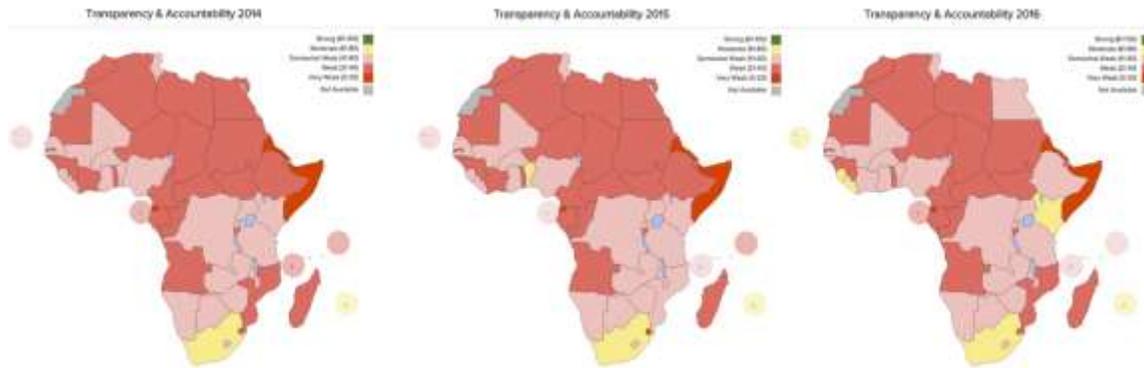


Africa Integrity Indicators – Country Findings



Who is Global Integrity?

Global Integrity supports progress toward open and accountable governance in countries and communities around the world. We focus on generating research and data, supporting the work of country-level reformers, and influencing global conversations on open governance. Our work covers a number of themes, with data, learning and citizen engagement at the core of everything we do. To know more about us, visit our website at www.globalintegrity.org.

What are the Africa Integrity Indicators?

In 2012, Global Integrity embarked on a five-year collaboration with the Mo Ibrahim Foundation to generate the Africa Integrity Indicators (AII), which assesses key social, economic, political and anti-corruption mechanisms at the national level across the continent. Global Integrity staff recruits and manages teams of in-country contributors in 54 countries to generate original governance data on an annual basis.

The questionnaire has 114 indicators and is divided in two main categories: Transparency & Accountability and Social Development. The Transparency & Accountability category consists of 59 indicators examining issues divided in the thematic areas of rule of law, accountability, elections, public management, civil service integrity, and access to information. The Social Development indicators category consists of 51 indicators about gender, rights, welfare, rural sector, business environment, health and education.

The rich data set is designed to be particularly fruitful in identifying both bright spots as well as areas for improvement at the country level. The years of data include [2013](#), [2014](#), [2015](#), [2016](#); the next round of research will begin later in 2016 and be published in April 2017. To access our data, visit our project website at <http://aii.globalintegrity.org>.

Note: Each round of research is named from its year of publication. Thus, the 2016 round of research covers the period from September 2014 to September 2015, with only sources relevant to this period of study being accepted.

Get in touch with us

Global Integrity is dedicated not only to producing high quality data, but ensuring that it is as useful as possible for reformers (both inside and outside of government) around the world. If you're interested in working with this data to identify opportunities to support open governance efforts in your country, contact us at aii@globalintegrity.org.

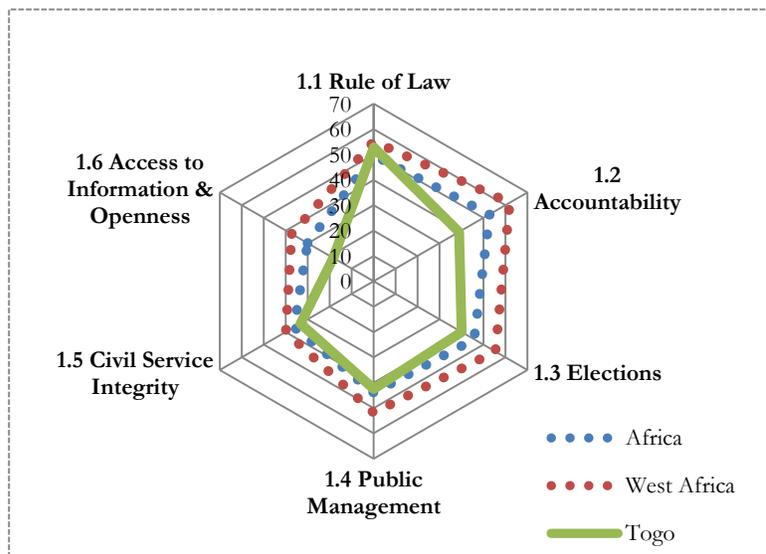
Togo – Country Findings Summary

1. Transparency & Accountability

The Transparency & Accountability category consists of 59 indicators examining issues divided in the thematic areas of rule of law, accountability, elections, public management, civil service integrity, and access to information & openness. The indicators look into transparency of the public procurement process, media freedom, asset disclosure requirements, independence of the judiciary, and conflict of interest laws, among others.

The overall category score did not show any substantial change, decreasing by only one point from 39 in 2015 to 38 in 2016 (“weak” on the Global Integrity scale).¹ Of all [six subcategories](#), Rule of Law was the highest performing subcategory with an average score of 53, falling in the “somewhat weak” area of the Global Integrity scale. On the other hand, Access to Information & Openness was the lowest performing subcategory with an average score of 18, falling in the “very weak” area of the Global Integrity scale.

The Civil Service Integrity subcategory showed a slight upward trend with a 4-point improvement from 29 in 2015 to 33 in 2016. Other subcategories remained unchanged as was the case with Accountability, or showed only slight deteriorations as the remaining Rule of Law, Elections, Public Management and Access to Information & Openness subcategories.

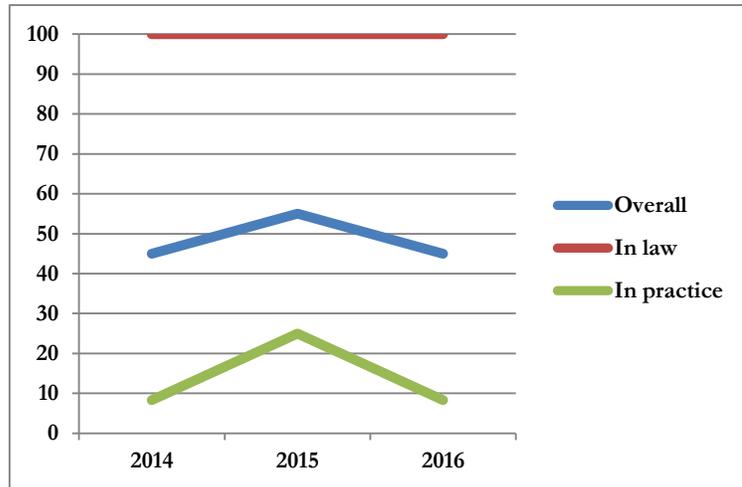


< Figure 1 > Togo's subcategory scores in comparison to the region and the continent. The radar chart depicts the country's aggregate scores of each of the six subcategories under Transparency & Accountability, in comparison to average scores of the continent (blue dotted lines) and the country's region (red dotted lines).

¹ The Global Integrity scale on the Africa Integrity Indicators website is as follows: 81-100 (Strong), 61-80 (Moderate), 41-60 (Somewhat weak), 21-40 (Weak), 0-20 (Very Weak)

Selected highlights

- The country has strong legal frameworks to guarantee the independence of the Court of Accounts, mandated to audit all public accounts. However, the *in law* and *in practice* indicators present a significant gap. The Constitution of 1992, amended in 2002, mandates the Court of Accounts to audit all public accounts, as noted in [indicator 5](#). The Court is part of the judicial branch that is deemed to be “independent from the legislative branch and executive branch” (article 13 of the



< Figure 2 > *De jure* and *de facto* gap of Togo’s indicators on the country’s supreme audit institution (5-9): This graph provides an overview of the aggregate gap between *in law* indicators (green) and *in practice* indicators (red) of a particular set of indicators, and how they affect the change of the overall aggregate score (blue) between the three rounds of research 2014, 2015 and 2016.

Constitution). Togo is also one of the few francophone countries in Africa where the president does not chair the high judicial council, or an equivalent entity in charge of recruiting, disciplining and removing judges. The Court of Accounts is guaranteed a source of funding as its budget is included in the annual state budget, according to [indicator 6](#). However, [indicator 7](#) reports that the Court was not able to start audits out of its own initiative. Until the study period, it had also not issued any report on the campaign financing of the March 2010 presidential elections. According to [indicator 9](#), no reports were published during the study period and the only reports available on the Court’s website pertain to the execution of the 2011, 2012 and 2013 budgets. Regarding the appointment of Court members, [indicator 8](#) notes that decisions are based on the merit criteria specified by law. However, it is also noted that party affiliation plays an additional role in the appointment of members. All members are supporters of the ruling party UNIR and some of them participated in public events of UNIR during the study period.

- The presidential elections during the study period did not result in any notable improvement or deterioration of the Elections subcategory score. Despite the recent presidential elections of April 25, 2015, the average score of the Elections subcategory remained similar over the past three rounds of research. The research reveals that there exists a continuing gap between the *in law* and *in practice* indicators, keeping the overall average at 40 in 2016 (“somewhat weak” on the Global Integrity scale). While the electoral code guarantees the independence of the Independent National Electoral Commission (CENI), as notes [indicator 19](#), political tension was observed during the presidential elections in April 2015 when, following internal disagreements within the commission, members from the opposition parties were blocked from accessing the premises of the commission. The election results were announced in their absence, as detailed in [indicator 21](#). The research further revealed that the access of political parties to state-owned media remained unequal ([indicator 23](#)), and

that the post-elections report, transmitted to the President on July 2, 2015 and then published on the CENI's website, was not comprehensive regarding issues of compliance, fairness or due process ([indicator 22](#)).

- **Whereas sound legal frameworks exist to regulate the public procurement sector, the public's access to relevant information remains partial.** The Public Procurement Law 2009-13 sets competitive bidding as the norm for major public procurements ([indicator 24](#)). It also prohibits companies found guilty of violating procurement regulations from participating in future bids ([indicator 27](#)). In practice, the public procurement authority Autorité de Régulation des Marchés Publics (ARMP) does in fact provide a registry of barred companies on its website. According to [indicator 28](#), as of August 2015, a total of 15 companies figured on the list, of which 9 had been newly sanctioned and added since September 2014. Citizens are also able to access and consult call for bids as these are published in newspapers and on the website of the Direction Nationale du Contrôle des Marchés Publics (DNCMP ([indicator 25](#)). In general, the calls contain specifications and terms of the offer, as well as the evaluation criteria. However, [indicator 26](#) points out that award results, full contracts and other relevant documents are not accessible to the public. Only a few awards were traceable on the DNCMP website. A report published by the ARMP during the study period also provided grounds for concern, even if it covered irregularities 2012; it revealed practices of non-conforming direct contracting and procurements that were not included in the procurement plans.
- **Citizens have no access to asset disclosures of public officials nor to records of political party funding.** In June 2014, the Code on Transparency of Public Finance Management was adopted, and as note indicators [44](#) and [46](#), it requires senior officials of the three branches of the government to declare their assets at the beginning and at the end of their mandate. The law, however, does not require such declarations to be made public, and as report indicators [45](#) and [47](#), in practice, no declarations are accessible by citizens. Likewise, when it comes to records of political parties' funding, no legal obligation exists for such information to be made public, as report indicators [48](#) and [50](#). Both the Law on the funding of political party and electoral campaigns of 2013, and the Law 91-04 of 1991 on political parties only require parties that receive state funding to submit records of sources and expenditures to the finance commission of the national assembly. Therefore, in practice, neither the ruling party nor opposition parties publish information on state funding or private donations, as report indicators [49](#) and [51](#). The only communication on state funding around the 2015 presidential elections came from the opposition coalition CAP 2015 who claimed that it had only received 32 million FCFA (about US\$64,000) instead of the planned 135 million FCFA (about US\$270,000).
- **The period around the presidential elections saw increased restrictions on journalists' and citizens' freedom of expression.** Happenings around the April 2015 elections also led to a drop in the scores of indicators [56](#) and [57](#). Although citizen-created online content did not undergo any pre-publication censoring, the case of Sébastien Alzerecca, web activist and cultural center director resulted in the decrease from 100 in 2015 to 50 in 2016 for [indicator 56](#). He had received a 2-year suspended prison sentence for comments made on the internet about the presidential elections.

Several websites, such as togosite.com, icilome.com togoactualite.com, were blocked around the elections period. The 100 score of the previous round, when all websites were accessible without restrictions during the study period, deteriorated to a 50 in 2016 for [indicator 57](#).

2. Social Development

This category covers seven subcategories, including rights (civil society space and minority rights), gender, business environment and infrastructure, rural sector, welfare, health, education, and civil registration. Because the Social Development portion of the research only includes a small number of questions per each topic area, we only provide the scores for each individual indicator and don't provide aggregated category or subcategory scores. However, the individual indicators themselves contain a wealth of information across a breadth of topics, a select few highlights of which are noted below.

Selected highlights

- **NGOs were free to operate in the country and did not face any major obstacles.** In particular, high scores for indicators 69 and 70 stood out in the Rights subcategory. According to [indicator 69](#), there were no reported cases of NGO employees being killed, imprisoned, interrogated, threatened or physically harmed in relation to their work, both during the 2015 and 2016 research. Neither were any NGOs shut down or harassed by the government with unwarranted administrative burdens, investigations or sanctions, as notes [indicator 70](#), a positive trend that has remained constant over the past three years of research. However, while NGOs are not required to file more paperwork than other legal persons, [indicator 68](#) notes that the registration process stretches over a long period of time, as regulations require NGOs to prove a prior existence of six years as an association.
- **Togo's statistical capacity remains weak as statistics on youth unemployment, poverty and infrastructure is sparse.** The latest statistics on youth unemployment were collected and published by the National Statistics Institute (INSEED), but date from 2011 ([indicator 91](#)). The most recent data on poverty were published in February 2013 and were based on the Questionnaire on Basic Indicators of Well-Being (QUIBB) conducted in 2011 ([indicator 92](#)). In terms of infrastructure, no comprehensive collection was available and only some data on Togo's airport were made available on the government's website in September 2014, ([indicator 93](#)).
- **The government has a policy in place intended to increase the socio-economic integration of youth, but social safety nets to assist the elderly, the temporarily or permanently disabled and the unemployed remain weak or even non-existent.** Under the Ministry of Basic Development, Craft, Youth and Employment, the country has a number of programs that ensure education and employment of the youth population. Programs such as the Fund to assist economic youth initiatives (FAIEJ), the Youth employment program (PEJ), the Program to assist integration and employment (AIDE) are accessible to all young people. [Indicator 101](#) on youth integration therefore scores a 75. On the other hand, [indicator 102](#) on safety nets for the elderly, [indicator 103](#) on safety nets for the temporarily or permanently disabled, and [indicator 104](#) on safety nets for the unemployed show room for significant improvement. For instance, the research points to the absence of programs in favor of the latter two groups. In the case of the elderly, a pension fund and a social security fund exist that cover those who have made regular contributions previously.

- **Citizens can easily obtain birth and death certificates at a low cost.** Indicators within this subcategory show for the most part a high scoring. Togo’s law of 2009 on the civil status mandates mayors and civil registrars to maintain registries of birth, marriage and death ([indicator 111](#)), and divorces are documented on the birth and marriage certificates of the spouses ([indicator 112](#)). The law is also explicit about citizens’ right to request corresponding certification. In practice, birth certificates are issued for free and within a week, and [indicator 113](#) obtained a 100 score for this reason. Death certificates are also issued swiftly (within a day). [Indicator 114](#), however, scored a 50 because death certificates are obtained at the cost of around 1 US\$.

The above findings capture selected highlights and are not an exhaustive analysis of the collected data. We encourage interested users to access our website [here](#) for detailed comments and sources for 114 individual indicators.