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LEGISLATIVE ACTS AND OTHER INSTRUMENTS

Subject: COUNCIL DECISION on an assistance measure under the European
Peace Facility to support the Togolese Armed Forces

COUNCIL DECISION (CFSP) 2025/...

of ...

**on an assistance measure under the European Peace Facility
to support the Togolese Armed Forces**

THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on European Union, and in particular Article 28(1) and Article 41(2) thereof,

Having regard to the proposal from the High Representative of the Union for Foreign Affairs and Security Policy,

Whereas:

- (1) Council Decision (CFSP) 2021/509¹ establishes the European Peace Facility (EPF) for the financing by Member States of Union actions under the common foreign and security policy to preserve peace, prevent conflicts and strengthen international security pursuant to Article 21(2), point (c), of the Treaty. In particular, pursuant to Article 1(2) of Decision (CFSP) 2021/509, the EPF is to be used for the financing of assistance measures such as actions to strengthen the capacities of third States and regional and international organisations relating to military and defence matters.
- (2) Togo is currently facing attacks from Islamist militant groups from the Sahel region, particularly in northern parts of the country. On 17 July 2023, Togo invited the Union to deploy a security and defence initiative in support of West African countries of the Gulf of Guinea. On 3 August 2023, Council Decision (CFSP) 2023/1599² established such an initiative in Benin and Ghana, and on 25 September 2023, Council Decision 2023/2066³ extended that initiative to Côte d'Ivoire and Togo. No adviser under the initiative has yet been deployed to Togo.

¹ Council Decision (CFSP) 2021/509 of 22 March 2021 establishing a European Peace Facility, and repealing Decision (CFSP) 2015/528 (OJ L 102, 24.3.2021, p. 14, ELI: <http://data.europa.eu/eli/dec/2021/509/oj>).

² Council Decision (CFSP) 2023/1599 of 3 August 2023 on a European Union Security and Defence Initiative in support of West African countries of the Gulf of Guinea (OJ L 196, 4.8.2023, p. 25, ELI: <http://data.europa.eu/eli/dec/2023/1599/oj>).

³ Council Decision (CFSP) 2023/2066 of 25 September 2023 amending Decision (CFSP) 2023/1599 on a European Union Security and Defence Initiative in support of West African countries of the Gulf of Guinea. (OJ L 238, 27.9.2023, p. 141, ELI: <http://data.europa.eu/eli/dec/2023/2066/oj>).

- (3) On 18 March 2025, the High Representative of the Union for Foreign Affairs and Security Policy received a request from Togo for the Union to assist the Togolese Armed Forces with the procurement of key equipment to enhance their capabilities.
- (4) Assistance measures are to be implemented taking into account the principles and requirements set out in Decision (CFSP) 2021/509, in particular compliance with Council Common Position 2008/944/CFSP⁴, and in line with the rules for the implementation of revenue and expenditure financed under the EPF.
- (5) The Council reaffirms its determination to protect, promote and fulfil human rights, fundamental freedoms and democratic principles and to strengthen the rule of law and good governance, in compliance with the Charter of the United Nations, with the Universal Declaration of Human Rights and with international law, in particular international human rights law and international humanitarian law,

HAS ADOPTED THIS DECISION:

⁴ Council Common Position 2008/944/CFSP of 8 December 2008 defining common rules governing control of exports of military technology and equipment (OJ L 335, 13.12.2008, p. 99, ELI: <http://data.europa.eu/eli/compos/2008/944/oj>).

Article 1

Establishment, objectives, scope and duration

1. An assistance measure benefiting Togo (the ‘beneficiary’) to be financed under the European Peace Facility (EPF) (the ‘assistance measure’) is hereby established.
2. The objectives of the assistance measure are the following:
 - (a) to strengthen the cooperation between the Union and Togo in the area of security and defence;
 - (b) to strengthen the military and defence capacities of the Togolese Armed Forces;
 - (c) to support the Togolese Armed Forces in their efforts to protect the territorial integrity and sovereignty of the country, and in their efforts to protect the civilian population of Togo against internal and external aggressions.
3. To achieve the objectives set out in paragraph 2, the assistance measure shall finance the following types of equipment not designed to deliver lethal force:
 - (a) equipment to support the deployment and organisation of the Togolese Armed Forces in the field;
 - (b) individual protection and real life support equipment;
 - (c) equipment for combatting explosives.

The assistance measure shall also finance related supplies and services, including training linked to the delivered equipment, where needed.

4. The duration of the assistance measure shall be 30 months from the date of adoption of this Decision.

Article 2

Financial arrangements

1. The financial reference amount intended to cover the expenditure related to the assistance measure shall be EUR 10 000 000.
2. All expenditure shall be managed in accordance with Decision (CFSP) 2021/509 and in line with the rules for the implementation of revenue and expenditure financed under the EPF.

Article 3

Arrangements with the beneficiary

1. The High Representative of the Union for Foreign Affairs and Security Policy (the ‘High Representative’) shall make the necessary arrangements with the beneficiary to ensure its compliance with the requirements and conditions established by this Decision as a condition for the provision of support under the assistance measure.
2. The arrangements referred to in paragraph 1 shall include provisions obliging the beneficiary to ensure:
 - (a) compliance of the units of the Togolese Armed Forces supported under the assistance measure with relevant international law, in particular international human rights law and international humanitarian law;

- (b) proper and efficient use of any assets provided under the assistance measure for the purposes for which they were provided;
 - (c) sufficient maintenance of any assets provided under the assistance measure to ensure their usability and operational availability over their life cycle;
 - (d) that any assets provided under the assistance measure are not lost or transferred to persons or entities other than those identified in those arrangements.
3. The arrangements referred to in paragraph 1 shall include provisions on the suspension and termination of support under the assistance measure in the event of the beneficiary being found in breach of the obligations set out in paragraph 2.

Article 4

Implementation

1. The High Representative shall be responsible for ensuring the implementation of this Decision in accordance with Decision (CFSP) 2021/509, and in line with the rules for the implementation of revenue and expenditure financed under the EPF and with the Integrated Methodological Framework for assessing and identifying the required measures and controls for assistance measures under the EPF.
2. The implementation of the activities referred to in Article 1(3) of this Decision shall be carried out by the Administrator for assistance measures.

Article 5

Monitoring, control and evaluation

1. The High Representative shall monitor the compliance by the beneficiary with the obligations set out in Article 3. That monitoring shall be used to provide awareness of the context and the risks of breaches of the obligations set out in Article 3, and to contribute to the prevention of such breaches, including violations of international human rights law and international humanitarian law by the units of the Togolese Armed forces supported under the assistance measure.
2. The post-shipment control of equipment and supplies shall be organised as follows:
 - (a) delivery verification, whereby EPF delivery certificates are to be signed by the end-user forces upon transfer of ownership;
 - (b) reporting on the inventory, whereby the beneficiary is to report annually on the inventory of designated items until such reporting is no longer deemed necessary by the Political and Security Committee (PSC);
 - (c) on-site visits, whereby the beneficiary is to grant the High Representative and the EPF auditors access to conduct on-site checks and EPF audits, upon request.
3. The High Representative shall conduct a final evaluation upon completion of the assistance measure to assess whether the assistance measure has contributed to reaching the objectives set out in Article 1(2).

Article 6
Reporting

During the period of implementation, the High Representative shall provide the PSC with six-monthly reports on the implementation of the assistance measure, in accordance with Article 63 of Decision (CFSP) 2021/509. The administrator for assistance measures shall regularly inform the Facility Committee established by Decision (CFSP) 2021/509 on the implementation of revenue and expenditure in accordance with Article 38 of that Decision, including by providing information on the suppliers and subcontractors involved.

Article 7
Suspension and termination

1. The PSC may decide to suspend wholly or partially the implementation of the assistance measure in accordance with Article 64 of Decision (CFSP) 2021/509.
2. The PSC may recommend that the Council terminate the assistance measure.

Article 8
Entry into force

This Decision shall enter into force on the date of its adoption.

Done at ..., ...

For the Council
The President
