



# Integrated Country Strategy

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Togo

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## 1. Chief of Mission Priorities

The United States wants Togo to be a reliable partner that is secure, prosperous and democratic. Embassy Lome has four strategic goals: 1) Advance Peace and Security, 2) Promote Trade and Economic Growth, 3) Strengthen Governance and Democratic Institutions, and 4) Support Opportunity and Development.

### Advance Peace and Security

Togo lies at the center of coastal West Africa, a region of over 360 million people marked by burgeoning populations, rapid urbanization, challenging social problems, and increasing insecurity. Major trade routes bisect Togo, which possesses the deepest natural port in the region, as well as an important air hub. Togo's transportation and logistics hub will increasingly attract illicit trafficking, including drugs, weapons, counterfeit goods, people, and endangered species. The government is committed to fighting trafficking and piracy, and Togolese security agencies have been solid partners with U.S. law enforcement agencies. Togo has played a leading role in regional peacekeeping operations, contributing troops and police to missions in Mali, Cote d'Ivoire, Haiti and Darfur. Togo's military is transitioning from the U.S. Africa Contingency Operations Training Assistance (ACOTA) program to providing its own pre-deployment peacekeeping training.

Post will provide training and equipment to enhance the government's capacity to interdict contraband and stop traffickers. We will strengthen consular anti-fraud programs and support local authorities' investigative abilities. We will build the capacity of Togo's security forces to train and deploy to peacekeeping operations through training opportunities and material assistance.

### Promote Trade and Economic Growth

Togo's recent economic development efforts have concentrated on infrastructure investments to support its goal of being a major transportation and logistics hub for West Africa. China and other donors have financed much of that investment, while a significant amount was paid for with commercial loans. As a result, Togo has significantly increased its public debt. A 2017 agreement with the IMF will put Togo on a more sustainable path of debt management. The government has made efforts to enhance the investment climate, creating a special presidential cell to expedite reforms. Togo hosted the AGOA Forum in 2017 and obtained the AGOA textile visa. The GoT has indicated a desire for more U.S. investment and trade. A four-year Millennium Challenge Threshold program approved in 2018 will assist Togo to open its telecommunications market to greater competition and improve land title registration, two factors identified as binding constraints to economic growth.

Post will encourage the government to pursue fundamental reforms in order to qualify for an MCC Compact, emphasizing measures to reduce corruption and increase transparency. We will

work to increase equitable two-way trade between the United States and Togo, and foster a regular and constructive dialogue between the government and the private sector. We will encourage the U.S.-based Togolese diaspora to invest and build on their strong flow of remittances. We will promote increased educational exchanges and English language education as a tool for economic advancement. We will foster rural economic development through Peace Corps, Self-Help, and public diplomacy programs. We will coordinate with the international donor community in advocating for greater transparency in the financial and commodity sectors.

#### Strengthen Governance and Democratic Institutions

Democratic participation in Togo remains limited to a tiny elite, with only 92 elected offices: the president and the 91 members of the National Assembly. International observers judged the four national elections held since 2007 to be generally free and fair, despite some irregularities. Nevertheless, the level of distrust between Togo's major political factions remains exceptionally high. Political protests in 2017-18 prompted the government to propose a referendum in late 2018 that will amend the constitution to institute a two-term limit for president and a two-round electoral system. Those reforms have not satisfied the opposition, which insists that President Faure is not eligible to run for re-election in 2020. Togo is slated to hold local elections in late 2018 for the first time in over 30 years.

Post will leverage the government's strong desire for an MCC Compact to encourage further reforms that improve transparency and reduce corruption. We will place a strong emphasis on the rule of law and the need to build solid democratic institutions that will increase people's trust in their government and provide a foundation to attract investment. We will promote political dialogue and encourage the formation of a non-partisan independent electoral commission. We will support the role of civil society through grants and training programs. We will use public diplomacy programs to support young leaders, encourage positive change at grassroots level, and promote a positive image of the United States.

#### Support Opportunity and Development

Like most African countries, Togo has a fast-growing population and faces a significant youth unemployment challenge. The government has launched programs for volunteer training and youth entrepreneur financing, but their reach is limited. Togo's education system is underfunded and does not provide the skills needed for a modern economy. Infant mortality, maternal health, HIV/AIDS, malaria, family planning are among Togo's biggest health challenges. The health system is weak and lacks resources and infrastructure. The government launched a program in 2018 to outsource the management of major hospitals in an attempt to improve health service delivery.

Post will encourage youth and women's entrepreneurship, particularly through our alumni programs. We will work with Department of Defense to provide humanitarian assistance, build

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schools, and support the work of private American organizations in the education and health sectors. U.S. Government agencies will direct their resources to promote family planning and fight against infectious diseases. Peace Corps will work with local communities throughout the country to teach English, promote gender equity, encourage environmentally-friendly sustainable agriculture, prevent malaria, and improve child and maternal health outcomes.

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## 2. Mission Strategic Framework

**Mission Goal 1: Advance Peace and Security:** Togo contributes to regional peace and security through strengthened security institutions and professionalized security forces and improves internal peace and stability in at-risk communities.

**Mission Objective 1.1:** Togo's security forces support regional maritime security and peacekeeping efforts.

**Mission Objective 1.2:** Togo cooperates with U.S. authorities to protect U.S. citizens in Togo, secure the U.S. border, and uphold the integrity of U.S. immigration laws.

**Mission Objective 1.3:** Reduce conflict between civilians and the government in at-risk communities.

**Mission Goal 2: Promote Trade and Economic Growth:** Improved market access and export opportunities for American businesses through legal and regulatory reforms.

**Mission Objective 2.1:** Two-way and regional trade and investment increase as Togo's regulatory environment and overall investment climate improves.

**Mission Objective 2.2:** The Government of Togo favors private sector solutions to create employment and achieve development goals.

**Mission Goal 3: Strengthen Governance and Democratic Institutions:** Togo institutionalizes democratic procedures and human rights protections.

**Mission Objective 3.1:** Togo undertakes constitutional, institutional, and electoral reforms in accordance with international standards.

**Mission Objective 3.2:** Togo improves its record on human rights and anti-corruption efforts.

**Mission Goal 4: Support Opportunity and Development:** Togo contributes to regional stability by addressing challenges in the areas of health, education, and poverty reduction.

**Mission Objective 4.1:** Assist Togo's capacity to detect and manage infectious disease outbreaks of regional and global importance.

**Mission Objective 4.2:** Promote student-centric educational institutions that provide quality English language instruction.

**Mission Objective 4.3:** Foster economic and political stability by supporting Togo's poverty reduction efforts.

**Management Objective 1:** Ensure effectiveness and accountability to the American taxpayer in all activities: make certain that the right person uses the correct tools, in the most effective way, to provide the greatest benefit to the taxpayer at the lowest cost.

### 3. Mission Goals and Objectives

**Mission Goal 1 Advance Peace and Security:** Togo contributes to regional peace and security through strengthened security institutions and professionalized security forces and improves internal peace and stability in at-risk communities.

**Description and Linkages:** It is in the United States' interest to continue to develop Togo's security services' capabilities as well as to strengthen Togo's institutions responsible for maintaining peace and upholding the rule of law. Togo is a major contributor to regional peacekeeping operations and maritime security institutions and serves as a regional transportation hub with direct links to the United States. Post's security engagement strategy in Togo matches the Africa security priority actions in the National Security Strategy and the State/USAID Joint Strategic Plan Goal 1: Protect America's Security at Home and Abroad and Goal 3: Promote American Leadership Through Balanced Engagement. Post's security goals also support AF/AFR Joint Regional Strategy Goal 1: Advance Mutual Peace and Security.

**Mission Objective 1.1** Togo's security forces support regional maritime security and peacekeeping efforts.

**Justification:** Togo is in the process of professionalizing its security forces, transitioning from a military focused on protecting the presidency to one designed to counter emerging threats, such as terrorism and maritime piracy. Post security assistance focuses on ensuring Togo's security forces are better-postured and tailored to counter emerging transnational threats. Togo will benefit from training and operational experience that comes with taking part in UN peacekeeping missions. Through IMET funding, Post has supported and encouraged this professionalization of the armed forces. Post has also worked with the ACOTA program and INL to increase the capability of the Togolese Armed Forces (FAT) to deploy battalions and Formed Police Units to UN missions in Mali, Cote d'Ivoire, Sudan, and elsewhere in Africa. Risks associated with not meeting this objective include the persistence of regional terrorists threats and the growth of transnational threats which threaten the United States and its allies.

**Mission Objective 1.2** Togo cooperates with U.S. authorities to protect U.S. citizens in Togo, secure the U.S. border, and uphold the integrity of U.S. immigration laws.

**Justification:** The protection of U.S. citizens in Togo requires prompt and effective action from the Government of Togo. While generally supportive to these efforts, the Government of Togo in 2017-18 denied a U.S. family access to the remains and effects of a deceased U.S. citizen for several weeks. The Government of Togo provides broad support to consular fraud prevention efforts but remains at risk of noncompliance with alien removal efforts and in 2018 did not prosecute a Togolese document vending cell that provided fraudulent materials to U.S. visa applicants. Risks associated with not meeting this objective include putting American citizens overseas at risk and weakening capacity to identify malicious actors attempting to enter the United States.

**Mission Objective 1.3** Reduce conflict between civilians and the government in at-risk communities

**Justification:** Togo has experienced a sustained socio-political crisis since violent, anti-government protests started on August 19, 2017 in the city of Sokode and other communities. The government of Togo has restricted freedom of assembly in Sokode and other towns in the Central Region, creating a climate of fear and anger that increases the risk of violence and radicalization of the population. We will work with local actors (government officials, civil society, youth groups, women, and religious leaders) to help communities impacted by violence to heal social divisions, promote peace and constructive dialogue, and address root causes of violence. Risks associated with not meeting this objective are slower economic growth, fewer political reforms and greater regional instability.

**Mission Goal 2** Promote Trade and Economic Growth: Improve market access and export opportunities for American businesses through legal and regulatory reforms.

**Description and Linkages:** Togo's diversified economy has many sectors that could provide business opportunities to American businesses, but Togolese state-owned enterprises and opaque regulations impede American private sector involvement and reduce broader economic participation. Pursuing economic policy reforms in Togo matches the Africa economic priority actions in the National Security Strategy, the State/USAID Joint Strategic Plan Goal 2: Renew America's Competitive Advantage for Sustained Economic Growth and Job Creation, and the AF/AFR Joint Regional Strategy Goal 2: Increase Mutually Beneficial Economic Growth, Trade, and Investment.

**Mission Objective 2.1** Two-way and regional trade and investment increase as Togo's regulatory environment and overall investment climate improves.



**Justification:** American corporations encounter difficulties exporting to Togo, purchasing intermediate goods, and investing in facilities because of a variety of factors, including a weak legal system, lack of clear land titles, and government interference in various sectors. Togolese trade with the United States is low and few companies take advantage of the Africa Growth and Opportunity Act (AGOA) preferences. Risks associated with not meeting this objective are limited investment and export opportunities for U.S. businesses.

**Mission Objective 2.2** The Government of Togo favors private sector solutions to create employment and achieve development goals.

**Justification:** Togo's efforts to modernize its economy is hampered by a legacy of government control of key sectors of the economy, including state-owned enterprises dominating natural resources, telecommunications, and hospitality services. Risks associated with not meeting this objective include fewer U.S. commercial opportunities, higher unemployment, and slower economic growth.

**Mission Goal 3** Strengthen Governance and Democratic Institutions: Togo institutionalizes democratic procedures and human rights protections.

**Description and Linkages:** Despite the political reconciliation that has taken place during President Faure's first two terms, democratic participation in Togo remains limited to a tiny elite and the level of distrust between Togo's major political factions remains exceptionally high. Strengthening democratic procedures, human rights protections, and anti-corruption initiatives will increase domestic and regional stability. Strengthening democratic and human rights norms in Togo matches the Africa political priority actions in the National Security Strategy; the State/USAID Joint Strategic Plan Goal 1.3: Counter instability, transnational crime, and violence, that threaten U.S. interests by strengthening citizen-responsive governance, security, democracy, human rights, and the rule of law and Goal 3: Promote American Leadership Through Balanced Engagement; and the AF/AFR Joint Regional Strategy Goal 3: Strengthen Democracy, Human Rights, and Good Governance.

**Mission Objective 3.1** Togo undertakes constitutional, institutional, and electoral reforms in accordance with international standards.

**Justification:** While Togo has had increasingly competitive and free elections over the past decade, the country is going through a period of political upheaval as the historically divided opposition has united in an effort to prevent President Faure Gnassingbe from standing for a fourth presidential term in 2020. An overly centralized executive characterizes the Government of Togo with political power concentrated on the ruling party, inhibiting broad-based participatory democracy. Post will collaborate with the GoT, political parties, community service organizations, and other diplomatic missions to promote political reforms, reinforce democratic institutions and strengthen electoral institutions and processes to promote fair and transparent elections. Risks associated with not meeting this objective include weakened governance and increased political instability which affects U.S. regional security interests.

**Mission Objective 3.2** Togo improves its record on human rights and anti-corruption efforts.

**Justification:** Togo remains challenged by endemic corruption and limited institutional capacity. Reforming institutions and enhancing respect for rule of law are necessary for Togo's stability, democratic development, and economic growth. Togo is also party to a wide variety of international human rights agreements, though it struggles with the resources and willingness to implement its obligations under the accords. Post will use its annual reports, as well as demarches with the Government of Togo, to encourage it to adhere to international standards on human rights, as well as to implement its own counter-corruption measures. Risks associated with not meeting this objective include increased social and political discontent, leading to potential violent demonstrations.

**Mission Goal 4** Support Opportunity and Development: Togo contributes to regional stability by addressing challenges in the areas of health, education, and poverty reduction.

**Description and Linkages:** Togo is increasingly integrating into the world economy. However, deficiencies in its health, education, and food security sectors provide challenges to Togo's transition to aid independence, impeding its transition to become a regional diplomatic, economic, and security partner for the U.S. Post programs and initiatives in Togo match the Africa economic and security priority actions in the National Security Strategy; the State/USAID Joint Strategic Plan Goal 1.5: Strengthen U.S. border security and protect U.S. citizens abroad, Goal 2.2: Promote healthy, educated, and productive populations in partner countries to drive inclusive and sustainable development, open new markets and support U.S. prosperity and security objectives, Goal 3.4: Project American values and leadership by preventing the spread of disease and providing humanitarian relief; and the AF/AFR Joint Regional Strategy Goal 4: Promote Inclusive Country-led Development.

**Mission Objective 4.1** Assist Togo's capacity to detect and manage infectious disease outbreaks of regional and global importance.

**Justification:** U.S. assistance in Togo will focus on developing government capacity and community resilience, thereby contributing to regional security and reducing Togo's reliance on donor support. U.S. assistance in Togo will focus on family planning, vaccinations, and reducing high mortality rates among mothers and children, a key component of the GoT's strategy for poverty reduction. U.S. investments will support GoT in achieving progress toward national health objectives and targets for the health-related Millennium Development Goals. Post will work through USAID programs focused on HIV/AIDS reduction and combating Neglected Tropical Diseases. Through the Department of Defense HIV/AIDS Prevention Program (DHAPP), Post will provide Togo's Armed Forces medical units and its patients with medical supplies, medical equipment, professional development, and support for public awareness campaigns. Risks associated with not meeting this objective include strains on weak government institutions, economic losses, and a threat to to the U.S. homeland from an improperly or inadequately managed outbreak.

**Mission Objective 4.2** Promote student-centric educational institutions that provide quality English language instruction.

**Justification:** Education remains a weak point for Togo, made particularly acute by the growing youth bulge, a severe lack of resources, and school facilities that are in poor condition or almost nonexistent. Girls continue to lag boys in education, with many leaving school after the primary level due to lack of funds for tuition, child labor, or pregnancy. Post will work through programs such as DOD's Humanitarian Assistance effort to build new schools and encourage other donors to do the same. We will support education for girls through programs such as Ambassador's Self-Help Fund, the Peace Corps' English and Gender Education program and the Let Girls Learn initiative. Finally, we will promote the teaching of English through language instructor training, Defense Department English language programs, the English Language Fellow program, and engagement with the English Access Microscholarship. Risks associated with not meeting this objective include decreased educational attainment and social capital, slower economic development, higher social instability, and lack of an educated-english speaking workforce for U.S. investment.

**Mission Objective 4.3** Foster economic and political stability by supporting Togo's poverty reduction efforts.

**Justification:** Togo suffers from high levels of poverty and food insecurity. Agriculture accounts for 40% of GDP and over 60% of employment in Togo, much of it in subsistence farming. Sustainable broad-based growth will depend on improving small farm productivity to increase food production, create jobs, and generate income from on-farm and off-farm businesses. Togo adopted a new national development strategy for 2018-2022 in consultation with international development partners following the completion of the 2013-2017 strategy for poverty reduction. Post will support these efforts by aiding community-based income generating activities and strengthening Togo's role in regional institutions in order to reduce drivers of instability. Risks associated with not meeting this objective include increased socioeconomic instability which can affect U.S. security interests in the region.

## 4. Management Objective

**Management Objective 1** Ensure effectiveness and accountability to the American taxpayer in all activities: make certain that the right person uses the correct tools, in the most effective way, to provide the greatest benefit to the taxpayer at the lowest cost.

**Justification:** With limited resources to meet ever-growing needs, we must ensure every resource expended results in maximum beneficial results aligned closely with the foreign policy priorities of the United States.