



# Integrated Country Strategy

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**TOGO**

**FOR PUBLIC RELEASE**

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## Table of Contents

1. Chief of Mission Priorities	1
2. Mission Strategic Framework	5
3. Mission Goals and Objectives	7
4. Management Objectives	16

## 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, Security, and Stability 2) Promote Trade and Economic Growth, 3) Strengthen Governance and Democratic Institutions, and 4) Support Opportunity and Development.

### **Advance Peace, Security, and Stability**

Togo lies at the center of coastal West Africa, a region of over 380 million people marked by burgeoning populations, rapid urbanization, challenging social problems, and increasing insecurity. Inadequate services and infrastructure have resulted in lack of job opportunities and alienation among Africa's growing youth population. This tendency can increase the appeal of extremist groups that provide both employment and purpose. The U.S. Embassy will address the root causes of violent extremism. Early efforts by the Public Affairs Section to engage the community in dialogue and stand up and support Togo's Committee for the Prevention and Fight Against Violent Extremism (CIPLEV) are now leveraged by USAID and Trans-Sahara Counterterrorism Partnership (TSCTP) programming in alignment with the 2019 Global Fragility Act and the associated U.S. Strategy to Prevent Conflict and Promote Stability.

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. Post will provide training and equipment to enhance the government's capacity to interdict contraband and stop traffickers. We will enhance American security by strengthening consular analytics and conducting outreach to combat visa disinformation.

Togo is a top troop contributing country in Mali and has committed to providing peacekeepers to the UN mission in the Central African Republic. Since 2009, GPOI has assisted with the training of over 17,000 personnel and spent approximately \$28 million supporting Togolese

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peacekeeping efforts. In large part due to U.S.-donated patrol boats, Togo has been able to effectively secure its territorial waters. Nevertheless, the threat of piracy remains a major concern and we remain committed to supporting Togo's Navy through further U.S.-donated equipment and increased capacity building.

### **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. The government is relying on private investment to fuel its future growth and has tried to attract large investors based on its five-year 2018-2022 National Development Plan. The government has made efforts to enhance the investment climate, creating a special presidential cell to expedite reforms. For instance, in the last two years of the World Bank's Ease of Doing Business Index, Togo's rank rose from 156 in 2018 to 97 in 2020. The GoT has indicated a desire for more U.S. investment and trade, particularly to meet the public-private partnership goal built into its National Development Plan and accompanying Roadmap, but American private investment in the country and bilateral trade remains limited. A four-year Millennium Challenge Threshold program inaugurated in 2020 will assist Togo to modernize its telecommunications market and improve land title registration, two factors identified as binding constraints to economic growth.

Post will encourage the government to implement this Threshold Program and pursue fundamental reforms 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. We will encourage the U.S.-based Togolese diaspora to invest and build on their strong flow of remittances. We will foster rural economic development and entrepreneurship through Peace Corps, USAID, Self-Help, and public diplomacy programs. We will coordinate with the government and international donor community in advocating for greater transparency in the financial and commodity sectors.

**Strengthen Governance and Democratic Institutions**

U.S.-educated President Faure Gnassingbe has led the country since 2005. Togo held seven national elections since 2007 while systemically overseeing a process of decentralization. Following ECOWAS mediation of the 2017-2018 political crisis, ECOWAS produced a roadmap to address some grievances, and the opposition boycotted the December 2018 legislative elections. The ruling party and government-aligned independent parties thereby won all 91 seats in the National Assembly, securing the 4/5 votes necessary to change the constitution. The government reformed the constitution to institute a two-round election system and a two five-year term limit for presidents as called for in the ECOWAS roadmap, though the presidential term-limit is not retroactive, allowing the President to potentially stay in power through 2030. The government held local elections on June 30, 2019, the first local election in 32 years. The President's party, the Union pour la Republique (UNIR), swept the local elections, winning in 101 of 117 of the newly created communes. The government then held presidential elections on February 22, 2020, and President Faure won a fourth-term victory against the divided opposition. Togo is discussing holding regional elections, the next step in its decentralization process, tentatively slated for the second half of 2022.

Post is concerned by recent restrictions on the press and political space following politically motivated arrests, denials of political gatherings due to a COVID-related State of Emergency, and suspensions of press outlets following charges of unsubstantiated reporting. We will continue to emphasize the rule of law and the need to build solid democratic institutions that increase people's trust in their government and provide a foundation to attract investment. We will promote transparent elections and support Togo's decentralization efforts. We will advocate for human rights safeguards that give the Togolese citizens including the press corps the right to freely express their views. 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.

Approved: March 22, 2022

**Support Opportunity and Development**

Like most African countries, Togo has a fast-growing population and faces a significant youth unemployment challenge. The government launched programs for volunteer training and youth entrepreneur financing, with limited reach. Togo's underfunded education system does not provide the skills needed for a modern economy. Infant mortality, maternal health, HIV/AIDS, malaria, and 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 to improve health service delivery.

Post programs will increase exposure to English, shore up Togo's education deficit, and support Togo's environmental protection efforts. Post will encourage youth and women's entrepreneurship, particularly through our alumni programs. We will work with the Department of Defense to provide humanitarian assistance, build 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.

## 2. Mission Strategic Framework

**Mission Goal 1: Advance Peace, Security, and Stability:** Togo contributes to regional peace, security, and stability through strengthened security institutions, professional security forces, empowered civil society organizations, and resilient local communities.

- **Mission Objective 1.1:** Prevent violent extremism and strengthen community resilience. Reduce conflict between civilians, the government, and at-risk communities.
- **Mission Objective 1.2:** Urge Togolese cooperation with U.S. authorities to protect U.S. citizens in Togo, facilitate legitimate travel and immigration to the United States, and enhance border security while facilitating legitimate travel through secure and accurate passport and visa services.
- **Mission Objective 1.3:** Assist Togo's security forces improve their ability to support maritime security, peacekeeping efforts, and the prevention of violent extremism and trans-national threats.

**Mission Goal 2: Promote Trade and Economic Growth:** Improved market access and export opportunities for businesses through legal and regulatory reforms, and stimulate economic growth through trade, investment, and deregulation.

- **Mission Objective 2.1:** Promote entrepreneurship and job creation, including for Togolese youth and women.
- **Mission Objective 2.2:** Urge the Government of Togo to deregulate and privatize to foster private sector development that creates employment and achieve development goals.

**Mission Goal 3: Strengthen Governance and Democratic Institutions:** Togo decentralizes and improves its democratic procedures, human rights protections, and the rule of law.

- **Mission Objective 3.1:** Urge progress in developing independent and accountable institutions that protect fundamental freedoms and encourage accountability.
- **Mission Objective 3.2:** Strengthen Togo's civil society and safeguard press freedoms.

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

- **Mission Objective 4.1:** Support the improvement of the quality of and access to health care for the Togolese people.
- **Mission Objective 4.2:** Mitigate the lack of opportunities by promoting educational partnerships, American values and culture, and English language instruction, enhancing youth and alumni networks.
- **Mission Objective 4.3:** Engage with the government of Togo and civil society to ameliorate poverty, protect the environment, including the effects of climate change, and increase food security.

**Management Objective 1:** Implement DEIA principles to build a diverse, inclusive staff and develop their professional capacity through training and mentorship programs.

**Management Objective 2:** Enhance Green Initiatives, providing an example to local stakeholders of good stewardship of the environment.



### 3. Mission Goals and Objectives

**Mission Goal 1 | Advance Peace, Security, and Stability:** Togo contributes to regional peace, security, and stability through strengthened security institutions, professional security forces, empowered civil society organizations, and resilient local communities.

**Description |** It is in the United States' interest to continue to develop Togo's security services' capabilities and strengthen Togo's institutions, civil society organizations, and local communities. The State Department and interagency partners are increasingly focusing on the threat posed to the Littoral States of West Africa by violent extremism in the Sahel. Meanwhile, 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.

**Objective 1.1 |** Prevent violent extremism and strengthen community resilience. Reduce conflict between civilians, the government, and at-risk communities.

- **Justification |** Security forces have successfully repelled border incursions from foreign assailants on November 9 and December 4, 2021, and the Government of Togo has undertaken several initiatives to reinforce community resilience. We will work with local actors (government officials, civil society, youth groups, women, and religious leaders) and security forces to help communities impacted by violence heal social divisions, promote peace and constructive dialogue, and address root causes of violence and violent extremism.
- **Linkages |** This goal is in alignment with goal one of the State USAID Africa Joint Regional Strategy: Advance peace and security in Sub-Saharan Africa through U.S. leadership and revitalized alliances and partnerships to address challenges in security, stability, and democracy, including through long-term efforts to address immediate

causes of violence and build resiliency. It is also in line with the 2019 Global Fragility Act and the associated U.S. Strategy to Prevent Conflict and Promote Stability.

- **Risks** | Risks associated with not meeting this objective are slower economic growth, fewer political reforms, and greater regional instability.

**Objective 1.2** | Urge Togolese cooperation with U.S. authorities to protect U.S. citizens in Togo, facilitate legitimate travel and immigration to the United States, and enhance border security while facilitating legitimate travel through secure and accurate passport and visa services.

- **Justification** | The protection of U.S. citizens in Togo requires prompt and effective action from the Government of Togo. The Government of Togo provides broad support to consular fraud prevention efforts.
- **Linkages** | This goal is in alignment with goal one of the State USAID Africa Joint Regional Strategy: Advance peace and security in Sub-Saharan Africa through U.S. leadership and revitalized alliances and partnerships to address challenges in security, stability, and democracy, including through long-term efforts to address immediate causes of violence and build resiliency.
- **Risks** | 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.

**Objective 1.3** | Assist Togo's security forces improve their ability to support maritime security, peacekeeping efforts, and the prevention of violent extremism and trans-national threats.

- **Justification** | Togo is in the process of professionalizing its security forces to counter emerging threats such as terrorism and maritime piracy and participate in peacekeeping operations. Post security assistance focuses on ensuring Togo's security forces can counter emerging transnational threats. Togo is a major troop contributing country and deploys battalions to UN missions in Mali, Central African Republic, and elsewhere in Africa. Interagency initiatives in Togo further strengthen security force and law enforcement capability in addressing illicit activities, reinforcing border security, and

repelling transnational threats. The Gulf of Guinea remains the global hotspot for piracy, and Post remains committed to increasing the capability of the Togolese Navy to respond to piracy incidents. The United States donated four patrol boats to the Togolese Navy and provides training on the maintenance of these boats to help Togo increase its maritime readiness capabilities.

- **Linkages** | This goal is in alignment with goal one of the State USAID Africa Joint Regional Strategy: Advance peace and security in Sub-Saharan Africa through U.S. leadership and revitalized alliances and partnerships to address challenges in security, stability, and democracy, including through long-term efforts to address immediate causes of violence and build resiliency.
- **Risks** | Risks associated with not meeting this objective include the persistence of regional terrorist threats and the growth of transnational threats which threaten the United States and its allies.

**Mission Goal 2 | Promote Trade and Economic Growth:** Improved market access and export opportunities for businesses through legal and regulatory reforms, and stimulate economic growth through trade, investment, and deregulation.

**Description** | Togo's diversified economy has many sectors that could provide business opportunities to American businesses and job opportunities to Togolese, including youth and women, but Togolese state-owned enterprises and opaque regulations impede American private sector involvement and reduce broader economic participation. Togo needs private sector investment to fuel the economic growth and opportunity needed to provide employment opportunities for its young population. Economic opportunities remain limited in Togo, creating potential inroads for violent extremists.

**Objective 2.1** | Promote entrepreneurship and job creation, including for Togolese youth and women.

- **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 service. A lack of economic opportunity is an underlying vulnerability in Togo that could lead to instability.
- **Linkages** | This goal is in alignment with goal two of the State USAID Africa Joint Regional Strategy: Increase mutually beneficial economic growth, trade, and investment.
- **Risks** | Risks associated with not meeting this objective higher unemployment, slower economic growth, and greater threat of violent extremist incursion.

**Objective 2.2** | Urge the Government of Togo to deregulate and privatize to foster private sector development that creates employment and achieves development goals.

- **Justification** | American corporations encounter difficulties exporting to Togo, purchasing intermediate goods, and investing in facilities because of a variety of factors, including corruption, arbitrary tax demands, 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.
- **Linkages** | This goal is in alignment with goal two of the State USAID Africa Joint Regional Strategy: Increase mutually beneficial economic growth, trade, and investment.
- **Risks** | Risks associated with not meeting this objective are limited investment and export opportunities for U.S. businesses.

**Mission Goal 3 | Strengthen Governance and Democratic Institutions:** Togo decentralizes and improves its democratic procedures, human rights protections, and the rule of law.

**Description |** Despite some political reconciliation that has taken place during President Faure's first three terms, the ability to hold office remains limited to a tiny elite. The level of distrust between Togo's ruling party and the opposition remains exceptionally high. Strengthening democratic procedures, human rights protections, and anti-corruption initiatives will increase domestic and regional stability. This corresponds to JSP Objective 3.3. The Biden-Harris Administration established the fight against corruption as a core U.S. national security interest in NSSM-1. The U.S. Strategy on Countering Corruption further establishes priority pillars, strategic objectives, and lines of action across the USG.

**Objective 3.1 |** Urge progress in developing independent and accountable institutions that protect fundamental freedoms and encourage accountability.

- **Justification |** 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, strengthen electoral institutions and processes to promote fair and transparent elections, and support Togo's decentralization efforts. Togo is discussing holding regional elections, the next step in its decentralization process, at a date yet to be determined. Togo plans to hold legislative elections in 2023.
- **Linkages |** This goal is in alignment with goal three of the State USAID Africa Joint Regional Strategy: Strengthen democracy, uphold universal values, and promote human dignity to build strong, accountable, and democratic institutions, sustained by a deep commitment to human rights and to generate greater peace and prosperity.

- **Risks** | Risks associated with not meeting this objective include weakened governance and increased political instability that affects U.S. regional security interests.

**Objective 3.2** | Strengthen Togo's civil society and safeguard press freedoms.

- **Justification** | Reforming institutions and enhancing respect for rule of law will enhance 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, implement counter-corruption measures, and address impunity.
- **Linkages** | This goal is in alignment with goal three of the State USAID Africa Joint Regional Strategy: Strengthen democracy, uphold universal values, and promote human dignity to build strong, accountable, and democratic institutions, sustained by a deep commitment to human rights and to generate greater peace and prosperity.
- **Risks** | Risks associated with not meeting this objective include increased social and political discontent, leading to potential violent demonstrations and increased support for violent extremism.

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

**Description** | Togo is increasingly integrating into the world economy. However, widespread poverty and deficiencies in Togo's 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 United States.

**Objective 4.1** | Support the improvement of the quality of and access to health care for the Togolese people.

- **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.
- **Linkages** | This goal is in alignment with goal four of the State USAID Africa Joint Regional Strategy: Build Africa's resilience to meet post-pandemic challenges and promote inclusive development.
- **Risks** | Risks associated with not meeting this objective include strains on weak government institutions, economic losses, and a threat to the U.S. homeland from an improperly or inadequately managed outbreak.

**Objective 4.2** | Mitigate the lack of opportunities by promoting educational partnerships, American values and culture, and English language instruction, enhancing youth and alumni networks.

- **Justification** | Education challenges in Togo include the growing youth bulge, a severe lack of resources, and school facilities that are in poor condition. 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. With sixty percent of the population under 18, English learning and U.S. educational experiences provide opportunities for upward mobility and economic growth. More access to English learning, exchanges, and cultural programs will increase Togolese' openness to U.S. values and positions.

- **Linkages** | This goal is in alignment with goal four of the State USAID Africa Joint Regional Strategy: Build Africa's resilience to meet post-pandemic challenges and promote inclusive development.
- **Risks** | Risks associated with not meeting this objective include decreased educational attainment, slower economic development, higher social instability, and lack of an educated, English-speaking workforce for U.S. investment.

**Objective 4.3** | Engage with the government of Togo and civil society to ameliorate poverty, protect the environment, including the effects of climate change, and increase food security.

- **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 to reduce drivers of instability. The main climate risks facing Togo are flooding, drought, poor distribution of rain, late rains, violent winds, and coastal erosion, which all affect agriculture, health, fisheries, water, and coastal



resources. Post will support Togo's efforts in managing climate change and its adverse impacts.

- **Linkages** | This goal is in alignment with goal four of the State USAID Africa Joint Regional Strategy: Build Africa's resilience to meet post-pandemic challenges and promote inclusive development.
- **Risks** | Risks associated with not meeting this objective include increased socioeconomic instability which can affect U.S. security interests in the region.

## 4. Management Objectives

**Management Objective 1** | Implement Diversity, Equity, Inclusion and Accessibility (DEIA) principles to build a diverse, inclusive staff and develop their professional capacity through training and mentorship programs.

- **Justification** | Embassy Lome employs a diverse cross section of American and Togolese societies and as such cultural differences can impact efficient operations and our capacity to achieve Mission goals. To be an employer of choice, the Embassy must face these realities with open and frank conversations and highlight to new, and potential, employees the core values of acceptance and diversity that we strive to model as an organization. People are the largest, and most important, resource that we have, and by equipping them with the tools to best represent key American values they will be more considerate colleagues who together are able to achieve more together as a team.
- **Linkages** | This objective is linked to Department and Administration goals, as announced in Executive Order 14035, for implementation of best practices in Diversity, Inclusion, and Equity (DEI) areas. Elements are also tied to Mission Goal 4 and notably sub-objectives 4.2.1 and 4.2.2.
- **Risks** | Staff are not brought in, or don't feel heard, and therefore may be reticent to engage on topics that may be seen as important to a sub-set of Embassy staff.

**Management Objective 2** | Enhance Green Initiatives, providing an example to local stakeholders of good stewardship of the environment.

- **Justification** | Embassy Lomé is in coastal West Africa with abundant sun light and very high utilities costs. Electricity service suffers from regular fluctuations and boom/bust cycles of rainy and dry seasons require more thoughtful approaches to water utilization. There is enormous upside to implementing even small improvements to our utility utilization as well as harnessing the solar energy potential and 'free' water in the form of rain. In addition to in house cost benefits, the Embassy can stand as a positive example of the potential for reasonable stewardship of the environment.
- **Linkages:** This objective is linked to Department and Administration goals, as laid out in Executive Order 14008 and the Department of State's 2021 Climate Adaptation and Resilience Plan, for battling climate change and improving our facilities to meet that challenge. Elements are also tied to Mission Goal 4 and notably sub-objective 4.3.2.
- **Risks** | Funding and staffing limitations will reduce our ability to implement full scale changes. Global supply chain pressures will delay delivery of key alternative energy resources.