

Date: November 26, 2007

UNCLASSIFIED

ENDORSEMENT MEMO FOR ACTING DIRECTOR OF U.S. FOREIGN ASSISTANCE HENRIETTA FORE

FROM: AMBASSADOR David Dunn

SUBJECT: Fiscal Year 2008 Operational Plan [and Performance Report on Fiscal Year 2007] for U.S. Embassy Lome

U.S. Embassy Lome received \$81,000 for FY 2007 under the International Military Education and Training (IMET) program. The funding was used to strengthen the Togolese military's regard for democratic values, respect for individuals' civic and human rights, and acceptance of the rule of law through training seminars for the military and civilian populations in Togo. The funding also enabled 3 judges and a translator to attend a course at the Defense Institute of International Legal Studies (DIILS). These two programs aimed to encourage the continued transition to civilian control of the armed forces.

The October 2007 elections demonstrated the progress Togo has made towards this goal. The special police force trained to monitor the elections, the FOSEL, is to be commended for its professional behavior, and the military itself stayed in the barracks in the weeks leading up to and during the elections. The three judges who attended the course at the DIILS made recommendations to the Ministry of Justice regarding the creation of a military court, and the mission hopes to see progress towards this goal in the future. There is new interest in civilian/military issues in Togo, and the Embassy has noticed a new willingness to discuss these issues openly.

The process of strengthening civilian/military relations will continue during FY2008 with IMET funding, which should be roughly the same amount as this year. We also plan to begin re-introducing more traditional forms of IMET training, i.e. operational training, in 2008. U.S. Embassy Lome will receive \$120,000 in developmental assistance in FY 2008, and these funds will go towards improving access to justice. The mission is planning to focus specifically on the issue of pre-trial detainees. We plan to work with the Government of Togo's Justice Modernization project and with other legal institutions such as the Bar Association, the National Human Rights Commission, and the University of Lome Law School.

Drafted: SWALKE

Cleared: MDASCHBACH
JADIFFILY
DDUNN

Togo 2007 Performance Report

Operating Unit Performance Summary

While most bilateral and multilateral aid to Togo has been cut off since the 1990's because of the country's halting transition to democracy, poor human rights record, and failure to service its external debt, in the past year there have been encouraging steps forward towards democratic and economic reform. On February 5, 2005, Africa's longest-ruling head of state, President Eyadema, died unexpectedly. The military, citing fear of instability, installed Faure Gnassingbe, one of his sons, as president. The international community immediately objected to this illegal transfer of power and pressured Togolese authorities to hold a presidential election. In an election that was considered by international observers to have been severely flawed, Faure Gnassingbe was declared the winner. Serious violence marked the period between the death of Eyadema in February and the end of the post-election period in June 2005. After several months of negotiations, a government of national unity, headed by the president of one of the major opposition parties, was formed in September 2006. Legislative elections took place October 14, 2007. Unlike years past, none of the major opposition parties boycotted the elections, and the military remained in the barracks. Election security was assured by a special police force created for the election. As the legislative elections were deemed credible, Togo should start to benefit from significant European Union development assistance, which is critical to the resumption of IMF assistance and debt relief. The International Military Education and Training (IMET) program funds were used to strengthen the Togolese military's regard for democratic values, respect for individuals' civil and human rights, and acceptance of the rule of law through training seminars between civilians and the military and through courses at the Defense Institute of International Legal Studies. This training assisted in continuing to encourage a successful political transformation to genuine civil control of the armed forces. The targets and results were based on funding of \$81,000 instead of the \$115,000 originally anticipated.

Program Area Performance \ 1 Peace & Security \ 1.3 Stabilization Operations and Security Sector Reform

Togo is in a period of transition after the death, in 2005, of its dictator of 38 years. The Togolese military is in a period of transition from being a praetorian guard in the service of the ruling clique to becoming a professional military which can defend against external threats, control its coastal waters, and participate in regional peacekeeping efforts. Our program is devoted to training and will strengthen the Togolese military's regard for democratic values, respect for civil and human rights, and acceptance of the rule of law. Over the next five years, we expect that the military come further to be entirely under civilian control, will be less likely to interfere in domestic politics, and will help to provide stability and peacekeeping assistance to the region. Sixty military and civilian personnel were trained at a conference focusing on civil-military relations led by the Center for Civil-Military Relations. Three judges and a translator participated in the Defense Institute for International Legal Studies; the goal was to learn the process of starting a military court system. The Embassy has noticed a marked interest in civil-military relations among Togolese and a new willingness to discuss and address these issues.

Program Element Performance \ 1 Peace & Security \ 1.3 Stabilization Operations and Security Sector Reform \ 1.3.6 Defense, Military, and Border Restructuring, Reform and Operations

The Center for Civil-Military Relations and U.S. Embassy Lome organized a one-week conference to train military officers, Togolese government officials and members of civil society (i.e., non-governmental organizations) on how to promote and strengthen their relations. The participants in this seminar were far more at ease with each other and the topic than in the past and were open to dialogue and seemingly committed to improving their relationship. The military wants to improve its image with civil society and regain the respect of its clients. Civil society is receptive to these overtures but remains skeptical of the military's ability and willingness to deliver on promises. Due to the improved political climate in Togo, the sessions were more substantive, direct and open. Local contacts from all sectors have given positive feedback and requested the continuation of such training programs in the future. IMET funding was also used to send three judges, one from the lower court and two from the Court of Appeals, and one translator to a week long course on military justice at the Defense Institute for Legal Studies in June 2007. These particular judges were selected to facilitate the creation of a military tribunal court in Togo. The judges were enthusiastic about what they learned and recommended reforms (including the establishment of a military court in Togo) in a report to the Minister of Justice; however, there have been no changes made as of yet.

Element Indicator Narrative \ 1 Peace & Security \ 1.3 Stabilization Operations and Security Sector Reform \ 1.3.6 Defense, Military, and Border Restructuring, Reform and Operations

The original IMET budget for Togo was \$115,000; however, the funding actually received was \$81,000. Due to this change in funding, all of the targets could not be met.

1 Peace & Security - Togo

1.3 Stabilization Operations and Security Sector Reform\1.3.6 Defense, Military, and Border Restructuring, Reform and

Number of host country military personnel trained to maintain territorial integrity

2006 *	FY 2007 Target	FY 2007 Actual	2008 Original Target	2008 Revised Target
9	71	63	-	-

168

1.3.6 Defense, Military, and Border Restructuring, Reform and Operations narrative (no more than 1500 characters)

chars

The original IMET budget for Togo was \$115,000; however, the funding actually received was \$81,000. Due to this change in funding, all of the targets could not be met.