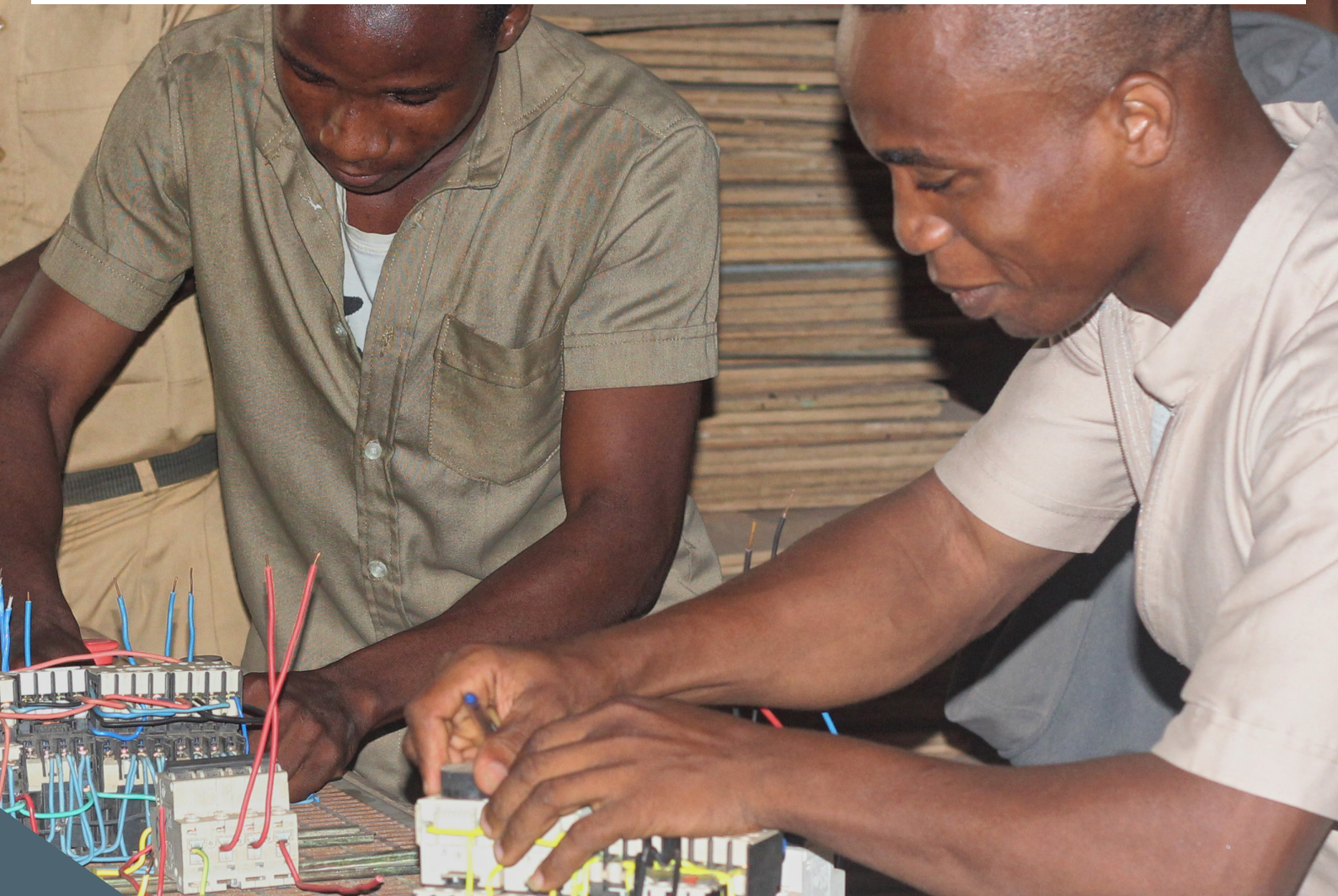




Federal Ministry
for Economic Cooperation
and Development



Getting a better grasp on Togo's future

Population dynamics at the heart of development planning

A publication in the German Health Practice Collection

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GERMAN HEALTH PRACTICE COLLECTION

Working together to generate and share learning

The German Health Practice Collection (GHPC) is a joint initiative of the German Federal Ministry for Economic Cooperation and Development (BMZ) and its implementing agencies, the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH and KfW Development Bank (KfW). Established in 2004, the Collection is built around a series of **case studies** which identify and document insights generated during the implementation of German-supported health and social protection programmes. Since 2017, it also includes **evidence briefs** which synthesise current knowledge about specific questions of relevance to German development cooperation in the areas of health and social protection.

Case studies: A collaborative approach to learning from implementation

The GHPC case studies identify, document and share knowledge generated in the course of implementing German-supported development interventions.

In an annual call for proposals, GIZ and KfW staff from around the world together with their national partners submit proposals of implementation experiences they consider worthy of documentation. The proposals are commented upon and ranked by GIZ and KfW peers to ensure that they reflect issues of broader technical and political relevance. Guided by their assessment, BMZ decides which proposals should be developed into case studies.

A GHPC researcher/writer assigned to develop the case study reviews available documentation and visits the programme site to get first-hand impressions of implementation and to interview programme staff, partners, beneficiaries and other stakeholders. In an ongoing critical and reflective exchange with the staff of the German-supported programme and their partner institutions, he or she analyses and documents how they approached a specific development challenge, how they dealt with difficulties and adapted their approaches accordingly, and what they learned in this process about effective implementation.

Prior to publication, independent peer reviewers who are international experts in their fields review the case studies and assess whether the documented insights are worth sharing with an international audience. A summary of their reviews is included at the end of each case study.

Evidence briefs: Research syntheses to guide policy and programming

The Collection also includes evidence briefs which summarise the current state of knowledge on specific development-related questions, including areas of emerging interest for German development cooperation. Each brief's concept and guiding questions are developed in consultation with BMZ and with GIZ and/or KfW colleagues working in the given topic area. An independent researcher or team of researchers develops the evidence brief on the basis of literature reviews, interviews and data analysis, including a review of German-supported programming in the field. The evidence briefs are intended to contribute to international debates and to inform decision-making about development interventions and programmes.

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Acronyms and abbreviations

BMZ	Federal Ministry for Economic Cooperation and Development, Germany
CRVS	Civil Registration and Vital Statistics
DHST	Demographic and Health Survey of Togo
EC	European Commission
GHPC	German Health Practice Collection
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
INSEED	Institut National de la Statistique et des Etudes Economiques et Démographiques (National Institute for Statistics and Economic and Demographic Studies)
IOM	International Organization for Migration
KfW	KfW Development Bank
MPD	Ministère de la Planification du Développement (Ministry of Development Planning)
MPDAT	Ministère de la Planification, du Développement et de l'Aménagement du Territoire
PNIASA	Programme National d'Investissement Agricole et de Sécurité Alimentaire (National Programme on Agricultural Investment and Food Security)
ProDeG	Programme 'Décentralisation et Bonne Gouvernance' (Good Governance and Decentralisation)
ProDRA	Programme 'Développement Rural et Agriculture' (Rural Development and Agriculture)
ProFoPEJ	Programme 'Formation Professionnelle et Emploi des Jeunes' (Vocational Training and Youth Employment)
SCAPE	Stratégie de Croissance Accélérée et de Promotion de l'Emploi (Accelerated Growth and Employment Promotion Strategy)
SDG	Sustainable Development Goals
UNDESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
UNFPA	United Nations Population Fund
UNPD	United Nations Population Division

Executive Summary



BOX 1. KEY LEARNINGS

Attaining the demographic dividend is a powerful motivator for integrating population dynamics into planning. With decreasing fertility, many developing countries hope for a ‘demographic dividend’, where effective integration of the next generation into the national economy could increase gross domestic product by up to 40%. Harnessing this future potential, however, requires planning to take full account of population dynamics – projected changes in population size, composition and geographical distribution.

An assessment of existing demographic data and its use is an effective way to bring home the importance of population dynamics for planning. Sharing the situation analysis of the existing quality, collection and utilisation of demographic data with key stakeholders convinced these decision-makers to give priority to population dynamics to improve planning in their country.

Planning ministries are well-placed partners for German and other development agencies for the adequate consideration of population dynamics in planning cycles across sectors and levels of government. Togo’s Ministry of Development Planning, rather than any one sector ministry, turned out to be the most effective champion to broadly disseminate and enforce the integration of population dynamics in its own decentralised structures as well as in the planning exercises of the different sector ministries under its supervision.

This case study traces how the Government of Togo, with support from German Development Cooperation, embarked on a process of improving planning in all sectors by integrating population dynamics. A striking feature of this case is the Togolese government’s strong appropriation and continuing pursuit of the approach, including after the end of German support.

THE CHALLENGE

Togo is looking to the future with a new Five-Year Plan and a ‘2030 Vision’ based on the United Nations’ Sustainable Development Goals (SDG). With a lowered fertility rate, the population under age 15 decreased from 46% to 42% between 1996 and 2015. This indicates a potential for the rising generation, if gainfully employed and with fewer dependents to care for, to contribute to a demographic dividend – ‘a virtuous cycle in which socio-economic progress and demographic change maintain each

other’ (MPD, 2016b). Currently faced with high un- and underemployment, migration and urbanisation, Togo aims to get a better grip on collecting and exploiting socio-demographic data in order to plan more effectively for the future.

THE RESPONSE

The cross-cutting initiative ‘Population Dynamics in National Sector Planning’ was active from March 2015 to March 2016. Supported by a local team consisting of an expatriate team leader and a Togolese demographer, this small-scale initiative aimed to complement three Togolese-German development programmes intervening in the medium-sized cities of Kpalimé, Sokodé and Tsévié. The initiative’s goal was formulated as follows: ‘Togo’s national sector planning and programmes are better oriented toward mid- and long-term demographic developments.’

The population dynamics approach fitted in with the on-going priorities of the country's Ministry of Development Planning, which, in cooperation with GIZ, had developed a series of planning guidelines, now being applied on regional and local levels. The Ministry, through its newly created Directorate of Population Studies, rapidly took the lead in piloting the new initiative, extending its reach to a broad array of key stakeholders. The initiative provided support in three domains:

1. It kicked off with a situation analysis of the country's existing demographic data and how these are collected and used. This assessment formed the basis for stakeholders' operational planning of the initiative.
2. The Directorate of Population Studies developed five-year projections of demographic trends related to the three sectors of bilateral cooperation: decentralised governance, agriculture and vocational training.
3. A major focus was on capacity development for national and local actors on integrating population dynamics into sector policy. This included relevant training for over 100 regional and national planning agents from different sectors. An important contribution proposed by the Directorate was the development of a guide for integrating population dynamics into any planning process.

A major challenge encountered was the inadequacy of existing socio-demographic data, as revealed by the initial assessment – a problem which the country is tackling, including through reform of its system of Civil Registration and Vital Statistics. The comparatively short duration of German support motivated the Ministry from the start to fully appropriate the initiative, pursuing the population dynamics approach in developing its national Five-Year and 2030 Vision plans, but also extending the approach to other ministries.

WHAT HAS BEEN ACHIEVED

This small-scale measure produced a remarkably high number of valuable outputs in a very short time. It involved a great number of partners and sectors and became known nationwide and even outside Togo's borders.

Tailor-made tools are put to use: The detailed initial **assessment** of collection and use of demographic data in Togo created awareness of the gaps that needed to be filled and pointed to appropriate training for planners, which the initiative provided. The '*Guide for integrating population dynamics in national planning*' (MPD, 2015b)¹, which the initiative produced, has been widely disseminated and is used both for training and planning, including budgetary allocation.

Population Dynamics is now at the heart of the Ministry of Development Planning: With support from the initiative, the Directorate of Population Studies developed Togo's first prospective demographic studies and has become a strong actor within the Ministry, establishing a permanent oversight structure to ensure that population dynamics is integrated into all future planning in the country.

Planning on regional and local levels is improving with population dynamics input: The Guide is used in the regions of bilateral cooperation for developing the municipalities' annual investment plans and will also be applied in preparing the upcoming local development plans.

Several sector ministries are taking population dynamics into account: Through the Directorate, the Ministry of Development Planning obtained UNFPA funding to train eight sector ministries on use of the Guide and has instructed them to apply it systematically in all planning activities, a process it is supervising through its new oversight structure. Togo's new agricultural policy document has been strongly influenced by the Population Dynamics Guide.

¹ Hereafter referred to as 'the Guide' or 'the Population Dynamics Guide'.

Setting the scene: Gateway town Tsévié

Traffic is brisk along the ochre-coloured main street of Tsévié, with numerous motorcycle-taxis ferrying their clients to and from Lomé, Togo's capital, 30 kilometres to the south. According to local tradition, the small city was founded 300 years ago by travellers who sowed beans there. While some of them soon moved on, others settled and waited for the harvest, saying in Ewe 'Ayiya ne tse vie', which means 'Let the beans ripen a bit!'

The capital of Togo's Maritime Region is the first stop on the highway connecting the port of Lomé to the land-locked countries of the Sahel. The city of 55,000 is growing very slowly, by 0.4% per year: by contrast, Togo's overall population increases annually by 2.38% and Lomé's by 3.4% (République Togolaise and GIZ, 2016). In fact, it is the proximity of the national capital which keeps people moving through Tsévié, the gateway to Lomé.

Togo's Maritime Region is one of three where the Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ), on behalf of Germany's Federal Ministry for Economic Cooperation and Development (BMZ), has focussed its support since 2012 in the sectors of decentralised governance, agriculture and vocational training. To reinforce this support, in 2015, German Development Cooperation in consultation with the Togolese government introduced an initiative entitled '**Population Dynamics in National Sector Planning**'.

The purpose of this initiative was to make sectoral planning more realistic and effective by making sure it takes account of population dynamics. Starting from a comprehensive analysis of demographic data collection and use in Togo, the Population Dynamics initiative supported the government in developing projection studies for the three



● Tsévié main road.



● Tsévié Regional Planning Director browsing the Guide for integrating population dynamics.

priority sectors of bilateral cooperation, as well as capacity development measures, including a user-friendly, six-step guide for planners in any domain. This practical tool was jointly disseminated by German Development Cooperation and the Togolese Ministry of Development Planning to ensure that the present and future situation of the beneficiary population are at the heart of any planning process.

In Tsévié's regional planning office, a block from the main highway, its director, Mr Wama Ali Kodjo, explains the challenges he is facing: 'Since Tsévié was made capital of the Maritime Region, which includes the city of Lomé, our small office is in charge of planning for a region of three million inhabitants – 42% of Togo's population – crammed into just 23% of the country's surface area.' Mr Wama is keenly aware of the importance of population dynamics for accurate planning. He explains, 'In planning infrastructures such as schools or roads or health facilities, we are planning for human beings, so neglecting the dimension of population dynamics – how our target group is likely to change and develop in future – would lead to projects that are wrong! Thanks to the Population Dynamics initiative, our local authorities are all aware and sensitised on this important dimension.'

Mr Wama's assistant, Mr Hassim Maliawai, chimes in, 'When the Population Dynamics initiative launched its assessment of locally available demographic data, I was among the field researchers collecting this information. It was sometimes embarrassing, because we discovered that on local level data management was very inadequate, particularly of civil records – births, marriages and deaths – which are the basis for knowing your community and planning for them. But this experience finally motivated the decision-makers to reform data management, including civil registration procedures.'

Holding up a slim document with a black-and-white cover, the Regional Planning Director adds, 'The most important contribution of the Population Dynamics initiative is this Guide for integrating population dynamics into any planning process. It's a simple, six-step approach that anyone can apply – you don't need to be a professional planner or demographer. The municipality uses it already for their yearly investment plans, and it will come in handy when Tsévié updates its Municipal Development Plan in 2020.'

'Thanks to the stronger focus on population dynamics,' concludes Mr Wama, 'the city has a better overview of the local population, including of those eligible to pay taxes. With better planning data including population dynamics Tsévié will have a better mastery of tax income in the future.'

→ **'Population dynamics describes how populations change over time in terms of size, composition and geographical distribution.'**

BMZ Strategy Paper 10 (2013)

The German-supported initiative 'Population Dynamics in National Sector Planning' started out as a minor intervention intended to complement the three bilateral programmes, but ultimately won an unprecedented degree of ownership on the part of the Togolese authorities. Its flagship product, the Population Dynamics Guide, has even attracted attention outside of Togo's borders.

HOW THIS CASE STUDY WAS DEVELOPED

In January 2017, nearly a year after the end of the German-supported initiative, a GHPC researcher/writer studied all available reports and other documentation about the Population Dynamics initiative and then travelled to Togo to get a first-hand impression of what had been done. Here she interviewed a variety of partners and stakeholders implicated in the initiative, including former staff, consultants and representatives of the Ministry of Development Planning and other government partners. In accordance with this Collection's new focus on learning from implementation, the case study was then prepared in close consultation with those who had worked in the initiative – through critical reflection on the implementation process, the challenges that arose, and the insights generated in addressing them.

Starting from an overview of the background and context of the Population Dynamics initiative, this study explores the approach taken and the challenges encountered, before summarising the results achieved and prospects for the future. A final chapter focusses on what can be learned from implementation of the initiative, and the study wraps up with a peer review by two independent experts in the domain of population dynamics and planning.

The context: Togo's high stakes in population dynamics

After nearly 20 years of social and political turmoil, during which international development cooperation was largely suspended, Togo has been progressively restoring stability and growth and looking towards a brighter future. The tiny West African nation has all the makings of a tropical paradise, from its palm-lined white beaches in the south to the northern savannah, rich with animal life, and its rolling hills and mountains, still criss-crossed by the hiking trails traced during the German colonial period² over a hundred years ago.

Prosperity is increasingly visible: the country's main north-south highway is being repaved and modern gas stations with convenience stores are springing up alongside it. Togo's main exports are phosphates, cement and cotton, but its most important resource is Lomé's deep-water port (the only one on the Gulf of Guinea) and associated transit and travel services. With newly available support from financial and technical partners, the country has undertaken an ambitious public investment programme in infrastructures conducive to growth. This includes its international airport, which has become a regional hub. Though the International Monetary Fund (2017) is concerned that 'the fast pace of investment has contributed to a pronounced increase in public debt and the current account deficit', the World Bank (2017a) is optimistic about Togo's economic recovery: growth of Gross Domestic Product has remained above 5% for the last three years, higher than for most sub-Saharan African countries.

Sandwiched between Ghana and Benin, the narrow country's population is unevenly distributed, with the largest concentration in the southern maritime region and in the cities. With an annual growth rate between 3.1% and 2.7%, the population has swelled from under 1.5 million in 1960 (INSEED, 2015) to an estimated 7 million in 2016 (MPD, 2016a), 60% of whom are engaged in agricultural activities (World Bank, 2017a). Poverty is widespread, although it decreased between 2011 and 2015 from 59% to 55%, while 69% of rural households still live below the poverty line

(Ibid.). Rural poverty is fuelling a strong urbanisation trend: over the last 40 years, the proportion of city dwellers has nearly doubled from 23% of the population in 1975 to 40% in 2015 (UNDESA, 2017a).

POVERTY, UNEMPLOYMENT AND MIGRATION

Although Togo's deep poverty is mitigated by the low prices of basic foodstuffs (World Bank, 2017b), frustration on occasion manifests itself, as in teacher strikes or the riots that broke out after a recent hike in fuel prices, which threatened the livelihood of truck and cab drivers and the army of young men who drive motorbike taxis known as *zemidjan*.³ Some 28% of the population are un- or underemployed (INSEED, 2016). Most frustrating is the situation of the numerous unemployed graduates who bear the consequences of inadequate human resources planning. The root causes of this problem are manifold, including inadequate skill matching between educational offers and labour market needs, lack of jobs for academics, and lack of jobs in innovative branches to absorb creative young people.

Migration is pronounced. Internal migration includes not only rural people moving to cities for studies or job opportunities, but also farmers – often under the impetus of climate change – moving to other rural areas in search of more fertile farmland. International migration is remarkably high – not only to nearby West African countries such as Ghana and Nigeria for work or trade, but even further afield. Gabon, Saudi Arabia and Germany all have sizable Togolese communities. In 2011, 372,600 Togolese citizens were counted as living outside their country, and remittances by the Togolese diaspora have become an important contribution to Togo's economy, representing nearly 10% of Gross Domestic Product (IOM, 2016).

² Togo was a German colony from 1884 to 1916. It obtained its independence from France in 1960.

³ 'Get me there fast!' in the Fon language of Benin.



● Rural primary school class in Togo.

Togo was ranked 162nd out of 188 countries on UNDP's Human Development Index in 2015 and was able to achieve only two out of its eight Millennium Development Goals (World Bank, 2017a). Although Togo did not meet its target of reducing child mortality by two thirds, mortality of children under five was halved between 1990 (150/1,000 live births) and 2015 (77/1,000), (UNICEF, 2016). The two goals that Togo did manage to achieve were getting a grip on HIV – with a current prevalence of only 0.8% among 15 to 24-year-olds (DHST 2013-14) – and primary education. In fact, despite the long years of political and social instability, Togo has succeeded in maintaining enviably high net primary and secondary school enrolment rates of 89% and 46% respectively, resulting in 80% literacy among the 15 to 24-year-old age group (UNICEF, 2016).

PLANS FOR EMERGING FROM POVERTY

These young women and men have an important role to play in the Togolese authorities' plan for the future. Seeking to combine human development with economic growth, the government prepared a five-year poverty reduction plan known as 'SCAPE'⁴ – literally 'Strategy for accelerated growth and employment promotion' – for the period 2013-2017. Currently the Ministry of Development Planning is working on a successor document – the National Development Plan 2018-2022 – and a '2030 Vision' for where the country should be in 13 years (in alignment with the world's Agenda 2030). According to these documents, Togo's priorities are: 'developing the sectors with strong growth potential; reinforcing economic infrastructures; developing human capital, social safety nets and employment; better governance; and promotion of development that is more sustainable, balanced and participatory'.⁵

⁴ 'Stratégie de Croissance Accélérée et de Promotion de l'Emploi'.

⁵ World Bank, 2017a – writer's translation.

Togo's development strategies, as in any planning process, are focussed on human beings as beneficiaries and actors. This seems evident, yet all too often – including in development cooperation programmes – planning falls short because it does not take adequate account of future changes in population size, composition and geographical distribution. Typical consequences are, for example, newly constructed roads that are already too narrow to accommodate the increasing traffic, inadequate public transport offers, or overcrowded classrooms and too few teachers in regions where many children are born.

How can such costly failures be avoided? How can population dynamics be considered early in the planning cycle and to a community's advantage? Figure 1 (next page) illustrates that population dynamics is influenced by inter-linking factors such as fertility, mortality and migration, and in turn it impacts economic, social and environmental development, potentially mediated by programmes that governments may or may not put in place.

TOGO IS EAGER TO JOIN IN THE DATA REVOLUTION

The point of departure in understanding population trends is up-to-date, reliable and disaggregated demographic data about the present and the past. Likewise required are planners with adequate capacities to analyse, interpret and publicly present data. On the basis of the available data, planners use different models to project population developments into the future, sometimes including alternative scenarios that reflect different hypotheses such as faster or slower population growth (UNFPA, 2016a). Coupled with data on environmental, economic and social conditions, population projections are fundamental for planning infrastructure, as well as health, education and other services. As the United Nations Population Fund (UNFPA, 2014) points out, 'Without such data, countries cannot hope to understand or meet the needs of their ever-changing populations.' In fact, over 40% of the indicators of the world's Sustainable Development Goals (SDG) are based on population data (UNDESA, 2017b).

Inadequate demographic data is part of Togo's problem. During its long years of internal turmoil and international isolation, the country's statistical systems and civil registration practices did not move forward. The financial means and technical support to modernise these systems were lacking. Nearly 30 years elapsed between the 1981 population census and its successor of 2010. Now the country is eager to join the data revolution called for by the United Nations and the African Union. Togo is co-signatory of the African Data Consensus of 2015, committing to the shared vision of a 'vibrant data ecosystem providing timely, user-driven and disaggregated data for public good and inclusive development' (UNECA, 2015).

Togo faces complex demographic challenges: high migration and urbanisation coupled with a growing population of young people entering the workforce. Youth aged 15-24 are currently estimated to make up 19% – almost one fifth – of the population (UNDESA, 2017a), while 42% are under the age of 15. The country’s ambition is to turn this ‘youth bulge’ into a ‘demographic dividend’.

➔ **‘The present disruptions of our youth are the result of not having paid attention to population dynamics 20 years ago.’**

Akan Faissal, macro-economist, co-author of the Guide for integration of population dynamics in national planning

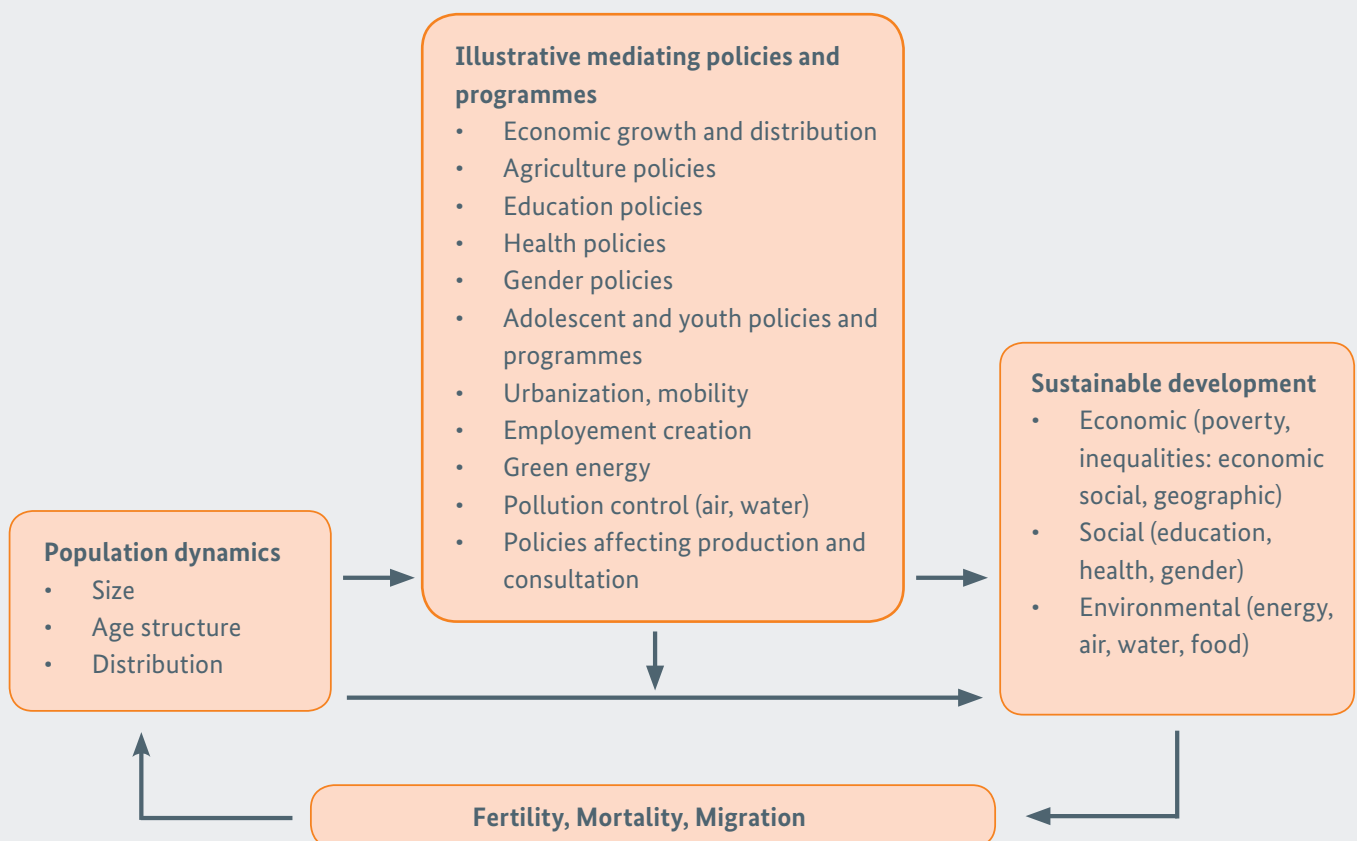
HOPING FOR A DEMOGRAPHIC DIVIDEND

The so-called ‘demographic dividend’ is one reason why many African governments, including Togo’s, have begun to take a greater interest in their countries’ population

dynamics. The much-discussed concept describes the economic gains countries might be able to generate during a window of opportunity created when fertility declines, leading to an increase in the ratio of working-age adults to dependent children. Under favourable circumstances, this ‘demographic bonus’ could lead to an economic benefit – a demographic dividend – if it is supported with ‘sustained investments in education and skills development, health, job creation and good governance’ (UNFPA, 2016a). It is estimated that a demographic dividend can add between 30% and 40% to normal Gross Domestic Product growth (EC, 2017).

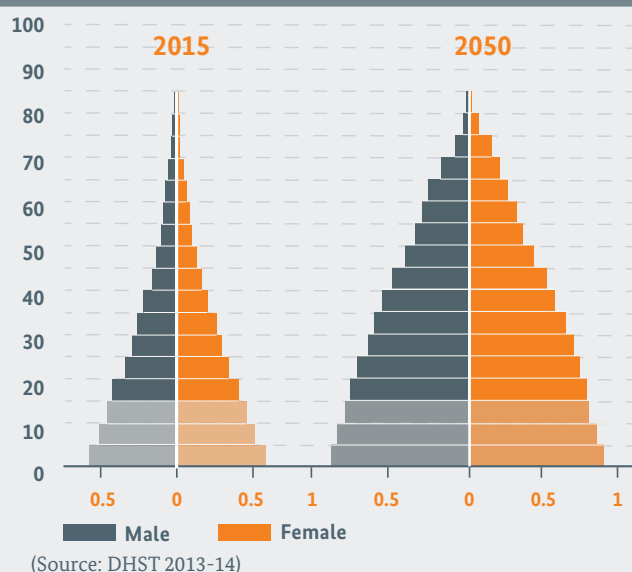
After certain countries in Asia and Latin America, the African continent has high hopes of reaping a demographic dividend, as fertility has started to decrease, and the number of working-age adults is increasing compared to the number of dependent children (EC, 2017; UNFPA, 2016b). The African Union has declared ‘Harnessing the Demographic Dividend through investments in youth’ as its theme for the year 2017.

➔ **FIGURE 1. INTERLINKAGES BETWEEN POPULATION DYNAMICS AND SUSTAINABLE DEVELOPMENT**



(Source: ICOMP 2015)

FIGURE 2. TOGO'S AGE PYRAMID



Togo's current age pyramid (Figure 2) shows a certain potential for a demographic dividend since there are fewer children aged 0-4 than aged 5-9 years. Although fertility is still at a high 4.8 live births per woman, this represents a 25% reduction from 6.4 in 1988 (DHST 2013-14). Even though use of modern contraception has only grown timidly from 6% to 19% between 1996 and 2015, during the same period the proportion of Togo's under-15 population decreased from 46% to 42% (UNDESA, 2017a). This reduction in fertility could well be correlated with the fact that Togo has reduced infant mortality by half since 1990 (see above p.9).

A country's potential for a demographic dividend is calculated on the basis of its 'dependency ratio': the proportion of inactive individuals (population under 15 and over 65) compared to those of working age (15-64 years). Due to the decrease in its fertility rate, Togo's dependency ratio is estimated to have declined from 8.5/10 in 2011 to 8/10 in 2016 (INSEED, 2015) – a decline which is more pronounced than in many other French-speaking countries of West Africa.

If this trend continues, the dependency ratio will reach a level potentially favourable for a demographic dividend (UNFPA, 2011), setting in motion 'a virtuous cycle in

which socio-economic progress and demographic change maintain each other. Thus, the demographic dividend could be harvested over a long period, provided the process has been initiated in time.'⁶ (Ministère de la Planification du Développement – MPD, 2016b)

Reflecting the high priority accorded to this topic, the Togolese government has set up a National Coalition for Youth Employment⁷ associating 12 ministries, various chambers of commerce, employers' associations and NGOs under the important Ministry of Basic Development⁸, as well as a technical team in the Ministry of Development Planning which uses the 'National Transfer Accounts' (NTA) methodology promoted by UNFPA to study socio-economic factors relevant for the demographic dividend (MPD 2016a). The NTA approach compares a number of variables to study 'the flows from resources to uses, from a generational perspective' (UNPD, 2017⁹).

➔ **'The demographic dividend is when population dynamics meets economic dynamics.'**

Mr Koubalekota Kamaga, Technical Secretary of SCAPE

GERMAN-TOGOLESE COOPERATION TO SUPPORT FAVOURABLE CONDITIONS FOR A DEMOGRAPHIC DIVIDEND

In its economic growth strategy SCAPE, Togo's government describes the measures it will undertake to create the necessary preconditions for the demographic dividend, such as job creation for young people, including in the agricultural sector, and a focus on good governance at all levels of public administration. With the official resumption in 2012 of bilateral cooperation between Togo and Germany, GIZ, on behalf of BMZ, supports three comprehensive programmes in these priority sectors.¹⁰ All intervene in the areas around the medium-sized cities of Kpalimé, Sokodé and Tsévié.

The programme for Youth Training and Employment (ProFoPEJ¹¹) aims at a closer alignment of vocational education with the labour market and introduction of quality assurance measures to help enterprises in rural areas meet their needs for properly trained workers. The Rural Development Programme (ProDRA¹²) intervenes in the agriculture and forestry sectors to develop 'value

⁶ Writer's translation.

⁷ Decree No. 2016/088 of 2 August 2016

⁸ *Ministère du Développement à la Base, de l'Artisanat, de la Jeunesse et de l'Emploi des Jeunes.*

⁹ <http://www.ntaccounts.org/web/nta/show/>

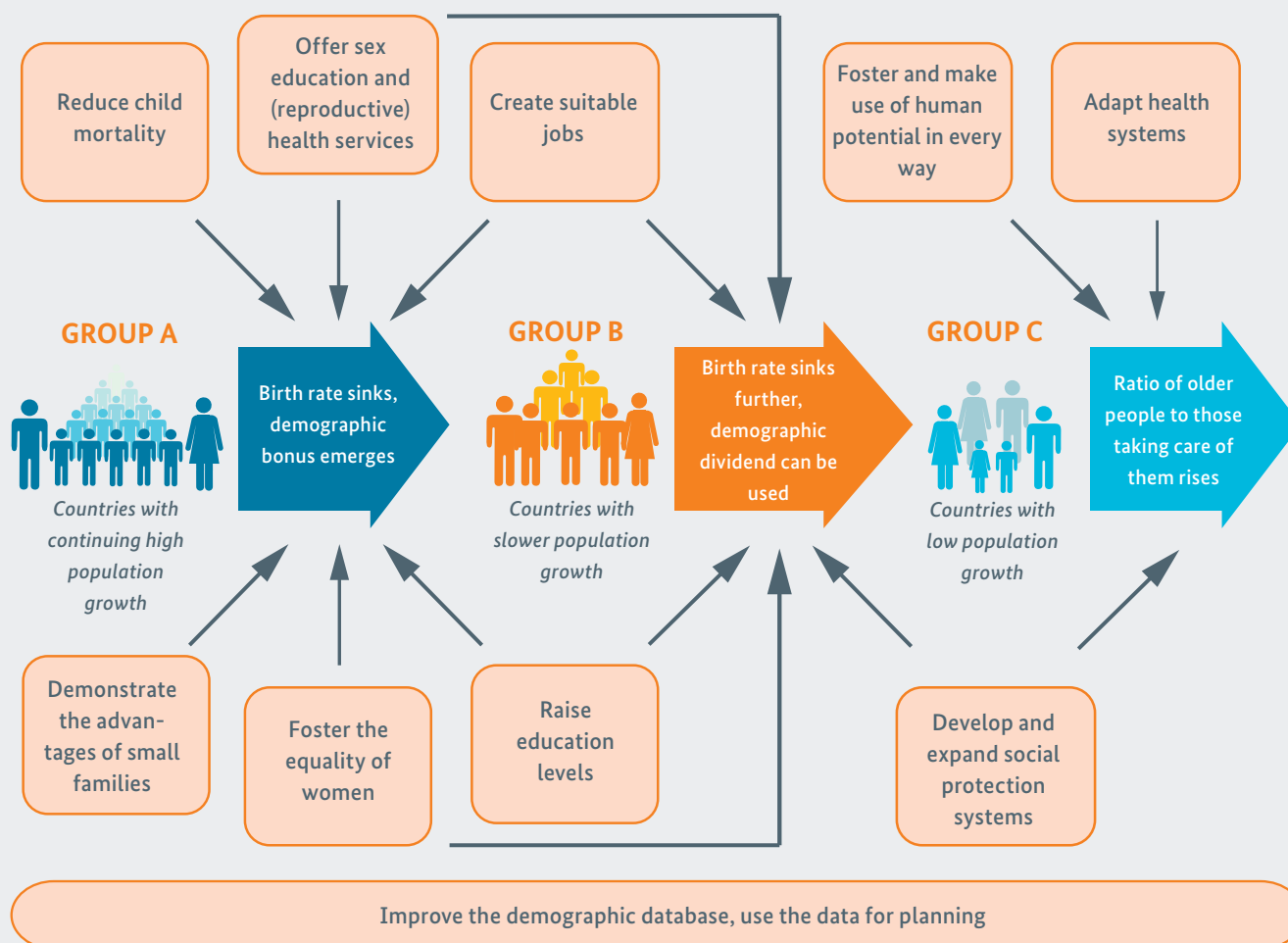
¹⁰ German Financial Cooperation through KfW Development Bank provides complementary infrastructure and equipment support in these same sectors.

¹¹ Programme 'Formation Professionnelle et Emploi des Jeunes'

¹² Programme 'Développement Rural et Agriculture'

FIGURE 3. ON THE WAY TO THE DEMOGRAPHIC DIVIDEND:

Possible interventions that governments can make on the demographic development path



(Source: BMZ, 2013)

chains' ensuring productivity and livelihoods in the rural environment, focussing on coffee, cashew nuts, pineapple and wood energy. The Good Governance and Decentralisation Programme (ProDeG¹³) advises the government on implementing political, administrative and fiscal decentralisation, and works with the three municipalities to enhance efficiency, transparency and citizen focus (GIZ, 2017).

All three programmes are affected by migration in and out of their intervention zones, and were challenged by the lack of demographic data to better understand this phenomenon and to underpin planning in their respective sectors. They felt that improved population dynamics analyses would help them, respectively, to better plan for youth job creation, to counter the forces that drain young people out of rural areas, and to have a better overview of local citizens, including as taxpayers.

¹³ Programme 'Décentralisation et Bonne Gouvernance'

¹⁴ This measure was funded on behalf of BMZ through GIZ's Studies and Experts Fund, which makes available through the GIZ country office a modest budget for a specific activity linked to an existing programme.

This need on the part of the bilateral programmes found an echo in the BMZ's policy on integrating population dynamics as a cross-cutting theme in development cooperation (BMZ, 2013). This strategic document envisions inter-sectoral, cross-cutting support to assist partner countries in managing demographic change, with a focus on young people and on disaggregated demographic data.

It was to complement the three bilateral programmes in Togo that the GIZ country team and the Sector Programme on Population Dynamics/Sexual and Reproductive Health and Rights, based in Germany, supported a short-term, cross-cutting pilot measure¹⁴ 'Population Dynamics in National Sector Planning'.

The next chapters present the design and approach of this innovative initiative, and the types of challenges it encountered during its implementation.

The approach: Putting population dynamics on the policy agenda

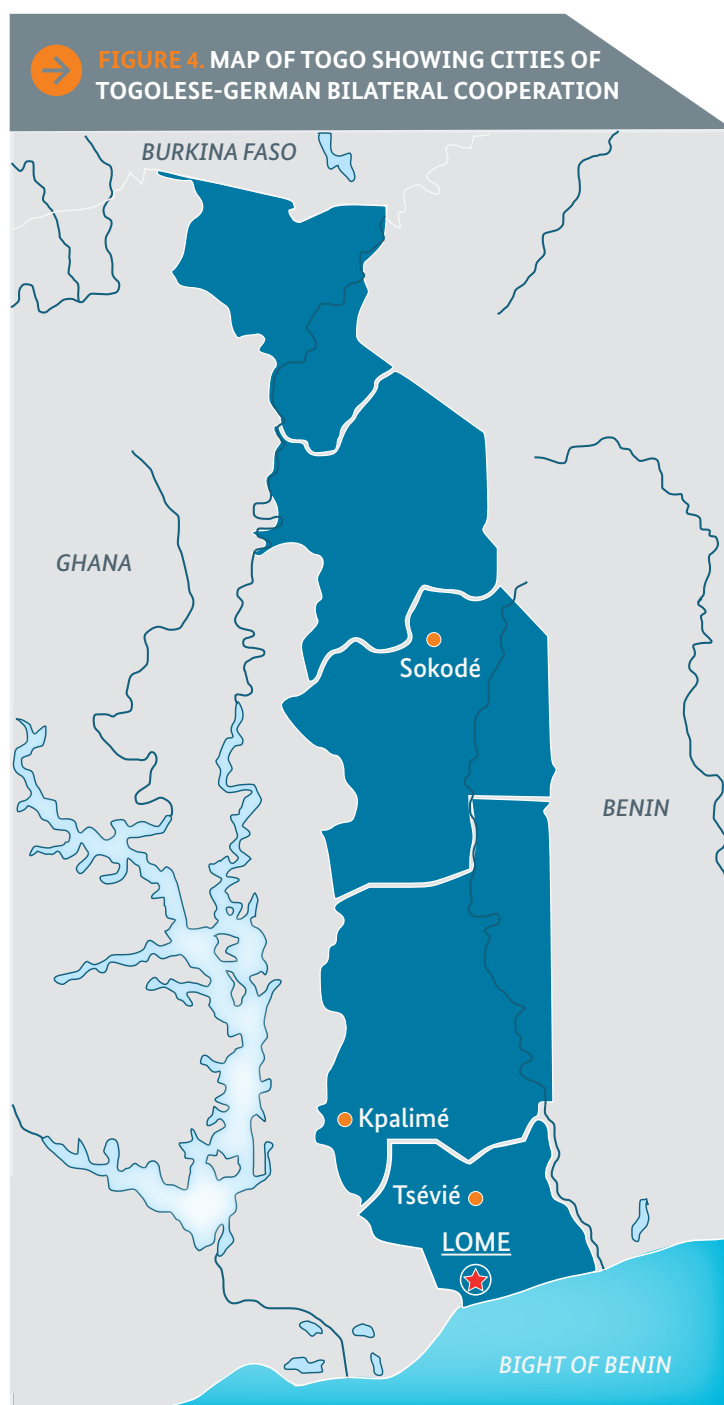
Coordinated by Togo's Ministry of Development Planning¹⁵, the initiative's goal was to ensure that 'Togo's national sector planning and programmes are better oriented toward mid- and long-term demographic developments.'

Targeting the three regions and sectors of Togolese-German bilateral cooperation, it was to provide support in three domains: a situation analysis of the country's existing demographic data and how it is collected and used, projections of demographic trends related to the three sectors, and capacity development for national and local actors on integrating population dynamics into sector policy.

TIMELINE AND DESIGN

The initiative ran for 17 months: a four-month preparation phase from November 2014 to February 2015 was followed by an active phase of just over a year, from March 2015 to March 2016. The German side provided a two-woman team of experts: an international project head already working for the Good Governance Programme, who was to devote 10% of her time to the new initiative, and a Togolese demographer as technical advisor. The Sector Programme in Germany provided both technical and financial support.

Within the Ministry of Development Planning, the Togolese partner of the Population Dynamics initiative was the recently established Directorate of Population Studies, under the auspices of the Ministry's Directorate General of Planning and Development. Another important Ministry structure was the National Institute for Statistics and Economic and Demographic Studies (INSEED)¹⁶, responsible for large-scale surveys such as the national population census and the country's Demographic and Health Surveys (DHST).



¹⁵ Ministère de la Planification du Développement.

¹⁶ Institut National de la Statistique et des Etudes Economiques et Démographiques.

The three bilateral programmes, though working in different sectors, were willing to collaborate on the Population Dynamics initiative, because they saw it as relevant to all of them. They jointly agreed to start with the situation analysis of population data, and to reflect on ways to integrate demographic trends into planning their activities.

The initiative's kick-off workshop introduced 85 key actors from the different ministries and regions, municipalities and development partners, to the concept of the demographic dividend and the importance of taking population trends into account in national and sector policy planning. The initiative's subsequent activities systematically associated a broad group of stakeholders: the partner ministries of the three programmes and their decentralised services, local government representatives, but also external partners such as UNFPA and the Union of Togolese Municipalities. UNFPA was a particularly close ally, and its adherence contributed to the initiative's credibility with other international partners.

ASSESSING THE STATE AND USE OF DEMOGRAPHIC DATA IN TOGO

The initiative's point of departure for developing activities was the situation analysis of the state of socio-demographic data in Togo. This 'Assessment of the integration of population dynamics in planning in Togo' (MPD, 2015a - referred to hereafter as 'the Assessment') aimed to answer the following questions:

- What data exist/are available?
- Who collects them – and how?
- Who uses them – and how?

In record time, between March and April 2015, four regional planning agents, under the supervision of the initiative's demographer, collected and analysed an immense body of socio-demographic data and information within the bilateral intervention regions, prefectures and cities and on national level. They targeted the partner ministries of the bilateral programmes plus the Ministry of Development Planning including INSEED, as well as bi- and

BOX 2. THE ASSESSMENT'S FINDINGS IN BRIEF

Who collects population data?

Within the framework of Togo's national statistics law, INSEED, with the assistance of partners such as UNDP, UNFPA, UNICEF and World Bank, is the main structure in charge of collecting socio-demographic data through surveys, censuses and analyses of Civil Registration and Vital Statistics (CRVS) information. Certain sector ministries, such as Education and Health, also have structures which collect routine data specifically for their sector.

Which data are available?

The existing sources of data collection have essentially provided information on population structure and rate of growth. These data are, however, limited by the poor quality of Civil Registration and Vital Statistics systems, insufficient disaggregation (to include prefecture and village level), and low accessibility of the information (according to 55% of respondents interviewed for the Assessment). Inadequate cooperation between services and insufficient human, financial and material resources for collecting and storing data make it difficult to gather socio-demographic data in a detailed, regular and standardised manner.

How are the data being used?

In existing planning documents such as SCAPE, the sector policies and the Municipal Development Plans, population data tend to be highlighted in the introductory diagnosis but much less in the other stages of planning, such as definition of objectives and priorities, which place more emphasis on budgetary matters. Planning is also hampered by insufficient data, e.g. on urbanisation and internal migration.

How can data collection and use be improved?

The Assessment sees potential in the central, coordinating role of INSEED and recommends the creation of a partnership among sectors for collecting and using demographic data. In addition, it recommends the development of planning structures in these different sectors whose personnel can be sensitised for integrating population dynamics. A strong recommendation was capacity development for planners on all levels, including preparation of a Guide to take better account of population dynamics in sector planning.



● Group work at a training on using population data for planning.

DEVELOPING SOCIO-DEMOGRAPHIC PROJECTIONS

As planned, based on the existing socio-demographic data, projections of population trends over the next five years were developed for the three priority sectors of Togolese-German bilateral cooperation: agriculture and rural development, vocational training and youth employment, and good governance and decentralisation.



‘Population dynamics is important, because it is necessary to place the human being at the centre of development.’

Véronique Dossou, demographer, Population Dynamics initiative

multilateral development partners, and carried out interviews. They identified the services in charge of collecting data and interviewed them on their methods, frequency and utilisation of the data. They inventoried the available data and determined what kind of data was needed but missing. They analysed how demographic data were used in preparing the strategies of the different sectors and in information exchanges between sectors and with development partners. They then formulated recommendations for a better integration of the population dynamics ‘factor’ in planning on national, regional and local levels.

The preliminary results were shared and verified with local planners and administrative authorities in the three regions and on national level during the month of May 2015. The final results were compiled in a report (MPD, 2015a), which identified a multitude of gaps and weaknesses related to the methods of collecting and storing information that were hindering the country in addressing its demographic challenges. It was evident that Togo would need to strengthen its institutional and human capacities concerned with population data, statistics and population policy.

The final version of the Assessment was presented in early July 2015 to 100 development practitioners and decision-makers. They were assembled to prepare the initiative’s operations plan, and they largely adopted the study’s recommendations, including in particular one that was not originally part of the initiative concept: the proposed development of a Guide for integrating population dynamics into sector planning (see next page).

The three studies, which were carried out by the newly re-structured Directorate of Population Studies at the Ministry of Development Planning, were a formative experience for the Directorate, being the very first demographic projections ever developed by the Ministry, an exercise that had not even been undertaken in preparing the SCAPE.

They provided initial examples of how national policy planning – in this case, on urban professional education and agricultural development – could take demographic considerations into account. One finding that stands out is the estimate that by 2021 there will be 277,000 new young people on the job market, who will need to be factored in when formulating employment policies (République Togolaise and GIZ, 2016).

DEVELOPING CAPACITIES IN POPULATION DYNAMICS FOR SECTOR PLANNING

On the basis of the needs identified in the Assessment, between August and November 2015 over 100 planning agents from different sectors, on both central and regional levels, received relevant training through the initiative on database management, analysis and interpretation of demographic data, and on the preparation of demographic projections.

The trainings, like the research for the Assessment and the preparation of the Guide (see next page), were entrusted to local rather than international consultants. This was a way to benefit from and strengthen Togolese know-how, while promoting local talent and networking.

In addition, the initiative's demographer facilitated joint reflection sessions on the population dynamics factor for Togolese partners in the sectors of bilateral cooperation: the Union of Togolese Municipalities, a major partner of the Good Governance programme; the three education ministries; and for the team at the Ministry of Agriculture, Livestock and Water¹⁷ engaged in preparing Togo's new agricultural policy PNISA II¹⁸ (see p.23).

International study trips to exchange experiences and to strengthen networks and partnerships were another form of capacity development. In November 2015 a delegation from the Directorate of Population Studies, accompanied by the GIZ team, travelled to South Africa for the seventh Africities Summit on decentralisation and urbanisation policies, where they presented the Guide and exchanged ideas on population dynamics with other participants. This was the first time the Guide was presented to an international audience outside Togo. It attracted great interest at this conference, demonstrating its potential as an instrument for fostering South-South learning, cooperation and exchange of practices.

In February 2016 the heads of INSEED and of the Directorate, as well as the initiative's Togolese demographer, travelled to Germany for a mutual learning experience on demography and statistics with BMZ, the GIZ Sector Programme, the Federal Ministry of the Interior (in charge of Germany's demographic policy), the Federal Statistics Office and the Federal Institute for Population Research, which is responsible for research and policy advice to all federal German ministries on population dynamics.

PRODUCING A POPULATION DYNAMICS GUIDE

The initiative's most concrete and visible contribution to capacity development in this domain is the '*Guide for integrating population dynamics in national planning*'.¹⁹ This Guide was developed between September and November 2015, in parallel to the trainings. The Guide takes into consideration the finding of the Assessment that the majority of the agencies and organisations engaged in planning do not have access to a demographer or statistician. It also



BOX 3. THE GUIDE: INTEGRATING POPULATION DYNAMICS DATA INTO SECTOR PLANNING IN SIX EASY STEPS

Objective: Provide a frame of reference to orient planners toward improved attention to population dynamics in national policy documents, basing these systematically on demographic data, and taking into consideration projections of population size, age structure, geographical distribution, migration, and civil registration and vital statistics data, and linking demographic and socio-economic variables.

Taking account of population dynamics data fits into the overall process of development planning, and respects Togo's six standard phases for preparing a national or local public programme:

1. **Preparation:** Ensure commitment on the part of all actors to take population dynamics into account throughout the entire planning process.
2. **Diagnosis:** As a basis for planning, develop a thorough situation analysis of problems, advantages, constraints and tendencies, taking into account population dynamics at every level of the analysis.
3. **Strategic choices:** Define the overall vision on the basis of national and regional options (including National Population Policy), and within this framework identify the strategic options, their development objectives and contributing strategies, integrating population dynamics considerations at each level.
4. **Programming:** Formulate programmes and projects keeping in mind population dynamics, including financial evaluation, financing plan and physical programming over several years.
5. **Monitoring and evaluation:** Define mechanisms for implementation and for monitoring and evaluation which take population dynamics into account.
6. **Formulation, validation, adoption:** Write and adopt the programme or policy document as a participatory and iterative process, ensuring that those associated with it are aware of population dynamics issues.

At each step, the Guide proposes practical and probing questions to keep the users focussed on the population dynamics dimension.

The Guide can be found online at health.bmz.de/population-dynamics-Togo

¹⁷ Ministère de l'Agriculture, de l'Élevage et de l'Hydraulique.

¹⁸ Programme National d'Investissement Agricole et de Sécurité Alimentaire.

¹⁹ 'Guide d'intégration de la dynamique démographique dans la planification nationale' (MPD, 2015b).

provides orientation on what type of data are required at each stage of the planning process and where to find them. This includes the recommendation to work with a demographer, for instance by calling on the Directorate of Population Studies for support.

The 70-page document is a simple, step-by-step tool (see Box 3). It complements an earlier guide for preparing municipal development plans written with support from the bilateral Good Governance programme (Ministères, 2014). At each of the six steps, the Guide indicates where population dynamics comes in, what type of data is needed and where to find it (or generate it through research). As a result, the Guide was welcomed as an immediately useful and relevant way to disseminate the ministry's planning and budgeting process.

➔ **'The Guide is useful: it reminds us of lots of things that one can forget.'**

Martin Komla Ségoh, Coordinator, Planning Division, Ministry of Agriculture.

The Guide was prepared by two independent local consultants specialised in planning – a demographer and a macro-economist. A large number of national and regional stakeholders were involved in finalising the document through a series of pre-validation and validation workshops. The result was a greatly improved text, adapted to Togo, and familiar to a broad group of stakeholders, who thus became collective 'authors' of this useful document. The Ministry of Development Planning has widely disseminated the Guide and requires it to be applied in sector planning by the different ministries which have been initiated in its use (see 'Results' chapter p. 23 and Box 6). Five hundred copies were printed in time for the Africities Summit in South Africa.

HANDING OVER TO THE TOGOLESE PARTNERS

As planned, the German support to the initiative came to an end in March 2016 with a dissemination symposium where the Guide, together with the summary of the three demographic projection studies, was presented to a broad audience of local, regional and national planners, technicians and administrative authorities, including representatives from the three bilateral programmes and all 22 Togolese ministries.



● Group picture at the final dissemination symposium.

Due to an administrative oversight, invitations were sent not only to the initiative's usual partners from the three intervention regions, but also to all the mayors, prefects and their heads of council from the rest of the country. Instead of the planned 80 participants, a total of 131 appeared at the event, forcing the organisers to scramble to accommodate all the unexpected guests. This unforeseen situation turned out to be a fortunate circumstance, since the result was country-wide exposure to the initiative and the Guide, with attendant interest on the part of the participants from outside the regions of bilateral Togolese-German cooperation.

At this closing workshop, the Cabinet Director of the Ministry of Development Planning described population dynamics and its integration into the country's different policies as a 'national priority' and presented the Guide as a 'key instrument' in this process, helping to enable Togo's data revolution.

The end of German support did not spell the end of the Population Dynamics initiative. The activities were pursued and further developed by the Togolese side under the leadership of the Ministry of Development Planning.

Dealing with implementation challenges and surprises

Although the Population Dynamics initiative attained – and with the addition of the Guide even exceeded – its intended results, it evolved differently than planned in several ways. In particular, its main partner turned out to be – not the bilateral programmes or their respective sector ministries – but the Ministry of Development Planning itself.

WORKING WITH A NEW PARTNER

When the Population Dynamics initiative was conceived, the Ministry of Development Planning, which would be responsible for its implementation, was still the official partner of the German-supported Good Governance programme. The idea was that the initiative could build on existing working relationships and that synergies could be created between the bilateral programme and the cross-sectoral Population Dynamics initiative. When the initiative started, however, the situation had changed: The Good Governance programme was now partnering with the Ministry for Territorial Administration, Decentralisation and Local Administrative Entities²⁰, meaning that all three German-supported programmes were working with ministries other than the Ministry of Development Planning.

The Ministry of Development Planning did not see this as a problem. It continued to be responsible for Togo's development cooperation in general and it had the perfect partner for the Population Dynamics initiative in mind: its recently constituted Directorate of Population Studies, which replaced the previous Directorate for Population Planning. Operating directly under the Ministry's Directorate General for Planning and Development, its 15 staff members were entrusted with the analysis of demographic trends and with the conception and implementation of measures related to population dynamics.

The Directorate of Population Studies turned out to be a strong owner and proactive leader of the initiative. The initial concept of a one-year cross-cutting initiative in

support of the three bilateral programmes was rapidly overtaken through the energetic pursuit of the topic by the Directorate.

The Directorate gave the impetus to design the prospective demographic studies and the Population Dynamics Guide. Due to the Directorate's high level of activity, advisory support to this partner was increased, leading to an even greater output. Intensive collaboration on the initiative contributed to capacity development within the Directorate, reinforcing cadres' competence in analysing and interpreting demographic data, as in the three prospective studies.

Ultimately it was the Directorate which took the lead in disseminating the population dynamics concept to the sector ministries, extending it from the original three to eight sectors.

DEALING WITH LIMITATIONS OF AVAILABLE DEMOGRAPHIC DATA

The initiative's initial Assessment revealed Togo's considerable demographic data gaps. Symptomatic of the practical difficulty of accessing reliable data is the fact that planners on regional and local levels are still waiting to obtain the detailed results of the 2010 census. To date, INSEED has only published a 65-page summary of this important survey (MPDAT, 2011).²¹

The initiative's time and budget constraints did not allow for in-depth data collection and longitudinal field research, e.g. on migration into and out of the three programmes' intervention areas – a topic of particular interest identified by the programmes. What the initiative could do, however, through its initial Assessment and the projective studies, was to orient partners and programmes towards specific data gaps which they could address in order to help improve the data situation.

²⁰ *Ministère de l'Administration Territoriale, de la Décentralisation et des Collectivités Locales.*

²¹ INSEED explains that all these elements exist in its database, and that they can generate a report in response to a specific request.

One example were the deficiencies of Togo's civil registration system, which the initial Assessment identified as a root cause of the inadequacy of population data. The Assessment had raised awareness on the part of local authorities of the need to master birth and death records, which led mayors and prefects to ask for more support from the national level in overcoming the gaps. The Togolese-German Good Governance programme, later joined by the European Union, responded to this new awareness, providing the necessary training and materials to modernise civil registration procedures (see p. 22).

To firmly establish the consideration of population dynamics in planning processes across the sectors, the initiative developed and implemented, on the one hand, targeted trainings for different categories of planners. On the other hand, as a long-term contribution, it developed the Guide for integrating population dynamics into sector planning.

MANAGING AN INITIATIVE ACROSS SECTOR DIVIDES CAN BE CHALLENGING

Implementing the initiative was not only smooth sailing for the two-woman team and their Togolese partners. A challenge was the cross-sectoral design of the initiative in a working environment in which individuals, teams and tasks are organised along sector lines and accustomed to thinking and working within their own sectoral frameworks.

To bridge this divide, local, multi-disciplinary tandems of local experts were assembled to pool the necessary expertise. For instance, on the prospective demographic studies, one demographer/statistician from the Ministry of Development Planning was associated with a specialist from the respective technical ministry.

Extensive coordination and communication were required from the two-woman team to make sure that the initiative could work with the three German-supported programmes and their partners and keep them engaged. On the other hand, the Population Dynamics initiative retained high priority in the Togolese Planning Ministry, which would ensure its impact beyond the period of German support.

MAKING THE BEST OF THE LIMITED DURATION OF GERMAN SUPPORT

Although the initiative accomplished a great deal in just 13 months of activities, its long-term objective – to ensure that technical ministries integrate population data into their planning – had not yet been achieved. This crucial next step was taken by the Togolese side after the end of German support.

By the time it ended in March 2016, the initiative had created a momentum the Togolese partners did not want to lose, and it was clear to them what remained to be done. Follow-up of the initiative on the German side was limited to activities that could be taken over by the bilateral Good Governance programme and the newly adopted cooperation programme in the health sector. Exchange has also continued with the Sector Programme based in Germany.

After the end of German support, the Ministry's commitment to the initiative's programme did not flag. The initiative had left a concrete tool for this: the Population Dynamics Guide. The logical next step was to train the technical ministries on using it as a basis for their future planning. With its characteristic energy and determination, the Directorate of Population Studies sought and obtained financing from UNFPA to train eight technical ministries in use of the Guide.

A year later, in July 2017, the Ministry of Development Planning itself funded a two-day follow-up training on the Guide for 20 representatives of the same eight ministries. The Directorate is also establishing a permanent oversight structure to ensure regular monitoring of sector ministries' integration of demographic data into their planning processes.

Despite limited resources and duration, the initiative had a catalytic effect on the Ministry of Development Planning's commitment to population dynamics. As a result, over a year after the German support ended the intervention continues to have an impact.

➔ BOX 4. THE INITIATIVE TEAM: ‘WHAT WE DID RIGHT’

Anita Sebio-Kouhè knows Togo well. She had been working there with civil society partners since 2009 for a predecessor organisation of GIZ, and in 2013 joined the bilateral Good Governance and Decentralisation programme as technical advisor. Between November 2014 and March 2016, she additionally led the Population Dynamics initiative with only 10% of her time. ‘Fortunately,’ she says, ‘our partners in the Ministry of Development Planning showed strong ownership from the start. Their past good experiences with GIZ created a basis for trust, and they saw population dynamics as a very important topic. We were particularly lucky to have so dynamic and motivated a partner as Victorine Enyonam Womitso, head of the newly created Directorate of Population Studies. She and her team were totally involved and really taking the lead with bold ideas like developing the Population Dynamics Guide and themselves carrying out the prospective studies. They were so dynamic, it was hard for the two of us to keep up with them! The Guide was particularly important for our partners: they were not going empty-handed to international meetings like the Africa-ties Summit, but had a concrete product to share.’



● Anita Sebio-Kouhè

Anita continues, ‘From the beginning of the initiative we made sure to associate all the most important stakeholders without restriction. And we kept increasing their number through the different surveys, trainings and validation workshops to attain a critical mass of actors strongly implicated in the issue of population dynamics. As a result, the Assessment and Guide are perceived as 100% Togolese products. Since I had so little time for the initiative, our demographer, Véronique Dossou, played a crucial role in mobilising the different actors.’



● Véronique Dossou

Véronique Dossou, who continues to teach demography and statistics at the University of Lomé, reflects on what made the initiative successful: ‘We responded to the felt needs of our partner, the Ministry of Development Planning, with the Assessment and the Guide, which fitted right in with the objectives of the SCAPE. Preparing the Assessment on quality and use of sociodemographic data directly with the regional and local planning officers rather than with independent consultants was both empowering and an eye-opener for them – as they themselves discovered the deficiencies in the existing data and statistics, they assumed responsibility for improving this situation.’

Results of the Population Dynamics initiative

This small-scale measure, with limited financial and technical contributions, produced a remarkably high number of valuable outputs in a very short time. It involved a great number of partners and sectors and became known nationwide and even outside Togo's borders. As we shall see in this chapter, the initiative's results include both its direct outputs – its products and capacity development measures – and its effects, intended and unintended, on a constellation of important stakeholders.

● Tailor-made tools are put to use.

Jointly developed with local and national stakeholders, the detailed initial Assessment of collection and use of demographic data in Togo created awareness of the gaps that needed to be filled and launched a dialogue with INSEED, as well as raising awareness of the need to improve civil registration and vital statistics on local level. Technical and financial support for this reform is being provided by the European Union, GIZ and the Union of Togolese Municipalities (see p. 22). The Assessment also pointed to appropriate training for planners, which the initiative provided.

With production of the Guide for integrating population dynamics into sector planning, the initiative surpassed its originally planned output. It was initially designed to counsel the bilateral programmes and their partners on this topic, not to actually produce a concrete and permanent tool that planners can use to improve their planning and budgeting.

The way the Guide fit into Togolese planning procedures and the appropriate level of technicity for its users convinced UNFPA, at the request of the Planning Ministry, to finance the training of the eight sector ministries on its use in July 2016. The technical ministries trained in the use of the Guide and who use it in their planning processes describe it as very user-friendly (p. 23), the only caveat being possible poor quality or lack of required data – a situation which Togo is determined to improve.

In May 2016, the Guide was distributed by the head of the Population Studies Directorate at the 49th Session of the UN Commission on Population and Development as an example of how to improve the use of demographic data in development planning.

In July 2016, the manual was introduced to partners in Mali in view of starting a South-South cooperation for the renewal of population policies in francophone Africa.

The Guide was most recently shared in February 2017 with participants at an African Union meeting on the topic of the demographic dividend.

Ms Makagni Bossa of the Ministry's Directorate General expresses the shared sentiment of the Togolese stakeholders: 'The Guide should be distributed far and wide – like hotcakes!' ²²

● Population dynamics is now at the heart of the Ministry of Development Planning.

The Ministry of Development Planning greatly appreciated the initiative's advisory support and capacity development for the newly-constituted Directorate of Population Studies. Strengthened by this support, the Directorate produced Togo's first prospective demographic studies. The Directorate is now actively engaged in making sure the other departments of the Ministry as well as the sector ministries integrate a population dynamics perspective when preparing Togo's important national planning documents for the coming years, such as the National Development Plan 2018-22 (successor to the SCAPE), the Togolese Sustainable Development Objectives, and its 2030 Vision.

Additional outputs of the initiative, such as the study trips, had spill-over effects, for instance, on INSEED's operational planning and technical preparations for the next census in 2020, as well as for its technical advisory function to other ministries.

²² The Population Dynamics Guide inspired another German-supported cross-cutting initiative in Togo to use it as a model for its Guide on mainstreaming climate change in development activities.

Inspired by the initiative and armed with the Guide, the Ministry boldly extended the population dynamics approach beyond the three sectors of German-Togolese cooperation to a total of eight technical ministries through the training it organised with UNFPA financing after the end of German support. The Ministry of Development Planning has instructed all sector ministries to set up their own planning department and has itself created its 'Monitoring Cell' to coordinate and supervise these structures – all consequences of the Population Dynamics initiative.

● Planning on regional and local levels is improving with population dynamics input.

The initiative has also brought change in the three priority regions and cities of bilateral cooperation through the Planning Ministry's decentralised structures. Thanks to the Guide and the initiative's capacity development measures for regional and local planners, the municipalities have started taking greater account of population dynamics in planning services such as Sokodé's garbage collection programme (a measure supported by the bilateral Good Governance programme).

The regions, prefectures and municipalities intend to apply the Guide in preparing their new municipal and local development plans, which are due in 2020. As stipulated by the Ministry of Development Planning (see Box 5), the Guide is already being used for budgeting and preparing the municipalities' annual investment plans. The Guide is currently being used to update the monographs of the Central Region and its five prefectures.

➔ **'We must plan now, to obtain a demographic dividend in 20 years.'**

Mr Betema, Regional Director, Planning Office of Central Region, Sokodé

Furthermore, the findings and recommendations of the Assessment on socio-demographic data have sensitised municipalities on modernising their civil registration and vital statistics procedures. This process is receiving major support for capacity development from the bilateral Good Governance programme ProDeG and the Union of Togolese Municipalities. They are now partnering with the European Union, which will invest up to €14 million in the modernisation of civil registration and vital statistics in Togo, specifically targeting the governance of civil registries and local finance. This is an important contribution to consolidating democracy, and the basis for ensuring valid voter lists for future elections.

➔ BOX 5. A LASTING LEGACY IN THE MINISTRY OF DEVELOPMENT PLANNING

Mr Bambah, Director General of Planning and Development, is editing a draft of Togo's '2030 Vision', which he has projected on the wall of his office, deep in the labyrinth of the Ministry of Development Planning. 'We welcomed Germany's support to the Population Dynamics initiative, because it fit right in with what we wanted to do, and what we were already doing.' Gesturing toward a thick stack of documents on his desk, the Director General continues, 'We have been preparing planning guides for different levels for years. They all harmonise within the approach required for budget allocation by the West African Economic and Monetary Union, including our two latest: our new National Development Plan and Togo's 2030 Vision. I know Anita well from the bilateral Good Governance programme, since we worked together on the Municipal Development Plans, and the Population Dynamics Guide perfectly complements and enhances all our other planning manuals, not only for good planning, but also for effective budgeting. When she approached me, I directed her to our newly created Directorate of Population Studies, which turned out to be the right partner for implementing the Population Dynamics initiative.'

Victorine Enyonam Womitso, the vivacious Director of Population Studies, seized the potential of the German-supported initiative to strengthen her Directorate in its mission to reinforce planning through population dynamics: 'Our team's capacities were developed by being associated at every step – the Assessment, the trainings, development of the Guide and the projective studies. When the German support ended, it was clear that the activities must continue – so I negotiated with UNFPA to fund training for the eight sector ministries. These days I'm busy with the new National Development Plan: I'm in constant contact with all the planners from the sector ministries, reminding them every day to remember to take account of population dynamics in their contribution to our national plan. To keep an eye on the sector planners, our future monitoring cell will meet each month. In these meetings, which include the planning cells of the sector ministries, the participants will study one another's planning documents to ensure their correct approach.'



● Fabrice Akuetey, Victorine E. Womitso and Director General Bambah (from left to right) in a team meeting.

● Several sector ministries are taking population dynamics into account.

Thanks to its committed pursuit of the initiative's programme, the Ministry of Development Planning is achieving the initiative's original goal of improving sector planning in Togo by integrating population dynamics data and analyses.

In July 2016, during a three-day workshop on how to use the Population Dynamics Guide, one representative from each of the planning departments of the Ministries of Agriculture, Environment, Social Action, Grass-Roots Development, Education, Health, Labour, Decentralisation and the Public Policy Department of the Ministry of Development Planning were familiarised with the manual. The training culminated with a practical exercise in which each participant analysed his or her ministry's existing sector policy according to the six steps for integrating population dynamics. They identified gaps and errors in their sector strategies and with the assistance of their trainer – one of the authors of the Guide – were able to formulate recommendations to improve these national policy documents.

A year later these ministries are at different stages of applying this approach to updating or reformulating their sector policies. However, all have expressed their intention

of taking population dynamics into account in developing new projects, programmes and strategies in their respective sectors. In July 2017, the eight ministries received refresher training from the Directorate to deepen their understanding and broaden their planning teams. Here they were again instructed to use the Guide to systematically integrate population dynamics into all their planning activities, even for minor projects.

The most advanced in this process is the Ministry of Agriculture, whose Planning Department is taking population dynamics very seriously in finalising its PNIASA II policy – Togo's National Programme on Agricultural Investment and Food Security. Their consistent use of the Population Dynamics Guide has led them to refine their basic concept and even modify the name of their national policy document (see Box 6).

Other major ministries – such as Energy, or Water and Sanitation – are still to be trained in how to use the Population Dynamics Guide to develop their policies and budgeted action plans, and the Ministry of Development Planning is looking for partners to finance this training. Given Togo's increasing urbanisation, these are the sectors which must take population dynamics into account in order to prevent the development of slums and to plan and provide adequate infrastructure for energy, water and sanitation.

➔ BOX 6. A SIGNIFICANT IMPACT ON AGRICULTURAL POLICY

It is almost nightfall in the small, street-level office of Togo's Ministry of Agriculture, but the five planners, environmentalists and agro-economists led by Martin Komla Segoh are still huddled around the Population Dynamics Guide. They are preparing Togo's new agriculture and food security policy.

Mr Segoh explains: 'While the Population Dynamics initiative was ongoing, we had a working session with their demographer Véronique Dossou, and a few months later I was trained on use of the Guide. I shared it with my team, and we regularly consult it in preparing our national agriculture strategy document. At our level, we analyse a lot of statistics from the field and from our agricultural censuses – which even count cows and other food resources – but the Guide gives us useful orientations on the socio-demographic aspects.'

Ms Assougnon, an environmentalist, adds, 'One never stops learning! The Guide has brought added value to perfect our strategic plan, for instance by broadening planning workshops to include all social classes for a truly participatory approach: livestock and agriculture producers, village development committees, but also the most vulnerable levels of society, who are too often neglected.'

Closely following the indications in the Population Dynamics Guide, the team developed a gender analysis which led them to the importance in their sector, not simply of food, but of healthful nutrition. 'In the rural community, people's focus is on "eating for eating's sake",' says Mr Segoh. 'Getting enough calories is "food security". But the Guide led us to reflect on the importance of improving nutrition with protein and vitamins, for instance by adding fish to the diet, or recent new agricultural strains such as soy and sweet potatoes. Thanks to the Guide, we have even changed the name of our strategy document: we have added an "N" for "Nutrition", and our policy is now called "PNIASA-N"!'



● Martin Komla Segoh, Planning Coordinator at Ministry of Agriculture, with Population Dynamics Guide.

Key learnings from Togo's Population Dynamics initiative

The Togolese partners' whole-hearted adoption of the Population Dynamics initiative is an inspiring example of how, at times, small-scale projects can produce impressive and lasting effects. In this case, how was it possible to kindle partner enthusiasm for so specific a topic as taking account of population dynamics in sector planning?

- Attaining the demographic dividend is a powerful motivator for integrating population dynamics into planning.

The demographic dividend, which may increase prosperity by up to 40% once a country's young people are effectively integrated into the national economy, is a goal that most African countries have recently adopted. Its high priority is underlined in the African Union's theme for 2017: 'Harnessing the demographic dividend through investments in youth'. The practical question is, how to harness this dividend?

In planning the different social, economic, training and governance measures that can enable and stimulate young people's participation in the national economy, population dynamics emerges as the indispensable point of departure for these projections into a country's future. The Togolese partners welcomed the products developed with German support as tools that enhance their ongoing work in improving planning, including in the sector ministries. As Ms Makagni Bossa of the Ministry's Directorate General puts it, 'The Guide appeared just in time to deal with this problem of the demographic dividend.' This perception on the Togolese side that the Population Dynamics initiative was a response to their felt need for a demographic dividend, ensured robust partner ownership²³ of the measure.

A caveat that enthusiastic planners need to keep in mind is that even intensive reform processes will take a long time to show an impact: in fact, their impact will only be visible if and when the adapted sector strategies yield results.

Investing in a long-term objective such as the demographic dividend, with no rapid return on investment, is neither common nor easily sustainable (including in industrialised countries) because political considerations often interfere. With the Population Dynamics initiative and its integrated approach to development planning, Togo has taken an important step toward putting the country on track to know when and where to focus investments in order to enable the demographic dividend in the future.

- An assessment of existing demographic data and its use is an effective way to make concrete the importance of population dynamics for planning.

Complementary to the African Union's priority on the demographic dividend is its insistence on a data revolution (see p. 9), to ensure adequate inputs and tools in pursuit of this overarching objective.

As we have seen, the notion of a collective demographic data shortage – a gap that needed to be filled for future successful planning – created common ground among the three bilateral programmes, which was at the origin of the Population Dynamics initiative.

Setting out with the situation analysis of current quality, collection and use of demographic data was the logical basis for developing the initiative's activities. Sharing this process with key stakeholders was also an effective way to bring home to decision-makers the importance of population dynamics for planning. The analysis of the gaps in existing data, their collection and utilisation was a wake-up call for many stakeholders. This galvanised the participants engaged in the initiative's operational planning to recommend major reforms to the country's management of data and statistics.

²³ Paris criterion.

An integral part of pursuing the demographic dividend, mastering a country's population dynamics is likewise a permanent process. Planning and analysis can only be as good as the data they are based on, and countries that are just beginning to take an interest in population dynamics need to know that before they can 'reap the fruit' of analysis and use these data for planning, they will have to focus for quite a while on systematically recording many types of data, and on establishing routines for regular data collection and compilation.

In Togo, the Population Dynamics initiative has contributed to accelerating this process with the impetus to modernise civil registration and its capacity development measures for planners including the Guide.

- Planning ministries are well-placed partners for German and other development partners' support to the adequate consideration of population dynamics in planning cycles across sectors and levels of government.

Although the initiative was originally conceived to promote population dynamics as a cross-cutting theme via the three bilateral programmes, its ultimate success was the result of its strong appropriation by the Ministry of Development Planning.

As a national objective implicating all the different development sectors, working toward a demographic dividend is the responsibility of a country's central ministry for planning. Togo's Ministry for Development Planning, in charge of the SCAPE and its successor National Development Plan, coordinates all the sector ministries, in which it has established planning cells. It is thus well placed to oversee and ensure integration of a cross-cutting theme such as population dynamics in all the different sectors.

The Directorate of Population Studies and its Director, Ms Womitso, seized the opportunity presented by the initiative. The Directorate brought together a multidisciplinary team, including, for example, economists, geographers, mathematicians and sociologists, who could jointly provide the many competencies required to advise the different sector ministries on population dynamics.

This broad support was an important factor in multiplying the effectiveness of the two-woman German-supported team. With its strong appropriation of the studies, the Guide and the trainings, the Directorate served as a locomotive for the initiative, convincing other government partners to also implement the measure.

Had the Population Dynamics initiative been institutionally attached to one of the ministries of the three sectors of bilateral cooperation, its effect on the other sectors would have been more limited. The Ministry of Development Planning, by contrast, extended the population dynamics approach to eight sector ministries after the end of German support.

Population dynamics is a very young field for German Development Cooperation. It needs to find its place here, as well as in the partner countries. The Togo experience demonstrates the practical difficulty of the initiative's original approach of adding population dynamics as a cross-cutting measure to existing sector programmes which are already highly occupied with their respective agendas.

Instead, its adapted approach of providing small-scale but well-targeted support to the highest-level ministry was successful because it launched a promising catalyst – the Directorate of Population Studies – to pursue its mandate of integrating population trends into all Togolese planning processes and policy strategies.

Peer Review

Prior to publication, each case study in the German Health Practice Collection is reviewed by two independent peer reviewers. The reviewers, who are internationally recognised experts in their fields, are requested to comment on how the case study has presented the intervention and whether it has generated new insights into the implementation of the given approach and the development challenge it addresses. In line with the Collection's focus on learning from implementation, the peer reviewers are free to discuss – and question – any and all aspects of the case study which they find significant for a deeper understanding of the project's implementation. In the present case, the insightful queries posed by the two peer reviewers have led the writer to provide greater detail on certain topics. What follows is a summary of the peer reviewers' main observations on the present case study.

● The study is recommended for publication

Both experts recommend this case study for publication and find that it contributes in a meaningful way to the current discussion on integrating population trends into policy planning. Both describe the publication and the initiative it presents as 'innovative'.

● It shows that small-scale support can produce lasting impacts

One reviewer underlines that the case study 'offers new insights on how a small-scale project can produce lasting impacts by involving local partners and kindle their enthusiasm and dedication for the topic.' This reviewer emphasises the fact that 'the initiative was implemented in a short period of time with comparably little financial and technical efforts,' and underlines as success factors the workshops implicating a broad spectrum of partners, the initial Assessment which raised awareness of the needs to be filled, the trainings for planning agents, and development of the Guide for integrating population dynamics into sector planning.

The other reviewer points out 'the ability of the initiative to produce quick wins that have some elements of sustainability within a short period of time and beyond the primary scope of intervention', as 'significant achievements' that

'show that capacity problems are not insurmountable.' This reviewer appreciates that 'the engagement strategies are clearly laid out' and that 'Togolese spearheaded the initiative and carried it forward beyond the funding period.'

● It highlights the need for more professional demographers

This reviewer also points out the importance for Togo of increasing the total number of professional demographers, not just through short courses, as in the Population Dynamics initiative, but through long-term training. To achieve its Data Revolution (see p. 9), Togo needs to 'promote professional training, recognition and deployment of demographers across the country... [to have] enough trained demographers and planners at every level where they are required.'

● Population dynamics does not compete with a sectoral focus but strengthens it

Both reviewers express concern over 'the challenges of setting up a cross-sectoral initiative', where 'those sectors that are not taking demographic dynamics into account, "are highly occupied with their respective agendas"'. One reviewer reminds us that 'population issues and those other "respective agendas" should not be presented as mutually exclusive or in competition with each other. In fact it should be emphasized that population dynamics form the basis upon which all other sector specific decisions are/should be made if they are to effectively address the challenges faced by the country. The fundamental role of population dynamics as a foundation for proper planning should be strongly stated.'

● The key learnings are relevant for other countries

Finally, the three key learnings which conclude the study are appreciated as being 'highly relevant for development practitioners and could be applied to other countries in similar situations.' As one reviewer puts it, 'the case study will certainly be of interest not only to development practitioners, but also to a wider set of readers working in policy analysis, demography and sociology.'

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