



Project Information Document/ Integrated Safeguards Data Sheet (PID/ISDS)

Concept Stage | Date Prepared/Updated: 16-Jan-2018 | Report No: PIDISDSC23942



BASIC INFORMATION

A. Basic Project Data

Country Togo	Project ID P166135	Parent Project ID (if any)	Project Name Togo: Data for a fact based society (P166135)
Region AFRICA	Estimated Appraisal Date Oct 01, 2018	Estimated Board Date Dec 20, 2018	Practice Area (Lead) Poverty and Equity
Financing Instrument Investment Project Financing	Borrower(s) Ministry of Economy and Finance	Implementing Agency Institut National de la Statistique et des Etudes Economiques et Demographiques: INSEED	

Proposed Development Objective(s)

To improve the quality of welfare and macro-economic statistics and to strengthen the institutional, financial and human infrastructure needed to sustain improved data production.

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	10.00
Total Financing	10.00
of which IBRD/IDA	10.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Development Association (IDA)	10.00
IDA Grant	10.00

Environmental Assessment Category

Concept Review Decision



C - Not Required

Track II-The review did authorize the preparation to continue

Other Decision (as needed)

B. Introduction and Context

Country Context

1. **Located on the Gulf of Guinea between Benin and Ghana, Togo is one of the smaller countries in Africa.** Bounded by Burkina Faso to the north, the country has an estimated land surface area of 56,600 square km and, a population of around 7.6 million people with more than a quarter of the population living in greater Lomé, the capital city. With a CPIA score of 3.0 in 2016 the country is classified as fragile. Togo continues to carry the burden of a tumultuous period of socio-political instability and economic mismanagement which started in the early 1990s and ended in 2006. Implementation of an ambitious public investment program defined in the 2013-2017 Strategy for Boosting Growth and Promoting Employment (SCAPE), strengthened growth in the past five years. It also led to a sharp deterioration of the country's fiscal and debt position, and liquidity challenges. Gross Domestic Product (GDP) growth averaged 5.5 percent over the past five years (2012-16), but real GDP per capita of US\$558 in 2016 is lower than the peak of US\$683 registered in 1980¹. Poverty declined from 61.7 percent in 2006 to 55.1 percent in 2015, but remains widespread, and socio-economic conditions have significantly deteriorated since 1980 in both absolute and relative terms. The country's ranking in the United Nations Human Development Index fell from the 95th position out of 124 countries in 1980 to the 166th position out of 187 countries (i.e., from the bottom 25 percent to the bottom 10 percent).

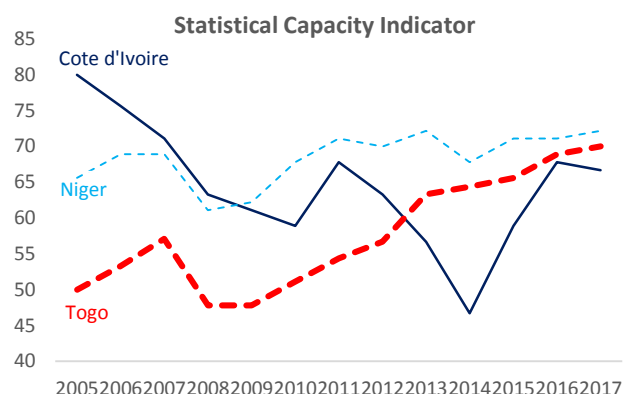
2. **Since August 2017, Togo has experienced the most significant political unrest in more than a decade.** Large opposition demonstrations have taken place in Lomé and other regional cities, such as Kara and Sokodé in the north, with some clashes between security forces and demonstrators. A coalition of 14 opposition parties leads the protest marches, which it states will continue until the president resigns. They call for the return to the 1992 Constitution—with a presidential term limit of 10 years (two terms)—and for voting rights for the diaspora. Parliament has called for a Constitutional referendum with the aim of addressing these demands, but the opposition remains dissatisfied. President Faure Gnassingbé, in his third term since 2015, assumed the presidency after his father's death in 2005. The elder Gnassingbé had served as President since 1967.

¹ Income per capita has, however, been supported by large inflows of remittances, which were estimated at 8.2 percent of GDP in 2014.



3. **The statistical system has seen gradual improvements over the past decade and is at par with that of other countries in the region.**

Togo's Statistical Capacity Indicator (SCI) improved from a low of 47.8 in 2007 (just after the country normalized international relations in 2006) to 70.0 in 2017, exceeding the SCI for Côte d'Ivoire (66.7) but remaining below that of the region's leader in statistics, Senegal with a score of 76.7. Togo undertook a population census in 2010, an agricultural census in 2012, regularly implements welfare surveys (CWIQ 2006, 2011, 2015) and participates in the WAEMU welfare survey harmonization supported by the World Bank. With financial support from the European Union and technical assistance from AFRITAC the long lags in the production national accounts are being addressed. National accounts through 2013 were published in early 2017 and accounts for 2014 and 2015 are expected to follow by end 2017. The CPI basket was revised in 2010 in line with WAEMU directives the statistical office is publishing a consumer price index with national coverage. As part of the implementation of the National Statistical Development Strategy (SNSD 2009–2013), Togo undertook reforms to the National Statistical System (NSS), the most significant of which was the conversion of the Directorate General of Statistics and National Accounting (DGSCN) into an independent Institute (INSEED, National Institute for Statistics and Economic and Demographic Studies).



4. **The Government's priorities are defined in the National Development Plan for 2018-2022 (NDP).**

The goal of the NDP is to promote Togo's structural transformation into an emerging market economy. The NDP is inspired by long-term national and international development visions, including Togo's Vision 2030, Vision 2020 of the Economic Community of West African States (ECOWAS) and the WAEMU, Agenda 2063 of the African Union (AU), and the Sustainable Development Goals (SDGs) adopted in September 2015. The NDP emulates the desire for fact based decision making and is underpinned by eight fundamental principles: national leadership, accountability, results-based management, sustainability (social, economic and environmental), equity (including gender), inclusiveness (especially the most vulnerable), monitoring, and partnerships with domestic and foreign development stakeholders. The NDP emphasizes good governance, improved public financial management (PFM), creation of strong institutions, and effective partnerships between the public and the private sector. It also focuses on improving the quality and reducing the cost of energy, telecommunications and transport services that would make the Togolese economy more competitive. Promoting tourism, culture, sports and other sectors are also highlighted to contribute to jobs and economic wealth. Decentralization, transfer of skills and resources to the regions, protection of the environment and sound management of natural resources are also priorities.

Sectoral and Institutional Context

5. **Togo's statistical activities are regulated by Law 2011-014 of June 3, 2011 and its associated decrees which** creates the two most important bodies of the National Statistical System, the National Statistical Council (NSC), and the INSEED. The NSC is the supreme statistical body in the country, but though it has been created and members appointed, it has not been functioning. So in practice INSEED, the CNS secretariat, coordinates the statistical system.



6. **While the statistical system is at par with countries in the region, it is inadequate to meet the ambitions of the authorities as formulated in the NDP.** Briefly four challenges can be identified

- **Human capacity.** Human resources are inadequate, within INSEED and the sector ministries. INSEED has a staff complement of 140 people, but an estimated 35 do the bulk of the data production work. There is an adequate number of trained statisticians at INSEED, but the middle cadre needed to do most of the data processing is insufficiently trained. Within the sector ministries, trained higher cadre and middle cadre are lacking. The level of pay is unattractive, creating difficulty to attract and retain qualified staff, and leading to an overreliance on activities that generate private benefits through field work, travel or work outside the office.
- **Work conditions.** INSEED shares its office building with two other institutions amongst which the National Centre for Studies and Informatic Treatments (CENETI) and the African Institute of Computer Sciences (IAI), the latter is a training institution with over almost three hundred students. The building dates from the 1970s and is in dilapidated state due to years of neglect. Electricity supply and internet are unreliable and equipment is old. The situation is not conducive for office work nor for ensuring data confidentiality.
- **Data production and dissemination.** The most critical statistics are being produced (national accounts, consumer price, census, core welfare surveys), but the timeliness, completeness, availability and overall data quality raise questions. The results of the 2013 DHS were not made available until 2015, and some of the thematic analyses of the 2010 population census were only finalized in 2017 (others are still pending). Certain sectoral data, critical for the national accounts, such as enterprise statistics and foreign trade, are near-absent. The same holds for information on the business cycle. At the same time there exist significant inefficiencies in the system: certain enterprise data such as turnover is collected by four different structures, independent of each other. Methodological changes need to be executed (the system of national accounts needs to move to SNA 2008; the social accounting matrix has to be updated), activities successful piloted in recent years need to be implemented routinely (demand driven mobile phone surveys; commune censuses to inform the decentralization process; an agriculture price index has to be set up) and standards set and enforced for data produced in the INSEED and the sectors (introduction of system of official statistics).
- **Financing.** Nor the INSEED nor other structures of the NSS are adequately funded. For instance, the recurrent budget allocated to INSEED for 2017 was around US \$ 200,000. Such limited recurrent resources hinders data collection and orients the statistical system towards donors. It leads to a statistical system whose data production largely reflects donor preferences and orients the system towards surveys as opposed to routine data production. It also leads to, at times, duplicative efforts and donor shopping, as statistical donors operate in an uncoordinated manner.

7. **The request by the authorities to support statistics is a logical consequence of the NDP** and its focus on fact based decision making and ambitions to stimulate growth and enhance welfare in a broad sense. It is a logical continuation of reforms that started in 2007 which recently culminated in the creation of the INSEED, a critical institutional reform, which, at the same time, is not yet completed. Even though the new statistics act was approved in 2011, INSEED was effectively created in 2015 and its Board was appointed in 2016. A managing director was formally named in January 2018. The new organigram for INSEED (and associated salary structure) has not been adopted and



decrees setting up departments of statistics in all sector ministries have not been drafted, yet.

Relationship to CPF

8. **The objectives of this project are in line with the priorities of Togo's National Development Program and the World Bank Group (WBG) Country Partnership Framework (CPF) FY17-FY20.** The CPF seeks to promote more effective government policies and to create an environment more conducive to private sector-led growth. The CPF priorities are informed by the recommendations of the 2016 Systematic Country Diagnostic (SCD) for Togo which identified weak government effectiveness in formulating and implementing policies that foster private economic activity (including in agriculture), in prioritizing and delivering public goods and services and ensuring sound fiscal governance.
9. **To help promote more effective government policies and to create an environment more conducive to private sector-led growth this project focuses not only on the production of statistics.** The project takes a more holistic approach, rooted on the premise that producing and disseminating data alone, is only a pre-condition for increased use of data in decision making. Consequently, while most project activities focus on data production and dissemination, others deal with stimulating public discourse or support the use of data for analysis and monitoring and evaluation.

C. Proposed Development Objective(s)

To improve the quality of welfare and macro-economic statistics and to strengthen the institutional, financial and human infrastructure needed to sustain improved data production.

Key Results (From PCN)

- (i) Core welfare surveys completed and its reports and micro data available on line as per the agreed data production calendar;
- (ii) Core macro statistics (CPI, PPI, GDP, business cycle) produced and disseminated as per the agreed data release calendar;
- (iii) Statistical capacity has improved.

D. Concept Description

10. **The proposed project focuses on improving data production and dissemination in two domains;** (i) national accounts and its source data as well as on (ii) core welfare statistics (including selected census activities). To achieve this the project also supports: (iii) institutional strengthening (incl. limited building improvements and donor coordination), (iv) demand side development and (v) human resource strengthening.
11. **To align staff incentives with data production the project seeks to complete the institutional reform agenda and to better align staff incentives with quality data production.** To this end the project seeks to introduce a performance contract between INSEED and the Ministry of Plan, and a Performance Based Financing (PBF) approach for activities carried out by INSEED. PBF allows to channel financial savings attained through more efficient data production (efficient samples, less travel, fewer consultants, work in the office) into salary top-ups, thereby achieving the triple objective of (i) a focus on clearly defined results; (ii) increased efficiency in data collection and (iii) improved staff motivation and professionalism. For activities carried out outside INSEED, the



central role of INSEED within the NSS will be strengthened by tying the meeting of standards for official statistics, to support managed out of INSEED.

12. **The project promotes gender equality.** The project seeks to vigorously promote gender equality. It will insist on gender parity in the project management unit and in the admission to the training school. When invitations are sent for user-producer meetings, the project will insist on male and female representation. Female participation in data collection is expected to be at par as that with men, and towards the end of the project at least half the field team leaders are expected to be female.
13. **Capacity building is an integral aspect of the project.** Evaluations of past capacity building activities (e.g. Thomas K. Morrisson. 2005. *Statistical Capacity Building. Case Studies and Lessons Learned*. Washington, DC: IMF) have found that workshops or short-term training inputs were useful in introducing new ideas improved skills, but did little in improving skills. To avoid similar pitfalls this project addresses structural needs for capacity improvement through the creation of a training institution, while largely avoiding ad-hoc training and workshops. Where this is perceived to be needed, the focus will be on the generation of well-defined outputs and the skills needed to produce these outputs. Where possible regional collaboration and twinning with well functional statistical institutes is explored.

Component 1: Institutional reform (2.8 mln)

1.1: Training school (\$ 0.7 mln)

14. **Quality statistics require a skilled workforce.** The project will build on the training program developed with the support of the European Union and institutionalize within INSEED a training center for the middle cadre, offering statistics training up to BAC+2. This training is meant to improve the capacity of those included in the NSS to collect and manipulate data according to data protocols. The facility, will train a limited number of people per year (max 25) and prepare students to participate in the statistics 'concours' which, if completed successfully, gives access to the regional statistical training schools.

1.2: Physical infrastructure and equipment (\$ 0.8 mln)

15. **The project will support an improvement in the work environment of INSEED staff to entice staff to work in the office.** To support the PBF objective of more work in the office (and less in workshops), the project supports the gradual occupation of the entire building by INSEED, along with limited building renovations and the purchase of critical equipment (including generator). The project will also support the upgrading of the digital infrastructure, including intern access and use of data storage in the cloud.

1.3: Institutional strengthening and HR reform (\$ 0.5 mln)

16. **The project will support activities leading to the completion of the institutional set up for the NSS as foreseen in the 2011 Statistics Act.** The project will support the functioning of critical organs in the system, including the CNSTAT and work towards the introduction of a performance contract between INSEED and the Ministry of Planning, which includes a roadmap leading to a sustainable funding for routine data production.

17. **The project will equally support HR reform, including the introduction of the new organigram and the associated pay-scales,** as long as staff incentives are aligned with data production and the financing is sustainable. The project will seek a solution to the presence of a large contingent of ineffective and underemployed staff (many of which are based in the regional statistical offices).

1.4: Demand side strengthening (\$ 0.8 mln)



18. **To facilitate the move to a fact-based society, it is critical that data production improves, but and that the demand side for data is enhanced.** The project aims to do this in collaboration with the public sector, as well as with civil society. With respect to the public sector the project expects to work closely with the Ministry of Finance to assure the capacity for economic projections and forecasting is strengthened; with the Ministry of Planning to assure that macro and welfare data are effectively used in economic planning and monitoring; and with both Ministry of Finance and Planning to facilitate the implementation of Program Budgeting (required under WAEMU guidelines). This includes, amongst others, the introduction of Iterative Beneficiary Monitoring as means to improve the way large scale programs are implemented.

19. **To strengthen the link with civil society, the project will facilitate opinion polling by the media.** Opinion polling is one way to move towards a more fact-based society. It introduces a feedback loop to decision makers, presents data to the general public in a way that is attractive, and exposes media houses to the use of data in their reporting. Opinion polling is typically prohibitively expensive, but as the project intends to set up samples for phone interviews under the data production component, public media can benefit from this by being given the opportunity to include questions in ongoing, or newly executed surveys. The component will also facilitate data literacy training for journalists.

Component 2: Data production following PBF approach (9.0 mln)

20. **Most of the support to the NSS will go to data production and dissemination.** This component is executed as performance based financing whereby efficiency gains in data production and reporting will be used to finance salary top-ups (possibly for staff who passed a capacity exam). There is no separate component for these top-ups (as yet), but expected efficiency gains are in the order of 15-20 percent of the total data production budget, which, if realized would allow for a cross-the board salary increase of around 50 percent (if all results are achieved, and if all staff are included in the PBF).

2.1: Macro data and selected sector data (\$ 3 mln)

21. **The project will support the transition to SNA 2008.** This includes the preparation of a new social accounting matrix and the collection of additional source data (incl. enterprise census) needed to accommodate the transition. Given the limited resources are available, no plans exist to build quarterly national accounts. Instead the project will prioritize closing the delays in the publication of National Accounts. In addition, the project will invest in improved business cycle data, data feeding growth projections as well as improved external trade statistics. Some of the data needed will not be produced by INSEED, but by the sectors (e.g. fisheries, livestock, tourism, public finance statistics such as State financial operations, economic outlook and forecasts) and INSEED will be given the tools to assure quality data in such instances, through a combination of standard setting (official statistics designation) and funding for data production.

2.2: Welfare data (\$ 6 mln)

22. **The household survey will be rationalized and a new survey calendar developed and funded.** During the project period, the WAEMU regional project will finance the implementation of two harmonized welfare surveys (in 2018 and 2021). Another DHS/MICS is also envisaged. There will be an increased emphasis on demand driven data collection, including by re-starting the mobile phone survey, and data feeding the decentralization process (commune census).

23. **The 2020 census falls within the project period. Whereas the project will not be in a position to finance the census itself, census cartography can be supported.** Integrated census cartography, allows to estimate



population size, to collect the data needed for master samples for households as well as agricultural surveys while collecting complete information about the location of public infrastructure (schools, clinics, water points, markets). This information can be added as layers into citizen-led mapping exercises like Open Street Map, allowing INSEED to capitalize on these initiatives to ensure a dynamic and continuous updating of its base maps.

2.3: Dissemination, Citizen Engagement and Archiving (\$ 0.2 mln)

- 24. **INSEED has a good track record in making micro data available on line, though data publication has been far from systematic.** The project will invest in updating the web-presence of INSEED, publish available reports online and strengthening data publication protocols. In addition, an effort will be made to make past data available online in machine readable format, surveys, censuses as well as macro data.

Component 3: Project management and quality control (0.6 mln)

3.1: Project management and audits (\$ 0.4 mln)

- 25. **Project management will be integrated within INSEED and no external people will be hired to manage the project.** Project management funds are meant to support the project team through training, selected studies and to facilitate supervision including the functioning of the Board and the supervisory organ of the NSS (CNSTAT).

3.2: Quality control (\$ 0.2 mln)

- 26. **An important aspect of PBF is external quality control.** This assures an objective evaluation of results achieved, while also providing regular external feedback on data production and approaches.

SAFEGUARDS

A. Project location and salient physical characteristics relevant to the safeguard analysis (if known)

Lome

B. Borrower’s Institutional Capacity for Safeguard Policies

Low but not needed as no safeguards have been triggered

C. Environmental and Social Safeguards Specialists on the Team

Abdoul Wahabi Seini, Social Specialist
Abdoulaye Gadiere, Environmental Specialist

D. Policies that might apply

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	No	
Performance Standards for Private Sector Activities OP/BP 4.03	No	



Natural Habitats OP/BP 4.04	No
Forests OP/BP 4.36	No
Pest Management OP 4.09	No
Physical Cultural Resources OP/BP 4.11	No
Indigenous Peoples OP/BP 4.10	No
Involuntary Resettlement OP/BP 4.12	No
Safety of Dams OP/BP 4.37	No
Projects on International Waterways OP/BP 7.50	No
Projects in Disputed Areas OP/BP 7.60	No

E. Safeguard Preparation Plan

Tentative target date for preparing the Appraisal Stage PID/ISDS

Jun 20, 2018

Time frame for launching and completing the safeguard-related studies that may be needed. The specific studies and their timing should be specified in the Appraisal Stage PID/ISDS

No studies are needed

CONTACT POINT

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APPROVAL

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