violence and insecurity.

Implementation of the Action Plan of the Women's Associations for the Promotion of the Culture of Peace, Prevention and Peaceful Resolution of Conflicts in Togo is suggested for duration of three years starting 1 January 2008. A meeting has been planned to evaluate and review the implementation of the programme 18 months into its implementation. For the evaluation purposes, the programme may be renewed once for the same duration and with the same terms and conditions.

## II - DURATION

The Action plan of the Women's Associations for the Promotion of the Culture of Peace, Prevention and Peaceful Resolution of Conflicts in Togo is to spread over a period of three years effective 1 January 2008. A meeting (evaluation and review) of the implementation of the programme 18 months into its implementation, has been planned. The programme may be renewed once for the same duration and according to the same terms and conditions concerning the evaluation meeting.

## III - OBJECTIVES

### a) Very short term objectives

In the very short term, it aims at :

- ▶ Encouraging effective, fair, sustainable solutions oriented towards negotiation to settle for a long time conflicts and problems of the same nature, by reconciliation and possibly reintegration and any measure enabling restoration of trust between all the parties in a conflict or experiencing strained relationships and thus consolidate development efforts and fully involve women in the quest for these solutions ;

- ▶ Training women in negotiation and peaceful management of conflicts;
  - ▶ Training women in traditional modes and ethics of conflict resolution;
- b) Short and medium term objectives

In the short and medium terms, it aims at :

Promoting women's contribution to the development of a culture promoting non-violent forms of conflict resolution ;

- ▶ Developing women's values and know-how enabling to promote the culture of peace, dialogue and consensus-building in decision-making processes, especially in political decisions ;
- ▶ Inclusion in national policies special measures designed to build women's capacity to serve the cause of conflict prevention and promotion of the culture of peace by involving them in the development of these policies.

c) Long-term objectives.

In the long-term, it aims at :

Supporting and contributing in general to the fight against any form of conflict and tension and the reduction of the circulation of light weapons in view of a drastic reduction of crimes and offences ;

Stressing that the continued circulation of such weapons is unacceptable, and specifically, supporting the security sector reform programmes in Togo ;

- ▶ Further studying the causes of recurring violence built into the national political system and local conflict resolution and promotion of tolerance practices and traditions.
- ▶ Reducing military expenditures.

## IV - IMPLEMENTATION STRATEGIES

The following strategies were developed to achieve these goals :

- ▶ Building a youth centre where young people can share ideas and have debates and activities such as viewing movies promoting peace and organizing discussion sessions on specific topics (Responsibility: the Government, development partners) ;
- ▶ In partnership with sports and cultural associations, organizing community activities designed for youth in order to inculcate into them the values of a culture of peace (Responsibility : Women's Associations) ;
- ▶ Establishing a women's "Caucus" in order to enable them to have a permanent framework within which they can brainstorm on issues of conflict prevention and the culture of peace (Responsibility: Women's Associations);
- ▶ Creating an exchange network by pairing several cities across the country in order to promote a better knowledge and acceptance of one another despite their differences (Responsibility: the Government);
- ▶ Developing training curricula on the culture of peace and civic education at all levels of educational institutions, particularly in primary and secondary schools, so that from a very young age, children receive a basic education encompassing values, acceptable attitudes, behaviours and ways of living which should enable them to be able to settle any differences in a peaceful manner and in a spirit of respect of human dignity, tolerance and non-discrimination, in accordance with the relevant resolutions adopted for this purpose, particularly by the UN and UNESCO; and to include such curricula in educational manuals (Responsibility : the Government, Women's Associations) ;
- ▶ Creating an Action Committee within collectives of women's associations which will be responsible for the implementation of Resolution 1325, with a view to make the Togolese government aware of its responsibilities in the implementation of this initiative (Responsibility: Women's Associations) ;
- ▶ Involving women in all activities organized by the national authorities or development partners in order to inculcate the values of the culture of

peace and to lend support to their implementation and monitoring (Responsibility : the Government)

- ▶ Organizing the training of pupils and students across the country through periodical workshops in schools and universities (Responsibility: Women's Associations);
- ▶ Advocating for reduction in military expenses and planning control measures for this purpose (Responsibility: Women's Associations);
- ▶ Building, as required, women's capacities to implement national policies designed to reduce the potential sources of tension (Responsibility: Development Partners);
- ▶ ensuring community education of the population especially among people practising liberal activities (market women, hairdressers, dressmakers, motor bike taxi drivers) through training workshops organized in cooperation with their trade unions in order to make them understand the harmful consequences of violence and insecurity (Responsibility : Women's Associations).

## V- EXPECTED OUTCOMES AND INDICATORS

### a) Expected short-term results

- The Action Committee within collectives of women's associations, responsible for the implementation of the Resolution 1325 is operational ;
- The Follow-Up Committee is established and equipped with resources and implementation structures.

### b) Expected medium term results

Expected results for the medium term are the following :

- Women are trained in prevention, management and peaceful conflict resolution techniques ;
- A national conference of Togolese women on the culture of peace is held.

c) Expected long term results

- Togolese women are aware of their role in the prevention and peaceful resolution of conflicts ;
- Togolese women are key stakeholders in decision-making processes related to conflict prevention, management and resolution in Togo.

## VI. MONITORING INDICATORS

- Periodic meeting of the Monitoring Committee ;
- Mid-term review of activities ;
- Frequency of the Monitoring Committee meetings throughout the implementation of the Action Plan ;
- Production of an Implementation report.

## VII. THE BENEFICIARIES

- ▶ Women's associations' representative of the civil society committed to the cause which advocate for women;
- ▶ Women in general and families, in particular;
- ▶ Leaders of associations (women and men);
- ▶ Girls and boys in family circles and educational structures;
- ▶ Women leaders;
- ▶ Women in urban areas and especially women in rural areas.

## VIII. RESOURCES

The implementation of this action plan will require means or human, technical and financial resources.

In order to mobilize these resources, it will be necessary to involve at least three national and international stakeholders.

These stakeholders are :

- ▶ Development partners
- Agencies of the United Nations system :
  - UNIFEM
  - UNFPA
  - UNDP
  - UNICEF
  - UNESCO
  - The World Bank (WB)
  - International Monetary International (IMF)
- Regional and sub-regional organizations :
  - AU
  - ECOWAS
  - UEMOA etc.
- International non-governmental organizations :
  - OXFAM GB
  - WILDAF
  - Plan International
- ▶ The Government through the responsible ministries :
  - Ministry of Social Affairs and Promotion of Women
  - Ministry of National Security
  - Ministry of Defence
  - Ministry of Humans Right and Democracy
  - Ministry of Finance
- ▶ Civil society organizations
  - Women's associations

## IX - RISK FACTORS AND OPPORTUNITIES

Risks

- ▶ Non-conformity to the personal and collective commitments made by the stakeholders involved ;

- ▶ Multiplication of non-operational structures

## Opportunities

- ▶ The Action Plan offers women leaders and Togolese women's associations a good opportunity to :
  - Appropriate and effectively implement the provisions of the Resolution 1325
  - Become better involved in the prevention, management and peaceful resolution of conflicts and crises.

## X - FOLLOW-UP MECHANISMS

For follow-up purposes, it is important to establish a Permanent and Independent Monitoring Committee. This committee will ensure a permanent communication and regular exchanges among the beneficiaries and partners. This Monitoring Committee will comprise women leaders and representatives of the Government and development partners.

## DRAFT MANUAL OF THE TOGOLESE ARMED AND SECURITY FORCES<sup>1</sup>

### CHAPTER 1 : DEFINITIONS AND GENERAL PRINCIPLES

#### DEFINITIONS :

The references made in this Handbook for the Armed Forces include all personnel in uniform who, in the name of the State, play a defence and security role.

The "Armed Forces" include the Army, the Air Force, the Navy, and the National Gendarmerie.

The "Security and Police Forces" include the Police force, the Prefecture Guards, Forest Guards, Customs Agents, and the Fire Brigade.

Notwithstanding its military status and its membership in the Armed Forces, the National Gendarmerie plays a police role in times of peace and in times of disturbances.

Section 1 : The Armed Forces shall be a national, republican and non-political institution. They shall be entirely answerable to the duly established political authority.

Section 2 : The Armed Forces shall be the melting pot of national unity and cohesion. Consequently, the recruitment and management of their personnel shall be done without any discrimination based on race, sex, ethnic group, region or religion.

Section 3 : The Armed Forces shall be at the service of the Nation and the citizens. Their mission shall be to guarantee, if necessary by the use of force, defence of the Nation and the territorial integrity of the State, to ensure protection of persons and properties and to maintain peace and security in the country.

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<sup>1</sup> This draft manual was validated during the capacity-building workshop for armed forces, and is awaiting adoption by the national authorities.

## CHAPTER 2 : RESPONSIBILITIES OF THE ARMED FORCES TOWARDS THE STATE

Section 4 : The defence institution is only one branch of the executive power. Thus, it is entirely at the disposal of the constitutionally established civilian political power.

Section 5 : Armed Forces personnel in active service shall be required to serve, everywhere, day and night. The military profession requires discipline, loyalty and spirit of sacrifice, under all circumstances.

Section 6 : Armed Forces personnel are bound by professional oath of secrecy, except exemption granted by the appropriate authority.

Section 7 : Forces Armed personnel shall not publicly express their political opinions, without authorization from the competent hierarchy structure. Personnel of the Armed Forces are also required to exhibit the strictest reserve.

Section 8 : Members of the Armed Forces shall not be members of militias, armed groups or organized crime.

## CHAPTER 3 : RELATIONSHIPS BETWEEN ARMED FORCES AND POLICE AND SECURITY FORCES

Section 9 : The Armed Forces shall be used for internal and external security needs of the country. In the accomplishment of their missions, these forces shall maintain permanent relations :

- in times of peace;
- in times of disturbances; and
- in times of war.

Section 10 : In times of peace, it shall be the duty of the police force to maintain law, order and security. The Armed Forces cooperate in the area of exchange of intelligence, training of personnel, missions of the police force and preparation for mobilization.

Section 11 : In times of disturbances, it shall be the duty of the Police force, the National Gendarmerie and the Prefecture Guards to maintain law, order and security.

The Armed Forces shall intervene upon request, as a last resort, in exceptional circumstances such as the state of emergency or state of siege.

Section 12 : In times of war, the National Gendarmerie automatically participates in the defence operations of the nation alongside the Armed Forces.

Section 13 : The maintenance of law and order shall be the responsibility of the civilian authority and falls within the exclusive purview of the responsibilities of the Minister of Security.

The military authority may act in this field only upon the request of the civilian authority in accordance with the regulations in force.

#### CHAPTER 4 : ARMED FORCES AND TERMS AND CONDITIONS FOR THE USE OF FORCE

Section 14 : The Armed Forces shall not use lethal weapons for the dispersion of meetings.

However, where the meeting shall be violent, they may use only minimal force by respecting the principles of moderation and proportionality and by treating civilian population groups humanely in accordance with the existing laws.

Section 15 : During the internal disturbances, the Armed Forces shall report to the competent superior authority, in the event of use of the lethal weapons.

The Armed Forces shall first of all identify themselves, give clear warnings before using the lethal weapon.

Section 16 : After the use of the lethal weapons and in the event of incident, the Armed Forces provide or facilitate medical care for any wounded person.

The families of the victims shall be informed, an investigation shall be opened where necessary on the incident, and a report shall be made thereof.

#### CHAPTER 5 : THE ARMED FORCES, HUMAN RIGHTS, INTERNATIONAL HUMANITARIAN LAW AND RELATIONSHIPS WITH CIVILIAN POPULATIONS

In addition to their operational training, members of the Armed Forces should also receive appropriate training in Constitutional Law, Humans Rights,

International Humanitarian Law and any other national and international legal instrument aimed at protecting the fundamental rights of the person.

Section 18 : The Armed Forces engaged in peace-keeping missions abroad should respect the International Humanitarian Law and the relevant international texts relating to the peace-keeping missions.

The civilian, political or administrative authority, the personnel of the Armed Forces, shall be held individually responsible for any instruction, order, action or negligence which would violate human rights and international humanitarian law and the relevant national laws and regulations and the provisions of this Code of Conduct.

Personnel of the Armed Forces should avoid under all circumstances, indulging in the following acts: murder, torture, maltreatment, rape, sexual exploitation, mutilation, cruel, inhuman and degrading treatment, plundering, racketeering, corruption, hostage taking, collective punishments, intimidation, threats and any other behaviour that could compromise the physical and psychological wellbeing of the person.

In the exercise of the command no order obviously contrary to human rights, international humanitarian law, the relevant national laws or the provisions of this Code of Conduct should be given to the personnel of the Armed Forces or be carried out.

The Armed Forces should avoid jeopardising the life or attacking the physical integrity of people in any circumstance, except in case of legitimate self-defence.

Section 19 : The civilian, political or administrative authority, the personnel of the Armed Forces, shall be held individually responsible for any instruction, order, action or negligence which would violate human rights and international humanitarian law and the relevant national laws and regulations and the provisions of this Code of Conduct.

Section 20 : Personnel of the Armed Forces should avoid under all circumstances, indulging in the following acts: murder, torture, maltreatment, rape, sexual exploitation, mutilation, cruel, inhuman and degrading treatment, plundering, racketeering, corruption, hostage taking, collective punishments, intimidation, threats and any other behaviour that could compromise the physical and psychological wellbeing of the person.

Section 21 : In the exercise of the command no order obviously contrary to human rights, international humanitarian law, the relevant national laws or the provisions of this Code of Conduct should be given to the personnel of the Armed Forces or be carried out.

Section 22 : The Armed Forces should avoid jeopardising the life or attacking the physical integrity of people in any circumstance, except in case of legitimate self-defence.

Section 23 : The Armed Forces owe respect, protection and assistance to the civilian population groups.

Section 24 : The relations between the Armed Forces and the civilian population groups should be peaceful and portray mutual respect and confidence.

Section 25 : The "open" days, joint public utility actions, discussions between civilians and the military and information and public awareness campaigns should be organized frequently in order to enhance the understanding between the Armed Forces and the civilian population groups.

Section 26 : The Armed Forces should contribute to the best of their ability to the socio-economic development of the country.

Military engineering, humanitarian assistance in the event of natural disasters, the health and educational services of the armies are means among so many others by which the Armed Forces can contribute to the socio-economic development of the country.

Article 27 : The Armed Forces should respect human dignity, protect the physical integrity of persons and ensure the safety of their properties.

## CHAPTER 6: FINAL PROVISIONS

Section 28 : This handbook should be taught, circulated and applied within the units of the Armed Forces.

It will also be the subject of a wide sensitizing campaign of the population groups across the entire country.

### GUIDE ON THE MAINTENANCE OF LAW AND ORDER BY THE SECURITY FORCES DURING ELECTIONS<sup>2</sup>

Presentation of the Guide : Ten rules of good conduct during elections by the security forces.

Rule N°. 1 “Securing the electoral process and voting exercise? It is the responsibility of the Security forces!”

Comment : Securing the electoral process, including the voting exercise, is the responsibility of the Security forces.

Rule N° 2 “Clearly illegal orders? Refusal to comply!”

Comment : Security forces must refuse to obey clearly illegal orders.

Rule N°. 3 “Violation of privacy or the physical integrity of people? Strictly forbidden!”

Comment : Security forces must avoid invading personal privacy or the integrity of individuals, unless for self-defence.

Rule N°. 4 “Public and private property? Security Forces must systematically protect them!”

Comment : Security forces must protect public and private properties against any unlawful act.

Rule N°. 5 “Use of firearms? Not recommended, unless absolutely necessary!”

Comment : For a secure electoral process, the use of firearms is not advisable, unless it is absolutely necessary and subject to the principle of moderation and proportionality.

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<sup>2</sup> This Guide was developed by UNREC

Rule N°. 6 “Sound Physical and mental fitness? Absolutely required!”

Comment : Security forces must demonstrate sound physical and mental fitness to carry out their duties.”

Rule N° 7 “A free democratic exercise and human rights? Uphold scrupulously!”

Comment : Security forces must not, under any circumstances, cause or tolerate any act likely to undermine the democratic exercise and fundamental human rights, just because peace and security must be maintained at all cost.

Rule N°. 8 “Political opinions? Keep them to yourself!”

Comment : Security forces must observe political neutrality. They must not openly express their political opinions, nor influence the choice of the electorate.

Rule N° 9 “Medical care? Everybody benefits, without discrimination!”

Comment : Security forces must be involved in protecting the health of the electoral body, especially voters by facilitating first aid administration, as required.

Rule N°. 10 “The Law? Uphold the law and ensure everybody respect it!”

Comment : Security Forces must uphold the law, including the relevant provisions of the Electoral code as well as these rules and ensure that nobody else violates them.

## TABLE OF CONTENTS

- DISCLAIMER .....	5
- SUMMARY .....	6
- ACKNOWLEDGEMENTS .....	8
- ACRONYMS .....	10
- FOREWORD .....	11
INTRODUCTION .....	13
ADVOCACY ACTIVITIES .....	17
I – NATIONAL INFORMATION AND AWARENESS RAISING CAMPAIGN PROMOTING THE MAINTENANCE OF GOOD RELATIONSHIPS BETWEEN CIVILIANS AND THE MILITARY .....	19
II – AWARENESS SESSION FOR YOUNG LEADERS, THE MEDIA, YOUTH AND CHILDREN PROMOTING PEACE AND SECURITY .....	21
CAPACITY-BUILDING ACTIVITIES .....	24
I - CAPACITY-BUILDING WORKSHOP FOR SECURITY FORCES .....	26
II - CAPACITY-BUILDING WORKSHOP FOR ARMED FORCES .....	28
III – FIRST DECENTRALIZED CAPACITY-BUILDING WORKSHOP FOR ARMED FORCES .....	30
IV - WORKSHOP ON THE IMPLEMENTATION OF RESOLUTION 1325 OF THE UNITED NATIONS SECURITY COUNCIL .....	32
V - CAPACITY-BUILDING WORKSHOP FOR TOGOLESE PARLIAMENTARIANS .....	34
CONCLUSION .....	36

APPENDICES .....	40
APPENDIX I : COMPREHENSIVE POLITICAL ACCORD ..	42
APPENDIX II : RESOLUTION 1325 (2000) OF THE UNITED NATIONS SECURITY COUNCIL .....	51
APPENDIX III : DRAFT MANUAL OF THE TOGOLESE ARMED AND SECURITY FORCES .....	63
APPENDIX IV : GUIDE ON THE MAINTENANCE OF LAW AND ORDER BY THE SECURITY FORCES DURING ELECTIONS .....	68