

Country/entity	Togo
Region	Africa (excl MENA)
Agreement name	Dialogue inter-togolais: accord cadre de Lomé
Date	27 Sep 1999
Agreement status	Multiparty signed/agreed
Interim arrangement	Yes
Agreement/conflict level	Intrastate/intrastate conflict

Togolese Conflicts (1946 -)

Since gaining its independence from France in 1960, Togo was ruled by various authoritarian regimes that at times harshly suppressed any political opposition. Although opposition parties were legalised and a democratic constitution introduced in the early 1990s, election tampering and the suppression of opposition under the rule of the military commander Gnassingbe Eyadema remained common. Protests over rigged elections lead to the killing of hundreds in 1998, resulting in several internationally backed mediation efforts. After Gnassingbe Eyadema died after 38 years of rule in 2005, his son Faure Gnassingbe took over and re-won the presidency in questionably free elections shortly thereafter.

Close

Togolese Conflicts (1946 -)

Stage	Framework/substantive - partial
Conflict nature	Government
Peace process	Togo peace process

Parties

For the Presidential Office:
the Gathering of the Togolese People (RPT)
the Convention of the New Forces (CFN)

Professor Fambaré Ouattara Natchaba,
RPT member of the Political Bureau

For the Committee of Action for Renewal (CAR)
Yawovi Agboyibo, National President

For Convention African Peoples Democratic (FDC)
Mr. Leopold Gnininvi, Secretary General

For Party for Democracy and Renewal (PDR)
Monseiur Zarifou Ayeva, President

For the Union of Forces for Change (UFC)
Mr. Emmanuel Akitani Bob, First Vice President

For the Togolese Union for Democracy (UTD)
the Party of the pure-Action on Development (PAD)
Democratic party pure Unite (PDU)
the Union for the Democracy and Solidarity (UDS)
Mr. Edem Kodjo, President

Third parties

The Facilitators;
For the EU, Georg Reisch,
For the International Organization of Francophonie, Moustapha Niasse,
For the Republic of France, Bernard Stasi,
For the Republic of Germany, Paul von Stulpnagel,

Description Following the political crises in Togo the EU, France, Germany, and the international organisation of Francophonie were asked to facilitate an inter-Togolese dialogue which started on July 19, 1999 in Lomé. The different parties agreed the agenda and presented their viewpoints and proposals. The facilitators drafted a summary of the debates and a list of the points on which agreement was found. The participants express the wish to see the facilitators be part of the following stages and help Togo democratise. Content of the negotiation: The first objective of the negotiation is to create a climate of trust to help with national reconciliation. All parties insist on democratic institutions. They agree to democracy, state of law, respect of Human Rights, development and security for all. The document then lists the topics up for discussion: respect of the constitution and conditions for political alternation (also addressed status of former heads of states, political leaders and status of the opposition; financing of political parties; media), democratic organisation and transparent elections (inter alia the president decided to dissolve the National Assembly and call new legislative elections to allow the different political movements to be represented), security and return of refugees and displaced people (this also addressed an amnesty law from 1994, the dissolution of militia and the collection of illegally held arms), and the restoration of the international image of Togo. A committee is established to follow up (12 members of the presidential movement and 12 members from the opposition, the facilitators will preside) until the next legislative elections.

Agreement document [TG_990729_Dialogue Inter-Togolais, Accord Cadre de Lome.pdf \(opens in new tab\)](#) | [Download PDF](#)

Agreement document (original language) [TG_990729_Dialogue Inter-togolais, Accord Cadre de Lome_FR.pdf \(opens in new tab\)](#)

Groups

Children/youth Groups→Children/youth→Rhetorical
Page 6, MIXED MONITORING COMMITTEE (CPS)
... Only through restabilising confidence, passionate desire, and the ongoing determination of all the players in Togolese political life, will it be possible to permanently transform the efforts being made into a better future for the children, women and men of this country.

Disabled persons No specific mention.

Elderly/age No specific mention.

Migrant workers No specific mention.

Racial/ethnic/national group No specific mention.

Religious groups No specific mention.

Indigenous people No specific mention.

Other groups No specific mention.

Refugees/displaced persons Groups→Refugees/displaced persons→Rhetorical
Page 5, SECURITY AND THE RETURN OF REFUGEES
... Noting the measures currently being put in place, all parties present consider that a definitive solution to the return of refugees and displaced persons will be important for the success of the Inter-Togolese Dialogue. They have taken into account the significant outcome of the 1994 amnesty, corroborated by the HCR.

Page 5, SECURITY AND THE RETURN OF REFUGEES
... In the same spirit, they hope that the 1994 amnesty will continue, so that all refugees and displaced persons may return to their country and homes as soon as possible.

Page 5, SECURITY AND THE RETURN OF REFUGEES
... Measures shall also be put in place to enable refugees returning to Togo, displaced persons and beneficiaries of the amnesty law to recover their acquired rights.

Social class No specific mention.

Gender

Women, girls and gender Page 6, MIXED MONITORING COMMITTEE (CPS)
... Only through restabilising confidence, passionate desire, and the ongoing determination of all the players in Togolese political life, will it be possible to permanently transform the efforts being made into a better future for the children, women and men of this country.

Men and boys Gender→Men and boys→Gender neutral wording
Page 6, MIXED MONITORING COMMITTEE (CPS)
... Only through restabilising confidence, passionate desire, and the ongoing determination of all the players in Togolese political life, will it be possible to permanently transform the efforts being made into a better future for the children, women and men of this country.

LGBTI No specific mention.

Family No specific mention.

State definition

Nature of state (general) No specific mention.

State configuration No specific mention.

Self determination No specific mention.

Referendum No specific mention.

State symbols No specific mention.

Independence/secession No specific mention.

Accession/unification No specific mention.

Border delimitation No specific mention.

Cross-border provision No specific mention.



Governance

Political institutions (new or reformed)

Governance→Political institutions (new or reformed)→General references
Page 3, RESPECT FOR THE CONSTITUTION AND CONDITIONS FOR POLITICAL ALTERNATION

... • Financing political parties

It is recognised that the development of specific rules in this area is necessary, both to ensure the proper functioning of the parties and fairness in public life, particularly during elections.

Public financing arrangements must be analysed in order to ensure ethical conduct in political life, based on criteria to be established, taking into account the actual representativeness of the different groups.

Page 3, ORGANISATION OF DEMOCRATIC AND TRANSPARENT ELECTIONS

During the Inter-Togolese Dialogue, the President of the Republic announced his decision to dissolve the National Assembly, in March 2000, as authorised by the Constitution and, through early legislative elections, to enable the different political groups to be represented in the National Assembly.

Elections

Page 3, RESPECT FOR THE CONSTITUTION AND CONDITIONS FOR POLITICAL ALTERNATION

... • Financing political parties

It is recognised that the development of specific rules in this area is necessary, both to ensure the proper functioning of the parties and fairness in public life, particularly during elections.

Page 3, RESPECT FOR THE CONSTITUTION AND CONDITIONS FOR POLITICAL ALTERNATION

... • Financing political parties

All of the parties favour a reduction in the level of deposits, for both the presidential election and for legislative and local elections.

Page 3, ORGANISATION OF DEMOCRATIC AND TRANSPARENT ELECTIONS

During the Inter-Togolese Dialogue, the President of the Republic announced his decision to dissolve the National Assembly, in March 2000, as authorised by the Constitution and, through early legislative elections, to enable the different political groups to be represented in the National Assembly.

Page 3, ORGANISATION OF DEMOCRATIC AND TRANSPARENT ELECTIONS

... The Leader also restated his attachment to constitutional legality, in particular Article 59 of the Constitution which states: "The President of the Republic shall be elected by universal direct suffrage for a mandate of five years renewable once. In no case may he serve for more than two mandates".

Page 3, ORGANISATION OF DEMOCRATIC AND TRANSPARENT ELECTIONS

... The parties to the Inter-Togolese Dialogue considered the problem of the presidential election of June 1998. ...

Page 3, ORGANISATION OF DEMOCRATIC AND TRANSPARENT ELECTIONS

... The parties to the Dialogue consider that the election did not respect the legal framework and noted the numerous serious irregularities which marked the declaration of results in particular.

Page 4, ORGANISATION OF DEMOCRATIC AND TRANSPARENT ELECTIONS

... The presidential group, while recognising some inadequacies, reiterated that the election was conducted in strict compliance with the Togolese Constitutional framework.

Page 4, ORGANISATION OF DEMOCRATIC AND TRANSPARENT ELECTIONS

... The Union of Forces for Change (l'Union des Forces de Changement, UFC) insisted on the urgent need to identify a political solution for the problem as soon as possible, in order to establish a new timetable for the presidential elections.

Page 4, ORGANISATION OF DEMOCRATIC AND TRANSPARENT ELECTIONS

...The proper and transparent organisation of the next legislative elections, the results of which should be accepted by all, will be a decisive step for democracy and strengthening national reconciliation.

Page 4, ORGANISATION OF DEMOCRATIC AND TRANSPARENT ELECTIONS

... To ensure total transparency in future elections, in light of some weaknesses and declared irregularities, all the parties insist that improvements should be made to the electoral process, to be discussed by the Joint Monitoring Committee, within a period of two months. These should take into account in particular the proposals of the Renewed Action Committee for Unity (l'Union Comité d'Action Renouveau, CAR), the Democratic Party of Renewal (Parti Démocratique du Renouveau, PDR), the Togolese Union for

**Electoral
commission**

Page 4, ORGANISATION OF DEMOCRATIC AND TRANSPARENT ELECTIONS
... An Independent National Electoral Commission (Commission Electorale Indépendante, CENI) tasked with organising and supervising the elections, in liaison with the Ministry of the Interior and other State services, shall be set up.
It shall be jointly made up of representatives from the Presidential Movement and the opposition parties. ...
Its remit and working methods shall be specified within one month by the Joint Monitoring Committee (Comité Paritaire de Suivi, CPS).
The Facilitators shall assess the results of CPS's work on this subject, guided by the principles established by the Lomé Framework Agreement.

Page 4, ORGANISATION OF DEMOCRATIC AND TRANSPARENT ELECTIONS
... With regard to electoral disputes, a National Sub-Committee shall be created within CENI, equipped to receive any complaints and endeavour to resolve them amicably, or, failing this, to refer them to the Constitutional Court.

**Political parties
reform**

Governance→Political parties reform→Other political parties reform
Page 3, RESPECT FOR THE CONSTITUTION AND CONDITIONS FOR POLITICAL ALTERNATION
... • Financing political parties
It is recognised that the development of specific rules in this area is necessary, both to ensure the proper functioning of the parties and fairness in public life, particularly during elections.
Public financing arrangements must be analysed in order to ensure ethical conduct in political life, based on criteria to be established, taking into account the actual representativeness of the different groups.

Page 3, ORGANISATION OF DEMOCRATIC AND TRANSPARENT ELECTIONS
During the Inter-Togolese Dialogue, the President of the Republic announced his decision to dissolve the National Assembly, in March 2000, as authorised by the Constitution and, through early legislative elections, to enable the different political groups to be represented in the National Assembly.

Civil society

No specific mention.

**Traditional/
religious leaders**

No specific mention.

**Public
administration**

No specific mention.

Constitution

No specific mention.

Power sharing

Political power sharing	Power sharing→Political power sharing→General State level Page 3, ORGANISATION OF DEMOCRATIC AND TRANSPARENT ELECTIONS During the Inter-Togolese Dialogue, the President of the Republic announced his decision to dissolve the National Assembly, in March 2000, as authorised by the Constitution and, through early legislative elections, to enable the different political groups to be represented in the National Assembly.
Territorial power sharing	No specific mention.
Economic power sharing	No specific mention.
Military power sharing	No specific mention.

Human rights and equality

Human rights/RoL general	Page 1, CONTENT OF THE NEGOTIATIONS ...The following conclusions were reached during discussion of the different agenda points: ... All of the parties stated their commitment to democracy, the rule of law, respect for Human Rights, development and security for all. Page 5, SECURITY AND THE RETURN OF REFUGEES The army must essentially devote itself to external defence, except in exceptional circumstances which endanger the population. With regard to the physical and professional security of the leaders and soldiers of the opposition, the effective implementation of existing regulations should enable ongoing respect for citizens' rights. Page 5, SECURITY AND THE RETURN OF REFUGEES ... Where these rights are violated, and particularly for acts of political violence, victims shall be compensated by administrative or legal means. Page 5, SECURITY AND THE RETURN OF REFUGEES ... Measures shall also be put in place to enable refugees returning to Togo, displaced persons and beneficiaries of the amnesty law to recover their acquired rights. Page 5, RESTORING TOGO'S INTERNATIONAL IMAGE Adoption of the Lomé Framework Agreement, the Inter-Togolese Dialogue, respect for the Constitution and the commitments made, strengthening democratic life and respect for Human Rights, will all enable the Republic of Togo to present a positive international image and to develop its relations with international institutions.
---------------------------------	---

Bill of rights/similar No specific mention.

**Treaty
incorporation**

No specific mention.

**Civil and political
rights**

Human rights and equality→Civil and political rights→Thought, opinion, conscience and religion

Page 3, RESPECT FOR THE CONSTITUTION AND CONDITIONS FOR POLITICAL ALTERNATION

... • Media

Freedom of expression is a fundamental right...

**Socio-economic
rights**

No specific mention.

Rights related issues

Citizenship

No specific mention.

Democracy

Page 1, CONTENT OF THE NEGOTIATIONS

...The following conclusions were reached during discussion of the different agenda points:

... All of the parties stated their commitment to democracy, the rule of law, respect for Human Rights, development and security for all.

Page 2, RESPECT FOR THE CONSTITUTION AND CONDITIONS FOR POLITICAL ALTERNATION

Strict respect for the Constitution of the Fourth Togolese Republic and the proper functioning of all its institutions are essential requirements for free democracy and political alternation.

Page 2, RESPECT FOR THE CONSTITUTION AND CONDITIONS FOR POLITICAL ALTERNATION

The participants went beyond any differences in their analysis and proposals, to express their commitment to the principles of democracy, and their willingness to set Togo on the path of national reconciliation and to contribute to political appeasement.

Page 2, RESPECT FOR THE CONSTITUTION AND CONDITIONS FOR POLITICAL ALTERNATION

Finally, the participants in the Inter-Togolese Dialogue expressed the unanimous view that the European Union, the International Organisation of La Francophonie, France and Germany, using procedures yet to be agreed, should continue to be involved in implementing the undertakings made by the Togolese political leaders and in helping Togo on the path to democracy.

Page 4, ORGANISATION OF DEMOCRATIC AND TRANSPARENT ELECTIONS

...The proper and transparent organisation of the next legislative elections, the results of which should be accepted by all, will be a decisive step for democracy and strengthening national reconciliation.

Page 5, RESTORING TOGO'S INTERNATIONAL IMAGE

Adoption of the Lomé Framework Agreement, the Inter-Togolese Dialogue, respect for the Constitution and the commitments made, strengthening democratic life and respect for Human Rights, will all enable the Republic of Togo to present a positive international image and to develop its relations with international institutions.

Detention procedures

No specific mention.

Media and communication Rights related issues→Media and communication→Media roles
Page 3, RESPECT FOR THE CONSTITUTION AND CONDITIONS FOR POLITICAL ALTERNATION
... • Media
Freedom of expression is a fundamental right. The quest for quality and moderation in practice must become the rule, in both the public and private media.
The High Audiovisual and Communication Authority (la Haute Autorité de l’Audiovisuel et de la Communication, HAAC) shall be reorganised, in order to reflect the range of views, fully deploy its regulatory role, and to guarantee access to all public media.
Respect for ethical standards, transparency of methods and the organisation of financial resources must all be arranged.
Journalists shall be trained and re-trained.

Mobility/access No specific mention.

Protection measures No specific mention.

Other No specific mention.

Rights institutions

NHRI No specific mention.

Regional or international human rights institutions No specific mention.

Justice sector reform

Criminal justice and emergency law No specific mention.

State of emergency provisions No specific mention.

Judiciary and courts Page 4, ORGANISATION OF DEMOCRATIC AND TRANSPARENT ELECTIONS
... With regard to electoral disputes, a National Sub-Committee shall be created within CENI, equipped to receive any complaints and endeavour to resolve them amicably, or, failing this, to refer them to the Constitutional Court.

Prisons and detention No specific mention.

Traditional Laws No specific mention.

Socio-economic reconstruction

Development or socio-economic reconstruction No specific mention.

National economic plan No specific mention.

Natural resources No specific mention.

International funds Page 6, MIXED MONITORING COMMITTEE (CPS)
The process of monitoring the dialogue, by the Facilitators, shall be examined in light of implementation of the Lomé Framework Agreement, and provided that the necessary finance is available from the European Union and the International Organisation of La Francophonie.

Business No specific mention.

Taxation No specific mention.

Banks No specific mention.

Land, property and environment

Land reform/rights No specific mention.

Pastoralist/nomadism rights No specific mention.

Cultural heritage No specific mention.

Environment No specific mention.

Water or riparian rights or access No specific mention.

Security sector

Security Guarantees Page 4, SECURITY AND THE RETURN OF REFUGEES
The parties are in unanimous agreement that mutual confidence is of fundamental importance to the security of people and property.

Ceasefire No specific mention.

Police	Page 5, SECURITY AND THE RETURN OF REFUGEES ... The Police and Gendarmerie shall be responsible for internal security.
Armed forces	Page 4, SECURITY AND THE RETURN OF REFUGEES ... All parties present have also emphasised the crucial role of the army in a Republican State. Page 5, SECURITY AND THE RETURN OF REFUGEES The army must essentially devote itself to external defence, except in exceptional circumstances which endanger the population. With regard to the physical and professional security of the leaders and soldiers of the opposition, the effective implementation of existing regulations should enable ongoing respect for citizens' rights.
DDR	Security sector→DDR→Demilitarisation provisions Page 5, SECURITY AND THE RETURN OF REFUGEES ... The parties present insist that the militias shall be disbanded, that weapons stocks be dismantled and that illegally held weapons be collected from the population.
Intelligence services	No specific mention.
Parastatal/rebel and opposition group forces	Page 5, SECURITY AND THE RETURN OF REFUGEES ... The parties present insist that the militias shall be disbanded, that weapons stocks be dismantled and that illegally held weapons be collected from the population.
Withdrawal of foreign forces	No specific mention.
Corruption	Page 3, RESPECT FOR THE CONSTITUTION AND CONDITIONS FOR POLITICAL ALTERNATION ... • Media ... Respect for ethical standards, transparency of methods and the organisation of financial resources must all be arranged. Page 4, ORGANISATION OF DEMOCRATIC AND TRANSPARENT ELECTIONS ... To ensure total transparency in future elections, in light of some weaknesses and declared irregularities, all the parties insist that improvements should be made to the electoral process, to be discussed by the Joint Monitoring Committee, within a period of two months. These should take into account in particular the proposals of the Renewed Action Committee for Unity (l'Union Comité d'Action Renouveau, CAR), the Democratic Party of Renewal (Parti Démocratique du Renouveau, PDR), the Togolese Union for Democracy (Parti Démocratique de Renouveau, UTD) and the parties associated with the Presidential Group, listed in annex.
Crime/organised crime	No specific mention.
Drugs	No specific mention.
Terrorism	No specific mention.



Transitional justice

Transitional justice general No specific mention.

Amnesty/pardon Transitional justice→Amnesty/pardon→Amnesty/pardon proper
Page 5, SECURITY AND THE RETURN OF REFUGEES
... Noting the measures currently being put in place, all parties present consider that a definitive solution to the return of refugees and displaced persons will be important for the success of the Inter-Togolese Dialogue. They have taken into account the significant outcome of the 1994 amnesty, corroborated by the HCR.

Page 5, SECURITY AND THE RETURN OF REFUGEES
... In the same spirit, they hope that the 1994 amnesty will continue, so that all refugees and displaced persons may return to their country and homes as soon as possible.

Page 5, SECURITY AND THE RETURN OF REFUGEES
... Measures shall also be put in place to enable refugees returning to Togo, displaced persons and beneficiaries of the amnesty law to recover their acquired rights.

Courts No specific mention.

Mechanism No specific mention.

Prisoner release No specific mention.

Vetting No specific mention.

Victims No specific mention.

Missing persons No specific mention.

Reparations	No specific mention.
Reconciliation	<p>Page 1, PREAMBLE ... On November 20, 1998, the Leader convened a meeting of the various political forces in order to define the process for a national dialogue to overcome the crisis. ...</p> <p>Page 1, PREAMBLE ... On December 24, the President's party and all the opposition parties agreed that Facilitators should help the Togolese to establish the conditions needed for a calm and constructive dialogue between the country's political forces. ...</p> <p>Page 1, CONTENT OF THE NEGOTIATIONS ...The following conclusions were reached during discussion of the different agenda points: The first objective agreed by the Togolese parties is to create a reciprocal climate of confidence, for the benefit of national reconciliation.</p> <p>Page 2, RESPECT FOR THE CONSTITUTION AND CONDITIONS FOR POLITICAL ALTERNATION The participants went beyond any differences in their analysis and proposals, to express their commitment to the principles of democracy, and their willingness to set Togo on the path of national reconciliation and to contribute to political appeasement.</p> <p>Page 2, RESPECT FOR THE CONSTITUTION AND CONDITIONS FOR POLITICAL ALTERNATION • Status of former Heads of State, former political leaders, status of the opposition and Code of Good Conduct The rapid adoption of these statutes, designed to enhance the current measures, will contribute to national reconciliation. Within this framework, precise statutes shall be developed, including for the opposition, which will enable the rights and responsibilities of the opposition and the majority to be defined.</p> <p>Page 4, ORGANISATION OF DEMOCRATIC AND TRANSPARENT ELECTIONS ...The proper and transparent organisation of the next legislative elections, the results of which should be accepted by all, will be a decisive step for democracy and strengthening national reconciliation.</p>

Implementation

UN signatory No specific mention.

Other international signatory The Facilitators;
For the European Union S.E.M. Georg REISCH
For the Republic of Germany S.E.M. Paul VON STULPNAGEL
For the International Organization of the Francophonie S.E.M. Moustapha NIASSE
For the Republic of France S.E.M. Bernard STASI

Referendum for agreement

No specific mention.

International mission/force/similar

No specific mention.

Enforcement mechanism

Page 2, RESPECT FOR THE CONSTITUTION AND CONDITIONS FOR POLITICAL ALTERNATION

Finally, the participants in the Inter-Togolese Dialogue expressed the unanimous view that the European Union, the International Organisation of La Francophonie, France and Germany, using procedures yet to be agreed, should continue to be involved in implementing the undertakings made by the Togolese political leaders and in helping Togo on the path to democracy.

Page 5, MIXED MONITORING COMMITTEE (CPS)

The parties present underline the need to give political responsibility for the implementation of the Lomé Framework Agreement to the CPS.

The Mixed Committee shall be made up of 12 representatives of the presidential group and 12 representatives of the opposition. If possible, it shall be chaired by the Facilitators or their representatives.

The Committee shall nominate a Chair by rotation between the two parties, and shall meet regularly in a timetable to be specified.

The mandate of the Joint Monitoring Committee shall end following the forthcoming legislative elections.

The Joint Committee may set up qualified technical sub-committees on specific subjects.
