



WORLD ALLIANCE FOR CITIZEN PARTICIPATION

A DIAGNOSTIC STUDY OF TOGOLESE CIVIL SOCIETY

Lomé, 2006

INTERNATIONAL ACTION RESEARCH PROJECT COORDINATED BY CIVICUS

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ACKNOWLEDGEMENTS

The CIVICUS Index project on civil society in Togo has been implemented by the Federation of NGOs in Togo in partnership with Plan Togo and Civicus:World Alliance for Citizen Participation (CIVICUS) based in South Africa. Plan Togo financed the research project and the costs related to the publication of the report as well as the use of its human resources for the coordination. CIVICUS' contribution was technical and focused on data collection tools and a monthly progress review of the research work. FONGTO, the structure in charge of organising and promoting civil society, conducted, with the collaboration of its network of NGOs, the field research activities.

The Stakeholder Assessment Group (SAG) assigned a role to each of the four dimensions considered as characteristics of the actions of a Civil Society Organisation (CSO) towards the development of the country, i.e., structure, environment, values and impact.

We thank Ms. CONRAD, Resident-Representative of Plan International in Togo, who understood very early that supporting the organisation of civil society could only be efficient with a prior diagnosis of its current situation. As she stood by that conviction, she successfully led Plan Togo into committing resources to the accomplishment of the present study.

We would also like to extend our gratitude to Ms. Janine SCHALL-EMDEN, Senior Programme Officer who monitored, in a very professional manner, all the stages of the project. We acknowledge Mr. Finn HEINRICH, Programme Manager, for valuable observations and remarks relative to the pre-scoring report. May CIVICUS receive through the above mentioned persons our gratitude for the technical assistance and methodological framework made available to us for the conduct of this project.

We seize the opportunity to express our sincere appreciation to the members of the Consultative Committee whose contributions to the evaluation of civil society in Togo were very significant. They specifically go to:

The Representative of the Togolese State, Mr. NAM Pakédam of the PDLP/ONG division of the Ministry of Development and Territory management, Venerated Traditional Chiefs, Togbui AGOKOLI of Notsè, President of traditional chiefs in Togo, Togbui Adoboli GASSOU, Chief of Ahlon county, and Togbui Kossi AMEGNONA ADAKO II, Chief of Dalia county (Haho), Mr. MAGBENGA Simon, Representative of the United Nations Development Programme (UNDP) Representation in Togo, Mrs. GLITHO Adolé, Professor at Université de Lomé, Mr. LARE LANTONE Kanfitine, Economist, Assistant Professor, Université de Lomé, Mrs. Claire QUENUM, President of the women's association FLORAISON, Mrs. Michèle Dédévi EKUE, President of the Association CCoFT, Mrs. EDORH Kayikpoe, President of WiLDAF Togo, Pastor AGBI-AWUME of the Evangelical Presbyterian Church of Togo, Representative of religious organisations, Mr. DJENDA Aristide, Executive Director of the Union of NGOs in Togo (UONGTO), Mr. GBETCHI Kodjo, President of AHEPE Producers Union, Representative of agricultural producers' associations, Mr. GUELI A. Etsè Jean Paul of UNSIT, Representative of Trade Union organizations, Mr. EDEH Kodjovi, Representative of Employers, Mr. Abdoulaye Nabiema of the association OADEL, FOLLY - SODOGA Follikoé Pierre from the NGO « Horizon Développement », Representative of youth organisations, Mr. ATTIOGBE Pierrot, from Nana FM, Mr. POULI Germain from Radio Zéphir, representative of the independent media, and Mr. CLUMSON EKLU Siméon, Vice President of the Togolese League for Human Rights (LTDH), Representative of the human rights organisations.

We thank the administrators of the different services that facilitated the work by providing information, documentation or guidance to the data collection agents.

We congratulate the team of statisticians and data collection agents who worked under the supervision of Mr. DJOKE Gustave and went beyond their contractual requirements for such an appreciable result.

Our gratitude goes to the student and professional surveyors who visited different services across the national territory in the quest for key information identified as relevant to the research framework, by the members of SAG. We would not have achieved these goals without them.

Finally, we acknowledge the members of the National Index Team, Mr. AMEGEE Kodjopatapa, Chief of Operations of Plan Togo and project coordinator and Mr. NYAKU, Research Assistant and Executive Director of FONGTO, for their commitment to the accomplishment and success of the process.

AHYI Yves Ayité
President of FONGTO Board of Directors

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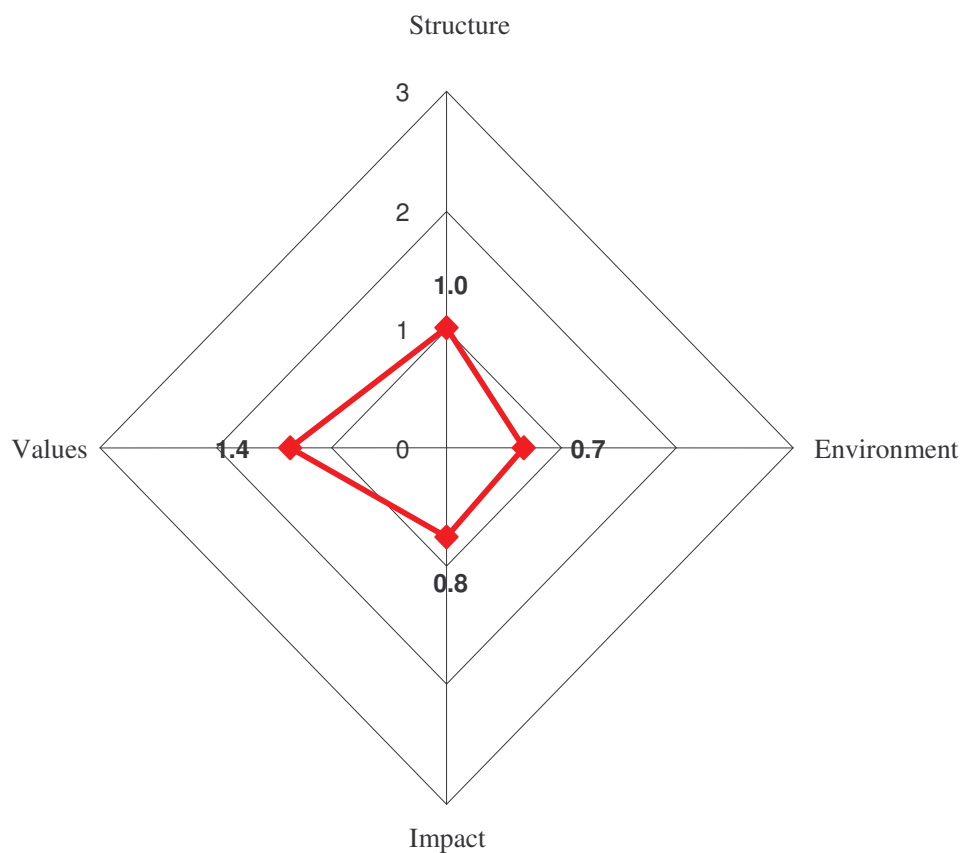
APE:	Associations des Parents d'Élèves
ASMENE:	Association pour la Santé de la Mère du Nouveau-né et de l'Enfant
CAR:	Comité d'Action pour le Renouveau
CSO:	Civil Society Organisation
CCoFT:	Conseil Consultatif des Femmes du Togo
CIVICUS:	Civicus: World Alliance for Citizen Participation
CDPA:	Convention Démocratique des Peuples Africains
COPEDE:	Centre pour l'Observation et la Promotion de l'Etat de Droit
CRT:	Croix Rouge Togolaise
CVD:	Comité Villageois de Développement
DSRP:	Document Stratégique de Réduction de la Pauvreté
EBC:	Enquête Budget Consommation
EFAMTO:	Enquête sur la Famille au Togo
FIDH:	Fédération International des Droits de l'Homme
FONGTO:	Fédération des ONG au Togo
GF2D:	Groupe de Réflexion Femme Droit et Démocratie
SCORESE/PHCI:	Groupe de Recherche pour le Développement Socio-Économique en vue de la Promotion Humaine et de la Coopération Internationale
HAAC:	Haute Autorité de l'Audio Visuelle et de la Communication
CSI-Togo:	Civil Society Index - Togo
LIT:	Ligue des Indépendants pour la Transparence
LTDH:	Ligue Togolaise des Droits de l'Homme
MDG:	Millennium Development Goals
NGO:	Non-Governmental Organization
NIT:	National Index Team
OCDI:	Organisation de la Charité pour un Développement Intégral
OSAT:	Observatoire de la Sécurité Alimentaire au Togo
PACHS:	Programme d'Aide Humanitaire aux Cas Sociaux
PROVONAT:	Promotion du Volontariat National au Togo
RAFIA:	Recherche, Appui et Formation aux Initiatives d'Auto-développement
REFAMP:	Réseau des Femmes Anciens Ministres et Parlementaires
RELUTET:	Réseau de Lutte contre la Traite des Enfants au Togo
RPT:	Rassemblement du Peuple Togolais
SAG:	Stakeholder Assessment Group
SCT:	Société Civile Togolaise
SOCODEVI:	Société de Coopération pour le Développement International
UNDP:	United Nations Development Programme
UFC:	Union des Forces de Changement
UJIT:	Union des Journalistes Indépendants du Togo
UL:	Université de Lomé
UONGTO	Union des ONG du Togo
URD:	Unité de Recherche Démographique
WACEM:	West Africa Cement
Wages:	Women and Associations for Gain both Economic and Social
WANEP:	West Africa Network for Peace Building
WiLDAF/ FeDDAF-TOGO :	Women in Law and Development in Africa/ Femmes en Droit et Développement en Afrique, Section Togo

EXECUTIVE SUMMARY

From July 2005 to March 2006 FONGTO worked in partnership with Plan Togo and CIVICUS: World Alliance for Citizen Participation to implement the Civil Society Index Shortened Assessment Tool (CSI-SAT) study in Togo.

A preliminary report was presented to the Stakeholder Assessment Group (SAG) providing information on the “Structure”, “Environment”, “Values”, and “Impact” of actions carried out by Togolese civil society to promote the development of the society in general. Members of the SAG are representatives of the country’s social forces. The report was analysed and scores were attributed to all indicators following CIVICUS’ scoring criteria. The results were used to generate a Diamond that reflects the situation of the civil society in Togo.

Figure 1: Diamond of the Togolese civil society



The Civil Society Index put together valuable information about Togolese civil society that was previously unknown to civil society stakeholders and is indicative of the challenges that lie ahead.

An in-depth analysis of the information on civil society was conducted using the following four dimensions: Structure, Environment, Values, and Impact.

Structure

With regard to the civil society’s structure, it is difficult to offer precise information on the

percentage of the Togolese population that are involved in charity associations or carry out benevolent work on a regular basis. It is only recently that a National Volunteer Programme (PROVONAT) has been implemented.

The limited popularity of the notion of civil society and the roles of its actors limits CSO area and capacity of intervention. Currently, the country is experiencing a critical economic, social, political, and cultural environment that is not conducive to the evolution of its civil society. Whilst Togolese engage very rarely in non partisan political actions, the number of associations has multiplied since the democratic movement of the '90s. An important part (42%) of the population belongs to at least one CSO and is involved in mutual help actions that are comparable to benevolence.

Most Togolese CSOs that are nationally and internationally known are made up of intellectuals and other elite groups. The organisations are concentrated in the capital city, Lome, where they benefit from the opportunity of collaborating with the State administration's technical services, representatives of political parties and development partners. Self-regulation mechanisms for CSOs exist but are not being effectively implemented and most CSO managers do not respect them.

There is a real deficit in citizenship education that will empower the population to participate in promoting its own development and institute a "report" culture.

Togolese CSOs have a very fragile sustainability as they strongly depend on abroad for the financing of their activities. Thus, their activities have been inhibited since the suspension of the cooperation between Togo and the European Union and other donors for insufficient democracy and transparency in public management. At the same time, these associations do not have strong interrelations and barely communicate, exchange information, share experiences or cooperate within strategic alliances to set up a framework for common actions.

Environment

The current operating environment is not favourable for the promotion of civil society and it is the responsibility of CSOs to work on improving it. On the political ground, the country is in the process of familiarising itself with democratic values, both at the level of the state apparatus and the political parties. The delay observed in the decentralisation process is a missed opportunity for the apprenticeship of democracy at the grassroots level.

Whilst there is an increasing impoverishment of the population, the socio-economic crisis with which the country has been confronted for the last two decades has diminished social trust.

Until now, neither the State nor the private sector considers civil society as a real partner in development. Compared to other populations in the sub region, the Togolese are known to be more pacific and tolerant. Nevertheless, frustration and tension exacerbated by politicians (based on ethnic or tribal differences) in order to maintain or change the existing system have been sparking violent clashes sporadically.

The analysis reveals that civil society operates in a very difficult political, social, economic, cultural and legal environment that contributes to curbing its development and promotion.

Values

Tolerance, non-violence, honesty and civic action are crumbling in favour of the pursuit of personal interests. The population is exposed to corruption on a daily basis but also witnesses a lack of transparency in the management of public affairs. Violence is gaining momentum within the population and reaches its peak during the electoral period, although some CSOs have been advocating for non-violence. The population which is the main victim of this violence has expressed great satisfaction following the implementation of a new political dialogue.

Democracy, gender equity and the protection of the environment are elements that better explain the “values” dimension in the case of Togo. Tolerance and non-violence are not yet a way of life for Togolese civil society. The score attributed to this dimension reflects the fact that a large majority of the values considered above are not applied much within civil society. Nonetheless, efforts are made to promote them within the Togolese society in general.

The majority of CSOs are engaged in the field of poverty reduction and environmental protection but their initiatives lack support and public visibility.

Impact

The impact of CSOs’ actions on the development of the country has been limited so far. Their efforts to influence social policies in favour of marginalised groups have had limited impact. They have not initiated actions that would make the state and the private sector accountable. Being closer to grassroots populations, CSOs have acquired a deep knowledge of their problems and thus use their limited means to strengthen community capacities and enable the populations to conduct collective actions in order to resolve their problems.

To facilitate the evolution of Togolese civil society, CSOs must improve their structural aspects by communicating and sharing information, cooperating among themselves and establishing self-regulation mechanisms. They should work to improve their current environment and effectively take up their “watch dog” role vis-à-vis the state and the private sector. In addition, they should build their social capital and gain the social trust of the population in general.

The CIVICUS Civil Society Index project provides CSOs and stakeholders with a wealth of information to better orientate their future capacity building activities. There are reasons to believe that, if CSOs and other relevant actors address the main deficiencies, Togolese civil society could become a key driving force towards the country’s democratisation and development.

INTRODUCTION

From July 2005 to March 2006 the Civil Society Index (CSI) Shortened Assessment Tool (SAT) was conducted in Togo. It was part of the international CSI project implemented in more than 50 countries and coordinated by CIVICUS: World Alliance for Citizen Participation. This document reports the findings of the CSI SAT of Togo.

CIVICUS is a global alliance of CSOs and aims at strengthening civil societies and promoting citizen participation throughout the world. The CIVICUS CSI is a participatory assessment of civil society at the national level.

Unlike the full CSI, the SAT is only based on secondary data. The CSI-SAT project was implemented in Togo by a National Index Team (NIT) led by a Stakeholder Assessment Group (SAG), with the support of the CIVICUS team based in South Africa.

The NIT processed and synthesized information and data relative to civil society in Togo, which was collected from a variety of secondary sources. The information and data served as a basis for a preliminary report and were used by the SAG to score the 74 indicators included in the CSI methodology. The final report was adopted during a workshop held in Lomé on 8-9 August 2006, which saw the participation of civil society activists, state representatives, the donor community (development partners) and other stakeholders.

The project's international team headquartered in South Africa assisted the NIT technically by giving advice, exchanging information and sharing documentation.

The CIVICUS CSI is an international project implemented in more than 50 countries worldwide. The comparative aspect of the project is facilitated by the adoption of a standard approach and framework, while the context-validity is enhanced by the possibility to adapt some indicators to cultural backgrounds, specific socio-economic factors and political realities of a given country.

We hope that members and partners of the development community will find here a lead for actions towards the strengthening of civil society in Togo.

STRUCTURE OF THE REPORT

This publication is organized in four (4) sections.

- Section I presents the historical background of the CSI-SAT, its conceptual framework and the research methodology adopted.
- Section II paints the characteristics of Togolese civil society with specific emphasis on the country's major historical events and references. It presents the process through which the map of Togolese civil society was elaborated and pinpoints the social forces in the country and the nature of their interrelations.
- Section III analyses Togolese civil society on the basis of the following four dimensions: Structure, Environment, Values, and Impact. For each dimension, the analysis was broken down into subdimensions. In turn, the subdimensions were divided into indicators.
- Section IV offers a conclusive analysis of the findings and provides an overall interpretation of the general status of civil society in Togo.

I. CIVIL SOCIETY INDEX - SHORTENED ASSESSMENT TOOL APPROACH

1. PROJECT BACKGROUND

The idea of a Civil Society Index originated in 1997, when the international non-governmental organisation CIVICUS: World Alliance for Citizen Participation published the *New Civic Atlas* containing profiles of civil society in 60 countries around the world (CIVICUS 1997). To improve the comparability and quality of the information contained in the *New Civic Atlas*, CIVICUS decided to embark on the development of a comprehensive assessment tool for civil society, the Civil Society Index (Heinrich 2004; Holloway 2001). In 1999, Helmut Anheier, the then director of the Centre for Civil Society at the London School of Economics, played a significant role in the creation of the CSI concept (Anheier 2004). The concept was tested in fourteen countries during a pilot phase, which lasted from 2000 to 2002. Upon completion of the pilot phase, the project approach was thoroughly evaluated and refined. In its current implementation phase (2003-2005), CIVICUS and its country partners are implementing the project in more than 50 countries (see Table I.1).

Table I.1: Participating countries to the implementation of the CS Index (2003-2005)¹

1. Argentina	20. Ghana	38. Palestine
2. Armenia	21. Greece	39. Poland
3. Azerbaijan	22. Guatemala	40. Romania
4. Bolivia	23. Honduras	41. Russia
5. Bulgaria	24. Hong Kong (VR China)	42. Scotland
6. Burkina Faso	25. Indonesia	43. Serbia
7. Chile	26. Italy	44. Sierra Leone
8. China	27. Jamaica	45. Slovenia
9. Costa Rica	28. Lebanon	46. South Korea
10. Croatia	29. Macedonia	47. Taiwan
11. Cyprus	30. Mauritius	48. Togo
12. Czech Republic	31. Mongolia	49. Turkey
13. East Timor	32. Montenegro	50. Uganda
14. Ecuador	33. Nepal	51. Ukraine
15. Egypt	34. Netherlands	52. Uruguay
16. Fiji	35. Nigeria	53. Vietnam
17. The Gambia	36. Northern Ireland	54. Wales
18. Georgia	37. Orissa (India)	
19. Germany		

In July 2005 FONGTO applied to CIVICUS for the implementation of the CSI-SAT in Togo and was accepted. Due chiefly to time constraints, the shortened assessment tool was applied in Togo, with the objective of implementing also primary research in the next project phase. The objective was to conduct an exhaustive secondary data review coupled with key stakeholders' indications on the state of civil society in order to derive recommendations for concrete actions. A further element of interest for FONGTO was the potential comparison with neighbouring countries as the CSI is also being implemented in Ghana and Burkina Faso.

The CSI-SAT was thus implemented in Togo by the Federation of NGOs (FONGTO), with the financial support of Plan Togo, from July 2005 to January 2006.

2. PROJECT APPROACH AND METHODOLOGY

The CSI uses a comprehensive project implementation approach and a structured framework to collect data on the state of civil society on the national level. At the core of the project approach is a broad and encompassing definition of civil society, which informs the overall project implementation process. To assess the state of civil society in a given country, the CSI examines four key dimensions of civil society, namely its structure, external environment, values and impact on society at large. Each of these four dimensions is composed of a set of subdimensions, which again are made up of a set of individual indicators. These indicators form the basis for the CSI data collection process. The indicators also inform the assessment exercise undertaken by a Stakeholder Assessment Group (SAG). The CSI project approach, conceptual framework and research and assessment methodology are described in detail in the remainder of this section.²

2.1. Conceptual framework

How to define civil society? At the heart of the CSI's conceptual framework is obviously the concept of civil society. CIVICUS defines civil society as the space between the family, state and the market, where people come together to pursue their interests (Heinrich 2004). In this respect, and different from most other civil society concepts, the CSI has two interesting features. First, it aims to go beyond the usual focus on formal and institutionalised CSOs, and takes account of informal coalitions and groups. Second, while civil society is sometimes perceived as a sphere in which positive activities and values reign, CIVICUS seeks to also include negative manifestations of civil society in the assessment. The concept therefore covers not only charitable associations or environmental organisations, but also groups such as skinheads and aggressive sports fans. The CSI-SAT assesses the extent to which CSOs support democracy and tolerance, and also the extent to which they themselves are intolerant or even violent.

How to conceptualise the state of civil society? To assess the state of civil society, the CSI examines civil society along four main dimensions:

- The **structure** of civil society (e.g. number of members, extent of giving and volunteering, number and features of umbrella organisations and civil society infrastructure, human and financial resources);
- The external **environment** in which civil society exists and functions (e.g. legislative, political, cultural and economic context, the relationship between civil society and the state, as well as the private sector);
- The **values** practiced and promoted within the civil society arena (e.g. democracy, tolerance or protection of the environment); and
- The **impact** of activities pursued by civil society actors (e.g. public policy impact, empowerment of people, meeting societal needs).

Each of these main dimensions is divided into a set of subdimensions that contain a total of 74 indicators.³ These indicators are at the heart of the CSI and form the basis of the data presented in this report. The indicator—subdimension—dimension framework underpins the

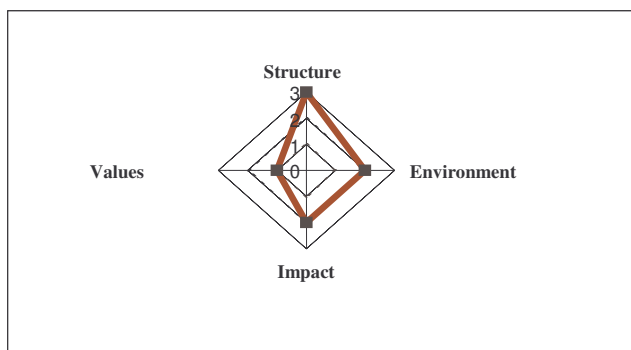
² For a detailed description of the CSI approach, see Heinrich (2004).

³ See Appendix 2, List of indicators and technical notes.

entire process of data collection, the writing of the research report and the SAG's assessment of Togolese civil society. It is also used to structure the primary component of this publication.

To visually present the scores of the four main dimensions, the CSI-SAT makes use of the Civil Society Diamond tool (see figure I.2.1 for an example).⁴ The Civil Society Diamond graph, with its four extremities, visually summarises the strengths and weaknesses of civil society.

The diagram is the result of the individual indicator scores aggregated into subdimension and then dimension scores. As it captures the essence of the state of civil society across its key dimensions, the Civil Society Diamond provides a useful starting point for interpretations and discussions about what civil society looks like in a given country. Since the Diamond does not aggregate the dimension scores into a single score, it cannot, and should not, be used to rank countries according to their scores on the four dimensions. Such an approach was deemed inappropriate for a civil society assessment, with so many multi-faceted dimensions, contributing factors and actors. The Diamond also depicts civil society at a certain point in time and therefore lacks a dynamic perspective. However, if applied iteratively, it can be used to chart the development of civil society over time, and compare the state of civil societies across countries (Anheier 2004).



What is unique about the CSI-SAT? As stated above, the CSI-SAT is a substantially shorter version of the full CSI, as it uses a less participatory and less comprehensive approach to collecting the information on the state of civil society in a particular country. Different from the full CSI, the CSI-SAT relies on existing data only and does not include the consultative and action-planning stages of the full CSI. However, its conceptual framework and breadth of indicators is the same as in the full CSI.

2.2. Project Methodology

The current section describes the methods adopted to collect and process the data used by the Civil Society Index project.

Data Collection: Prior to the data collection, members of the National Index Team (NIT) were introduced to the background of the project, its research framework and methodology, and the meaning of each individual indicator. An important documentation on information and data relative to retained indicators was put together. The collected information and data were processed and merged into a user-friendly database made accessible to everyone.

⁴ The Civil Society Diamond was developed for CIVICUS by Helmut Anheier (see Anheier 2004).

It is worth mentioning that the NIT did face some difficulties that, luckily, did not impact on its reliability in terms of research. For example, some State administration technical departments and CSOs were reluctant to provide data to the project, fearing they may be used for unknown purposes. The letters and explanation efforts from the project team did not help much. For most agents in charge of data in these institutions, an official authorisation from their superiors was required before they consented in providing the data. Such behaviour signals the existence of strained relations between members of the development community and the State.

A very limited number of studies conducted by members of the development community on societal facts in Togo are available. The last population census was conducted in 1981 and the statistics obtained are extrapolated ones. The NIT had to make estimations based on information drawn from other national and international population studies on Togo. Up to now, no other study on civil society in Togo has been published.

Data Scoring: The various data sources are collated and synthesized by the CSI project team in a first draft country report, which is structured along the CSI indicators, subdimensions and dimensions. This report presents the basis for the indicator scoring exercise. In this exercise, each score is rated on a scale of 0 to 3, with 0 being the lowest assessment possible and 3 the most positive. The scoring of each indicator is based on a short description of the indicator and a mostly qualitatively defined scale of scores from 0 to 3.⁵ The scoring exercise is modelled along a “citizen jury” approach (Jefferson Centre 2002), in which citizens come together to deliberate and make a decision on a public issue, based on presented facts. The SAG’s role is to give a score (similar to passing a judgement) on each indicator based on the evidence (or data) presented by the National Index Team (NIT) in the form of the draft country report. The evidence was presented in the form of a “pre-scoring report” on civil society in Togo.

The scoring process was conducted in Togo as follows:

First, members of the SAG received the (pre-scoring) report prior to the meeting. Once the scoring procedure was commonly adopted at the meeting, the SAG members were divided into four teams. Each team was assigned to process one of the dimensions. Members of each team discussed and agreed upon the scores to be awarded to each indicator. Divergences among team members were reported at the general session. The divergences mostly occurred within members of the teams that processed the “Environment” and “Value” dimensions. During the general session, each team reported the scores attributed and the divergences were discussed and resolved. Differences existed when large gaps (of at least 2 points) existed between the scores of individual members of the same team. On that basis, 14 indicators were re-discussed and re-scored during the general session.

Using the scores of individual indicators, members of the SAG computed the results for each subdimension, and then each dimension. The Diamond of civil society in Togo was then drawn on the basis of the individual scores awarded to the four dimensions.

Members of the SAG interpreted the Diamond of civil society in Togo as suggesting that CSOs should look into improving their Environment of existence. They should enhance their

⁵ See Appendix 2, List of indicators and technical notes.

abilities to work together within a consultative structure in order to promote universal (Values), the basis for any social change (Impact).

The SAT implementation in Togo above all sought to stimulate discussion and reflection on civil society, which is a rather nascent topic in this context. Key stakeholders such as the SAG were mined for information due to a need for much secondary data. In several instances, the opinions and personal knowledge of the SAG members were used to complete the scant information available. The implementation of a full CSI, including its diverse primary data gathering and convening activities, is planned for a next phase of the project in order to fill inevitable data gaps.

2.3. Linking research to action

According to the Russian playwright Anton Chekhov (1860- 1904), « Knowledge has no value if it is not applied. » The main objective of the current study is to help strengthen the capacities of members of civil society in Togo.

The Civil Society Index is not only limited to the production of information, it also looks to develop the knowledge of civil society and link it to the reflection and actions of its members. To secure such links, the index uses methods and principles of participative action-research (See Freire 1974; Fals-Borda 1991; Chambers 1997; Knight/Chigudu et al. 2002: 33-36)

Four considerations are to be mentioned:

First consideration: The CSI was completed by and for civil society with the ultimate goal of strengthening the capacity of CSOs. Not only does it provide information, but it also promotes social change.

Second consideration: the CSI called on the participation of the beneficiaries and members. In this particular case, it involved promoters at all levels. However, since participation depended on the life cycle of the project, specific groups of acting members were involved at specific stages.

Table I.2: Participation in the CSI project life cycle

Stage	Type of participation	Responsible acting members	Engaged acting members
Conception	Consultation	CIVICUS	Pilot phase partners, experts
Adapting to the national level	Consultation Decision making	National Index Team (NIT)	Stakeholder Assessment Group (SAG)
Research	Input Consultation	Specialists in participative research	Regional actors, experts, citizens in the community
Data processing (Scoring)	Decision making	SAG	NIT

Third consideration: this consideration is linked to the second one. The participative process guarantees the desired types of actions and as a consequence promoters plan the appropriate policy, based on the combination of collected empirical data and a normative evaluation.

Fourth consideration: the implication of researchers and actors/users throughout the project helped break down barriers and facilitate the development of mutual relations.

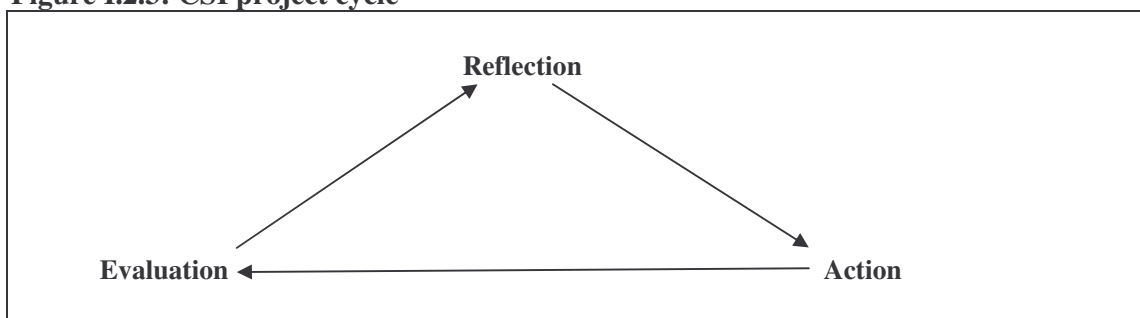
Thus, the CSI creates the framework based on principles and techniques developed through participative research. It also uses social research methods such as surveys and desk reviews. In the case of the shortened index, no classical survey has ever been conducted.

A national workshop on the relation « Knowledge-action » was organised by the Index and was attended by different actors of civil society including many of those involved in the research process (for example, members of the SAG, the regional consultation participants or key informants in cases of specific research questions or topics.)

The national workshop aimed at two objectives: first, to engage the participants in a critical discussion and analysis of the results derived from the CSI initiative. Thus, it would foster a common understanding of the current state of civil society and the challenges it faces. Achieving the first objective is a pre-requisite for the second one which expects participants to identify, on the basis of the research results, specific strengths and weaknesses of civil society as potential sources for its growth.

When appropriate, the national workshop may add another objective pertaining to the planning of specific actions to be completed by the participants. In this project cycle, the evaluation, reflection and actions are linked to the general participative nature, which is an essential condition for the success of the action.

Figure I.2.3: CSI project cycle



Several methods are used to reinforce the cohesion and continued existence of civil society. The one which is solely used by the CSI combines a scientific evaluation with a participative approach. It has the merit of bringing, mobilising and strengthening the commitment of different actors of civil society and its external participants.

Consequently, CIVICUS believes that knowledge has less value when not applied. At the same time, knowledge is essential for taking on significant actions.

II. CIVIL SOCIETY IN TOGO

1. HISTORICAL OVERVIEW OF CIVIL SOCIETY IN TOGO

Figure II. 1: Country information

<p>Country: Togo Country size (square Km): 56,785 Population (millions 2004): 6.0 Population density: 90 hbts/km2 Population under 15 years: 43.7% Urban population: 35.2% Seats in parliament held by women (2005): 6.2% Language Groups: French (official), Ewe and Mina in South, Kabiyè, Tem and Moba in North Ethnic Groups: More than 40 native African, largest and most important are Adja/Ewe, Kabiyè/Tem and Paragourma Religious Groups: Traditional beliefs 51%, Christian 29%, Muslim 20% HDI Score & Ranking (2003): 0.512 (143) GDP per capita (US \$ 2003): \$1,696 Population living with less than US\$ 2 a day: 72.2%</p>

Despite the deep mutations that have marked the historical evolution of this tiny but strategic country, the “African solidarity” still exists in both urban and rural areas. The manner in which people handle their daily life and the way they gather to deal with important issues are good examples.

What is the essence of the solidarity among people and how do they choose their leadership? What strengthens leaders’ legitimacy and what is the extent of their constituency?

How do they gather to defend their interests when they are threatened? These are questions that arose during

the configuration of civil society.

Different types of civil society organizations (CSOs) have existed in Togo since the colonial era and after the creation of the Togolese state. Some even existed before colonisation as associations (self help) and solidarity movements. Their sole objective was to cultivate solidarity among members and promote the development of groups of individuals settled in the same area or originating from the same region.

They were, for example the « Bè Habobo » (gathering of the Bè); the « Guin Union » for the mobilisation of individuals of Guin origin, or associations of village immigrants in the cities.

The Togolese experience confirms the rule stating that civil society rallies when the general interests of the city are threatened. Thus, associations found it urgent to better organise themselves in cities as well as in rural areas in order to face the colonisers. The rallying element was solidarity, outside families, to face a boss or groups of bosses. One can mention the case of the Trade Union movements set up by the decree of August 7 1944 instituting professional Trade Unions on colonial territories, and promulgated in Togo on October 3 1944 (JOTT; No. 470).

The struggle for independence in Togo has contributed to elucidate these organised groups known as nationalist forces supporting the political class.

Historically, these social forces existed under the three subsequent European dominations to which the country was subjected. They were the German protectorate, the British administration and the French supervision. Togolese reactions to colonial domination have been very significant. Of the three, many regret the German domination compared to an acceptance of the British domination period and a resentment of the French domination. This

resentment of the French domination period explains why the national struggle for independence was significant in the '50s.

In 1946, the United Nations agreed that Togo would be placed under French supervision as part of its other colonies.

Throughout the 1950s, civil society spearheaded the strong rejection of the French domination in Togo. For instance, groups of women crossed the border day and night to send letters to the United Nations (UN) in order to alert world opinion. Four subsequent UN field missions concluded that the referendum organised by the French did not reflect popular opinion. The UN requested from France the organisation of another referendum on April 27 1956 under the supervision of UN forces. Very determined, the social forces won the referendum for the independence of the country in 1960.

In their document « Conference Report on the Civil Society in Togo: Definition of the Concept and Review » Professors N'buéké Adovi GOEH AKUE and B. COULIBALY assert the following:

“Trade Unions’ actions were very critical in the struggle of Togo towards independence. The general strike decreed on December 27, 28, and 29 1957 requesting the dissolving of the then Territorial Assembly and the organisation of new transparent consultations under UN supervision, was especially decisive. The result of this action was the event of April 27, 1958 announcing the choice of Independence by the Togolese. The Secretary General of Trade Unionists was to be a nominated member of the first government as the Minister of Labour”

Religious institutions such as catholic and evangelical churches were in charge of the religious education and social promotion (education, health, and associative life) of the population.

Subsequent to independence, the leaders felt the need to maintain national cohesion through a political manifestation strategy in order to reinforce patriotic culture. To achieve that objective, all the social forces of the country were rallied under a one party state in the 3rd Republic from 1967 to 1991. Women’s associations, the Youth and some corporate organisations were organized as wings of the state party (RPT) and extended to neighbourhood cells in the whole country, including remote areas.

In an effort to promote national solidarity, one could not expect a better structure than the one created under the state party. However, when questioned today, Togolese agree mostly on the fact that the gigantic effort of cohesion and national unity failed to achieve its objectives. On the contrary, clan and ethnic clashes arise at every presidential election.

According to political scientists, Togo also felt the need to adhere to democratic principles from 1990 onwards, subsequent to the events in Eastern Europe. It was the need for a new orientation in the structuring of its civil society.

The democratic openness facilitated the setting up of several associations, some of which were created for the sole purpose of participating in the National Conference for the Reconciliation of Togolese.

Following the National Conference, several of these associations mutated into political parties, organisations for the defence of marginalised populations or simply into organisations for the defence of human rights. They did it without any prior preparation with regard to their identities, visions and missions.

The first NGOs were either representations of international NGOs or created by members of the elite, former servants of religious organisations or Public Administration social departments. Among others, one can mention CATHWELL, the Togolese Red Cross (Croix Rouge Togolaise), ATBEF, CARITAS, SOTOPRODER, EPT and OIC.

The advent of political pluralism gave the population an opportunity to organise itself into associations in order to participate in political debates. Thus, the majority of the existing associations mutated into local NGOs. Facing this evolution, dynamic press groups and journalist associations also emerged.

Two texts underpin the legal framework surrounding associations and NGOs in Togo:

1. The 1901 law on associations in general and extended to NGOs
2. The 92-130 decree of May 27, 1992 setting the conditions for cooperation among governments and NGOs.

2. THE CONCEPT OF CIVIL SOCIETY IN TOGO

Since the '90s, especially with the advent of democracy, the concept of civil society has gained interest, though the forces it addresses such as trade unions, women's associations, youth and intellectuals have existed since the founding of the State. These forces also played a crucial role in the country's struggle for independence.

As a matter of fact, the CSOs are related to associations under the French law of 1901.

In Togo, any initiative to create a CSO first takes the form of an association and is established under the contract for associations set by the law no. 40-484 of July 1, 1901. This French law was modified by the laws-decrees of October 23, 1935 and April 12, 1939. Thereafter, it was declared by Decree 46.432 of March 13, 1946 applicable to Togo under its 1st and 2nd titles.

Every association is first accredited by the Ministry of Home Affairs and Security. Then, the Ministry of Territorial Management and Development evaluates the specifications of the NGO. It is worth mentioning that the specifications of an NGO confer on it some benefits such as the exoneration from the payment of certain taxes.

The concept of civil society has gained interest since development actors realized that most poverty related problems are generated from inappropriate political decisions on citizens' lives. Thus arises the need to identify antagonist representative forces of the population to limit the shortcomings.

There is no unanimously accepted definition for civil society amongst the Togolese as yet. Each actor working within an association for the defence of common interests or particularly those from marginalised groups (poor, disadvantaged or excluded) interpret the concept differently.

The defence of common interests or the protection of marginalised social forces' interests seems to be the principal self-assigned role of Togolese CSOs. But unfortunately there is no organised structure of CSOs to undertake common and concerted actions.

On the other hand, because representatives of the interests of grassroots communities are mostly intellectuals residing in cities, CSOs exhibit elitist and refined behaviour. Despite the fact that the 1901 law allows CSOs to become active once they have applied for official accreditation, only the well structured ones “with official (legal) documentation” are acknowledged by the government.

3. MAPPING TOGOLESE CIVIL SOCIETY

For the purpose of the analysis of civil society in Togo, SAG members adopted a methodology based on the Active Participation Research Method (APRM.)

What are the characteristics of Togolese civil society? What types of relations does it entertain with other key actors of global society?

Answers to these two questions were obtained through a representation process of civil society as a group of social forces in comparison with the State and the private sector. This process was carried out through an analytical exercise by the SAG members.

On that basis, a list of the different types of civil society organisations in Togo has been elaborated to include:

1. **Religious organisations**
2. **Trade unions**
3. **Pleading CSOs** (e.g., civic actions, social justice, peace, human rights, consumer groups)
4. **Service organisations** (e.g., CSO community development, literacy, social and health services)
5. **Organisations active in the areas of education, training and research** (e.g. groups of experts, resource centres, non-profit schools, public education organisations)
6. **Independent media (private and community media)**
7. **Women's associations**
8. **Student and Youth associations**
9. **Associations of socio-economically marginalised groups** (e.g., the poor, the homeless, the landless, immigrants and refugees)
10. **Associations of social and health services** (e.g., charitable organisations raising funds for research/health services, associations for the handicapped)
11. **Professional and Business associations** (e.g., chambers of commerce, professional associations)
12. **Community organisations** (e.g., village associations, neighbourhood committees, community development organisations)
13. **Community groups/associations** (e.g., funeral societies, self help groups, parents' associations)
14. **Environmental organisations**
15. **Arts and culture organisations**
16. **Amusement and social organisations and sports clubs**
17. **Foundations and fundraising organisations**

18. Support network/federation/organisation

19. Social movements (e.g., people without land, movement for peace)

Two maps have been drawn in collaboration with members of the SAG through a participative process. The first is the map of the society considered globally and the second representing civil society exclusively. The information on the basis of which the first map was drawn was disaggregated up to the base level.

Besides the three groups of key traditional activists, the SAG also identified development partners that constitute a fourth force as an important participant in the country's development process. Togolese society is composed of four main sectors, ranked here relative to the evolution of the actors: the State, the Private Sector, Civil Society and the development partners.

In Togo, the army and the security forces constitute the dominant social force as they control the regime in place.

The adage which says that in order to be protected against life uncertainties there should be a highly ranked soldier, a pastor or a medical doctor within one's family, illustrates exactly the importance given to these professions in the country.

The culture and social choices of Togolese reflect an image of people searching constantly to protect themselves. In the same line, members of the SAG identified a total of twenty one different forces considered important. After the army and the security forces come, respectively, religious organisations, employers' organisations which represent the private sector, liberal professions such as the judiciary corps, medical doctors' corps, trade unions, political parties and development organisations. A total of twenty one forces have been identified.

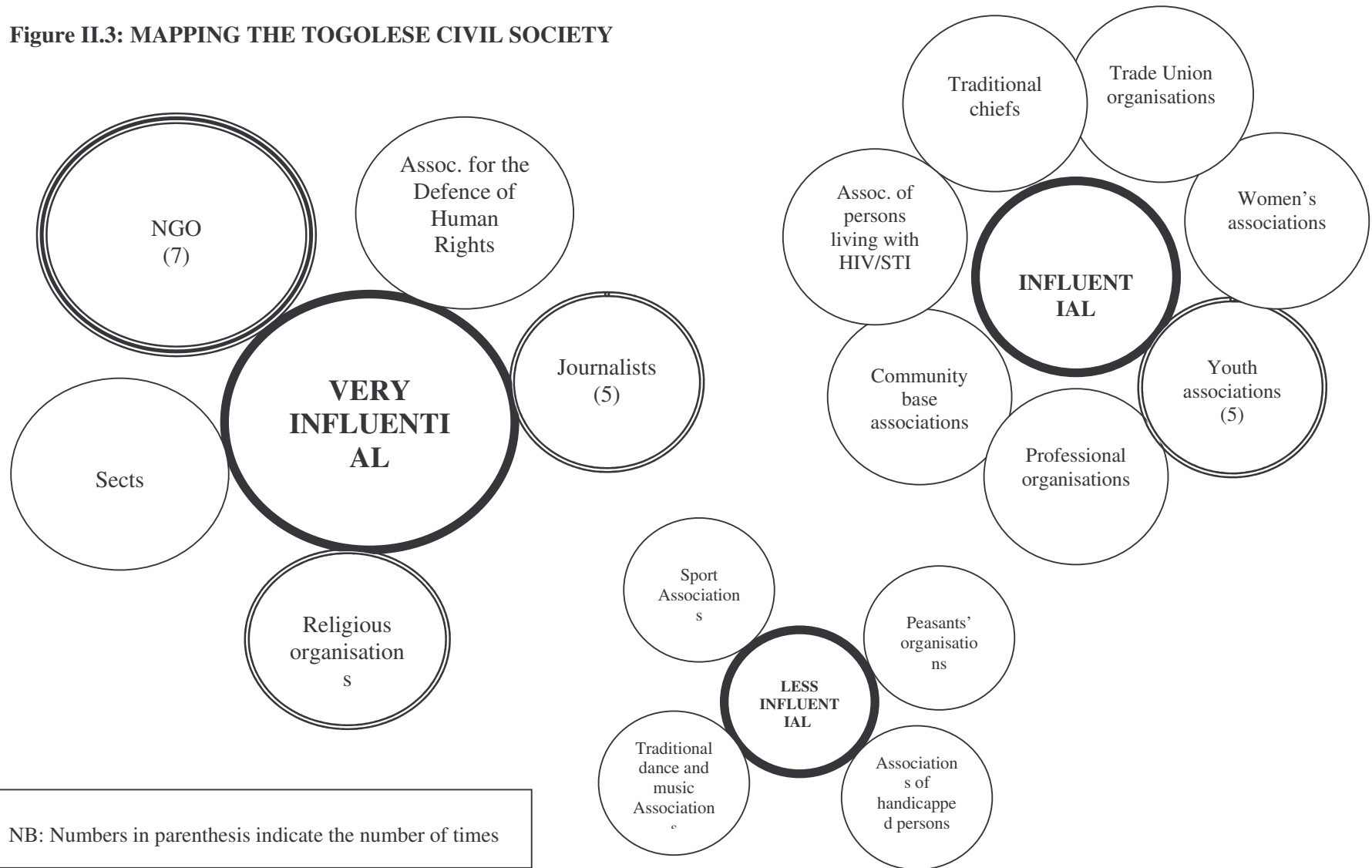
The map of the society considered globally (Figure II.2) reflects the following:

- The Togolese State, in its sovereign role, relies on social forces such as the army and the security forces, the State party and its ramifications, a number of supporting political parties, the judiciary corps, and the traditional chieftaincy to run the country. It maintains tight relations with some private sector enterprises led by the Employers Association.
- It seems like the private sector comes second to the State. According to members of the SAG, the importance of the private sector hinges on the fact that it supports the State financially through tax payments and provides jobs to the youth, although the professional market in the Free Zone remains unstable. It should also be mentioned that the State recruits very rarely.
- Even though they are not all local structures, development partners are considered to be the third social force of the country. They constitute a pressure group as financial donors and economic and socio-political decision entities.

Figure II.2: MAPPING THE TOGOLESE SOCIETY



Figure II.3: MAPPING THE TOGOLESE CIVIL SOCIETY



Based on Figure II.3, CSOs are represented by various NGOs and associations for development, women's associations, youth associations, disabled people's associations, organisations for the Defence of Human Rights led by the Togolese League for the Defence of Human Rights (LTDHT), religious organisations, Trade Union organisations and the private media.

Religious organisations have always played a leading role in the training, education and preparation of citizens for ethical and spiritual life. They are the ones that created schools and undertook community development actions for the evolution of the country.

In Togo, Trade Union organisations are particular in considering themselves as social forces and not part of civil society. Although some of them are considered to be satellites of the State working against the others, their role in defending workers' interests is noticeable. This is also true for the other actors in civil society.

Independent journalism emerged with the democratic upsurge and quickly gained momentum to become a key force in the country. It provides citizens with an alternative source of information and thus the prospect of comparing and analysing information in order to retain what is essential. One can then form one's own opinion and position oneself.

Sects too carry a non negligible weight in the society. Because they excel in good and wrong doings, the population consider them as necessary evils.

Because they share the same objectives, these diverse organisations entertain close relationships with each other but are facing enormous difficulties in generating a working synergy for common actions in favour of the "no voice" and the Togolese general interest.

Relations among identified key actors of the Togolese society and within civil society are not always good. They are tainted with a hegemony characterised by the dictate of the strongest. Each actor fights for the largest share of the funding without any consideration for the real needs of the population and its deepest aspirations. Thus it becomes important to know who really represents the interests of the population.

III ANALYSIS OF CIVIL SOCIETY

This section analyses the information and data collected during the implementation of the project. The analysis focuses on individual indicators, dimensions and subdimensions. Each indicator appraises what is considered “a specific and important aspect of the state of civil society”. Given the extent of the issues addressed in the project, we were forced to deepen the analysis of some indicators and not others.

Following the CSI dimensions (Structure, Environment, Values and Impact), Part III is organised in four sections. Each section is illustrated with a figure based on the Score of each subdimension. The Scores vary from 0 to 3. First, a general comment on each dimension’s figure is presented, followed by comments on tables containing subdimensions and corresponding measures.

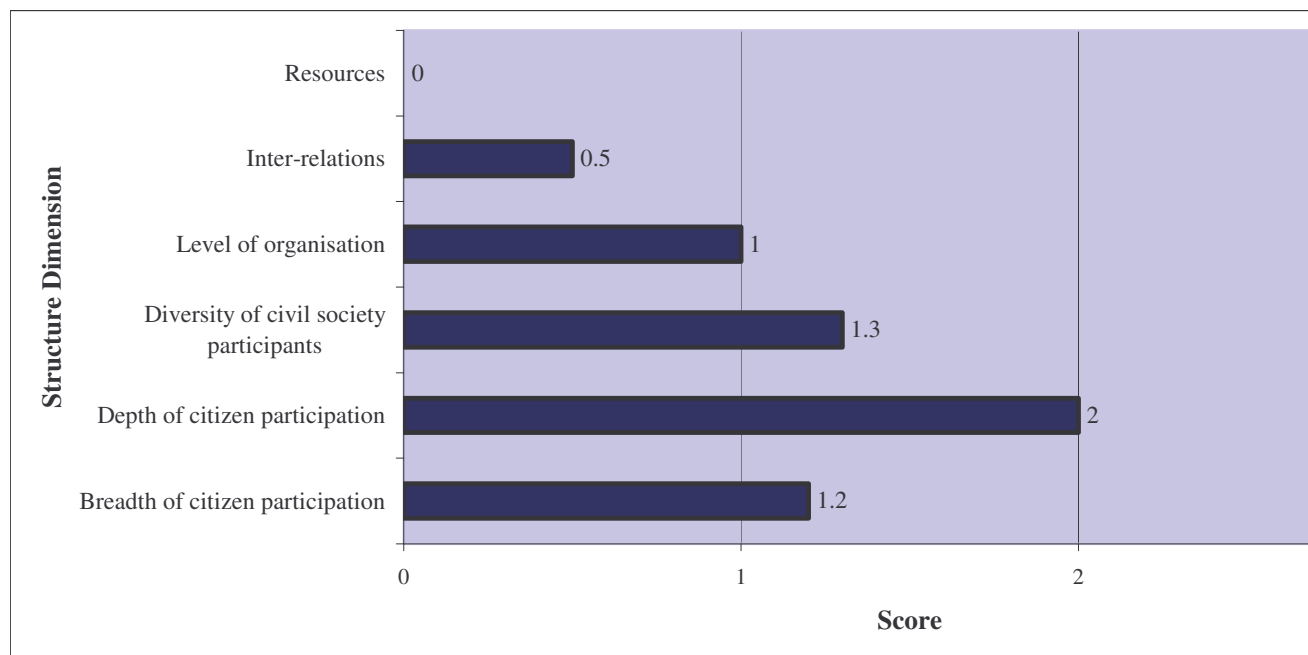
1. STRUCTURE

The notion of a civil society’s structure (size, composition, form and outline) was extensively explained in the literature (Salamon 1999, Welzel 1999, Bratton 1994: 2). This dimension includes actors within the dynamic space of civil society, the main characteristics and their inter-relations.

This section gives a general glimpse of the structure of Togolese Civil Society and analyses its main components. The 6 identified components are evaluated on the basis of their size, strength and dynamism with respect to human, organisational and economic aspects.

The Score 1.0 obtained by the dimension ‘structure’ on a scale of 0 to 3, indicates a weak organisational level.

The figure below presents the Scores assigned to the six subdimensions of the ‘structure’ dimension. These subdimensions are related to the degree or intensity of citizen participation, the depth of citizen participation, and the diversity of civil society, its level of organisation, its inter-relations and resources.

FIGURE III.1.1: Subdimension scores in “Structure” dimension

1.1 The breadth of citizen participation

This indicator measures the level of various forms of Togolese civil society. For the purpose of the analysis, a total number of five (5) sub-indicators listed in Table III.1.1 were identified.

TABLE III.1.1: Indicators assessing the breadth of citizen participation

Ref. #	Indicators	Score
1.1.1	Non-partisan political action	1
1.1.2	Charitable giving	1
1.1.3	CSO membership	1
1.1.4	Volunteer work	1
1.1.5	Community action	2

1.1.1. Non-partisan political action. This indicator assesses the percentage of the population taking part in non partisan political actions such as writing to a journal, joining a march or signing a petition in order to manifest a disagreement with an event, a political or administrative decision considered unacceptable by the society in general.

The Togolese civilians rarely conduct these types of actions, although some very timid actions have been observed (although they had no impact on government’s decisions).

In the daily newspaper Togo Presse (on 11/08/2005, page 5), Felix SEKOU reported that women corn traders protested to the “Food Security Observatory in Togo” (OSAT) and the Ministry of Trade against soldiers’ insurgencies in the markets to seize stocks of corn in order to impose a selling price.

In the same paper (on 25/07/2005, page 9), Alexandre GOLI reported that a delegation of UGSL and women dealing in the trade of cloth were involved in a demonstration to request the improvement of Togo civil servants’ standard of living.

Gasoline prices doubled between 2004 and 2005 without any demonstrations or protests by the population except some talking here and there. Nevertheless, a couple of taxi-moto riders (hundreds), known locally as “zemidjans”, demonstrated against the increase in the gasoline price.

It is also worth reporting the recommendations of the National Social Forum (March 13-17, 2006) requesting a reduction in gasoline prices, a readjustment of the salary index, an increase in working hours and fixing the retirement age at 60. Because of the weak organisational structure of Togolese civil society, all these actions were limited to Lome, the capital city.

After over 40 years spent under the same regime and a one party system, Togolese citizens have not acquired the habit of undertaking non partisan political actions; even if there has been a succession of timid non partisan actions since the death of President Eyadéma.

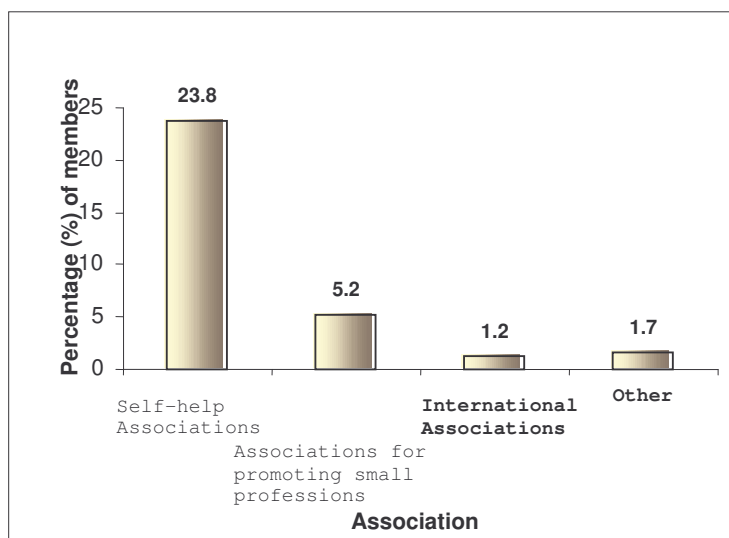
The indicator considered here was attributed the Score 1 which, on the basis of the scoring matrix, illustrates the fact that only a minority of the members of civil society (Table III.1) participate or join non partisan political actions.

1.1.2. Charitable Giving. To this day it is difficult to obtain statistics on people who are regularly involved in charity work. The main reason is the non-existence of a list or database of charity givers. The difficulty of gaining access to religious organisations’ accounting books made it even harder to evaluate the income of those who engage in charitable actions in Togo. Most gifts are usually offered in chapels and mosques and their givers remain unknown. As one Togolese Muslim Leader puts it, “*When the right hand gives, the left hand shouldn’t know*”.

It is a common behaviour of these structures not to divulge information on the value (amount, size, etc.) of the gifts or the names of the donors. Though the Charity Organisation for an Integral Development (COID) possesses some data, it does not divulge the data. According to Togo Presse of May 20th 2002, the religious population accounts for 60% of the total population. It emerged from discussions on the grading of indicators that 25% of the religious population offers charity regularly. Thus, there is an urgent need to study the phenomenon in the near future in order to collect accurate data.

Despite this, it was considered by most of the stakeholders consulted, including the SAG, that just a minority of civil society members (table III.1.1) donates in the framework of charity campaigns on a regular basis.

1.1.3. CSO Membership. According to a survey on the informal sector conducted by the Office of Statistics and National Accounting (DGSCN), over 39% of the population belonged to a CSO in 2002. The same tendency was first spotted two years earlier in a study on Family Migration and Urbanisation in Togo conducted by the Demographic Research Unit (URD). According to that study, 42% of the population belonged to a CSO. Given the explosion of associations and NGOs, an important proportion of the population became members of at least one CSO. These are, for example, Parents Associations, Village Development Committees and other grassroots organisations. Further research needs to be conducted to assess this indicator more in depth.

Figure III.1.2: Membership in different types of CSO

1.1.4 Volunteer work. Volunteerism, which is generally defined as the act of assisting a neighbour or a member of the community without remuneration, is not much practiced in Togo. Barely 30% of the population practices it (28.6%, EFAMTO; 2000). It is rather mutual-help (self-help) that is mostly practiced. For example, helping a neighbour to build or restore his/her house is considered as mutual help since the one helping may also be helped in the future. Of note is that this practice is more common in rural areas than in urban areas.

We need to signal that a formalisation of the practice of volunteerism is underway thanks to the PROVONAT project. According to the UNDP Representation in Togo, an in-depth analysis of the Togolese context has revealed two obstructing factors to the implementation of a national volunteer programme. These are the lack of a harmonised concept of a national volunteer and the related general norms (Report on the Promotion of National Volunteerism in Togo; PROVONAT)

Only a minority of the population engages in community collective activities as volunteers.

1.1.5 Collective community actions. In Togo, collective community actions are a tradition in villages and grassroots communities. This tradition still lives on today as communities collectively take a day off from farm work which they use for the cleaning of cemeteries and other public places.

Farmers organise themselves to cultivate community farms collectively and they utilise the income generated to finance the development activities of the area.

According to Togo Presse (07/11/2005), close to 33% of the population takes part in collective actions. The percentage of members of civil society that practice it is higher. Several examples confirm this fact. Youth associations like “Bonne Semence” bring together their members from time to time to clean up certain neighbourhoods of Lome.

When organised simultaneously in all the neighbourhoods of the city, these collective cleaning operations are called “Operation Clean Lome City” and, when generalised to the whole

country, they become “Operation Clean Togo”. During these operations, communities clean streets, sewers and other public places. These operations are generally done once a month or before big events or celebrations.

Following the classification described in the index matrix, the indicator received the Score 2 which illustrates the fact that a significant proportion of the population (Table III.1.1) participates in collective community actions to solve community problems.

1.2 Depth of Citizen Participation in civil society

This subdimension underscores the depth of the various forms of citizen participation in Togo’s civil society. It also assesses the frequency and extent of Togolese commitment to civil society activities.

TABLE III.1.2: Indicators assessing depth of citizen participation

Ref. #	Indicators	Score
1.2.1	Charitable Giving	-
1.2.2	Volunteering	-
1.2.3	CSO membership	2

1.2.1 Charitable giving. This indicator highlights the percentage of people who practice charity frequently or once a year on average. The existing data was insufficient to score this indicator.

1.2.2 Volunteering. This indicator evaluates the average number of hours volunteers spend on volunteer work per month. The existing data was insufficient to score this indicator.

1.2.3 Multiple CSO membership. The results of a survey of the informal sector in Lome and its environments, conducted by the General Division of National Accounting and Statistics, revealed that over 39% of the population living in Lome belong to a civil society organisation. Of these, 26.3% belong to more than one CSO.

The Score 2 attributed to the indicator reveals that few members of civil society organisations are members of more than one CSO.

1.3. Diversity of Civil Service participation

This section deals with the representation of the civil society arena and also analyses the representation of certain social groups in the actions of civil society.

TABLE III.1.3: Indicators assessing the diversity of civil society participation

Ref. #	Indicators	Score
1.3.1	Representation of social groups among CSO members	2
1.3.2	Representation of social groups among CSO leadership	1
1.3.3	Distribution of CSOs around the country	1

1.3.1 Representation of social groups among CSO members. The important social groups (women, youth, handicapped) are underrepresented in CSOs. In Togo, development partners are turning their attention towards several associations of handicapped persons and

women's groups (Group of Observation on Women and Democracy, GFD2). Yet, as compared to all CSOs, these social groups are a minority.

However, these social groups were formed specifically on the basis of affinities in order to defend their own interests. Consequently, we can distinguish groups of handicapped persons, women and young people, etc., which were created by their members.

The principle of co-opting some CSOs to talk and decide on behalf of the whole society without the consent of others weakens the role of certain significant voiceless social groups. For example, the regime in place co-opted two women's organisations, the Group of Observation on Women and Democracy (GFD2), and the African Network of Former Female Ministers and Parliamentarians (REFAMP), to participate in the organisation of presidential elections and the national dialogue. These CSOs are often chosen based on their relations with the leadership of the country and development partners.

The Score attributed to this indicator points out the fact that several significant social groups are under represented within the country's CSOs.

1.3.2 Leadership in CSOs. This indicator measures the extent of representation of significant social groups within the leadership of CSOs.

Within mixed CSOs, important social groups are not often represented in the leadership. The absence of women holding managerial positions may be a result of the influence of customs, common practices and family education on the development of women and young girls.

Actually, in more than six CSOs out of ten (66%), only 25% of female members are being represented on the boards of directors (ASMENE, 2005). Even at that level, they usually serve as treasurers or advisers. It is also rare for the youth to serve in leadership positions in CSOs mainly composed of adults. Finally, it is difficult for a citizen to serve as a leader in an ethnic group different from his/her own.

Moreover, CSOs are elitist (composed of the elite and intellectuals) organisations based in the capital city and maintaining regular working relations with the State Administration's technical services and development partners. They tend to speak for the whole of civil society without the consent of their counterparts. Thus, social groups such as rural actors, poor people and minorities with no access to these elitist groups are not represented and do not participate in the leadership of these CSOs.

1.3.3 Distribution of CSO around the country. This indicator informs the reader of the regional representation of CSOs within the Togolese borders.

According to a study done by the World Bank on the Evaluation of Civil Society in Togo, 63% of NGOs are based in the Maritime region, including Lome, where 53% have their headquarters. The UNDP report on NGOs Durable Human Development published in 2004 defined the regional distribution of NGOs as follows:

- Maritime Region	50%
- Plateaux Region	15%
- Central Region	12,5%
- Kara Region	12,5%
- Savannah Region	10%

Each region's population count is as follows:

- Maritime Region	2.900.000
- Plateaux Region	870.000
- Central Region	725.000
- Kara Region	696.000
- Savannah Region	609.000

Trade Union organisations are mostly present in Lome and secondary cities but not in rural areas.

Table III.1.3 reveals that CSOs are adequately represented in all areas of the country, i.e. rural and urban areas, but they are rather concentrated in urban areas. Thus, CSOs are very inequitably distributed within Togo concentrated mostly in coastal and urban areas.

1.4 The organisational level

This subdimension evaluates the density of the relationship between CSOs and their umbrella bodies in Togo and abroad. Table III.1.5 shows the levels of the indicators.

Table III.1.4: Indicators assessing the level of organisations

Ref. #	Indicators	Score
1.4.1	Existence of umbrella bodies	1
1.4.2	Effectiveness of umbrella bodies	2
1.4.3	Self-regulation within civil society *	1
1.4.4	Support infrastructure	1
1.4.5	International linkages	0

1.4.1 Existence of umbrella bodies. Almost half (46%) of the NGOs operating in Togo belong to a federation, a network or an umbrella body. For example, out of the 415 NGOs operating legally in Togo, 104 are affiliated to FONGTO, 85 to UONGTO, and the other 226 have no affiliation. (Electronic Directory of NGOs).

1.4.2 Effectiveness of CSO umbrella bodies. This indicator looks at the representation and the degree of dynamism and operating efficiency of CSOs in the framework of their own objectives.

According to the report on NGOs consultative round prepared by the French Association for Progress Volunteers (AFVP, 2002), six social actors out of ten believe that FONGTO is effective in reaching its goals. However, the majority of CSOs think that umbrella bodies should be closer to their members and assist them in their fundraising efforts.

There are professional organisations amongst CSOs such as the following umbrella bodies: RAFIA, 3ASC, SAR-AFRIQUE, SCORE-C, CAMPAGNE des HOMMES, RADI, COMPAGNON EURO, ADETOP, SOTOPRODER, APGA etc. All these associations have mastered the manual of procedures and internal regulations and are effective on the field.

1.4.3 Self-regulation within Civil Society. This indicator estimates the extent of CSOs' self regulation. Almost half (49%) of these organisations meet the self regulation conditions (49.1%; Electronic directory of NGOs operating in Togo). Besides the status and internal

regulations required for official clearance of NGOs by the State, CSOs have some internal regulation mechanisms. They usually take the shape of internal administrative manuals, accounting procedures and an internal code of conduct. However, the internal procedures and internal regulations are not always applied and respected. According to a majority (84%, Electronic Directory of NGOs operating in Togo) of people interviewed within CSOs, the respect for these texts is a problem and their rate of application is very low.

Most actors and development partners like the UNDP, the World Bank, FONGTO, and UONGTO acknowledge the urgency for an ethical and deontological code for the act of associating into an organised group in order to strengthen their credibility.

1.4.4 Support infrastructure. This indicator analyses the support infrastructure available to CSOs in Togo and their effectiveness.

The support infrastructures available to civil society in Togo are insufficient, though some like the CAFOP (UCJG centre) of Bagbé, FOPADESC and OIC of Notsé are operational and effective. Their activities encompass the training of youth in agro-pastoral activities, the professional reintegration of the youth, training for members of Trade Union organisations and the hosting of young people.

This indicator reveals the existence of very few support infrastructures for civil society in Togo.

1.4.5 International linkages. This indicator informs on the relationship between CSOs in Togo and others within the international arena. A very limited number of CSOs have international alliances (Electronic Directory).

It is worth noticing that Trade Unions, religious organisations and the media have developed partnership relations outside the country. For example, the WEST AFRICAN NETWORK FOR EDUCATION & PEACE for conflict prevention and WAO-AFRIQUE and Plan Togo against child abuse are members of networks all over the world. The first social forum organized by Trade Unions, held in December 2005, was funded by Trade Union organisations affiliated to Catholic churches in Belgium, France, etc.

The score attributed to this indicator illustrates the fact that only a small number of CSOs have international alliances, a situation that does not facilitate the emergence and promotion of civil society organisations in the country.

1.5 Interrelations within civil society

This section underscores the communication level between CSO members and analyses the flow of information among them. The two indicators used for that purpose are presented in the following table.

TABLE III.1.5: Indicators assessing the relationship within civil society

Ref. #	Indicators	Score
1.5.1	Communication between CSOs	0
1.5.2	Cooperation/building alliances	1

1.5.1 Communication between CSOs. Table III.1.6 reveals a tendency towards information retention within civil society in Togo and the lack of experience sharing. Organising retreats to enable discussions on the challenges in the field of development offers valuable exchange opportunities to actors of civil society and their development partners. Unfortunately, due to the lack of financial means, these gatherings are not organised regularly.

According to a study conducted by the World Bank: *Historical, legal, cultural and economic context of the civil society in Togo, June 2004*, the level of collaboration between local, national and international NGOs is very weak. The same pattern is observed within the actors of Togolese civil society.

1.5.2 Cooperation/building alliance. The World Bank study mentioned above reveals that CSOs do not cooperate much in order to construct ultimate alliances. The report from the NGOs Consultation Tour, published by FONGTO in 2002, reveals that 52% of those interviewed (in 135 NGOs and Associations) on this issue agreed on the existence of cooperation amongst NGOs. Another World Bank study that evaluated Togolese civil society in 2004 revealed that only 23% of those interviewed were affirmative concerning the fact that CSOs cooperate.

Whilst the World Bank study covered the whole of civil society, Font's report focused only on its members and some non-member NGOs.

In conclusion, few actors and organisations of civil society collaborate to deal with issues of common interest. Most alliances have to put up with conflicts of persons and/or conflicts of personal interests while trying to reach set goals. No strategic alliance for a common action has been set up in the last twelve months.

Nevertheless, there are other forms of collaboration among national NGOs within thematic networks. This is the case of RELUTET, a network of NGOs against child abuse, TOCASSA for the protection of the environment and against AIDS and, "Espoir Vie Togo", a network of people living with AIDS.

Other types of relationship also exist between international NGOs and national NGOs for the implementation of sector-based projects. We can mention partnerships between associations and NGOs such as Plan Togo for the defence and protection of children's rights and with CARE Togo against child abuse. The same type of alliance exists between religious organisations and their regional/international counterparts. In the process of finding a solution to the Togolese crisis, some religious organisations collectively sent a letter to political leaders and conducted prayer sessions and peace demonstrations in the country.

1.6 Resources of civil society

This subdimension estimates the financial, human, technical and infrastructural resources available to civil society as reported in the following table.

TABLE III.1.6: Indicators assessing the resources of civil society

Ref. #	Indicators	Score
1.6.1	Level of financial resources	0
1.6.2	Level of human resources	0
1.6.3	Level of technical and infrastructure resources	0

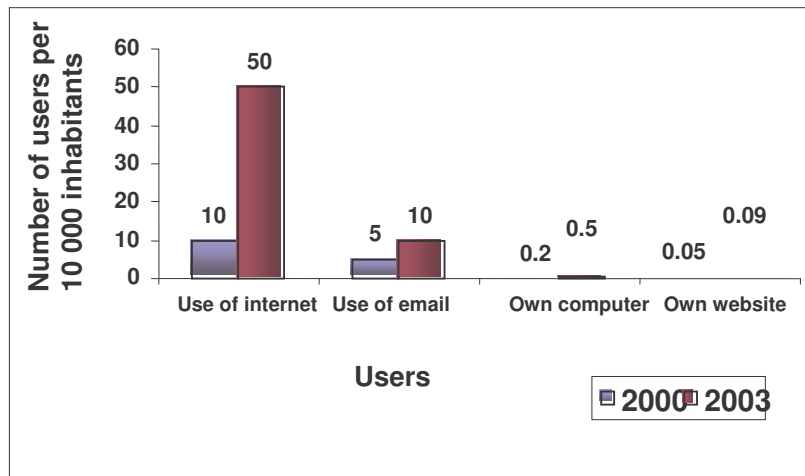
1.6.1 Level of financial resources. The Score 0 attributed to the level of financial resources indicates that they are not always available within CSOs. In fact, a World Bank evaluation study of civil society in Togo (AMOUZOU Essè, 2004) estimated that, on average, 86.3% of CSOs face serious financial difficulties. Others (13.7%), such as Plan Togo, Aide et Action, Born Fonden, SOS Village d'Enfants, etc., are representations of international NGOs and have an appropriate financial basis for these actions.

This financial deficiency can result from three factors: the lack of effective State support to the activities of most CSOs, their dependence on international funding and the interruption of cooperation between Togo and other development partners.

1.6.2 Level of human resources. As with financial resources, qualified human resources are also scarce within civil society. According to the same World Bank study, a little over four CSOs out of ten (45.9%) have inadequate human resources relative to their objectives. The majority of Association and NGO leaders created their structures without real professional experience in their specific areas of operation. As a result, CSOs lack the means of recruiting qualified personnel. Worse, the employees are seldom offered training and redeployment opportunities.

This situation illustrates their lack of financial resources in order to employ highly qualified individuals, as levels of remuneration often depend on levels of qualification. On the other hand, foreign NGOs employ very qualified and proficient individuals who are trained and redeployed according to their needs.

1.6.3 Level of technical and infrastructural resources. The level of technical and infrastructural resources is very low due to the weak financial position of CSOs. In reality, they suffer from a serious lack of technological and infrastructural resources.

FIGURE III.1.3: Availability of communication resources in Togo

Conclusion

The analysis of the “structure” dimension exposed two main traits: the diversity of civil society and the magnitude of its citizen participation.

At present, Togo is spatially divided into five regions, each having a specific economic, cultural and climatic environment. This diversity explains the differences in attitude observed within the society and also the willingness to participate in non partisan political actions.

One should however point out that CSOs are not very motivated to work together to initiate common actions for the general interest. This low motivation to collaborate is attributable to the lack of mutual trust among actors, generated by the spread of political rivalries over the different sectors. Communication is difficult when trust does not exist. Thus, it is harder for CSOs to discuss, share experiences and raise funds internally to improve their working conditions and professional skills. They rather act as competitors in seeking financial resources.

The score 1.0 attributed to the “structure” dimension portrays a weak commitment of Togolese citizens to activities of civil society. This may result from the lack of understanding of the notion and role of civil society or the lack of financial and human resources to influence the society.

2. ENVIRONMENT

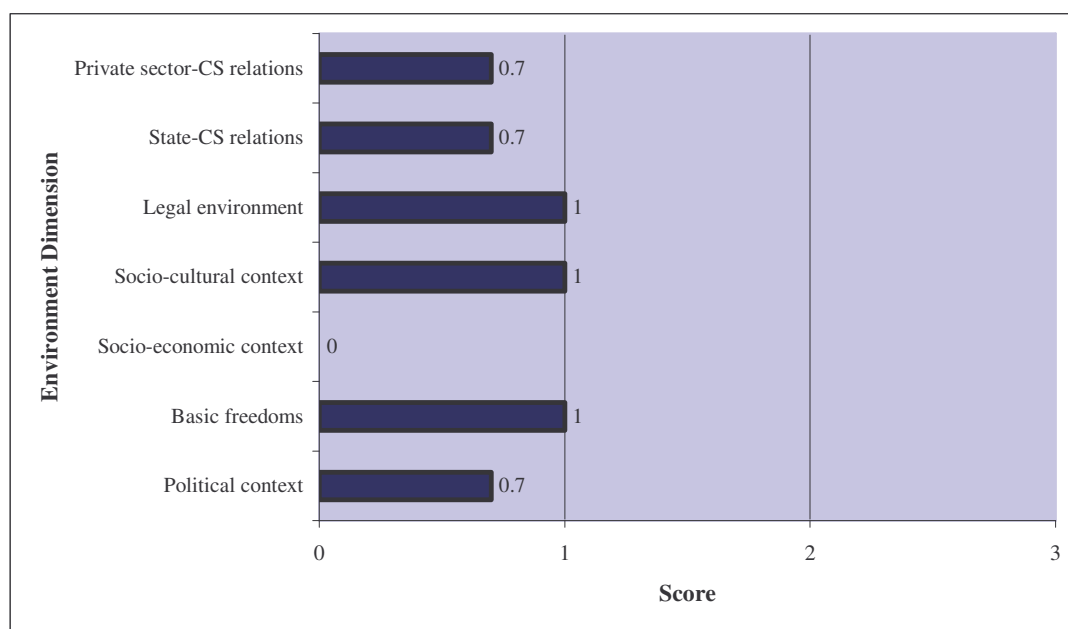
The concept beneath this dimension looks at the existing legal environment (Salamon/Toepler 2000) and identifies a variety of other factors influencing civil society. It also addresses a wide range of different theoretical approaches on contributing factors to the (political, institutional, social, cultural and economic) strength of civil society.

Although the environment is not part of civil society, the one surrounding CSOs is a key factor in the evaluation of its state. It covers all the possible ways of strengthening civil society. This dimension is subdivided into 7 subdimensions with a total number of 23 indicators which illustrate to what extent the external environment is favourable to civil society in Togo.

The dimension describes and analyses the political, social, economic, cultural and legal environments in which Togolese civil society subsists. The score received by the “environment” dimension is 0.7. Figure III.2.1 presents the seven subdimensions measuring the environmental context of civil society in Togo.

The figure points out the unfavourable socio-economic and political contexts and the weak relations between the private sector-civil society and the State-civil society which are of the environment in which civil society lives.

FIGURE III.2.1: Subdimension scores in Environment dimension



2.1 Political context

This subdimension examines the existing political situation in Togo and its impact on civil society. The following table presents the indicators of the political context.

TABLE III.2.1: Indicators assessing the political context

Ref. #	Indicators	Score
2.1.1	Political rights	<u>1</u>
2.1.2	Political competition	<u>1</u>

2.1.3	Practice of the rule of law	1
2.1.4	Corruption	1
2.1.5	Effectiveness of the State	0
2.1.6	Decentralisation	0

2.1.1 Political rights. The Score (1) attributed to this indicator suggest that Togolese civil society does not exercise its rights freely. There are restrictions to citizens' political rights and their participation in the political process.

Since the beginning of the democratic process in 1990, political parties with legal existence have not really enjoyed the freedom to conduct their activities and citizens do not adhere freely to the different political factions. For example, an existing ministerial regulation forbids political demonstrations during weekdays.

In fact, according to a UN report on violence committed before and after the 2005 presidential elections, political rights are generally violated in Togo. Furthermore, on its 0-7 scoring scale (0 corresponding to a favourable situation and 7 to a most unfavourable situation), Freedom House, <http://www.freedomhouse.org>, attributed the score of 6 with respect to citizens' political rights in Togo which categorises it as not free.

2.1.2 Political competition. Besides the RPT, the political party which has been in power for almost 40 years, the country has about sixty other political associations or parties. The most important ones are: UFC, CAR, CDPA, CPP and PDR. These parties are essentially built on the personality, willingness and command of their founders.

One should note that only representatives of the RPT make up the Togolese Parliament. Thus important laws are voted on in the absence of other political actors of the nation. The Score 1 attributed to this indicator portrays a low level of confidence in the legislation in Togo.

2.1.3 Rule of law. This indicator highlights the level of confidence citizens place in the practice of the rule of law in Togo. Score 1 attached to this indicator (Table III.2.1) is synonymous of a lack of confidence in the application of the law in Togo.

In Togo, the separation between the executive, legislative and judicial powers is blurred. Texts do exist but their application is not always effective and citizens do not trust the jurisdiction.

According to Kaufmann, Kraay and Mastruzzi 2005 (Governance Matters IV: Governance indicators for 1996-2004), there is evidence of a regression in the practice of the rule of law. Togo was given a score of -0.83 on a -2.5 to 2.5 scale in terms of the practice of the rule of law. This data reveals that in 1998 only 19.5% of the countries studied fared less well than Togo for the practice of the rule of law whilst they were only 15.9% in 2004, which indicates a regression.

2.1.4 Corruption. Some sort of corruption exists substantially in the country as revealed by the document "Independent League for Transparency (ILT)". The low standard of living in Togolese society is a potential cause of the existing corruption as each person has developed survival strategies that often lead to "under the table" activities.

According to Kaufmann, Kraay and Mastruzzi, 2005 (Governance Matters IV: Governance indicators for 1996-2004), a score of -0.92 on a -2.5 to 2.5 scale was attributed to Togo for the control of corruption during the 1998-2004 period.

2.1.5 State effectiveness. The Score 0 attributed to the present indicator is the evidence of an incompetent State, despite the effectiveness of the administration at some levels. Due to the lack of resources, the State is not able to perform its macroeconomic functions which are to improve the living conditions of the population. It has disengaged itself from all vital sectors of the economy, leading to the privatisation of sensitive sectors such as those of water, electricity and communication. Furthermore, the State is holding on to its role as guarantor of the Republic's institutions and maintains an absolute control over these institutions.

The socio-economic crisis the country has been experiencing for almost two decades now has distorted the behaviour of civil servants. Retiring civil servants leave without transferring their competencies as they are usually not replaced. In addition, there is a myth surrounding the leader which has led to a lack of communication between technicians and their hierarchical superiors who tend to focus more on their political ambitions rather than their professional obligations.

Kaufmann, Kraay and Mastruzzi, 2005 (Governance Matters IV: Governance indicators for 1996-2004) awarded a score of 1.31 for the effectiveness of the State on a -2.5 to 2.5 scale during the 1998-2004 period.

2.1.6 Decentralisation. A law on decentralisation was ratified but the texts are still not used in the elaboration of an effective decentralisation policy in Togo. In addition, this law is being revised at present. According to the SAG, de facto very little has occurred by way of decentralisation.

2.2 Basic rights and freedom

This subdimension measures the extent to which civil liberties, i.e. freedom of speech, freedom of association and rally are guaranteed by the law and the practice of the law.

TABLE III.2.2: Indicators assessing basic rights and freedom

Ref. #	Indicators	Score
2.2.1	Civil rights and liberties	<u>1</u>
2.2.2	Rights to information	<u>1</u>
2.2.3	Freedom of the press	<u>1</u>

2.2.1 Civil rights and liberties. The present indicator demonstrates the extent to which civil liberties are being guaranteed by the law and the practice of the law. The level of freedom in Togo rated at 5 (according to Freedom House assessment) is a clear denunciation of a country where civil liberties are violated.

A vast modernisation programme of the Togolese justice system is being implemented, with the support of development partners, in order to reverse this situation.

2.2.2 Rights to information. This indicator reveals frequent violations of the freedom of the press in Togo despite the fact that Article 1 of the Press Code stipulates the following: "Written press and audiovisual communication are free ". In addition, the third Article stipulates that: "The Togolese State guarantees to each person residing on the national territory the right to be informed, to inform, and have access to the means of communication within the limits of the communication laws". Despite the elaboration of these provisions, the HAAC prohibited the broadcast of programmes related to political matters on religious radio stations. Also, some private radio and television stations were temporarily shut down during the April 2005 presidential elections. Telephone and internet networks were also shut down. And in practice, public access to State documentation is usually very difficult.

2.2.3 Freedom of the press. Despite the fact that the constitution and the Press Code acknowledge the freedom of the press in Togo, it is not fully respected. In the '90's, private press editing and printing infrastructures were often attacked and looted.

According to the Freedom House, (<http://www.freedomhouse.org>) Index, freedom of the press in Togo is 73 on a scale of 0 to 100. Today however, the situation is improving. There is less intervention in press organs and less harassment and arbitrary arrests of journalists. Political leaders express themselves more openly in the media without fear. The population is now given the opportunity to voice its opinions on the political, social and economic matters of the country. Thus, programmes on private radio and television stations provide a platform for people to express themselves.

2.3 Socio-economic context

This subdimension analyses the socio-economic situation in Togo and observes its impact on civil society. The different indicators related to the concept presented in Table III.2.3 share the same level of representation.

TABLE III.2.3: Indicator assessing the socio-economic context

Ref. #	Indicators	Score
2.3.1	Socio-economic context	0

For the concept of "socio-economic environment" to be effective in the case of Togo, eight indicators that can potentially influence civil society were selected. These are: 1) Poverty; 2) Armed conflicts; 3) Ethnic or religious conflicts; 4) Severe social or economic crisis; 5) Social inequality; 6) Socio-economic justice; 7) Adult illiteracy; and 8) Technological facilities.

1) Poverty

The country's socio-economic conditions limit the effective functioning of civil society significantly. As a consequence, the UNDP 2000 Report ranked Togo 128th based on the Human Development Index. The country's IDH of 0.489 illustrates widespread poverty. In Togo the per capita income was US\$310 in 2003 with 72.6% of the population considered as poor (with a daily income of less than 246 CFA francs) amongst which 57.4% were extremely poor (with a daily income of less than 119 CFA francs).

Poverty is increasing with the majority (79%) of poor people living in rural areas. Poverty incidence is estimated at 50% in Lome (the capital city), 76% in other big cities and 75% in secondary urban centres.

Poverty is more prevalent in the Savannah (85.9%) and the Central (82%) regions. The Maritime and Kara regions are richer than the Savannah and Central regions whereas over a quarter of well-off people reside in the Plateaux region.

2) *Armed conflicts*

Togo has experienced serious socio-economic crises for the past 5 years but has not been confronted with armed conflicts (<http://www.cidcm.umd.edu/inscr/pc03print.pdf>).

3) *Ethnic conflicts*

Ethnic conflicts are ephemeral and often related to land and inter-human problems and elections.

4) *Socio-economic crisis*

The socio-economic conditions significantly reduce the effective operation of civil society in Togo. The country has been exposed to socio-economic jolts since the early '90s.

According to the document entitled "Concept of durable human development, UNDP; 1995", Togo's external debt amounted to 650 billion CFA francs, the equivalent of 125% of its GDP.

In 2004, the general report of the Seminar on the stimulation of the National Economy estimated the country's domestic debt to be approximately 274 billion CFA francs.

5) *Severe economic or social crisis*

Since 1990, Togo has been experiencing severe socio-economic crises motivated by people's drive. Another crisis which the country has to deal with is the spreading of AIDS. A study by the World Bank entitled: "Togo, sortie de la crise, sortie de la pauvreté" estimated the AIDS prevalence rate within the Togolese population at 5%.

6) *Social imbalance/Socio-economic disparities*

The magazine "Femmes et Développement" reported that over 16% of the urban population and 45.5% of the rural population live in extreme poverty.

The GINI Index for Togo at 0.72 (EBC, 1989) suggests an uneven distribution of income amongst the population. Thus, only 10% of the population shared 63% of the total revenue in 1989. Considering the fact that the crisis has persevered since the '90s, these social disparities have most likely worsened.

7) *Adult illiteracy*

The score (1) attributed to this indicator suggests a pronounced adult illiteracy rate in Togo. A World Bank study estimated that just less than half (49.95%) of the population, i.e. 34.4% of adult males and 65.5% of adult females, is illiterate.

8) *Technological facilities*

This indicator suggests a lack of Information Technology (IT) and communication infrastructure in Togo. The International Telecommunications Union (ITU) reports on its website http://www.itu.int/itu-d/ict/statistics/at_a_glance/Internet03.pdf that Togo hosted an average of 82 internet sites, the equivalent of 0.16 hostings per 10 000 inhabitants in 2003. Also, there were 210 000 internet users, the equivalent of 420 users per 10 000 inhabitants. CAFÉ INFORMATIQUE, one of the biggest IT structures in the country, estimates the

number of internet sites it hosts at 366.

2.4 Socio-cultural context

This dimension measures the extent of the influence of socio-cultural attitudes and norms on civil society in Togo. Table III.2.4 presents the scores attributed to the indicators.

TABLE III.2.4: Indicators assessing the socio-cultural context

Ref. #	Indicators	Score
2.4.1	Trust	1
2.4.2	Tolerance	1
2.4.3	Public spiritedness	1

2.4.1 Trust. This indicator focuses on the percentage of persons trusting each other within civil society. According to a member of one political party, the socio-economic and political crises experienced by the Togolese over the last two decades have reduced their level of confidence in each other. There is a generalised lack of trust amongst members of civil society. Only small fractions of the population share mutual confidence, making the national reconciliation process a difficult one.

2.4.2 Tolerance. The tolerance indicator assesses members of the society's tolerance level 1) towards persons of different race, ethnic origins and religious backgrounds; 2) towards immigrants; and 3) towards people living with HIV/AIDS.

Generally, Togolese society portrays a moderate level of tolerance. It is only during electoral periods that politicians exacerbate the differences within the population to generate conflict. A typical case is the one described in the "UN Report on Violence in Togo Before and After the 2005 Presidential Election." According to that report, the country has been experiencing a controversial political climate tainted with violence since the beginning of its existence. The country was first a German colony from 1892 to 1919. Subsequent to Germany's defeat, the territory was divided in two after the First World War. One part was assigned to France and the other to Great Britain. The part assigned to the British was later integrated into Ghana.

This heavy colonial legacy influenced the evolution of Togolese society and created divisions between populations of the southern and northern parts of the country. Under UN supervision, a referendum was organised to allow Togo to move gradually from its status as a Republic integrated into France to its complete independence. The country became independent in 1960. Togo's first President, Sylvanus Olympio, was assassinated in 1963 during a coup d'état where soldiers of northern origin but specifically Kabye played a critical role. They placed Mr. Nicolas Grunitzky, the then vice president in power who was subsequently overthrown in 1967 and succeeded by Gnassingbé Eyadema, a soldier of northern origin, who, according to observers, initiated the first coup d'état in 1963. In 1969 he founded the Rally of Togolese People (RPT), the only political party authorised from that point until 1991. That era was followed by the current multiparty democracy in which political parties are prone to fighting against each other due to ethnic diversity. The current climate of hatred and tribalism has impacted negatively on the population's level of tolerance.

2.4.3 Public spiritedness. This indicator is an in-depth analysis of whether the society in general tends to disrespect public rules such as refusing to pay taxes.

In Togo one can observe a certain defiance towards public order, such as property owners refusing to pay land property tax, motor cyclists refusing to wear helmets, the destruction of the fauna and forests in reserved areas, the breaking of public edifices and the violation of traffic light signals.

2.5 Legal environment

This subdimension assesses the extent to which the legal environment is favourable or unfavourable to civil society. The Table below presents the identified indicators.

TABLE III.2.5: Indicators assessing the legal environment

Ref. #	Indicators	Score
2.5.1	CSO registration	1
2.5.2	Authorised lobbying activities	1
2.5.3	Tax laws favourable to CSOs	1
2.5.4	Tax benefits for philanthropy	1

2.5.1 CSO registration. The registration of CSOs is not easy in Togo (Table III.2.5). A study conducted by the World Bank entitled “Evaluation of the Civil Society in Togo, 2004”, revealed that:

- 32,4% of NGOs consider the administrative procedures as being too bureaucratic;
- 46.2% consider it difficult;
- 12.6% consider it acceptable.

In general, the registration procedure is very dissuasive as many people are discouraged by the high registration fees and other intermediary costs. This process is mainly accessible in Lome and requires a lot of paper work as compared to a very slow and partial investigation system on the organisation’s ethics.

Furthermore, technical services in charge of CSO registration lack the necessary means to perform their work correctly, especially for follow-ups in the field.

2.5.2 Authorised lobbying activities. The main objective of this indicator is to measure the capacity of CSOs to be active in the political field and to have a monitoring role over the government.

The 1901 law authorises CSOs to exercise advocacy activities, but technically the majority of them are not prepared to be involved in such actions. Given the stringency exhibited by the regime in place, CSOs hesitate before undertaking such activities. For example, according to the Bertelsman Transformation Index, the University Campus of Lome is under permanent surveillance. No opposition movement can ensue and blossom without the repression of its leaders, who are considered dangerous elements by the ruling regime.

A majority of CSOs lack expertise in this field. Thus, they tend to be absent on that agenda. However, a few examples can be mentioned such as the lobbying campaign on the promotion of education for girls in 2003 organised by CSOs on the premises of the Togolese Parliament.

2.5.3 Tax laws favourable to CSOs. This indicator reveals whether the fiscal system is favourable to CSOs. It is indeed favourable in Togo, but only to a certain extent. For example, CSOs are exempted from customs duties on vehicles, engine equipment, computer equipment, medication, books and other goods they import to facilitate their development activities. An

agreement [on establishment] between the Republic of Togo and NGOs was signed by the Minister of Foreign Affairs and Cooperation. Due to the persistence of the socio-economic crisis in the country, Customs have been reluctant to apply these exemptions to the imported goods and services as specified. However, a minority of NGOs benefit from exemptions that constitute substantial savings used to finance projects.

2.5.4 Tax benefits for philanthropy. The score 1 attributed to this indicator implies that the tax system imposed on CSOs is very heavy in Togo. Despite the fact that existing texts allow them to use tax exemptions for philanthropic action, they are not applied in practice.

According to the Director of Customs, the customs code is set to favour philanthropic actions, but the objects and services concerned must be of public utility. Unfortunately, the texts that should inform on the “public utility” nature of goods and services do not exist yet.

2.6 State-Civil society relationships

The nature and quality of the relationship between the State and civil society in Togo is portrayed by this indicator. The related indicators are presented in Table III.2 .6.

TABLE III.2.6: Indicators assessing the State-Civil society relationship

Ref. #	Indicators	Score
2.6.1	Autonomy of CSOs	1
2.6.2	Dialogue with the state	1
2.6.3	Cooperation/support	0

2.6.1 Autonomy of CSOs. The score 1 attributed to this indicator reveals the existence of a civil society that functions independently from the State. However, the government exerts some illegal influence on the CSOs occasionally. Some of these CSOs (NGOs, private press and religious groups) were founded by administrative and political leaders as vehicles for specific messages and ideologies. Sometimes, CSOs co-opted by the State are used to speak in the name of other CSOs.

A study by the World Bank « Historical, Legal, Cultural and Economic Contexts of the Civil Society in Togo, June 2004, p.14 », reported the control of the activities of certain NGOs by the State. For example, the State keeps a watchful eye on CSO meetings to ensure that they are not politically oriented. In reality, the State controls effectively the social forces of the country.

2.6.2 Dialogue with the State. This indicator reveals the quasi absence of dialogue between CSOs and the State. The State discusses ad hoc issues with only a minority of CSOs. These CSOs are mostly federations and networks of NGOs and associations that participate in the elaboration of sector-based policies such as youth, women, etc. Other NGOs are selected on thematic issues: environment, health, AIDS and (recently) the circulation of light weapons, etc.

The current political environment is not conducive to real dialogue between the State and civil society. The pressure that district chiefs exert on CSOs during their partnership meetings is a clear indication of this fact. Nevertheless, in the search for a solution to the crisis, top state officials have invited some CSOs (religious organisations, NGOs, Associations and trade unions) to participate in the national reconciliation process.

2.6.3 Cooperation/support. The present indicator investigates whether the States offers resources in the form of grants, contracts, etc. to CSOs. A World Bank document "Outils d'évaluation de la Société Civile: Cas des associations", reveals that associations receive no financial support from the State.

2.7 Private sector–civil society relationship

This subdimension explains and evaluates the nature and quality of relations between the private sector and civil society in Togo. Its related indicators are portrayed in Table III.2 .7.

TABLE III.2.7: Indicators assessing private sector-civil society relationship

Ref. #	Indicators	Score
2.7.1	Private sector's attitude towards civil society	1
2.7.2	Corporate social responsibility	0
2.7.3	Corporate philanthropy	1

2.7.1 Private sector's attitude towards civil society. This indicator portrays the nature of the relationship between the private sector and civil society. In the case of Togo, it reveals that the private sector has little interest in civil society, though entrepreneurs and trade unionists are inherently related. Some corporate managers usually try to co-opt leading trade unionists in order to weaken the cohesion of some professional bodies, especially within the free zone.

2.7.2 Corporate social responsibility. This indicator explains how the notion and the actions of corporate social responsibility are developed in Togo.

This concept is divided into three aspects:

- The responsibility towards employees;
- The responsibility towards the environment;
- The responsibility towards the community in which the enterprise exists and develops.

For the purpose of this study, we tested the three aspects on IFG which served as an example. IFG is a very important company as its contribution to the national income is very significant. Out of the three aspects, only the first one was respected. On the other hand, it was revealed that the mine extraction activities contributed to the deterioration of the environment of Hahotoe and its surroundings and endangered agricultural production. In addition, the waste produced from the washing of minerals into the sea is destroying the aquatic flora in Kpémé and other villages along the coast with a direct influence on the inhabitants' health. Generally, the concept of social responsibility is ignored or hardly taken into account by companies and actors of Togolese Civil Society.

2.7.3 Corporate philanthropy. Very few CSOs receive funds from the private sector. However, some companies have carried out actions to support community infrastructure such as the building of schools, forages and wells and the donation of school supplies to the most disadvantaged ones. As an example to illustrate this fact, West Africa Cement (WACEM) donated school supplies to the student population of Tabligbo, the site of its manufacturing plant.

Conclusion

The analysis of the “Environment” has revealed that this is a significant dimension in Togo which is however strongly determined by the political context and legal setting.

Since the *third republic*, Togo has been continuously the victim of socio-political ideologies. The political transition has been a difficult process for the Togolese and has also affected the good functioning of the legal system in the country.

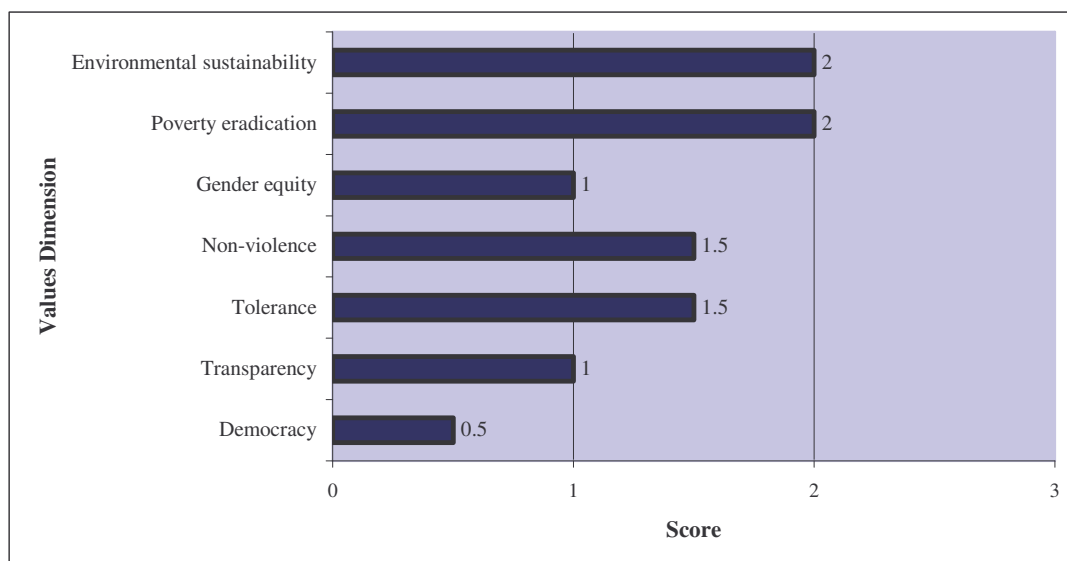
Until now, neither the State nor the private sector considers civil society as a real partner in development. Compared to other populations in the sub region, the Togolese are known to be more pacific and tolerant. Nevertheless, frustration and tension exacerbated by politicians (based on ethnic or tribal differences) in order to maintain or change the existing system have sparked sporadic violent clashes.

The Score 0.7 reveals that civil society operates in a very difficult political, social, economic, cultural and legal environment that contributes to curbing its development and promotion.

3. VALUES

This section analyses the values practiced and promoted by Togolese civil society. The measuring factors are represented in the following table.

FIGURE III.3.1: Subdimension scores in Values dimension.



3.1 Democracy

This subdimension examines the democratic practices within the civil population. Its related indicators are confined in Table III.3.1.

TABLE III.3.1: Indicators assessing democracy

Ref. #	Indicators	Score
3.1.1	CSO internal democratic practices	<u>0</u>
3.1.2	Promotion of democracy	<u>1</u>

3.1.1 CSOs internal democratic practices. This indicator evaluates the application of democratic practices within CSOs. Actually, CSO regulations set forth the fundamental principles of democracy to be practiced internally. However, the reality is different and in most cases the leaders of associations only work with collaborators willing to accept and implement their decisions.

3.1.2 Promotion of Democracy. This indicator provides evidence that CSOs rarely initiate programmes or campaigns to promote democracy. It is only on the eve of elections that some CSOs organise, with the financial support of development partners and the State, radio programmes and television debates to inform the population on its rights and duties and on the voting procedures. But, this civic instruction and the awareness campaigns lack support and visibility.

3.2 Transparency

This subdimension assesses the efforts made by actors of civil society to promote transparency. Its related indicators are confined in Table III.3.2.

TABLE III.3.2: Indicators assessing transparency

Ref. #	Indicators	Score
3.2.1	Corruption within civil society	1
3.2.2	CSO financial transparency	1
3.2.3	Promotion of transparency	1

3.2.1 Corruption within civil society. This indicator measures the level of corruption within Togolese civil society. Corruption is substantial in Togo as the practice and behaviour of some CSOs pave the way to corruption. As an example, one can mention the lack of organisation of general assemblies and the irregular presentation of management accounts to the other members and the public. With regard to the media, the fact that reporters and other technicians collect transportation fees to cover events does not always guarantee the neutrality of their analysis of situations.

3.2.2 CSOs financial transparency. Over six NGOs out of ten (65%) publish their financial reports (Electronic Directory of NGOs in Togo). Out of 343 NGOs, 229 (67%) present their financial reports to their members while 268 (78%) present their operational budgets. The presentation of financial accounts is a mandatory requirement by donors, and yet one can wonder about the authenticity of financial transparency within CSOs. On that basis and considering the reality of things, the committee expressed doubts concerning the accuracy of CSOs financial reports. In actual fact, only a minority of NGOs publish accurate financial reports.

3.2.3 Promotion of transparency. Some activities aimed at promoting transparency have been observed. There are awareness campaigns organized by NGOs, Associations and Trade Unions on the drawbacks of corruption and the strategic behaviours to fight it. The impact on civil society of these activities remains weak due to other social issues considered of more importance. Also, only 2 out of 343 registered NGOs advocate for the promotion of transparency (Electronic Directory of NGOs in Togo). These are the “League of Independent People for Transparency” (LIT) and the Centre of Observation and Promotion of the State of Law (COPED).

3.3 Tolerance

This subdimension assesses the practices of civil society actors aimed at promoting tolerance.

TABLE III.3.3: Indicators assessing tolerance

Ref. #	Indicators	Score
3.3.1	Tolerance within civil society	1
3.3.2	Promotion of tolerance	2

3.3.1 Tolerance within civil society. Difficulties encountered by CSOs in building an environment for consultations and common action are partly linked to their low level of tolerance for each other. Political rivalries have been carried into the civil society arena and

have instigated suspicion and lack of trust amongst its members. In addition, whereas certain political leaders use some CSOs to achieve their political ambitions, civil society members have a tendency of suspecting each other as potential spies for the regime or the opposition.

3.3.2 Promotion of tolerance. Several CSOs are currently working actively to promote tolerance in Togo. Through the media and prayers, several associations and religious organisations have called upon the population to exercise more patience and tolerance since April 2005.

In the weekly Catholic magazine "Présence Chrétienne", Archbishop KOUTO has called on the inhabitants of his diocese to cease the violence and to come together (Abbé Michel Mama-Betré, 2005). In the same magazine, Christian and Muslim women urged for a peaceful and reconciliatory society.

3.4 Non-violence

This subdimension portrays the importance of actions initiated by actors and organisations of civil society in favour of non-violence in Togo. Its related indicators are listed in Table III.3.4

TABLE III.3.4: Indicators assessing non-violence

Ref. #	Indicators	Score
3.4.1	Non-violence within the CS arena	2
3.4.2	Promotion of non-violence	1

3.4.1 Non-violence within the CS arena. None of the CSOs uses violent means to defend their interests, and the outbreak of violence after the presidential elections cannot be attributed to them. According to the UN report (mentioned above), the regime and opposition political parties played a large role in the outbreak of violence before, during, and after the 2005 presidential elections. The regime carries a major responsibility for the violent acts committed by the armed and security forces, shared by the political parties for inciting their militants to partake in demonstrations.

3.4.2 Promotion of non-violence. This indicator seeks to assess the importance of peace-promoting actions by civil society. Some of these actions have been carried out since 1990 but they have not been supported and thus have lacked effectiveness.

Several associations and CSOs have initiated some peace-promoting events. According to the newspaper Togo Presse, (01/12/2005 p.3), the Association of Women for Peace called for a prayer in favour of peace. The association Femmes, Droit, et Développement en Afrique Section Du Togo (Women, Rights and Development in Africa, Togo Representation) followed in their footsteps.

One should also mention workshops organized by WANEP (West Africa Network for Peace Building) to reflect on the promotion of peace amongst representatives of political parties and civil society. A think tank on the contribution of civil society to the national dialogue has been set up.

3.5 Gender equity

This subdimension analyses the determination with which actors of Togolese civil society promote the gender and equity approach. The identified indicators are presented in Table III.3.5.

TABLE III.3.5: Indicators assessing gender equity

Ref. #	Indicators	Score
3.5.1	Gender equity	1
3.5.2	Gender equity practices	-
3.5.3	Promotion of gender equity	1

3.5.1 Gender equity. This indicator gauges the level of representation of women in leadership positions within the civil society. The Score (1) indicates a weak representation of women in such positions within civil society although partners and some CSOs are making efforts in that regard.

This low level of representation of women is due to the weak anchoring of the concept of gender equity within civil society.

Structures like Wildaf/FeDDAF, trade unions, the Togolese League for Women's Rights, the Ministry in charge of Population and Social Affairs, the Organisation for the Promotion of Women, URD/UL, URD/UL and UNICEF have been acting for the promotion of gender equity within Togolese civil society.

3.5.2 Gender equity practices. The objective of this indicator is to evaluate the span of gender equity practices by CSOs. Unfortunately, this indicator has not been documented due to a lack of information.

3.5.3 Promotion of gender equity. The present indicator seeks to measure the active efforts made by civil society to promote gender equity in the society.

Structures like Wildaf/FeDDAF, trade unions, the Togolese League for Women's Rights, the Organisation for the Promotion of Women, CCoFT and UNICEF have been working for the promotion of gender equity within Togolese civil society.

There are very few perceptible activities from civil society in the promotion of gender equity. Their visibility is minimal and the concept seems very remote within society.

3.6 Poverty reduction

The subdimension on poverty reduction analyses the actions taken by civil society to promote the eradication of poverty. Only one indicator was identified in this area (Table III.3.6.)

TABLE III.3.6: Indicators assessing poverty reduction

Ref. #	Indicators	Score
3.6.1	Actions to eradicate poverty and promote social equity	2

3.6.1 Actions to eradicate poverty and promote social equity. This indicator measures actions taken by civil society aimed at eradicating poverty. Most NGOs, religious

organisations and trade unions initiate activities to help improve the living conditions of Togolese households. Examples include microfinance activities, training of women in agricultural techniques, training of the youth in entrepreneurship and the construction of infrastructure (dispensaries, forages, wells and rural pathways.)

Unfortunately, as the socio-economic and political situation engendered the departure of development partners from the country, the implementation of these initiatives lacks material and financial support and visibility.

3.7 Environmental sustainability

This subdimension analyses the efforts of civil society to promote the sustainability of the environment. The only related indicator identified is presented in the following table.

TABLE III.3.7: Indicator of environmental protection

Ref. #	Indicators	Score
3.7.1	Environmental sustainability	2

3.7.1 Environmental protection activity. The role of the present indicator is to determine the level of civil society's motivation in its quest to actively protect the environment.

NGOs and associations working in the field of agriculture initiate scattered activities to protect and conserve the environment. More specifically, NGOs like "Amis de la Terre", ATPH and COMET Network periodically organise awareness workshops on environmental protection, the drawbacks of bush fires, the advantage of reforestation and the means to protect the ozone.

Conclusion

Tolerance, non violence, honesty and civic action are crumbling in favour of the pursuit of personal interests. The population is exposed to corruption on a daily basis but also witnesses a lack of transparency in the management of public affairs. Violence is increasing within the population and reaches its peak during the electoral period although some CSOs have been advocating for anti-violence. The population, which is the main victim of this violence, has expressed great satisfaction following the implementation of a new political dialogue.

Democracy, gender equity and the protection of the environment are elements that better explain the "values" dimension in the case of Togo. Tolerance and non-violence are not yet a way of life for Togolese civil society. The score attributed to this dimension reflects the fact that a large majority of the values considered above are not applied much within civil society. Nonetheless, efforts are made to promote them within Togolese society in general.

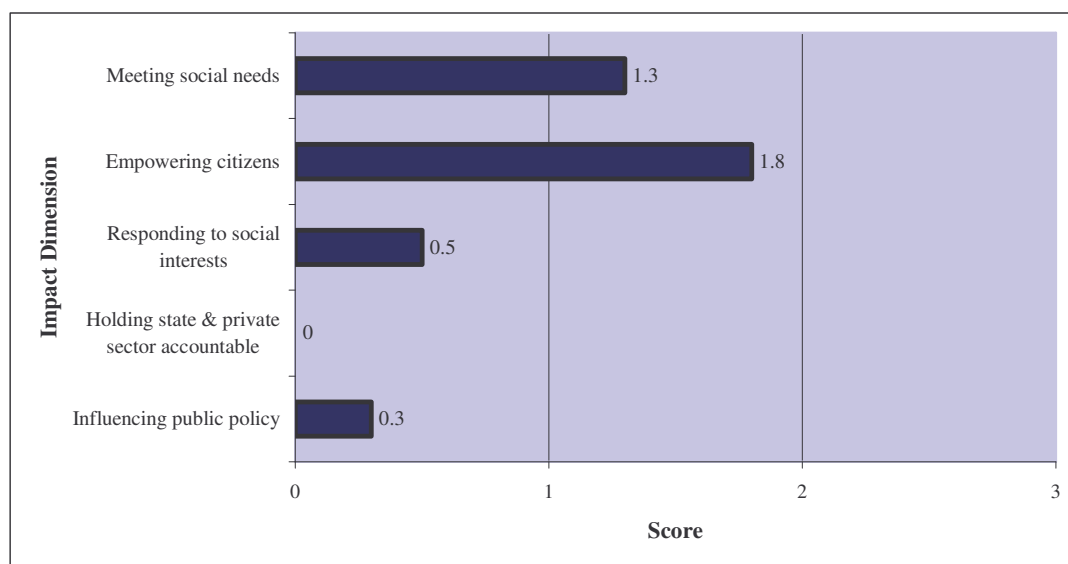
The majority of CSO are engaged in the field of poverty reduction and environmental protection but their initiatives lack support and public visibility.

4. IMPACT

This section describes and analyses the extent to which civil society is active and successful in

fulfilling several essential functions within Togolese society. Figure III.4.1 presents the scores for the five subdimensions.

FIGURE III.4.1: Subdimension scores in Impact dimension



4.1. Influencing public policy

This dimension examines and measures the effectiveness of Togolese civil society in influencing public policies and human rights practices at the national level.

Table III.4.1: Indicators assessing influence on public policy

Ref. #	Indicators	Score
4.1.1	Influencing human rights	<u>1</u>
4.1.2	Influencing social policies	<u>0</u>
4.1.3	Influencing national budget	<u>0</u>

4.1.1 Influencing human rights. CSO activities in the field of human rights are very limited with no significant impact. Only the Togolese League for Human Rights has some visibility in denouncing cases of human rights abuse in Togo, with the support of its international alliances that disseminate its calls.

4.1.2 Influencing social policies. CSO activities in the area of human rights are very limited with no significant impact. Only the Togolese League for Human Rights has some visibility in denouncing cases of human rights' abuse in Togo, with the support of its international alliances that disseminate its calls.

4.1.3 Influencing the budget elaboration process. In Togo, no CSOs play a role in the budget elaboration process. According to the Executive Director of FONGTO, civil society does not intervene in the budget elaboration process. The budget is elaborated by the Minister of Finance under the supervision of the Prime Minister and adopted by the National Assembly. Afterwards, the population is informed on the amount of the budget through the media.

4.2 Holding the state and private corporations accountable

The present section reviews and analyses the capacity of civil society to hold the state and corporations accountable. Table III.4.2 presents the following indicators.

TABLE III.4.2: Indicators assessing holding state and private corporations accountable

Ref. #	Indicators	Score
4.2.1	Holding state accountable	<u>0</u>
4.2.2	Holding private corporations accountable	<u>0</u>

4.2.1 Holding state accountable. There are no activities carried out by civil society to monitor and evaluate State transparency and official reporting, which justifies the Score 0. CSOs that work to promote transparency are still at the level of educating citizens to adopt the habit of reporting. After that stage, citizens can organise themselves in order to request reports from the State. Also, the actual development stage of CSOs and the practices of the political system in place do not enable citizens to control the performance of the State or force it to report to them.

4.2.2 Holding private corporations accountable. All the structures contacted to collect information on the issue underscore the fact that none of the CSOs is advocating for transparency in private sector activities. Thus, there is a lack of monitoring and evaluation of private sector activities.

4.3 Responding to social interests

This subdimension measures to what extent Togolese civil society takes into account people's reactions to social issues. The related indicators are confined in Table III.4.3.

TABLE III.4.3: Indicators assessing response to social interests

Ref. #	Indicators	Score
4.3.1	Responsiveness	<u>0</u>
4.3.2	Trust in CSOs	<u>1</u>

4.3.1 Effectiveness of civil society reactions. CSOs do not react very actively to social issues. Since the devaluation of the CFA franc in 1994, no CSO has advocated for the readjustment of the minimum salary by the State and the private sector. It has been maintained at 13000 CFA since 1973 and the levels of salaries remain the same for agents in both the public and private sectors while prices of basic goods rise constantly.

4.3.2 Trust in CSOs. This indicator deals with the fraction of the general public that has confidence in actors of civil society.

The Score 1 attributed to this indicator reveals that the public has very low confidence in actors of civil society. According to the World Bank study, "Evaluation Tools of civil society", Togolese NGOs gained legitimacy due to 1) the human related issues they raise and try to solve and 2) their contribution to events of general interest often neglected by the state; p.14, June 2004.

Religious organisations and other associations portray the same tendency. However, this confidence is fading away as very few (82.7%) PAV have not obtained financing yet.

4.4. Empowering citizens

This section highlights the efforts made by civil society in building the capacity of citizens. Related indicators are listed in Table III.4.4.

TABLE III.4.4: Indicators assessing empowering citizens

Ref. #	Indicators	Score
4.4.1	Informing/educating citizens	<u>1</u>
4.4.2	Building capacity for collective action	<u>2</u>
4.4.3	Empowering marginalised people	<u>2</u>
4.4.4	Empowering women	<u>2</u>
4.4.5	Building social capital	-
4.4.6	Supporting/creating livelihoods	<u>2</u>

4.4.1 Informing/educating citizens. CSO activities in the field of education are very limited and have no significant impact. Only 15.47% of NGOs in Togo operate in that area (Electronic Directory of NGOs in Togo).

Also, based on the activity reports of several associations and NGOs: Action pour la Jeunesse d'Afrique (AJA): Rapport annuel d'activités 2004, e-mail: ajatg@yahoo.fr, - Rapport d'activité de l'ONG Programme d'Aide Humanitaire aux Cas Sociaux (PAHCS), e-mail : pahcs@yahoo.fr, the education programme for citizens is inadequate.

Since the violence perpetrated during the 2005 presidential election, the majority of the private media airs education and awareness programmes (radios Maria, Nana FM, Canal FM and Nostalgie etc.)

4.4.2 Building capacity for collective action. Most CSOs are active in building the capacity of the population. However, the economic deterioration and the socio-political situation do not facilitate the mobilisation of the resources needed by the population to organise and solve common problems. Because of the lack of resources, FONGTO has not organised any training sessions for its members since 2002. The same tendency has been observed with agro-pastoral training centres for the youth and groupings of farmers.

4.4.3 Empowering marginalised people. Marginalized persons are those living with HIV/AIDS, mentally and physically handicapped people, those addicted to drugs, etc. The indicator reveals limited effectiveness and impact of Togolese civil society's actions to reinforce the infrastructure around marginalised persons. In that area, SOS Children's Village of Lome actively promotes the education of its children. In 2003, 100% of its students got their First Elementary Degree while 94.87% attended secondary school. The same year, a big forum rallied the independents, students, apprentices and pre-adolescents of the Kara SOS village. Several projects financed by the Global Fund are currently underway to support people living with HIV/AIDS. Plan Togo and ENVOL have implemented a project to support mentally ill individuals.

4.4.4 Empowering women. In Togo, only 34.4% of CSOs initiate actions to build women's capacity (Electronic Directory of NGOs in Togo). Examples of these actions are the alphabetisation of women, training of women paralegals and micro credits to women.

4.4.5 Building social capital. To what extent does civil society build social capital amongst its members? What is the level of confidence, tolerance and public vigour (intelligence, clairvoyance) of the members compared to non-members of civil society? Due to a lack of information, this indicator was not documented.

4.4.6 Supporting/creating livelihoods. Several income generation activities or opportunities exist. These opportunities are most often in the arena of microfinance institutions such as FUCEC, Wages, IDH and SOCODEVI, all known to be successful. In general, these organisations provide credit at favourable rates to women, cooperatives/groupings or other citizens willing to initiate an income generating activity. However, an in-depth investigation reveals that some individuals are having problems paying back their loans. Plan Togo has been developing, in collaboration with FUCEC and other COOPECS, a micro finance programme in its areas of intervention.

4.5. Meeting social needs

This subdimension measures civil society's efforts to meet the social needs of the public. The indicators are presented in Table III.4.5.

TABLE III.4.5: Indicators assessing meeting social needs

Ref. #	Indicators	Score
4.5.1	Lobbying for state service provision	<u>1</u>
4.5.2	Meeting societal needs directly	<u>1</u>
4.5.3	Meeting the needs of marginalised groups	<u>2</u>

4.5.1 Lobbying for state service provision. Support activities for the provision of services or promotion of self help initiatives by communities themselves are limited. These initiatives offer communities alternative means to improve their material development, other than through the State. Only international NGOs lobby for actions from the State. Plan Togo and UNICEF conducted a common lobbying action for the adoption of a law prohibiting child abuse and a new child protection code in Togo.

4.5.2 Meeting societal needs directly. These types of activities are mostly carried out by international NGOs such as Plan Togo, Terre des Hommes, Bornefonden, UNICEF, Aide et Action, Croix Rouge Togolaise, etc. Plan Togo initiates several activities in this field that include the building of wells, forages, family and public latrines and socio-community structures (schools, dispensaries) that are managed by beneficiary communities themselves. UNICEF intervenes in the area of child protection with education and nutrition programmes. Plan Togo finances the school fees of several thousands of children each year and is currently testing a social security system for the population in its operational regions.

4.5.3 Meeting the needs of marginalised groups. In general, NGOs have been more effective than the State in meeting the needs of marginalised groups. A number of NGOs assist marginalised persons and vulnerable populations. For example, some NGOs offer gifts to handicapped persons (tricycles), AIDS orphans and mentally handicapped persons.

Since the suspension of cooperation between Togo and the EU, the State has been ineffective in meeting the needs of the population in general, and particularly those of marginalised

groups. The existing NGOs try to respond to these urgencies but are limited in number and by the quality of the means at their disposal.

Conclusion

The strengthening of citizens' capacity and the securing of social interest are significant determinants of the "impact" dimension. In Togo, civil society hardly influences public policies due to the lack of a constructive democracy.

The Score 0.8 attributed to this dimension proves that civil society has very little impact on issues such as politics, holding the state and the private sector accountable, empowering citizens and meeting the needs of the population.

The impact of CSOs' actions on the development of the country has been limited so far. Their efforts to influence social policies in favour of marginalised groups have had limited impact. They have not initiated activities that would make the state and the private sector accountable. Being closer to grassroots populations, CSOs have acquired a deep knowledge of their problems and thus use their limited means to strengthen community capacities and enable the population to undertake collective action in order to resolve their problems.

To facilitate the evolution of Togolese civil society, CSOs must improve their structural aspects by communicating and sharing information, cooperating among themselves and establishing self-regulation mechanisms. They should work to improve their current environment and effectively take up their "watch dog" role vis-à-vis the state and the private sector. In addition, they should build their social capital and gain the social trust of the population in general.

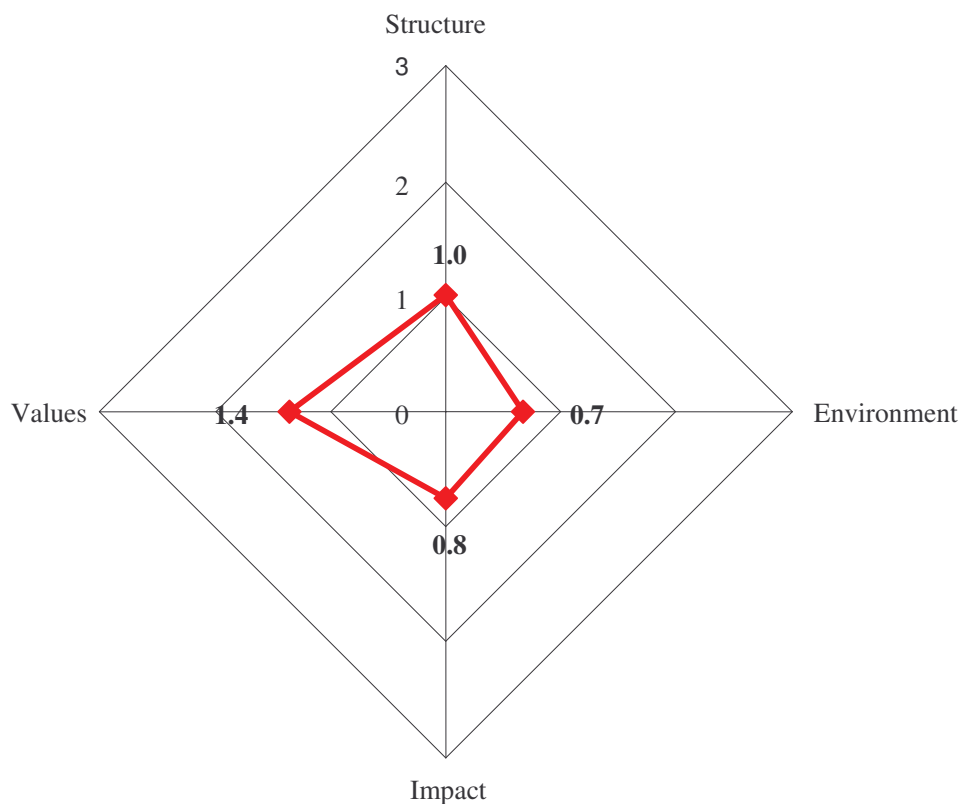
IV. CONCLUSION

The implementation of the CSI-SAT helped identify several features of civil society in Togo and generate a map that presents its major forces. The results of this research have been used to score a number of indicators and have resulted in the elaboration of a Diamond for Togolese civil society.

1. GENERAL ASPECTS

In the Diamond the dimension scores range from 0.7 to 1.4 (on a 0 to 3 scale). As such, it depicts a poorly developed civil society operating in an inadequate environment. The practice and promotion of positive values by CSOs is still very limited and CSOs' impact on society is extremely limited.

Figure IV.1.1: Diamond of Togolese civil society



The analysis of the “structure” dimension shows that citizens are not involved much in the activities of civil society. The analysis of the “environment” dimension reveals that the state utilises its political and economic power to influence an operating environment that is not conducive to the development of civil society. The political, economic, social, legal and cultural environment in which Togolese civil society operates is a very difficult one, which

inhibits the promotion of CSOs in the country.

The CSI-SAT findings reveal that very few values are promoted and practiced by civil society. As a consequence, there is an urgent need to promote more values within society at large. CSOs exert a very small influence on aspects of society such as politics, or holding the State accountable for satisfying the social needs of the Togolese population. The most striking aspect is that CSOs do not seem completely committed to improving this situation.

2 STRENGTHS AND WEAKNESSES OF TOGOLESE CIVIL SOCIETY

2.1 Strengths

CSOs are multiple and diverse: The democratic movement of the '90s led to the creation of several associations in areas of activity such as the fight against poverty; the management and protection of the environment; community health; the fight against HIV/AIDS, tuberculosis, malaria, and other endemic diseases; the defence of human rights; and sports.

CSOs' commitment: Although their actions are not that visible due to their weak resource mobilisation capabilities, the commitment of CSOs to serve the cause of the most vulnerable and poor people is obvious and perceptible through their objectives.

Building a democratic culture: Despite some difficulties, the state, CSOs and the general population are engaged in a learning process towards a democratic culture in Togo. This process offers CSOs a solid opportunity to fully participate in the development of the country.

Existence of various information sources: There are actually several radio stations airing in the capital and secondary cities and private press editing organs and television stations that disseminate various information. Being exposed to varying and even contradictory information, citizens are now able to form their own opinion on events.

Increased cooperation between state and civil society: The highest authorities of the executive branch acknowledge the important contribution of NGOs to the development process of the country. Although this attitude is the result of donors' requirements, the state's apparatus has become more sensitive to propositions from CSOs. A noticeable example is the association of CSOs for the elaboration of a Poverty Reduction Strategy Paper (PRSP) in the framework of the Millennium Development Goals (MDG) for the country. Whilst CSOs are often mentioned in political speeches, the Head of State requested the two NGO umbrella organisations to propose a framework for cooperation between the State and the Togolese Associating Movement (TAM).

Networking with NGOs internationally: Several local NGOs develop partnerships with international NGOs in order to facilitate their own access to the world arena and strengthen their capacities as actors of civil society.

Adopting a gender approach in development programmes: Although women are poorly represented in the leadership of CSOs, sensible efforts are being made by authorities and development partners to integrate the gender approach in all development programmes and policies. Such an orientation should be adopted by CSOs in order to improve the situation of

Togolese women and girls.

2.2. Weaknesses

Insufficient knowledge of the notion of civil society: The CSI-SAT reveals that most actors within civil society ignore their specific roles and responsibilities.

Problems of leadership: Most CSO leaders and managers speak for the whole of civil society without any mandate or legitimacy to do so. In the worst case, they use the organisation to better position themselves in order to improve their standard of living and social status and push forward their personal ambitions.

Duplicity of CSOs: Leaders and managers of most CSOs are influenced by politicians into duplicating organisations. They then use their influence on civil society to lend support to their political goals. Unable to depart from their political linkages, these CSOs are used to promote ideologies. The expansion of political divergences into civil society prevents the melting of energies and initiatives into collective action that would be beneficial to the whole population.

Lack of support from the population: Because of the lack of citizenship education programmes and a high level of illiteracy, the majority of the population does not appreciate the importance of CSOs and the role of its actors in the development process.

Insufficient democratic culture within CSOs: The majority of CSOs do not abide by the internal democratic rules in terms of designation of the top leadership, the regular renewal of the leading team, and the legitimisation of their actions in the field.

Poor institutional development: most CSO interventions have been sparse and scattered, reflecting a lack of vision. Whilst they often lack strategic plans, they base everything on the project approach with no intrinsic logic behind it.

Weak CSO presence in rural areas: There are few local CSOs in rural areas. The existing ones are poorly institutionalised with limited financial capacity and thus are more vulnerable to the interference of local politicians and strongmen. Having a lack of access to information and being unprepared for interventions, they have less visibility and therefore interact less with other actors.

Poor financial capacity of CSOs: It is difficult for CSOs to set up their own funds as fees are very low and irregularly paid by members with uncertain living conditions. Many CSOs do not have any financial autonomy and operate from projects financed by international donors. Some of them do not even have the necessary funds to conduct emergency activities or meet the basic needs of the vulnerable population. In such conditions, the development process stops once a given project ends.

Insufficient specific capacities: Togolese CSOs lack the specific capacities to carry out their duties and responsibilities such as conducting research and studies; analysing situations and proposing alternative solutions; mobilising resources; conceiving, initiating, following up and evaluating projects/programmes; developing sector based policies; interpreting and using legal texts; planning, organising and conducting negotiations; and lobbying.

Little respect for self-regulation mechanisms: With no culture of transparency and democratic values or rigour in their management, CSOs do not often respect the self-regulation mechanisms they have established themselves. At the moment, there is an urgent need to develop and adopt an ethical code of conduct for development NGOs and Associations.

3. NEXT STEPS

Publish and disseminate results: In order to provide actors, practitioners, government officials, researchers and citizens with a perspective on the structure, environment, values and impact of civil society, information and analysis derived from the project will be made accessible to the public.

Plan regional restitution workshops: Once the research results have been amended and validated, the NIT will organise workshops at the regional level, thus offering opportunities for more discussions.

Popularise the CSI results with flyers that will instruct on key concepts on civil society: This will include the definition and role of civil society, its areas of intervention, its place in the society and its relationships with other actors (State, private sector, development partners), the efforts it makes to promote social interests in association with them or alternatively to their actions.

Identify main intervention sectors: In order to better orientate their capacity building actions, priority sectors of intervention, acknowledged by a wide majority of actors, will be identified.

Set up a cooperation and dialogue framework: This framework should facilitate meetings, exchange of opinions and discussions over crucial development issues to include awareness, collective thinking and capacity building of civil society actors.

Build networks: It is imperative to build national and international alliances (with countries having implemented the CIVICUS CSI).

Develop a national communication and information network: there is a need to build a civil society network for a fair dissemination of information from the centre of the network to intermediaries and grassroots organisations.

Development and adoption of an ethical and deontological code: There is also an urgent need to adopt an ethical and deontological code to govern the associative movement in Togo.

Development of self-regulation mechanism and instruments: These CSO self-regulation mechanisms will improve the credibility of the associative movement (fiscal and legal guides, accounting systems adapted to associations, code of conduct and penalty systems, etc.)

Conduct plea actions: Plea actions will speed the decentralisation process started in 1988.

Develop CSO research, follow up, and evaluation capacities: This expertise will strengthen their ability to hold the State and the private sector accountable and fight against corruption.

Develop CSO institutional, financial and technical capacities: These capacities will strengthen their autonomy, especially that of rural CSOs.

Develop a strategy to promote democracy at the grassroots level: It will allow CSOs to better assume their role at the grassroots level.

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