Addressing School Related Gender Based Violence in Togo: A Scoping Study

Freya Johnson Ross, Rosie Westerveld, Jenny Parkes, Elaine Unterhalter, Jo Heslop

UCL Institute of Education

FINAL VERSION – REVIEWED AND VALIDATED 18/07/2017

Table of Contents

Acknowledgements

List of acronyms

CCNE	*Conseil Consultatif National des Enfants*
CEDAW	The Convention on the Elimination of All Forms of Discrimination against Women
CVD	*Comités villageois de développement*
CRC	Convention on the Rights of the Child
DESG	*Direction de l'Enseignement Secondaire Générale*
DGPE	*Direction Générale de la Protection de l'Enfance*
DHS	Demographic and Household Survey
EGVS	End Gender Violence in Schools
EMIS	Education Management Information System
ENI	*Ecole Normale d'Instituteurs*
FGC	Female Genital Cutting
FGM	Female Genital Mutilation
FODDET	*Forum des Organisations de Défense des Droits de l'Enfant*
GBV	Gender based violence
GER	Gross Enrolment Rate
MASPFA	*Ministère de l'Action Sociale, de la Promotion de la Femme et de l'Alphabétisation*
MEPSFP	*Ministère des Enseignements Primaire et Secondaire et de la Formation Professionnelle*
MICS	facilitated Multiple Indicator Cluster Survey
NGO	Non-governmental organisation
PAFED	*Programme d'Appui à la Femme et l'Enfance Déshéritée*
PAREC	*Projet d'Appui à la Réforme du Collège*
PNEEG	*Politique Nationale pour l'équité et l'égalité de genre*
PNLGMP	*Programme de lutte contre les grossesses et les mariages précoces en milieux scolaire et extrascolaire au Togo*
RELUTET	*Réseau de Lutte Contre la Traite des Enfants au Togo*
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
VAC	Violence Against Children
WiLDAF	Women in Law and Development in Africa
SIGI	Social Institutions and Gender Index
SRGBV	School-related gender-based violence
TBPE	*Tableau de Bord de la Protection de l'Enfant*
WHO	World Health Organisation

List of Tables

1. Introduction and Overview

School-related gender-based violence (SRGBV) describes physical, sexual and psychological acts of violence in and around schools, underpinned by unequal access to resources and power, and inequitable norms and stereotypes. While there is increasing recognition of SRGBV as a major issue globally, rigorous reviews of literature conclude evidence about effective ways to address it is lacking. In particular, the links between different levels of action – from international and national policy and legislation, to practice and projects on a school or community level – have thus far been inadequately addressed. The End Gender Violence in Schools (EGVS) initiative aims to build evidence to better understand, inform and strengthen the process of policy enactment on SRGBV in Zambia, Ethiopia, Togo and Cote d'Ivoire. Findings from the initiative in these four countries will contribute to global debates on how to address SRGBV.

This report presents findings from the scoping study of policy, practice and evidence on school-related gender-based violence (SRGBV) in Togo, which took place in 2016. The study has been carried out as a collaboration between the government of Togo, UNICEF, and a team at the UCL Institute of Education (Jenny Parkes, Jo Heslop, Freya Johnson Ross, Rosie Westerveld and Elaine Unterhalter) working alongside the consultant Dr Kossi Sénamé Dodzi. Its core elements consisted of: stakeholder mapping and engagement in policy dialogue; analysis of legislation and policy; analysis of any programming on SRGBV; and the identification and evaluation of research and data. The findings presented here will be used to guide decision making for phase two of EGVS which will take place during 2017, as well as longer term planning and action on SRGBV in Togo. The findings will provide the basis for reflection and the development of the action plan for the next phase of the EGVS initiative.

The overarching research questions guiding the study are:

1. What is the existing evidence on SRGBV in Togo? How is the occurrence of SRGBV shaped by contextual features, including social, economic, political and educational structures and norms, in varying contexts across Togo?
2. How is SRGBV being addressed in law and policy in Togo, and how strong are the links with available evidence?
3. How is this being enacted at different levels, including through mechanisms, action plans, resourcing, training, programming, networks and dialogue? How effective is this, what are the gaps, and how could they be addressed?

This report begins by detailing the **methodology** employed to carry out this research, before moving to provide an overview of **patterns and evidence** in relation to gender, education and SRGBV in Togo. Following from this it analyses in detail the situation with regard to **legislation and policy** surrounding SRGBV and its enactment, and also **programmes and initiatives**. The conclusion then develops recommendations for action going forward in phase 2 of EGVS.

2. Concepts and Methods

2.1 Sampling and data collection

The EGVS initiative overall takes an action research approach to achieving its aim to strengthen evidence-based policy and practice on SRGBV. Action research means research developed through a staged reflective process of problem solving among a team to achieve a longer term goal. It means those involved actively participating in a change situation, while simultaneously participating in research. Thus the initiative does not define the problem and present ready-made solutions from the outset. Instead it involves stakeholders, UNICEF, and UCL Institute of Education working together to rigorously review evidence, using this to develop action plans that are concerned with strengthening evidence-based policy enactments.

As part of this approach this Togo study maps and analyses patterns and perspectives on SRGBV, including legislation, policy and programmes at national, district and local levels. In order to do this several methods for data collection were employed:

- An interactive workshop (held in May 2016) led by The *Ministère des Enseignements primaire et secondaire et la formation professionelle* (MEPSFP) and facilitated by UNICEF and the UCL Institute of Education (lasting two days, with 67 participants). A range of stakeholders (including NGOs, youth organisations and multi-lateral organisations, government officials and civil servants, members of teacher unions and teacher training organisations) participated to share knowledge and information relating to SRGBV. Participants in the workshop were selected and invited with the intention of spanning the wide range of relevant actors at a national level incorporating key individuals who work in the education justice, youth and gender sectors. Where possible, participants were drawn from different regions of the country. The workshops were structured and facilitated by the Ministry, UNICEF, and IoE to provide a rich source of qualitative data for the study, contributing to the stakeholder analysis as well as insights into the policy, research, data and programmatic mapping. Contributions were recorded through a range of means, including notetaking and participatory exercises. In addition, survey data was collected from all workshop participants on perspectives and experiences in relation to working on SRGBV (Appendix 1).

- Documentary analysis of 1. Contemporary legislative and policy texts linked to SRGBV; 2. Research reports and datasets on SRGBV; and 3. Documents describing or evaluating programmes or interventions addressing SRGBV. Documents were selected according to their relevance to SRGBV in Togo, and identified through a combination of the workshop, the stakeholder interviews, and desk review.

- 24 in-depth interviews were carried out in order to gain a deeper understanding of the processes, strengths and gaps in evidence, policy and practice around SRGBV. The sample for these interviews was devised with the intention of engaging a wide range of key stakeholders, both in and outside of government. The semi-structured interview guides were designed to address the research questions, while allowing flexibility to discuss the specific experience and perspectives of each interviewee (Appendix 2).

The multiple sources of data (transcribed interviews, workshop reports and field notes) were analysed and synthesised by UNICEF consultant Dr. Kossi Sénamé Dodzi and the team at UCL Institute of Education, using agreed templates. Using Microsoft Office and NVivo (software for qualitative

analysis) the materials were organised and analysed thematically. Data was coded in relation to the research questions, and the main themes within these such as gender, SRGBV and policy enactment. Additionally, coding was carried out to identify themes and issues emerging from the data, which had not been previously anticipated, such as networks and partnerships.

2.2 Key concepts

There are several key concepts central to the present study, and the understandings of which form the basis of the analysis within. Firstly, as introduced earlier, *SRGBV* is broadly conceived and we understand it as describing physical, sexual and psychological acts of violence, underpinned by norms, stereotypes, inequalities and exclusions. Examples might include boys being beaten by their teacher, girls being harassed verbally on their route to school, or pupils bullying each other for defying gender norms. It is recognised that SRGBV violates human rights, and undermines girls' and boys' potential to learn and develop with dignity, confidence and self-esteem.

Gender describes the socio-cultural characteristics of masculinity and femininity as articulated by individuals and through cultural practices, contrasted with *sex* as the biological ascription of man or woman. Gender is also a structuring feature of all societies, shaping political, economic and social institutions, as well as relations between individuals. Thus it is a key lens through which inequalities and power relations can be examined and addressed.

The notion of *policy enactment* is central to the framing of this study. The term reflects how actions relating to policy take place at many levels (international, national, local, school) and involve many different actors and relationships. While the term 'implementation' describes how policy is converted into practice, the term 'enactment' is intended to signal the continuous, interactive nature of activity related to policy. It includes the negotiations involved in developing policies, allocating resources, prioritising and planning across sectors, and in putting plans into practice, which involve a wide range of policy actors at international, national, provincial, district and local level, who may have different positions with regard to promoting or opposing policy initiatives at different moments (Ball et al., 2012, BORNEfonden, 2012)). We understand enactment to take place in particular conditions – making context specificity important to this present examination of SRGBV in Togo (and indeed in the other three countries involved in EGVS).

2.3 Ethical considerations

The EGVS research underwent full ethical review and was awarded ethical clearance by the UCL Institute of Education's Ethics Committee. Although not working directly with minors or vulnerable individuals, the themes of the work are undoubtedly sensitive, and the politics around this was something which was considered throughout the study – for example in designing the workshop and interview guides.

Similarly central to the study was ensuring informed consent for all participants – to this end information sheets were distributed to all workshop and interview participants (Appendix 3). The workshop included detailed discussions about the aims of the project as a whole and the scoping study specifically. At the beginning of interviews there was another opportunity to explain the purpose and seek consent. It was also made clear that participants were free to stop the interview at any time and not obligated to answer questions they preferred not to. Confidentiality was maintained through ensuring interviews could not be overheard, anonymising interview data and ensuring that data represented in reports could not be attributed to individuals (e.g. by masking identifiers like job titles).

3. Contexts, Patterns and Perspectives on SRGBV in Togo

Togo is a West-African country, neighboured by Francophone Benin and Anglophone Ghana. Since it gained independence in 1960, Togo has revised its republican form four times, and its political and administrative organisation reflects its French colonial history. A democratic process was initiated in the 1990s, but was severely disrupted from 1998 when political crisis led international cooperation agencies to suspend development aid; the socio-political crisis peaked in 2005 during the presidential elections. A governmental commitment towards more transparent governance led to the return of foreign investors and aid agencies as from 2008 (DHS, 2015). Togo has in recent years gained a more prominent position at a regional level than previously, in particular through the development of its port located in its capital city Lomé – the only deep-water port in the region. Although industrial and port services have developed in Lomé in recent decades, the country remains one of the poorest countries in the world as it struggles to tackle poverty. Togo is ranked 162nd out of countries for which there is data in the Human Development Index (UNDP, 2015).

Togo's 7.3 million inhabitants, 61% of them located in rural areas (UNESCO Institute of Statistics, 2014 data), are distributed amongst six regions (Centrale, Kara, Maritime, Plateaux, Savanes, and Lomé). Togo's 4th national census, undertaken in 2010 and published in (2011), shows that the population has doubled since the last census was completed in 1981 and that 60% of the population is under 25 years old and 42% under 15 years old. This age distribution represents a significant challenge to Togo in relation to food security, employment, education, health and social welfare. In 2011, 75% of the population lived with $3.10 per day or less and 54.2% with less than $1.90 per day (UNESCO Institute of Statistics 2011). In 2015, the incidence of poverty was estimated to reach 55.1% at national level. The data analysis revealed that poverty is more pronounced in rural areas than in any other settings. In 2015, the poverty incidence reached 68.7% in rural areas, while it stood at 37.9% in other urban settings and 34.8% in Lomé. Poverty monitoring shows that between 2011 and 2015, poverty increased by 6.3% in Lomé, whereas it decreased by 6.8% in other urban settings and by 4.7% in rural areas (QUIBB, 2015).

Agriculture provides a source of employment and livelihood for up to 70% of the population and contributes about 38% of the nation's GDP (Gadédjisso-Tossou, 2015). It plays a crucial role for most rural communities who rely on small-scale farming, pastoral herding and harvesting of forests and wetlands, increasing the population's vulnerability as the rain-fed agriculture suffers from the consequences of climate change (Mikemina, 2013). Other activities involve growing and harvesting cotton, coffee and cocoa for international trade, and phosphate mining, for which Togo is the fifth largest global producer. The population includes over 50 ethnic groups (the largest being Ewe in the South, 22% of the population, and Kabiyè in the Centre and the North, 13% of the regional population). The main religions in Togo are Catholicism (practised by 26% of women and 27% of men); Muslim religion (17% women and 19% men); animism (14% women and 18% men); Pentecostalism (17% women and 15% men) and Evangelism (5% women and 6% men) (EDS-MICS, 2015).

3.1 Gender inequality and Gender-Based Violence in Togo

Gender inequalities disadvantaging women, and particularly poor women and girls, have been extensive and persistent. Examining Togo alongside Burkina Faso, Agbodji et al. (2015) find that across a wide range of dimensions, women are disadvantaged in comparison to men – including in relation to access to credit, employment, education, housing, assets and basic utilities.

The patriarchal society weighs heavily on women's development and rights. The 2015 UN Women discussion paper on Gender Equality and Human Rights points out the persistence of violence against

women in Togo, based on gendered stereotypes and norms that justify violent and harmful practices including polygamy, forced child marriage, female genital mutilation/cutting (FGM/C) and bondage (UN Women, 2015). The most recent demographic and health survey (DHS, 2015) data collected in 2013-14 finds that 5% of women aged 15-49 have been subject to FGM/C, although the practice is declining, as indicated by the lower rates among young women. In some regions, it is common for a wife to be viewed as her husband's property (SIGI, 2016), and data from the multi indicator cluster survey (MICS, 2010) reports that 33.8% of women between 15 and 49 are in a polygamous union. This practice is more common in rural areas than in towns, and may be linked to education levels: MICS data indicate 44.3% of women in polygamous marriages had no education, compared to 19.1% who had secondary education or higher (MICS, 2010). The average age at first marriage for women is 20, and 26 for men (DHS, 2015). Fertility rates vary geographically – with 3.7 children per woman in urban areas, and 5.7 in rural areas.

Women and girls in Togo also experience inequalities in the labour market. The most recent DHS data shows that 85% of women compared to 98% of men had work in the last 12 months (DHS, 2015). The 1990s political crisis had a major impact on girls' rights, child labour and exploitation, which still persist today. Examining a range of literature on West Africa, Tuwor and Sossou report that Togolese girls are brought to Lomé from rural areas to serve as domestic servants and child workers with wealthy relations and businesswomen in exchange for economic benefits for themselves and their families (Tuwor and Sossou, 2008). Boys assist with agricultural tasks in the field and in the farms, particularly on coffee, cocoa, and cotton farms, as well as in stone and sand quarries (U.S. Department of State, 2013).

In relation to harmful practices against children, the 2012 MASPFA (*Ministère de l'Action Sociale, de la Promotion de la Femme et de l'Alphabétisation*) and UNICEF joint report *Analyse de la situation ciblant les pratiques d'infanticide, de mariage précoce, de placement des enfants dans les couvents et du phénomène des enfants dits « sorciers »* (Analysis of the practice of infanticide, early marriage, children's placement in convents and the phenomena of children deemed 'sorcerers') (MASPFA & UNICEF, 2012) show that the Togolese government recognises the various impacts of child marriages and related early pregnancies on young people's lives, freedom and agency, particularly for girls. An analysis of MICS, demographic and health (EDST) and census (RGPH4) data showed how poverty and gender inequality combine to impact on children's rights, and that tackling households' extreme poverty can enable a decrease in violence against children (Plan, 2014).

High levels of GBV have been noted in a number of studies. In 2010, the government in collaboration with other NGOs such as WILDAF Togo and GF2D, supported by partners in the United Nations system such as UNICEF, UNFPA and UNDP, carried out research specifically to document GBV patterns in Togo (MASPFA/Direction Générale du Genre et de la Promotion de la Femme 2010). This used a mixed methodology design, drawing on quantitative data from a household survey (8929 individuals) and qualitative data from individual and group interviews with traditional and religious leaders, heads of administrative central and provincial institutions, international organisations and civil society organisations working in the field of gender. The findings of the study reveal that GBV is widespread across the country, with 94% of respondents reporting on physical violence, 93% on sexual violence and 79% on economic violence. According to this study, younger women were more likely than older women to experience physical and psychological violence, with higher rates in the Savanes Region.

Domestic violence is considered by many to be a private matter that should be solved within households. Drawing on a range of sources, the Social Institutions and Gender Index (SIGI) (2016) reports that the police rarely intervene in domestic matters, and when approached often simply send the woman back home. The 2010 MICS reports that 43.4% of women agreed a husband was justified

in beating his wife in some circumstances (for example, for burning food). However, it appears that acceptance is declining: the more recent DHS carried out in 2013-14 finds that 29% of women, and 18% of men believe a husband is justified in beating his wife in some circumstances (DHS, 2015). Wirtz et al. (2015) found that 49% of almost 700 participants in their study of sex workers in Togo had experienced forced sex or sexual violence. Burgos-Soto et al examined lifetime prevalence of physical and sexual violence in relation to women both with (N=304) and without (N=150) HIV infection. They found high prevalence rates in both groups; 39.3% among HIV infected women, and 35.3% among non-infected women (Burgos-Soto et al., 2014). Nationally the HIV rate is 3.1% for women and 1.7 for men aged 15-49 (Republique Togolaise, 2015).

In terms of women's empowerment as reflected in decision making within the home, the 2013-2014 DHS finds that just 29% of married women take part in decisions about (all three of) their own health, visits to friends and family, and important purchases. Conversely, 26% of married women take part in none of these decisions. Attitudes towards adolescent sexuality and contraception are also conservative. Speizer et al. (2001) found that 48% of women and 31% of men in Lomé disapproved of young people using contraception (based on a sample of 1,027 adults over 30).

Although there are few studies on women's activism in Togo, Togolese women's activism has been traced back to the colonial period, when they protested against taxation and arbitrary arrests of 1933 (Agbedahin, 2014). Subsequently, women have been involved in protests within different political parties or coalitions – famously in relation to a 'sex strike' in 2012 by female members of the Let's Save Togo coalition. The Togolese branch of Women in Law and Development in Africa (WiLDAF) has worked with other groups to campaign and raise awareness of domestic violence, in 1998 staging a multimedia campaign focused on breaking the silence and taking action (Hodgson, 2002). The 1992 Constitution enshrines equal rights for women and men, and, as we discuss further in section 4, in recent years government policies have made considerable efforts towards gender equality.

Although Togo's Children's Code of 2007 sets the minimum age of marriage at 18 years, the 2013-2014 DHS reports that 32% of 25-49 year old women were married or in a union before their 18th birthday, and 50% before the age of 20. According to the 2010 MICS, early marriage is almost twice as widespread among women in rural (37%) compared to urban areas (19%). Again the links between gender, education and poverty can be seen as early marriage rates are 33% among women without basic education compared to just 6% for those with secondary education, and 23% for those living in the poorest households, compared to just 6% from richer households. Early pregnancies are also common, as up to 17% of 15-19 year olds have already given birth or have been pregnant, and 29% of young women have had at least one child by the age of 19;; which have a direct impact on girls' retention and attainment at school. Thus a constellation of factors have a direct impact on drop-out and out of school school-age children, particularly girls (MICS, 2010).

Overall, the available data and research evidence presents a picture where gender and economic factors intersect with particularly damaging consequences for the status of women in Togo, and, as we now go on to discuss, this is of significance for the current educational status of the country, as well as plans to address this going forward.

3.2 Education and Gender in Togo

In recent years, there have been considerable efforts to increase children access to education. In line with the Millennium Development Goals 2 and 3, the Government has focused on improving access, achievement, free education and gender equality. The proportions out of school have reduced dramatically, though there are still gaps between rural and urban areas, and between girls and boys.

In 1970, the Government introduced a 6-year compulsory primary education for children aged 2-15 (Tuwor and Sossou, 2008). Free primary education was introduced in 2008-09, leading to a rise in gross enrolment at primary level, as shown in table 1 below. However, the most recent Global Monitoring Report shows that there remain 79,000 out of school children, of whom 73% are girls (UNESCO 2014, 2016).

Table 1 presents gross enrolment rates (GER) for primary and secondary school and illustrates the impact of the 2008-2009 free primary school measure implementation.

Table 1 - Gross Enrolment Ratio by level of education, UNESCO Institute of Statistics 2011

GER in %	1999				2007				2011				2015			
	Total	Male	Female	GPI	Total	Male	Female	GPI	Total	Male	Female	GPI	Total	Male	Female	GPI
Primary (6-11)	120	137	102	0.75	111	119	103	0.87	126	132	120	0.91	122	125	118	0.95
Lower secondary	39	54	24	0.44	55	70	40	0.57	68	-	-	-				
Upper secondary	16	25	7	0.26	28	40	17	0.42	36	-	-	-				

More recent data from the 2014-2015 EMIS show that there has been a significant increase in GER at primary level, with a total of 144.2 (145.2 male and 143.1 female), indicating that there is an ongoing governmental effort towards improving enrolment rates across the country (MEPSFP, 2015).Although progress has been made towards tackling severe gender disparity at primary level, the table shows that gender parity in primary was not achieved by 2015. Togolese government data indicates that 9.7% of girls have never been to school compared with 5.7% of boys; only 83.2% girls who begin a primary phase of schooling complete primary school compared to 87.0% of boys (MEPSFP 2015).

The 2014-2025 Education Sector Plan attempted to address a host of challenges (ESP, 2014). These include infrastructural (such as the need for more classrooms, materials, furniture, toilets and water sources), resourcing (both human resources such as qualified trained teachers and school staff, and financial resources to construct facilities), and geographic distribution of and access to schools (to ensure that all communities and locations are equally served) ((UNICEF, 2009, ESP, 2014). A major obstacle to providing quality education remains the lack of qualified and experienced teachers. According to administrative data, one primary teacher out of four is a community teacher operating on a voluntary basis, recruited by the communities themselves and not in receipt of a state salary (Devers, 2015). The most recent UNESCO Global Monitoring Report (using data from 2011) finds that the overall teacher pupil ratio at primary level is 30, but is 48 for qualified teachers and 79 for trained teachers. There is a significant shortage in female teachers, with only 15.91% of teachers in primary, 6.80% in lower secondary and 6.57% in upper secondary being female (UNICEF, 2015).

The recent sectoral diagnosis (RESEN, 2013) showed that 21% of school-age children drop out before completing primary education, and that many children have to repeat after failing end of year examinations (ESP, 2014). Moreover, population growth, has a direct impact on education provision. Table 2, below, shows the expected growth in the school-age population (from preschool to high school), and can only but hint at the challenges to come for the education sector:

Table 2 - Expected growth in school-age population, 2010-2025, ESP 2014

	2010	2020	2025
Expected growth in school-age population	2 290 000	2 981 000	3 312 000
Expected rise in number of school-age population		+44%	

In order to tackle the various problems that Togo currently faces, the government has increased funding to the education sector by turning it into a national budgetary priority: it allocated 29.7% of the total government expenditure to the education sector in 2015 (Aide Mémoire, 2015) against 27.3% in 2010-2011 (ESP, 2014).

Togo's Education Sector Plan reports on how the impacts of the political crisis in the 1990s and the associated halt in international development assistance at that time, continue to be felt today, mainly in the state's weakened institutional capacities, gaps in provision of educational services, and the erosion of quality in core public infrastructure (ESP, 2014). Education still faces numerous complex and intersecting challenges. Although the numbers of children out of school has reduced in the past decade, facilitating access to schools for children, and particularly for girls in rural settings and poor families/communities remains a government priority that needs to be addressed, as indicated by the figures in table 3, below:

Table 3 - % of Primary school age children out of school, Household Survey data, UNESCO Institute of Statistics

	2006			2010		
	Total	Urban	Rural	Total	Urban	Rural
Girls	23.9%	13.1%	28.7%	13.7%	7.7%	16.2%
Boys	17.8%	5.9%	22.7%	9.6%	3.7%	11.9%
Total	20.7%	9.5%	25.6%	10.6%	5.7%	14.0%

The country's official language, and that of instruction, is French, but since the 1975 education reform, both Ewé and Kabiyé languages were introduced as national languages to be taught in schools throughout the first years of schooling (d'Almeida et al., 2010). However, according to some studies, introducing the national languages was never properly implemented or continued due to a lack of competent teachers and materials (Reeder, 2014), alongside limited financial resources and a general misunderstanding of its importance (d'Almeida et al., 2010).

These overlapping challenges contribute to an overall low level of literacy in the youth population, and significant variations between rural and urban settings, as shown in table 4:

Table 4 - 2010 MICS literacy rates for 15-24 year olds

	Total	Urban	Rural
Girls and women	59%	73%	46%
Boys and men	80%	93%	68%

In addition, there is a significant issue that lies with the quality in terms of learning outcomes. The last PASEC findings reveal the poor performances of the Togolese education system comparatively to other countries in the region: a large proportion of children do not master the knowledge or the skills deemed sufficient to pursue their education in good conditions (79.9% in language and 58.7% in maths). At the end of the primary cycle, 60% of children still lack the necessary skills and knowledge to resume their education in good conditions (PASEC, 2015). Findings suggest that the teachers' experience and qualifications play a crucial role in performances and quality in terms of learning outcomes, along with the allocation of adequate educational structures and infrastructures. Intersecting inequalities play out in relation to gender, geographic location, socio-economic status, ethnicity, and religion – shaping access to and experience of education in Togo. For example, the most recent DHS data (2013) shows that just 37% of children complete primary school in the Savanes region compared to 73% in Lomé; 40% of children from traditional religious background compared to 80% of Catholics; and 33% of the poorest compared with 79% of the wealthiest. Within all three of these dimensions girls are less likely than boys to complete their primary education, in some cases dramatically so – for example just 16% of girls from traditional religious background, compared to 54% of boys in the same religious group. Tuwor and Sossou (2008) argue that the main factors preventing girls' retention in school in Togo include the weight of tradition such as early and forced marriages of young girls to elderly men, girls' low self-esteem, a lack of female role models, and the trafficking of young girls to work as domestic servants.

There have, therefore, been considerable challenges in providing full and equal access to quality education in Togo. Another significant challenge is the lack of data. Whilst the government recognises the importance of disposing of updated data, and particularly the MEPSFP that publishes statistics almost every year, the EFA Global Monitoring Report reports that Togo is one of the 14 sub-Saharan African countries for which there is a crucial gap in publicly available data on education (UNESCO, 2014). Provision of accurate, robust, gender-disaggregated data is crucial for evidence-informed policy planning, and the lack of data compromises effective informed policy-making in the education sector.

3.4 Data and Evidence on SRGBV

In order to build effective policy and practice to address SRGBV, robust data and evidence are important, but a recent global review of evidence on policy and practice on SRGBV found that globally there are challenges in gathering reliable, regular and complete data on SRGBV, and in the capacity to analyse and use data to inform policy and practice (Parkes et al., 2016).

In Togo, some good quality data exists in relation to some dimensions of gender based violence, violence against young people, and education in Togo, including the most recent DHS. However, these do not specifically explore the school-related dimensions of these phenomena, and the DHS does not consider young people under the age of 15. Similarly, information system data from the MEPSFP is available, and provides information relating to gender and schooling, but does not include data on SRGBV. The government, along with UNICEF, produces a compilation of data related to child protection (most recently in 2012) that pulls in from a range of sources of relevance, including police and social services. This does include data on SRGBV – for example, identifying higher reporting of sexual violence by girls than boys and higher reporting in rural areas. However, data on violence

reported to official channels do not necessarily reflect violence prevalence. Evidence from UNICEF suggests that reporting rates can increase if girls become more knowledgeable or empowered, for example as a result of an awareness programmes, or when reporting systems improve or when support services become available (UNICEF, 2014).

There is also data collected by the Ministry of Health on rates of pupils' pregnancy, and by MEPSFP on pregnancies recorded in schools. However, these do not include information on violence. Data available from the justice system – accessible at court level and entered into *the Tableau de Bord de la Protection de l'Enfant* (TBPE) ('Child Protection Dashboard') – shows the figures of those charged and sentenced in relation to SRGBV annually. Whilst this data can be useful for indicating the effectiveness of the legal system in for example highlighting conviction rates, the dataset is difficult to access for analysis, and only includes more extreme violence.

Research has been conducted by a number of organisations on children's rights, protection and violence. Much has been carried out as cross-sectoral or multi-organisation partnerships, including between NGOs and government. Evidence indicates that physical punishments of children in home and school are widespread and widely accepted. Based on a sample of 822 individuals (spread across the six regions of the country) Dassa et al (2005) identified corporal punishment as the most common type of physical violence, closely followed by psychological violence. MICS found that 93% of children aged 2-14 have experienced violent discipline (MICS, 2010). The 2012 action research study carried out with young people by BORNEfonden examined 3 districts in the Maritime, Plateaux and Kara regions found that 96% of 10-24 year old children and young people were victims of violence in their homes, in school, on the street and within the community (BORNEfonden, 2012). 56% of parents in the survey used corporal punishment, mainly for 'educational purposes'. In other words, physical punishment is commonly viewed as necessary for child socialisation.

The most recent DHS (2015) reports that 5.6% of young women (aged 15-19) have experienced sexual violence. Dassa et al. (2005) found 6.4% of girls reported having suffered sexual abuse (including rape, fondling, sexual harassment). Dassa et al. identified that 3 out of 4 cases of sexual abuse of girls (rape, fondling, sexual harassment) resulted in settlements being made outside of the justice system, often to the detriment of victims (Dassa et al., 2005). Only 1 in 3 cases were reported to the police or the justice system, and only two thirds of these included medical care with no follow-up. The DHS suggests sexual violence spans urban and rural settings almost equally, with 11.1% of urban compared to 10% of rural young women reporting ever having experienced sexual violence. Teachers are occasionally implicated, with teachers perpetrating 1.9% of reported experiences of sexual violence (for all ages) (DHS, 2015).

Overall, although there are some studies indicating that physical, sexual and psychological violence are commonplace in schools and homes, and in rural and urban settings, much more research and data is needed to provide a detailed understanding of SRGBV in Togo. The EGVS stakeholder workshop facilitated by the Government along with UNICEF in May 2016 provided valuable space for reflection on the understanding and use of evidence in relation to SRGBV. Although there was a clear sense of the value of and need for accurate evidence in relation to patterns of SRGBV, there was also a lack of clarity evident in relation to different types of data and their utility, and how to distinguish and evaluate this. This suggests there is a valuable opportunity to strengthen capacity in this area in order to improve quality and support stakeholders (in relation to both policy and programming) to make best use of data and evidence.

4. Mapping and analysis of existing legislation and policy

The strong legislative and policy framework relating to SRGBV established in Togo reflects the political will at national level to create safe learning environments in schools for girls and boys. In this section, we begin by summarising key laws and policies, before discussing the challenges that remain for legislative and policy enactment, and the steps being taken to address these challenges.

4.1 Legislative and policy framework

Togo has over a number of decades subscribed to **international and regional** conventions which commit it to ensuring the rights of all children including to safety and education, as well as gender equality and women's rights. These include the UN Convention on the Rights of the Child (CRC) adopted in 1989 and ratified in 1990; the optional protocol to the CRC on the sale of children, child prostitution and child pornography (ratified in 2004); the additional protocol to the UN convention against transnational organised crime to prevent, suppress, and punish trafficking in persons, especially women and children (ratified in 2008); the UN Convention on the Elimination of all forms of Discrimination against Women (CEDAW) adopted in 1983; the African Union Charter on the Rights and Wellbeing of the Child adopted in 1990 and ratified in 1998; and the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa adopted in 2005.

Nationally, the Togolese Constitution (of 1992) enshrines the right to education until the age of 15, for both girls and boys, and the right to protection from exploitation. Other relevant components of an institutional framework at the national level span areas including education, young people, gender and justice. Primary among these are outlined below:

4.1.1 Laws

- *Loi N° 2007-017 du 6 juillet 2007 portant Code de l'Enfant* – **enshrines the right of children to be protected from violence in all forms** – including physical, sexual, psychological or maltreatment by any person in authority. The law prohibits maltreatment by prostitution or involvement with pornography. It specifically provides for the protection of children against violence in school or other institutional settings, and bans corporal punishment. This law addresses violence by those in authority, but it does not address serious violence that might take place between pupils, and gender is not included as a specific focus of this law.

- *Loi du 16 mai 1984 relative à la protection des filles et des garçons régulièrement inscrits dans un établissement d'enseignement ou dans un centre de formation professionnelle.* This law **bans sexual relations between teachers and pupils** in schools or other educational establishments.

- *Loi n° 2007-005 du 10 janvier 2007 sur la santé de la reproduction*. This law deals with reproductive rights and encompasses **broad human rights** such as life and health, and also includes specific articles on the **right of women to choose who they marry, to be protected from 'harmful traditional practices', and for women and adolescents to have access to family planning.**

- *Loi n°2014-019 du 2014 portant modification de la loi n°2012-014 du 2012 portant Code des Personnes et de la Famille* (CPF) – This legislation brings Togolese law in line with CEDAW in relation to removing discrimination against women in the areas of marriage and parenthood.

- *Loi N°2006 -10 du 13 décembre 2006 portant code du travail* forbids child labour; children may legally work from the age of 15.

- *Loi n° 2005-009 du 3 août 2005 relative au trafic d'enfants*; this law legislates against child trafficking. Exploitation is defined as any activity which has no economic, moral, mental or psychological benefit for the child, but which will provide the trafficker or any other person, directly or indirectly, with economic, moral or psychological gain.

- *Loi n° 2009-010 du 11 juin 2009 sur l'organisation de l'état civil ;* this law on civil, commercial and family law specifies the proceedings for birth, marriage and death registration and harmonises registration fees across the country. The law also mentions that civil registry centres be implemented in both rural and urban zones.

- *Loi n° 98-016 du 17 novembre 1998 portant interdiction des mutilations génitales féminines ;* this law prohibits female genital mutilation using traditional and modern methods and punishes perpetrators to two months to five years detention and a fine. In the case of the victim's death as a result of FGM, sanctions increase to five to ten years' detention.

- The Penal Code, modified in 2015 by the *Loi portant Nouveau code pénal abrogeant la loi n° 80-1 du 13 août 1980 instituant code pénal* , specifies various punishments relating to SRGBV, including punishment for physical assault, FGM/C, sexual violence and rape. Sanctions for rape include 5-10 years imprisonment and a fine.

4.1.2 Circulars, guidelines and decrees

A range of national circulars and guidelines with specific relevance to SRGBV have been produced. The most notable are:

- The *ordonnance ministérielle de 1980 qui rend illégaux les châtiments corporels dans les écoles*, **bans the use of corporal punishment** in schools.

- *Le Précis de Législation et d'administration scolaire* (from 1983) serves as national guidelines in relation to teaching and administration of schools and provides guidance on **school discipline**. It lists and ranks punishments considered acceptable to administer to children according to age and the seriousness of misconduct.

- *La Lettre circulaire N° 767 du 9 mars 1984 relative aux cas de grossesses dans les établissements scolaires* – explicitly addresses **pregnancy of school girls** and legislates for the exclusion of a male pupil who impregnates a fellow pupil.

- The *Décret 2009-164/PR du 6 juillet 2009 portant approbation de la Déclaration de Politique sectorielle de l'Education du Togo* provides for **quality and universal primary education** for young people, including in relation to **equality** of vulnerable groups.

- *Les circulaires des rentrées scolaires* – produced annually by the Ministère des Enseignements Primaire, Secondaire et de la Formation Professionnelle, provide guidance on how to ensure **young people's safety at school** and have included specific reference to **SRGBV violence and harassment in schools**.

Arrêté n°431/MEPS/CAB/SG datant du 24 octobre 2014 portant création d'une unité de coordination des programmes d'alimentation, de santé et de nutrition en milieu scolaire – announced the creation of a special coordination unit focused on health and nutrition in schools, with responsibility for addressing safety in school.

- *Arrêté n°028 portant création, fonctionnement et attribution du cadre national de concertation des acteurs de protection de l'enfant (CNCAPE) from the 05 October 2016* by the Ministère de l'Action Sociale, de la Promotion de femme et de l'Alphabétisation: stipulates the national child protection consultation framework and brings together the various ministries involved in child protection, as well as national and international NGOs and technical and financial partners. This consultation framework also has branches at regional and prefectural levels.

4.1.3 Strategies and policies

Several national strategies and policies support the legislative framework:

- The *Stratégie nationale de lutte contre les violences basées sur le genre* (national strategy against gender based violence) was created in 2012, and the *Politique Nationale pour l'équité et l'égalité de genre* (national gender equity and equality policy) (PNEEG) in 2011 for the 2013-2017 period. Although these both speak directly to issues of gender equality and gender based violence, it appears that beyond some sensitisation work in relation to GBV, and an action plan in relation to gender equality, there is no specific mention of SRGBV.

- *The Politique nationale de protection de l'enfance* (*national policy on child protection*) was technically validated in 2008 but has not yet been adopted by the government. In 2014, the MAFSPA commissioned an analysis of the child protection system that revealed that the national system currently in place requires an overall reform in order for it to be more realistic, and it needs to be specifically adapted to the Togolese context to reflect the socioeconomic challenges. Therefore, the *Politique nationale de bien-être de l'enfant* (National policy on child wellbeing – see below) is being finalised.

- The *Politique Nationale du Bien-être de l'Enfant au Togo* (*national policy on child wellbeing*) is currently in the process of being adopted. This policy involves a wide range of actors and explicitly recognises SRGBV. It seeks to provide a range of different strategies to support children's wellbeing – including establishing structures and mechanisms in schools and communities. The policy supports violence prevention (strengthening and developing community and family skills), care provision (strengthening detection and reporting mechanisms and legal application), coordination (monitoring of policy implementation, compilation of M&E, enhancement of data collection systems and dissemination), and improvement of the legal framework (revision of texts). The adoption is expected to take place throughout 2017; however, the MASFPA has decided to implement the system reform in two pilot prefectures already.
- The *Plan Sectoriel de l'Education (PSE 2014-2025): Amélioration de l'accès, de l'équité et de la qualité de l'éducation au Togo'* (*education sector plan focusing on improving education access, equity and quality in Togo*) puts quality and equality at the centre of the educational landscape, and stresses non-violent pedagogies and gender equality. It does not, however, make explicit reference to addressing SRGBV, nor to how to tackle gender stereotypes and discrimination through the curriculum.

4.2 Enacting Laws and Policies on SRGBV

This array of legislation and policies on violence in schools, gender and gender-based violence, and children's rights provides a strong foundation for the country to address multiple issues surrounding SRGBV. It reflects the recognition in a number of policy texts that issues of gender, violence and young people need to be addressed in order to achieve wider educational and social aims as well as ensuring the rights of individuals. However, ensuring that laws are understood and acted upon at all levels – national, regional and local – poses considerable challenges. Previous research around the world has identified a range of difficulties with implementation. For example, in relation to gender-based violence policy in low income countries, Ellsberg et al. (2015) report that despite national policy development, its implementation can be patchy, with problems with budget allocation and support from key actors, such as the judiciary and police, both deliberate and unintended. Similarly, looking at gender violence in schools in developing countries, Dunne, Humphreys and Leach (2006) highlight political and bureaucratic resistance as key in hampering enactment of legislation and policy. Leach et al (2014) have highlighted the problem of enactment where policies do not have action plans, training or adequate resources to be effective. Many studies around the world have found that sensitivities, taboos and silences surrounding SRGBV have hindered the enactment of laws and policies at national, meso and local levels (Knotts, 2009, Parkes and Heslop, 2013, Parkes et al., 2016).

In the discussion below, we draw on interviews and workshop reflections to consider whether similar challenges are evident in Togo. We begin by outlining the government structures with responsibility for addressing SRGBV at macro, meso and local levels, and go on to analyse a range of challenges with translating these laws and policies into practice, including challenges in sharing information, cross-sectoral coordination, funding and resourcing, and power relations and resistance at local levels.

4.2.1 Governmental structures and processes to address SRGBV

The *Ministère des Enseignements Primaire, Secondaire et de la Formation Professionnelle* (**MEPSFP**) is the key ministry at national level for education. The other ministry of importance to addressing SRGBV in Togo is the *Ministère de l'Action Sociale, de la Promotion de la Femme, et de l'Alphabétisation* (**MASPFA**), under which sits the *Direction Générale de la Protection de l'Enfance* (**DGPE**), charged with coordinating action on child protection.

At the national level, a **focal point** has been appointed by the government and liaises with the UNICEF education sector on issues relating to gender, violence, disability, HIV/AIDS, comprehensive sexuality education, the fight against drugs in schools, and SRGBV. The Togolese education ministry has meso level representation in every Regional Directorate of Education (DRE) which appoint one focal points per region in charge of liaising with the UNICEF education programme, although their mandate does not carry on SRGBV or violence.

At local level, the **specialised Protection Committees** are community-based organisations that stem from the *Comités villageois de développement* (CVD) (Village Development Committees): they convene community actors, traditional leaders and representatives, CVD members and parents. They oversee the enactment of child protection mechanisms, offer family mediation services, partake in dissemination activities and participate in children's reintegration and monitoring. The cases that exceed the Protection Committees' competences are referred to specialised services. These Protection Committees are not widespread and are not always operational where they do exist.

4.2.2 Information sharing on laws, policies and plans

At national level, the stakeholders interviewed for this study generally had good levels of knowledge and awareness about the national laws and policies of relevance. However, a number of interviewees felt that better dissemination was needed to ensure that key points of law and policy were widely understood, in view of the somewhat fragmented legislative framework. Better plans and resourcing

to put laws and policies into action was viewed as necessary by many interviewees, as illustrated in an interview with a national level education civil servant, reflecting on the actions needed to address SRGBV within the education sector plan:

> Le plan sectoriel de l'éducation prend en compte les violences basées sur le genre en milieu scolaire. Mais dans la définition des stratégies, il n'est pas clairement notifié des actions à mener sur le terrain pour pouvoir enrayer le problème. Lorsque vous prenez les stratégies de mise en œuvre des orientations du PSE, très peu d'actions sont retenues, sont définies pour pouvoir réduire le phénomène. (Interviewee 23, Civil Servant)

Many interviewees expressed concerns that lack of knowledge or awareness of pieces of legislation or policy at local levels, including among young people, educational staff, parents, or community members, acted as a barrier to the enactment of the policies adopted. Many mentioned a fragmented legal framework around SRGBV and overlaps between the legislation and policies was considered a limitation, making the laws and policies harder to grasp and apply, as has also been highlighted in global reviews of policy and practice on SRGBV (Leach et al., 2014). Different interviewees stressed the need to ensure all relevant actors were provided with information and training on existing laws and policies – including teachers, pupils, and other workers and community members. For example, one interviewee from an NGO pointed out:

> La seconde chose c'est qu'il faudrait sensibiliser, apporter l'information vers les cibles en milieu scolaire, c'est-à-dire les enseignants, les élèves, ils sont sans information. C'est vrai qu'il y a des principes du droit qui disent que « nul n'est censé ignorer la loi ». Mais malheureusement il se fait que les lois existent mais, je vous dis que dans les formations que j'ai eu à conduire avec le corps de la paix, c'est moi qui ai dit aux inspecteurs, aux enseignants, aux parents d'élèves qu'il existe un article dans le code de l'enfant et c'est l'article 376 qui interdit le châtiment corporel, sinon même les inspecteurs se targuaient seulement à dire qu'il y a des circulaires des ministères qui disent qu'il ne faut pas bastonner les enfants. (Interviewee 11, NGO worker)

Knowledge of the texts is associated with making them more accessible. As mentioned by several interviewees and at the workshop, this entails improving the distribution of material, attention to the format of the text, and building understanding of the texts among state agents and actors who carry it out.

There have, however, been attempts to address these challenges of information sharing. For example the *Tableau de Bord de la Protection de l'Enfant* (TBPE) ('Child Protection Dashboard'), was set up by the DGPE (*Direction Générale de la Protection de l'Enfance*) in partnership with the *Institut National de la Statistique et des Etudes Economiques et Démographiques* (INSEED) ('National Institute of Statistics and Economic Studies') and aims to make available information that can feed into the formulation, monitoring and evaluation of child protection policies and programmes. It aggregates data on rape, sexual exploitation and abuse, corporal punishment. The data is collected by the *cadres de concertations préfectoraux* (consultative framework at prefecture level) then centralised at regional and national levels. The data is then used by child protection actors towards a better planning of their actions. Training modules for teachers in relation to SRGBV, and modules on non-violent pedagogies are also a positive step in this area, as discussed later in section 5.1.

A synthesis of provisions relevant to SRGBV in one document could provide a useful tool for many stakeholders, and could contribute to addressing some of the recurrent issues arising around knowledge of the legal framework, if undertaken in conjunction with action to distribute, communicate clearly, and provide appropriate training. Work to strengthen the existing data

collection structures which have been instigated, such as the scoreboard, would provide valuable evidence to policy makers and other staff to understand and address SRGBV, as well as evaluating implementation.

4.2.3 Cross-sectoral coordination and prioritising work on SRGBV

Although some governmental structures are in place to address SRGBV as described in 4.2.1 above, a number of interviewees raised concerns about lack of sustained commitment to work in this area at different levels of the state and civil society. Various interviewees referred to 'administrative sluggishness and complexity', with the administrative burden considered one of the main barriers to implementation. This, it is claimed, contributes to non-compliance to the national and international texts as well as not reaching the goals set by the government's scoreboard. As one NGO worker explained:

> Je parlerais plutôt de lenteur parce que vous le savez autant que moi, lorsqu'il y a de ces innovations (…) il y a de la lourdeur administrative qui n'amène pas à aller très rapidement. Il y a des fois des interrogations – si on ne sait pas, on va croire que c'est des blocages – mais l'État veut toujours comprendre plus nettement tout avant de pouvoir s'y engager. C'est ça qui constitue pour nous, acteurs, (…) le blocage. (Interviewee 05, NGO worker)

Lack of co-ordination between stakeholders and action at different levels and sectors has been highlighted as a barrier to policy enactment in research looking globally at SRGBV (Parkes et al., 2016). This is reflected in Togo in some of the policies, such as the PNEEG (*national gender equity and equality policy*), which focuses on women's economic empowerment and participation in decision-making but neglects to mention girls' rights or to bridge to the education sector, arguably reflecting the lack of connection between ministries. In 2015, an attempt to address the lack of cross-sectoral coordination was made through the creation of the Sectoral Thematic Group on SRGBV (led by MEPSFP with support of UNICEF) that offers a discussion platform for actors working on SRGBV-related themes. However, it was reported in the interviews that with many competing priorities and pressures, it is difficult for members of the group to prioritise time for attending meetings, disseminate, and plan a programme of work. There were suggestions to open the group to a broader variety of participants, and to foster a sustained engagement, such as shared by this civil servant:

> Il y a des facteurs de blocage, parce qu'en fait, c'est une lutte qui ne doit pas se mener à un seul niveau. Cette lutte doit pouvoir impliquer plusieurs acteurs. Mais il se fait que, comment arriver à mettre ensemble ces acteurs pour créer cette synergie, c'est un peu difficile. C'est vrai que bon, nous disposons actuellement du groupe thématique violence et tout ça pour réfléchir sur les actions à mener (…). Mais ce n'est pas aussi évident que tous les acteurs, toutes les parties prenantes soient disponibles au moment indiqué. (…) Sinon la volonté, elle est là. Mais c'est comment pouvoir s'asseoir ensemble et au même moment pour mener la lutte. (Interviewee 23, civil servant)

4.2.4 Funding and resourcing

Adequate **funding and resources** are required for the broad, holistic and sustained implementation and enactment of laws and policies on SRGBV. As discussed in section 2 above, the government in Togo has allocated a large proportion of its budget to education, which has been used to build an infrastructure in the context of continuing high levels of poverty, and a very young population. Interviewees referred to the lack of resources – human, financial and material – as another significant barrier, impacting on the micro, meso and macro levels and hampering work to address SRGBV. Although the current Togolese legal framework referring to SRGBV includes a wide range of related

fields such as education, health and justice, interviewees suggested that the lack of financial resources means there is insufficient training of officials in these fields particularly those working in regional government, and that community leaders and school staff also require training in relation to SRGBV.

Several organisations have integrated systematic training into their initiatives, but they have been piecemeal and dependent on external funding. The 'refresher' trainings or trainings on new policies and laws carried out do not cover many features of SRGBV. A key group who require training comprise teachers already in post (as opposed to recent trainees) who need information on SRGBV, and how to address this. As one NGO worker stressed:

> Un autre défi qu'il faut prendre en considération, c'est beaucoup plus les enseignants qui sont déjà sur le terrain. Il ne faut pas qu'on dise qu'ils ont été déjà formés. Le recyclage est un processus indispensable pour rappeler aux gens ce qu'ils ont appris. (Interviewee 12, NGO worker)

At a local level, interviewees reported issues with school conditions and infrastructure that hinder the application of the legal framework to address SRGBV. Oversized, multi-age and multi-level classes were raised as one of the main issues in relation to the perpetration of acts of violence in school. It was reported that teachers dealing with very large numbers of pupils struggle to adopt non-violent pedagogies and use the stick as a management tool and a means to threaten, harm or model 'good' behaviour (in some cases, even when knowledgeable about laws of policies). It was also reported that teachers incentivise child labour for domestic purposes as they request from their students physical fieldwork as an in-kind contribution to their low salary. Some interviewees reported that the teachers' low wages contribute to their lack of engagement as they consider they are not being paid enough to be putting in self-learning time or class preparation time that could foster a dedicated commitment to carry out non-violent pedagogies and activities.

4.2.5 Power relations and resistance to laws and policies; district, community and school levels

Power relations and inequitable dynamics that prevail in some institutions (for example educational or judicial) were noted by interviewees, who reported that cronyism hinders the enactment of the law and prevents inspectors or headteachers from prosecuting and sanctioning the offenders who benefit from benevolent hierarchies. For example, an NGO worker who regularly meets school staff reported:

> Il y a des inspecteurs qui se plaignent parce qu'ils y a des enseignants qu'ils ne peuvent pas affecter ni sanctionner parce qu'ils sont plus puissants que l'inspecteur même. (…) Certains chefs d'établissement comprennent bien ça. Il y a des goulots d'étranglement qui les empêchent de faire leur travail. (Interviewee 04, NGO worker)

Concerns were also expressed by some interviewees about impunity and lack of action in relation to the enforcement of justice in relation to SRGBV. Similar concerns were expressed in a report on SRGBV in Francophone Africa, which described four main obstacles to reporting abuse and violence: the ignorance of rights, the inefficiency of the judicial system, the absence of care mechanisms and the stigmatisation of victims or survivors (Devers et al., 2012). Some attempts to address these issues have been developed by NGOs, including training community members in legal knowledge or engagement programmes in different areas (discussed in more detail in section 5 below).

Socio-cultural constraints on implementation was a key theme that emerged from the data collection in Togo. This referred to belief systems, norms and traditions that directly or indirectly hinder implementation of the legal and policy framework. For example, the ban on corporal punishment in

schools was, according to a number of interviewees and workshop participants, often ignored because of the belief that violence is an essential means to educate a child.

Gender norms discriminating against girls were viewed as a hindrance to policy enactment by many interviewees, for example:

> Il y a un certain nombre de pesanteurs socioculturelles qui ne vont pas à l'avantage de la fille, les gens continuent d'entretenir un certain nombre de stéréotypes sur les filles : c'est le sexe faible, incapable de pouvoir faire des études supérieures, elle est juste faite pour procréer, à quoi bon l'éducation d'une fille. C'est un certain nombre de stéréotypes, d'idées préconçues qui font que les gens trouvent banal d'exercer de la violence sur les filles. (Interviewee 02, NGO worker)

The Ministry of Social Action, Women's Promotion and Literacy's 2014 report, carried out in in partnership with the General Direction for Child Protection and supported by UNICEF, Plan International and BØRNEfonden discusses the services and support mechanisms that exist in favour of children's wellbeing and protection. It highlights that although legal frameworks and guidelines exist, including specific laws on corporal punishment and child protection (see section 2.1 above), the persistence of corporal punishment, sexual violence and sexual harassment against girls in schools, indicates resistance to laws and policies at local levels.

Interviewees discussed the 'culture of silence' or 'culture of non-denunciation' that prevails specifically when referring to acts of violence perpetrated by teachers. This was also something found in research carried out by Plan (Plan, 2006), and by BØRNEfonden (BORNEfonden, 2012) which found pupils reluctant to report abuse lacking trust in the education system, teachers unwilling to report violations of other staff, and teachers taking advantage of their positions to gain favours sexual or otherwise from pupils. Families and communities worry that reporting a teacher may then lead to the school's closure if they are found guilty as teachers are in short supply. Amicable settlements involving money or marriage are encouraged rather than reporting the facts. The scarcity of teachers' prosecution and sanctioning leads to a common belief that teachers benefit from impunity when it comes to infringing children's rights. The lack of reporting also influences the systemic barriers as laws fall into disuse and are replaced by new laws, thus contributing to the fragmentation and overlapping of the legal framework as discussed previously. As this NGO worker reported:

> Il y a une loi en 1986 qui sanctionnait les personnes adultes qui ont des relations permanentes avec les filles et les garçons à l'école ou en formation. Cette loi est tombée en désuétude parce que les parents ne portaient plus plainte. (Interviewee 06, NGO worker)

Resistance from community and religious leaders was mentioned by some interviewees as a further constraint on complying with what is considered an external control framework undermining traditional roles and power relations. Community and religious leaders are instrumental actors of change, as their local influence surpasses centralised directives and they play a major role in societal awareness and the transformation of harmful practices and traditions. While there may be resistance to laws and policies among some influential community members, there are also examples in Togo of community leaders advocating for change. The Declaration de Notsé from the 14th of June 2013 from the Togolese Forum of Traditional and Religious Leaders is a significant development in this area. The group declaration, including a short publication, symbolises the commitment of a wide range of traditional and religious leaders to tackling harmful sociocultural practices against children. Another positive development that reflects attempts to address communication and dialogue between different actors has been the establishment of the Conseil Consultative National des Enfants (CCNE).

Since 2011 this has been in operation, composed of 25 children who contribute to high level discussions relating to children's safety, rights and protection in Togo – it is a joint initiative developed by the government, UNICEF, Plan and FODDET. Similarly, in October 2016, the Comité National des Droits de l'Enfant (CNDE) was created to discuss child rights at national level.

5. Programmes and initiatives to prevent and respond to SRGBV

A recent global review of evidence on SRGBV explored the types of programmes that can help to reduce SRGBV (Parkes et al 2016). Interventions with teachers were particularly effective in violence prevention when they provide both skills training and working with teachers on their own values and beliefs around gender and violence (Humphreys, 2008, Pick et al., 2007, Duque et al., 2007). Work with teacher training institutions, and continued support for trained teachers once they enter employment may be particularly valuable for enabling them to sustain equitable, non-violent teaching practices. A number of studies in other countries have also found that girls' clubs can work effectively to raise awareness about gender roles and rights, and violence prevention and redress (Parkes and Heslop, 2013, Leach et al., 2014). Whole school approaches have been successful in addressing bullying and corporal punishment, such as the Good Schools Toolkit in Uganda (Devries et al., 2015), and UNICEF's Child Friendly (UNICEF, 2009), and Rights Respecting Schools (Davies, 2008, Sebba and Robinson, 2010). The most effective interventions identified in the global review were multi-level, addressing violence, norms and inequalities both within schools and in communities (Parkes et al., 2016).

In Togo, the past decade has seen a wide array of national and local programmes, interventions and initiatives of relevance to SRGBV. These have involved a number of different NGOs in collaboration with the state, and have broadly taken the form of: training for teachers, clubs for young people, multi-faceted or whole-school initiatives, other interventions such as training in legal skills or community engagement, and support services for victims. Some of the key initiatives or organisations with national reach are outlined in detail below:

5.1 Training for teachers

In 2012 the collaborative *Forum des Organisations de Défense des Droits de l'Enfant* (FODDET) devised training guidance for teachers on non-violent pedagogies: '*Manuel de formation sur les méthodes alternatives aux violences en éducation*'. This was based on action research undertaken with funding from the EU which took place in Atakpamé, Sokodé, Kara, Dapaong and Lomé in order to collect and collaborate on non-violent and alternative approaches to teaching and discipline.

Furthermore, in 2011, BØRNEfonden – in partnership with the Direction de l'Enseignement Secondaire Générale (DESG) – initiated the drafting of the 'Reference handbook for a protecting and fulfilling education' (*Manuel de référence pour un enseignement protecteur et épanouissant*). The handbook was validated in 2014 and is the product of experiences gained by different actors involved in the implementation of the 'Eduquer Autrement I' project. The handbook supported the training of secondary teachers from the Maritime, Plateaux and Kara regions on alternative education, focusing on child/youth psycho-social development and pedagogical implications, active methods, positive discipline and school projects promoting non-violence.

The *Ministère des Enseignements primaire et secondaire et la formation professionelle* (MEPSFP) in collaboration with UNICEF and other organisations (of which FODDET) has devised and implemented a training module and guidance for teachers specifically on SRGBV, '*Protection des enfants contre les violences en milieu scolaire y compris celles basées sur le genre: Manuel harmonisé de formation des enseignants*'. This collaboration allowed the review of existing modules and trainings so as to synthesise earlier training modules produced by NGOs and the government in order to harmonise the teachings and enable nationally aligned and coherent guidelines and training content. Trainings on the harmonised module were initiated in 2016 throughout the 6 regions but, according to some interviewees, the coverage does not reach all regions. A discussion is currently taking place on how to deliver this training across the country to maximise information sharing and training across school

staff, as well as plans to adapt it to parents and communities (through CBOs, COGEP, cultural, traditional and religious leaders, and parents' associations). This is a live development in the work of the Sectoral Thematic Group, and has the potential to connect training (across sectors) on SRGBV within a broader child protection framework. This is a valuable step in supporting teachers to understand and address SRGBV, however more information is needed to understand the scope and range of its implementation, as well as evaluating its efficacy in the short and long term.

The work begun in Togo in this area has considerable potential to strengthen school practices on SRGBV.

5.2 School clubs

Multiple organisations have developed and implemented clubs for pupils on topics relating to understanding and addressing SRGBV. These include:

- 'Project Violence Against Children (VAC)' undertaken by PLAN International Togo and FODDET aimed at strengthening the establishment of school clubs and a range of activities involving sensitisation, advocacy, and training. The project report concludes that project implementation was empowering for the participating children (PLAN/FODDET 2014).

- The project '*Promotion des Droits des Adolescent(e)s à la santé sexuelle et génésique au Togo*' was undertaken by Plan International Togo and involved both clubs and training in issues relating to sexual health.

- The organisation *Programme d'Appui à la Femme et l'Enfance Déshéritée* (PAFED) along with *Réseau de Lutte Contre la Traite des Enfants au Togo* (RELUTET) developed children's rights clubs in schools, as well as other community work. RELUTET's 2013 final evaluation of the project found that clubs contributed to diminishing beatings and improved school performance, but found limited results in relation to community behaviour change in terms of violent discipline (RELUTET 2013). This highlights the need for holistic interventions so as to limit potential resistance to behavioural change.

- The NGO Colombe has developed clubs specifically to counter sexual violence in schools.

- BØRNEfonden, as part of its programmes and projects, facilitated the implementation and strengthening of clubs aimed at tackling violence in schools in the Maritime, Plateaux and Kara regions, in partnership with the DESG.

5.3 Multi-faceted or whole school approaches

There are a range of projects and initiatives which involve multiple components either focused around specific schools or communities. These take a multi-pronged approach to addressing SRGBV or related issues, something which the earlier global review of evidence highlighted as a valuable approach (Parkes et al., 2016). Key examples of this type of initiative include:

Plan International Togo in coalition with others, including FAWE, from 2011-2013 set up the programme '*Promotion de l'équité genre et de l'éducation sans violence en faveur des filles dans 45 communautés de l'Est-Mono'* in 45 communities. This included training for teachers, community work including with traditional leaders, and clubs for young people. This sought to encourage gender-equal

values particularly in relation to education and pedagogies. As a continuation of this, the project '*Education sensible au genre et sans violence'* was enacted. This addresses various elements of SRGBV including sexual harassment and corporal punishment, aiming to improve knowledge and understanding of different groups including teachers, community members and young people in relation to SRGBV and their rights.

Girl Friendly Schools has also been an important programme implemented by PLAN International Togo from 2004-2008. This focuses on creating favourable conditions for girls' school access and retention as well as providing quality education for all children. Schools are supported as they design their 'School Project' that addresses school governance, management and participation through the creation of Children's Governments. These raise awareness of rights as well as the community's engagement through COGEPs (Parental Management Committees). In Plateaux and Savanes regions, Aide et Action, with UNICEF, have also implemented Friendly schools '*Projet Ecole amie des enfants'* – this aims to involve young people, schools and parents in creating an environment for quality education for girls as well as boys.

In 2015 the government along with the UNFPA developed a specific '*programme de lutte contre les grossesses et les mariages précoces en milieux scolaire et extrascolaire au Togo'* (PNLGMP) aimed at addressing early marriage and pregnancy in relation to school girls. Based on the 2014 national situational analysis on early pregnancies and marriages carried out by a consort of 3 ministries (Social Action, Women's Promotion and Literacy; Primary, Secondary and Vocational Training; Health), the programme aims at tackling poverty, gender disparity, child marriages, lack of access to education and reproductive health services, as well as the lack or non-enactment of laws and legal frameworks relating to child protection. The programme constitutes a wide ranging approach including young people, adults and institutions. As part of the programme's implementation, children's clubs were set up, whose aim was to communicate with peers on rights, violence and existing protection mechanisms whilst collecting information on issues arising within the school. According to the UNFPA, these clubs have become a significant support system, encouraging students' reporting of SRGBV. As from 2015, Men's Committees and Mothers' Clubs have also been set up in some regions as part of the programme, to encourage community engagement.

BØRNEfonden set up its '*Eduquer Autrement'* project on violence in schools aimed at developing and strengthening skills of the main educational actors (parents, teachers and children). The project was divided into 2 phases – the first one running from 2011-2014 and the second from 2015-2018 – and focused on positive discipline, active teaching methods, roles and responsibilities, as well as rights and duties, and involved all stakeholders in the school governance through children's clubs, participatory advocacy, teachers and parents' targeted trainings on violence and alternatives. Teachers signed 'codes of good conduct' aimed at promoting the ethics of their profession. However, BØRNEfonden's main focus is on violence and the organisation has only partially included a gender perspective through incentivising girls' inclusion and protection. BØRNEfonden, in partnership with GIZ, has also set up a project targeted at employers in the informal sector on children's rights and alternatives to violence as they receive many apprentices as part of vocational training.

BØRNEfonden's 2014 *Evaluation finale du Projet « Promotion d'un environnement épanouissant pour l'éducation et l'apprentissage des enfants et jeunes »* (Final evaluation of the 'promoting a thriving environment for education and learning for children and young people') reveals that the project did promote behavioural change relating to violence in the 3 studied areas (school, apprenticeship centres and community) enabling a 21% decrease in violence even though 75.1% of children still report having experienced violence in the past 12 months (78.9% girls and 71.1% boys). The findings show a considerable decrease in corporal punishment in secondary education (52% drop), in apprenticeship centres (29.5%) and in the family sphere (21.2%). Positive results included increased respect for

children's integrity, better communication between children and adults and within the family nucleus, and a strengthening of the young people's social roles and interaction modalities (creation and spread of reporting mechanisms, community organising). Still, the results also report specific or systemic challenges that could compromise the sustainability of the project such as teachers' mobility, the need for training for community leaders and the need for regular 'refresher trainings' for the target groups.

5.4 Other initiatives

Different approaches and methods which seek to work on different facets of addressing SRGBV have also been developed by some organisations. These include:

- The *Groupe de réflexion et d'action Femmes Démocratie Développement* has a geographically extensive scheme that trains community members in knowledge and skills of the law (with the aim of increasing access and understanding across the country in terms of women's rights). To date they have a network of more than 700 paralegals in 33 prefectoral groups.

- The project '*Projet d'Appui à la Réforme du Collège'* (PAREC) has been developed by a group of organisations including PLAN, l'AFD, le MEPSFP, and Aide et Action – this is aimed at encouraging community support for the education of girls and gender equality.

- Women in Law Development in Africa (WILDAF) carried out a project in 2012 '*Environnement scolaire sans violences pour les jeunes et petites filles'* which specifically sought to address SRGBV. This involved facilitating discussions, training, and media outputs involving pupils and adults in the topic.

- The Red Cross has developed the programme '*Santé Sexuelle et Reproductive et équité genre pour un développement communautaire*' which aims to deliver knowledge and community development for women focused on the topic of reproductive health and equality.

- The young people's organisation *A nous la Planete* undertakes participatory media projects, including specifically addressing girls' education and SRGBV.

- Plan has also delivered successful work combining capacity strengthening and knowledge building in relation to promoting education and children's rights. Their evaluation found that trainings and sensitisation played a crucial role in changing the project target groups' behaviour, attitudes and practices. With respect to violence in schools, the evaluation indicates that the results were mixed, with 60.9% of 7-14 year old students still reporting corporal punishment in school using the stick.

5.5 Support for victims

There are a number of centres of support for victims of violence in some areas of the country, led by multiple organisations. These include Kekeli in the Maritime region, which has a social and support centre for young people and victims as well as providing training around child protection. Fondation Don Bosco in Lomé and Kara regions provides refuges for children in difficult situations and supports their educational or professional development and social reintegration. Similarly, Terre des Hommes (also in collaboration with other organisations) has both the Oasis support centre. The UNFPA supports the implementation of five listening and counselling centres that are managed by the MASPFA through NGOs; these centres accompany victims of violence, and more specifically women,

mainly through counselling, mediation and legal support and seek to prevent violence through sensitisation.

Since 2009, the national telephone help line 'Allo 1011' enables young people and adults to call anonymously to report abuse. It receives an average of 8.000 calls per month, of which 30% are from under 18 year olds (UNICEF, 2016). In 2016, it helped identify and assist 1.191 children victims of violence and abuses. Unfortunately, it covers only Lomé and its surroundings.

However, support and referral systems do not appear to be nationally consistent or standardised in terms of what is delivered, and often focus on the most extreme cases in relation to physical or sexual violence. A joint study undertaken by the DGPE and UNICEF in 2006 highlighted the need to establish multidisciplinary teams and cross-sectoral collaboration to better care for victims, however more work is needed to assess what has taken place in the subsequent decade. There are also inherent issues of access around both the centres and the phone line in terms of geography and access to telephones, making this an important area to address.

Evidence from other countries has found that the provision of multi-agency centres can be an effective way to improve reporting, prosecution and support for victims – for example One-stop centres in Zambia and Kenya (Keesbury and Onyango-ouma, 2012). However, reviews have also highlighted the way that lack of resources and training can undermine services (Parkes and Heslop, 2013, Leach et al., 2014), which has clear relevance for the Togolese context.

5.6 Challenges to SRGBV programmes and initiatives

As the programming and initiatives outlined above attest to, there has been and continues to be a great deal of work in Togo seeking to prevent, address or ameliorate elements of SRGBV. The work undertaken spans a wide range of topics and approaches which is a great strength. However, there remain significant challenges, particularly in relation to the **scale, distribution and efficacy of what has and will be implemented**.

Alongside this, the interview data raises several key areas which act as barriers to the successful implementation of programmes and initiatives. Firstly, as discussed above in relation to legislation and policy, the issue of **social views in relation to gender (including stereotypes), and specifically in relation to SRGBV** was raised as a barrier by many interviewees, who illustrated the way this made their work challenging and hindered its expansion, for example ideas about acceptable behaviour for boys and girls, sexuality or marriage. Interviewees recounted this as cutting across different actors and levels, including young people themselves, teachers, educational staff, parents, and other community members and institutions, as one interviewee reflected:

> Pour moi, tout projet qui veut éliminer la violence basée sur le genre, que ce soit à l'école, où dans tout milieu, doit travailler avec la communauté, pour amener cette communauté à un changement de comportement, de mentalité, c'est important. Les enseignants, quoi qu'on dise, sont issus d'une communauté. On leur a transmis un certain nombre de valeurs, valeurs dans lesquelles ils se reconnaissent. Il est important que la cellule familiale fasse partie intégrante de nos processus, sinon tout ce qu'on va faire c'est comme si c'est de l'eau qu'on verse sur le dos du canard. (Interviewee 02, NGO worker).

The perpetuation of these views inflected different elements of successful programme or initiative implementation. Thus pupils were often unwilling to report other students; teachers or parents were unwilling or unable to recognise or address violence, or head-teachers (or community leaders) were

unwilling to allow work or inspection in their school or geographic area. For example, one interviewee reflected on the difficulty at times in inspecting private schools, despite this being a legal requirement:

> Les inspecteurs ont un droit de regard sur les écoles privées mais il y a toujours un problème, les écoles privées pensent qu'elles sont indépendantes, c'est entre griffe, si bien que l'accès au personnel d'encadrement est difficile parfois. Vous allez, vous donnez des conseils, dès que vous partez, ils reprennent, c'est des enseignants qui ne sont pas engagés par l'État, mais des fondateurs, pour eux, c'est le résultat. (Interviewee 03, Civil servant)

A second overarching barrier raised by different interviewees was the challenge resulting from **wider structural issues within the Togolese education system** (including the legacy of colonialism) again paralleling the earlier discussion in relation to legislation and policy. This is particularly in terms of **stretched resources** including:

- the shortage of teachers, and particularly of female teachers (just 15.91% of teachers in the primary teaching force, 6.80% in lower secondary education and 6.57% in upper secondary education being women); this limits teachers' time and capacity to undertake professional development or apply what they have learned in relation to for example, non-violent pedagogies.

- inadequate school facilities, including suitable classrooms, fences, separate bathrooms for girls and boys and other environmental factors which enable SRGBV.

- lack of financial resources, and indeed the politics involved in who controls and allocates funding, and for what, was also seen to act as a barrier at times to the wide and successful implementation of work on SRGBV. This entailed challenges for state and non-state actors – on the one hand NGOs struggling to gain sustainable funding, and being limited by what donors or the state were willing to fund, and, on the other hand, the state struggling to ensure scarce resources are channelled and used strategically given many competing demands, and also having to deal with the issue of decisions and policies ownership.

On the issue of scattered and unsustained resources, one NGO worker reported:

> Pour la plupart des programmes de renforcement de capacités de l'enseignement de nos États, les fonds proviennent de nos partenaires et c'est eux qui nous définissent la stratégie, ce qui fait que notre système éducatif peut perdre son identité. (Interviewee 02, NGO worker).

The third barrier to be highlighted (and is closely related to the previous two) is the question of **wider scale and roll-out of good work**, and this had different inflections for state and non-state actors. On the one hand for the state there is the problem of competing demands in a sector with many actors – and a challenge to coordinate and integrate good practices on a national level. This includes for example, the need to cascade training and follow it up, and to bring partners together. For NGOs who have developed successful work in an area, there is the challenge of making this sustainable and at a wider scale. For example, one NGO worker reflected on this when asked what the key problems they faced were:

> C'est sur le plan financier et des ressources humaines parce qu'on voudrait bien aller dans plus de zones mais on est limité par le financement et par les ressources humaines pour étendre le projet à d'autres zones. Avant la difficulté c'était aussi l'autorisation pour la

mise en œuvre des projets mais maintenant ça s'est amoindri, on a plus de collaboration, on a plus même de sollicitation pour mettre en œuvre les programmes dans diverses zones mais c'est le manque de financement et de ressources humaines. (Interviewee 08, NGO worker)

This highlights the issue of finance, resources and government support needed to expand successful initiatives.

Central to addressing this issue is the need to strengthen the coordination of actors, resources and work. This has already begun to take place – for example through the sectoral thematic group on SRGBV discussed earlier. However, the interviews still highlighted this as a key area for attention to move work forward. For example, one NGO worker recounted the need for the state to take on this coordinating role more effectively:

> Mais le grand problème de la coordination se trouve au niveau de l'État avec tous les acteurs. Cette coordination ne peut réussir que si l'État prend la responsabilité de se doter des moyens pour le droit des enfants. (Interviewee 11, NGO worker)

Similarly, examining the range of work that has taken place through the process of this study – although positive in its breadth and number – highlights the need for a clearer understanding of what takes place, where, by whom – and indeed whether it works. At present there is inadequate robust measurement and evaluation undertaken or available on many programmes. Only with this knowledge, and mechanisms and processes for co-ordination of all the actors in this field, can gaps be identified and addressed, and existing programmes and initiatives on SRGBV be consistently delivered at a national level.

6. Conclusions & Recommendations

This scoping study has involved the examination of a wide range of primary and secondary sources, the collection of new data including from stakeholders, and the analysis of existing legislation and programming in Togo with relevance to SRGBV. The first research question asked:

1. What is the existing evidence on SRGBV? How is the occurrence of SRGBV shaped by contextual features, including social, economic, political and educational structures and norms, in varying contexts across Togo?

Deep rooted issues of gender inequality and poverty are important factors shaping the educational landscape and SRGBV in Togo. Despite great efforts and investments made at a high level towards improving access and equality of education – resulting in the dramatic rise in enrolment –, there are many continuing pressures on the system performances and infrastructure. Thus, despite recognition that addressing SRGBV is central to achieving the aims of universal, high quality education for girls and boys, efforts to do so face significant challenges within the existing education system.

A crucial and related element is the problem of reliable, in-depth data on SRGBV, including the need for data with national coverage. The existing research, along with our own work with stakeholders, show that the problem is significant. However, the level of accuracy and regularity required of data to measure and evaluate change is lacking. This is the result of a range of factors; high quality international surveys do not contain enough detail on SRGBV specifically, there is no national sectoral or cross-sectoral systematised data collection that includes SRGBV (that could aggregate data from the child protection, education, justice, social affairs sectors and various sub-sectors), and the silences and sensitivities around SRGBV mean that underreporting is commonplace, and accurate data on violence very difficult to ascertain. There are also few in-depth qualitative studies of children's experiences of SRGBV or of responses to SRGBV. Alongside this, the need to improve capacity in understanding and using different types of data and evidence also make this a priority area for action.

However, our examination of legislation and programming on SRGBV in Togo identified a considerable number of promising developments to be built on. Our second and third research questions asked:

2. How is SRGBV being addressed in law and policy, and how strong are the links with available evidence?
3. How is this being enacted at different levels, including through mechanisms, action plans, resourcing, training, programming, networks and dialogue? How effective is this, what are the gaps, and how could they be addressed?

Although the holistic term SRGBV is not frequently included in Togolese legislation or policy, there is a proliferation of legislation that addresses some dimension of the phenomena – ranging from Togo's ratification of key international conventions on youth and gender, to laws, guidance and the penal code at national level that address education, gender, and violence. Our findings raise concerns that the dissemination, support, and implementation of these need further work. Attempts to address some of these have been initiated through a wide range of programmes and initiatives to address SRGBV in Togo, in some cases with evidence to support their efficacy. This includes work from a selection of actors including the government, and NGOs such as Plan and BØRNEfonden, ranging from youth clubs with girls and/or boys, to whole-school or community based approaches, and centres or phone lines for victim support and/or advice. However, few have been scaled up across the country or sustained over long periods, and more information is needed to map and understand their efficacy.

Our research found that the problems with the enactment of legislation and policy, and with the more systematic and widespread implementation of programmes and initiatives, were in many ways linked. A number of participants interviewed from different sectors, as well as workshop discussions, reflected on the need to challenge **social norms and values** supportive of violence and gender inequality, which cut across different levels, topics and types of work. Understanding why there may be resistance to laws and policies is vital for planning effective interventions. From staff in and around schools enacting discipline, to parents making decisions about their children's education, to health or justice workers at national or local level – if fundamental values that support SRGBV are not challenged as part of legislation and policy enactment, they are unlikely to be effective or sustainable. In defining action going forward it is important to recognise this as distinct from the straightforward *distribution* of a legal text or policy for example. Evidence from work in other contexts suggests that enabling critical reflection and participation on values and norms by actors at different levels is needed as part of implementation plans to ensure efficacy. Clear information sharing at national, meso and local levels on key points of law, policy and plans is also important.

Secondly, the need for strengthened **coordination** across sectors and between actors is needed. It is important to note that this is an area where some work has already been taking place, for example through the Sectoral Thematic Group on SRGBV. However, it was clear that there is much work to do here – for example in order to bring together expertise from more different sectors including gender, education, health and justice, to plan strategically, to support the roll out of initiatives nationally, and to gather accurate data.

Thirdly, the question of **resources** - broadly conceived – was perhaps unsurprisingly a key theme. This reflected both a national dimension in relation to the already stretched resources of the education sector, how to prioritise these, how they do or do not support the enactment of legislation and programming, and relations between state and non-state actors. The international dimension of this was also relevant – with problems of sustainability and agenda changes bringing challenges for national actors reliant on external funding.

Drawing on our analysis and these related areas of importance for addressing SRGBV in Togo there are several areas which we suggest could usefully be prioritised for action. These are: collaboration between actors and agencies; systems for data collection and reporting; and training and capacity strengthening in relation to educational and other actors. Examples of the types of work this could include are detailed below, and an element of this will be selected to take forward within phase 2 of the initiative, based on discussions between the EGVS partners in Togo.

Priority areas for action:

- Supporting the strengthening and growth of the mechanisms for **intersectoral and multi-agency collaboration** such as the Sectoral Thematic Group on SRGBV. This could include elements such as work mapping and knowledge sharing between actors in relation to existing initiatives that are taking place on SRGBV to enhance their delivery, evaluation, distribution and expansion. Similarly, it could include work to facilitate better and wider collaboration between ministries, for example MEPSFP (*Ministère des Enseignements Primaire et Secondaire et de la Formation Professionnelle*) and MASPFA (*Ministère de l'Action Sociale, de la Promotion de la Femme et de l'Alphabétisation*).

- Supporting more detailed examination and evaluation of **reporting mechanisms** for SRGBV or guidance in relation to reporting. This spans several dimensions, including supporting approaches to strengthen knowledge of rights and law/policy at local levels, capacity to act

on this knowledge by reporting and taking action on violence, and to engage actors within the education or justice sectors in these reflections.

- Support for the evaluation of **evidence and data** sources in relation to SRGBV by government. As discussed at different points within this report, the collection and use of data and evidence is essential to effectively understand and address SRGBV for both government and NGOs. Capacity building to enhance key actors' skills in this area could support government to better evaluate how they direct their resources on SRGBV, while for NGOs it could support the production of more robust evidence on programme effectiveness, enabling them to better advocate for their work. To assist in the prioritisation of funding and resource allocation, evidence and data sources can inform on appropriate action towards violence and SRGBV reduction and prevention that can simultaneously contribute to addressing the quality issue. Work to facilitate collaboration between producers and users of data/evidence could also be a fruitful way to maximise value from existing skills and sources in this area.

- Supporting the monitoring, evaluation and further development and/or wider implementation of the new **training module and guidance for teachers** on SRGBV or harmonised module, as discussed in section 5.1. This could include a range of different actions such as; devising a rigorous evaluation of the module's efficacy, developing follow up or refreshers for teachers or other staff; or working with the MEPSFP and particularly with the *Ecole Normale d'Instituteurs* (ENI) (Teacher Training College) and *the Direction de la formation* (Direction of Trainings) to revise basic training and support and strengthen the continuous training and professional (currently supported by Technical and Financial Partners and lacking sustainability, national coverage and replicability).

-

7. Bibliography

AGBEDAHIN, K. 2014. Interrogating the togolese historical sex strike. *International Journal on World Peace,* 31**,** 7.

AGBODJI, A. E., BATANA, Y. M. & OUEDRAOGO, D. 2015. Gender inequality in multidimensional welfare deprivation in West Africa: The case of Burkina Faso and Togo. *International Journal of Social Economics,* 42**,** 980-1004.

BALL, B., THARP, A. T., NOONAN, R. K., VALLE, L. A., HAMBURGER, M. E. & ROSENBLUTH, B. 2012. Expect Respect Support Groups: Preliminary Evaluation of a Dating Violence Prevention Program for At-Risk Youth. *Violence against Women,* 18**,** 746-762.

BORNEFONDEN 2012. Etude de base sur la perception, les attitudes, les comportements et les actions de recours en matière de violence faite aux enfants et aux jeunes dans leur éducation et apprentissage au Togo.

BURGOS-SOTO, J., ORNE-GLIEMANN, J., ENCRENAZ, G., PATASSI, A., WORONOWSKI, A., KARIYIARE, B., LAWSON-EVI, A. K., LEROY, V., DABIS, F. & EKOUEVI, D. K. 2014. Intimate partner sexual and physical violence among women in Togo, West Africa: Prevalence, associated factors, and the specific role of HIV infection. *Glob Health Action,* 7**,** 80-93.

D'ALMEIDA, A., EDJOH, K. A. & VELLARD, D. 2010. Le droit è l'éducation dans sa langue maternelle : exemples du Togo, Ghana et Mexique et cas particuliers de l'enseignement des mathématiques. *In:* PILON, M., JEAN-YVES MARTIN, AND ALAIN CARRY. (ed.) *Le droit à l'éducation: quelle universalité?* : Archives contemporaines.

DASSA, S., BALAKA, B., DOUTI, N., BANAKINAO, M., KOUASSI, A., AGBÈRÈ, A., AHYI, R. & FERRARI, P. 2005. Étude sur la maltraitance des enfants dans les familles au Togo et réflexion sur les normes éducatives. *Neuropsychiatrie de l'enfance et de l'adolescence,* 53**,** 426-431.

DAVIES, L. 2008. *Educating Against Extremism. Stoke on Trent: Trentham.,* Stoke on Trent, Trentham.

DEVERS, M. 2015. RAPPORT ÉTAT DES LIEUX DES VIOLENCES BASÉES SUR LE GENRE EN MILIEU SCOLAIRE AU TOGO.

DEVERS, M., HENRY, P. É. & HOFMANN, É. 2012. Rapport: Les violences de genre en milieu scolaire en Afrique subsaharienne francophone - Comprendre leurs impacts sur la scolarisation des filles pour mieux les combattre. Genre en Action, Ministère des affaires étrangères et européennes.

DEVRIES, K., M., KNIGHT, L., CHILD, J. C., MIREMBE, A., JANET, N., JONES, R., STURGESS, J., ALLEN, E., KYEGOMBE, N., PARKES, J., WALAKIRA, E., ELBOURNE, D., WATTS, C. & NAKER, D. 2015. The Good School Toolkit for reducing physical violence from school staff to primary school students: a cluster-randomised controlled trial in Uganda. *Lancet Glob Health,* 3**,** e378–86.

DHS 2015. Enquête Démographique et de Santé au Togo 2013-2014. *In:* MINISTÈRE DE LA PLANIFICATION, D. D. E. D. L. A. D. T. M., MINISTÈRE DE LA SANTÉ (MS) ET ICF INTERNATIONAL (ed.). Rockville, Maryland, USA : MPDAT, MS et ICF International.

DUQUE, L. F., ORDUZ, J. F., SANDOVAL, J. D., CAICEDO, B. E. & KLEVENS, J. 2007. Lessons learned from an early intervention violence prevention program in Medellin, Colombia. *Revista Panamericana De Salud Publica-Pan American Journal of Public Health,* 21**,** 21-29.

EDS-MICS 2015. Enquête Démographique et de Santé au Togo 2013-2014.

ELLSBERG, M., ARANGO, D. J., MORTON, M., GENNARI, F., KIPLESUND, S., CONTRERAS, M. & WATTS, C. 2015. Prevention of violence against women and girls: what does the evidence say? *Lancet,* 385**,** 1555-66.

ESP 2014. Plan Sectoriel de l'Education PSE 2014-2025 : amélioration de l'accès, de l'équité et de la qualité de l'éducation au Togo, République Togolaise, 2014.

GADÉDJISSO-TOSSOU, A. 2015. Understanding Farmers' Perceptions of and Adaptations to Climate Change and Variability: The Case of the Maritime, Plateau and Savannah Regions of Togo. *Agricultural Sciences,* 6**,** 1441.

HODGSON, D. L. 2002. Women's rights as human rights: women in law and development in Africa (WiLDAF). *Africa Today,* 49**,** 3-26.

HUMPHREYS, S. 2008. Gendering Corporal Punishment: Beyond the Discourse of Human Rights. *Gender and Education,* 20**,** 527-540.

KEESBURY, J. & ONYANGO-OUMA, W. U. C. C. 2012. A REVIEW AND EVALUATION OF MULTI-SECTORAL RESPONSE SERVICES ("ONE-STOP CENTERS") FOR GENDER-BASED VIOLENCE IN KENYA AND ZAMBIA. Population Council.

KNOTTS, G. 2009. Undoing Gender through Legislation and Schooling: The Case of AB 537 and AB 394 in California, USA. *International Review of Education,* 55**,** 597-614.

LEACH, F., DUNNE, M. & SALVI, F. 2014. School-related Gender-based Violence: A global review of current issues and approaches in policy, programming and implementation responses to School-Related Gender-Based Violence (SRGBV) for the Education Sector. UNESCO.

MASPFA & UNICEF 2012. Analyse de la situation ciblant les pratiques d'infanticide, de mariage précoce, de placement des enfants dans les couvents et du phénomène des enfants dits « sorciers ».

MEPSFP 2015. Annuaire national des statistiques scolaires 2014-2015: 50ème année. *In:* MINISTÈRE DES ENSEIGNEMENTS PRIMAIRE, S. E. D. L. F. P. M., REPUBLIQUE TOGOLAISE (ed.) *Direction de la Planification de l'Education et de l'Evaluation, Division de la Carte Scolaire et des Statistiques.* Lome, Togo.

MICS 2010. TOGO, Enquête par grappes à indicateurs multiples (MICS) 2010, Résultats préliminaires. Direction Générale de la Statistique de la Comptabilité Nationale (DGSCN), UNICEF.

MIKEMINA, P. 2013. Climate change impact on Togo's agriculture performance: a ricardian analysis based on time series data. *Ethiopian Journal of Environmental Studies and Management,* 6**,** 390-397.

PARKES, J. & HESLOP, J. 2013. Stop Violence Against Girls at School: A cross-country analysis of change in Ghana, Kenya and Mozambique. Johannesburg: ActionAid.

PARKES, J., HESLOP, J., ROSS, F. J., WESTERVELD, R. & UNTERHALTER, E. 2016. A Rigorous Review of Global Research Evidence on Policy and Practice on School-Related Gender-Based Violence. New York: United Nations Children's Fund, Education Section, Programme Division.

PASEC 2015. PASEC2014 Performances des systèmes éducatifs en Afrique subsaharienne francophone : Compétences et facteurs de réussites au primaire. Dakar: PASEC, CONFEMEN.

PICK, S., GIVAUDAN, M., SIRKIN, J. & ORTEGA, I. 2007. Communication as a Protective Factor: Evaluation of a Life Skills HIV/AIDS Prevention Program for Mexican Elementary- School Students. *AIDS Education and Prevention,* 19**,** 408-421.

PLAN 2006. Souffrir pour réussir: Violence et maltraitance dans les écoles du Togo. Plan International Togo.

PLAN 2014. Analyse situationnelle des droits de l'enfant au Togo selon l'approche basée sur les droits. *In:* TOGO, P. I. (ed.).

QUIBB, I. 2015. Enquête du questionnaire des indicateurs de base de bien-être au Togo.

REEDER, J. 2014. Quel rôle pour l'école?. Représentations de l'école chez les Nawdba du Togo. *Éducation et sociétés plurilingues***,** 27-34.

REPUBLIQUE TOGOLAISE 2015. Rapport d'activite sur la riposte au VIH/Sida au Togo. Lomé

RESEN 2013. TOGO Rapport d'état du systeme éducatif, Pour une scolarisation primaire universelle et une meilleure adéquation formation-emploi, Volume 1.

RGPH4 - DIRECTION GÉNÉRALE DE LA STATISTIQUE ET DE LA COMPTABILITÉ NATIONALE, M. A. D. P. D. L. R., CHARGÉ DE LA PLANIFICATION, DU DÉVELOPPEMENT ET DE L'AMÉNAGEMENT DU TERRITOIRE (MPDAT), TOGO. 2011. Quatrième Recensement Général de la Population et de l'Habitat au Togo (Togo RGPH4 2010) Togo Fourth Census 2010 - Study Documentation.

SEBBA, J. & ROBINSON, C. 2010. Evaluation of UNICEF UK's rights respecting schools award (RRSA). London: UNICEF UK.

SIGI 2016. Social Institutions and Gender Index - Togo dataset.

SPEIZER, I. S., MULLEN, S. A. & AMÉGEE, K. 2001. Gender differences in adult perspectives on adolescent reproductive behaviors: evidence from Lomé, Togo. *International Family Planning Perspectives***,** 178-185.

TUWOR, T. & SOSSOU, M. A. 2008. Gender discrimination and education in West Africa: strategies for maintaining girls in school. *International Journal of Inclusive Education,* 12**,** 363-379.

U.S. DEPARTMENT OF STATE, D. I. A. 2013. *Togo - 2013 Trafficking in Persons Report, Tier 2* [Online]. Available: http://www.state.gov/j/tip/rls/tiprpt/countries/2013/215635.htm [Accessed August 19th 2016].

UN WOMEN 2015. Gender Equality and Human Rights. *In:* GOLDBLATT, S. F. A. B. (ed.). UN Women discussion paper.

UNDP 2015. Human Development Report 2015: Work for Human Development. *In:* (UNDP), U. N. D. P. (ed.). New York.

UNESCO 2014. Education for All Global Monitoring Report 2013/4 Teaching and Learning: Achieving Quality for All. Paris: UNESCO Publishing.

UNICEF. 2009. *UNICEF supports quality education in Togo* [Online]. Unicef, West and Central Africa. Available: http://www.unicef.org/wcaro/english/4501_4965.html [Accessed August 18th 2016].

UNICEF 2014. Hidden in Plain Sight: A statistical Analysis of violence against children.

UNICEF 2015. Etude sur les disparités genre dans le corps enseignant du primaire au Togo.

WIRTZ, A. L., SCHWARTZ, S., KETENDE, S., ANATO, S., NADEDJO, F. D., OUEDRAOGO, H. G., KY-ZERBO, O., PITCHE, V., GROSSO, A. & PAPWORTH, E. 2015. Sexual violence, condom negotiation, and condom use in the context of sex work: results from two West African countries. *JAIDS Journal of Acquired Immune Deficiency Syndromes,* 68**,** S171-S179.

8. Appendices