



# Combined Project Information Documents / Integrated Safeguards Datasheet (PID/ISDS)

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Appraisal Stage | Date Prepared/Updated: 30-Jan-2017 | Report No: PIDISDSA20084



**BASIC INFORMATION**

**A. Basic Project Data**

Country Togo	Project ID P157038	Project Name Safety Nets and Basic Services Project	Parent Project ID (if any)
Region AFRICA	Estimated Appraisal Date 31-Jan-2017	Estimated Board Date 21-Mar-2017	Practice Area (Lead) Social Protection & Labor
Lending Instrument Investment Project Financing	Borrower(s) Republic of Togo	Implementing Agency Agence Nationale d'Appui au Developpement a la Base (ANADEB)	

**Financing (in USD Million)**

Financing Source	Amount
Borrower	0.00
IDA Grant	35.00
<b>Total Project Cost</b>	<b>35.00</b>

Environmental Assessment Category

B - Partial Assessment

Decision

The review did authorize the preparation to continue

Other Decision (as needed)

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**B. Introduction and Context**

Country Context

1. Togo is one of the smaller countries in Africa, with an estimated land surface area of 56 600 square km and, according to the 2010 census, a population of 6.2 million with an annual population growth of about 2.7%. After gaining independence in 1960, Togo's per capita GDP rose from USD 272 (in 1960) to USD 534 (in 1980) (2005 PPP). However, per capita income in 1980 represented Togo's peak, and Togo has now fallen behind many previously poorer countries in both living standards and social indicators. Togo's ranking in the UN's



Human Development Index has fallen to 166th out of 187 countries in 2013, and extreme poverty ranks among the highest in Africa at over 52 percent.

2. As Togo's average incomes have declined, the estimated poverty headcount rate rose -- from 32.8 in 1987 to 61.7 percent in 2006 (World Bank 1996, QUIBB 2006). Growth over the past decade, averaging nearly 5.5 percent per year, has been associated with a decline in the poverty rate to 55.1 percent in 2015. Nonetheless, without a rapid acceleration of poverty reduction, Togo will remain wide of the target with respect to the Sustainable Development Goals (SDGs) and the World Bank's Twin Goals.

### Sectoral and Institutional Context

3. The Government of Togo has laid out its development priorities in the Accelerated Growth and Employment Promotion Strategy (SCAPE 2013-2017). Four priorities were identified in the SCAPE: (i) the acceleration of economic growth, (ii) the promotion of employment and social inclusion; (iii) the strengthening of governance; and (iv) the reduction of regional disparities and community development (*développement à la base*). Five strategic axes have been identified to achieve the priorities: (i) development of high growth potential sectors; (ii) strengthening of economic infrastructure; (iii) development of human capital, social protection and employment; (iv) strengthening of governance; and (v) promotion of participative, balanced and sustainable development. Community development not only figures prominently in SCAPE, but also is further elaborated in a National Grassroots Development Policy. The community development policy which was adopted in 2012 has the objective of providing each community in Togo a minimum of socio-economic basic services, such as primary education, health care, water and sanitation, electricity, social protection, and income generating activities. Along these lines, the Government and the UNDP have developed a *Projet d'Urgence de Développement Communautaire (PUDC)* which aims to support the increased use of community approaches in implementing a range of government investments.

4. Despite the commitment of the Government to expand provision of basic services, the challenge remains important. Togo did not achieve many of the millennium development goals (MDGs). Only six in ten households have access to potable drinking water (the situation in rural areas is worse, with less than five in ten households having access). There were about 6,500 inhabitants per health care center on average in Togo and 1,500 inhabitants per hospital bed in 2013. In education, the primary completion rate (PCR) has improved in recent years (78 percent in 2013 vs. 69.4 percent in 2006) but progressed at a slower rate than what was needed to achieve the Millennium Development Goal related to universal primary completion. The quality of school infrastructure is low: in 2012, about 20 percent of classrooms were constructed in traditional, non-durable materials, and most of the classrooms on cement foundations needed rehabilitation.

5. The central government lacks the capacity and resources to scale up basic service delivery rapidly, and the decentralization that is embodied in the Constitution has not yet been implemented. In this context, one important way in which the Government aims to enhance its capacity to deliver services is through empowering local communities to execute small-scale development projects. World Bank-financed community-driven interventions have had a good record of success since the Bank re-engaged with Togo in 2004, first through the LICUS TF-funded Emergency Program for Poverty Reduction (PURP) (2005-2009), and later with the Community Development Project (PDC) (2008-2013) and the Community Development and Safety Nets Project (PDCplus) (2012-2017). Furthermore, the Education and Institutional Strengthening Project (PERI) (2010-2014) and its



successor, PERI II (2015-2018) have used the community-driven approach for rural school construction. PERI developed and successfully implemented a system (Grassroots Management Training, GMT) relying on training of trainers to empower communities for service delivery. The GMT approach allows community associations to carry out the entire project cycle for the construction of a primary school. This approach was also launched under the Community Development and Social Safety Nets Project (PDCplus) in 2015, which had previously trained communities through local NGOs.

6. Social safety nets are an increasing priority for the Government, and important progress has been made in the social protection sector in recent years. Under the PDC, community-driven school feeding began in 2008 as a response to the food, fuel, and financial crisis, followed by labor intensive public works in 2010. These activities continued under PDCplus which, in partnership with the Government of Japan and UNICEF, also introduced a program of conditional cash transfers targeted toward mothers of young children in the regions of Kara and Savanes. These three programs constitute the first blocks of a national safety nets system, which is an integral part of the social protection policy that the Government has been elaborating with the technical and financial support of donors (especially the World Bank, UNICEF, UNDP and ILO). Government has signaled its ownership of these programs by co-financing the school feeding and cash transfer components, and launching its own labor-intensive public works program in urban areas.

### **C. Proposed Development Objective(s)**

Development Objective(s) (From PAD)

The objective of the project is to provide poor communities and households with greater access to basic socio-economic infrastructure and social safety nets.

#### Key Results

7. The project's performance in achieving its development objective would be measured through the following key outcome indicators:

- Direct project beneficiaries (number), of which women (core);
- Additional classrooms built or rehabilitated at the primary level resulting from project interventions. (number);
- Beneficiaries with access to an improved water source (number);
- Community infrastructures functioning one year after completion;
- Beneficiaries of Safety Nets programs (number) (core); disaggregated by:
  - a. Beneficiaries of Safety Nets programs -- Unconditional cash transfers (number) (core)
  - b. Beneficiaries of Safety Nets programs -- School feeding programs (number) (core)

### **D. Project Description**

8. By placing an increasing focus on strengthening country systems, the project aims to make a step forward in the evolution of the Bank's support for safety nets and access to basic services for the poor in Togo. The project will support the building of national systems for targeting poor households and storing household information in a national social registry, which would be expected to be used across multiple programs. The project will also support country systems by shifting the responsibility for implementation of the project from



the dedicated project implementation unit (PIU) that was used under PDC and PDCplus to a government agency, the National Agency for Grassroots Development (*Agence nationale d'appui au développement à la base – ANADEB*). Finally, the project will support the development of a national multi-program system of community capacity building around the Grassroots Management Training (GMT), or *Formation en Gestion à la Base (FGB)*, approach.

9. In addition, the project is designed to be less complex than its predecessors, the PDC and the PDCplus. Whereas the PDCplus supported five separate interventions, the project is proposed to be streamlined to include only three main types of operational interventions: i) basic socio-economic infrastructure; ii) school feeding; and iii) cash transfers. The other two activities supported under PDC and PDCplus, income generating activities and labor-intensive public works, will be supported under a separate youth employment operation.

**Component 1: Increasing access to basic socio-economic infrastructure for the poorest (USD 14 million)**

10. The objective of this component will be to support the rehabilitation and construction of basic infrastructure in targeted communities, in order to increase access to basic socio-economic services. Eligible community sub-projects will include: a) primary schools and literacy centers; b) health infrastructure such as primary care centers or community pharmacies; c) water points and water retention infrastructure; d) construction or rehabilitation of secondary road infrastructure; and e) market infrastructure. Sub-projects will include physical infrastructure and accompanying support to ensure operability and quality of service such as school desks and chairs, health equipment and supplies, and other similar items.

**Component 2: Increasing access to social safety nets for the poorest (IDA USD 15 million, Government TBD)**

11. The main objective of this component is to support increased access to safety nets (school feeding and cash transfers) among the poorest communities and households in Togo.

*Sub-component 2.1: School feeding (USD 5 million, Government TBD)*

12. This sub-component aims to support the access of children in the poorest communities of Togo to regular school meals, which is in turn expected to increase attendance and retention in schools in the targeted areas. The sub-component will continue for two school years the school feeding program previously supported under the PDC and PDCplus, with IDA resources covering the 164 beneficiary schools supported under PDCplus. The project thus expects to reach about 35,000 students to whom a hot meal will be offered every school day. Given the amount of resources available for the sub-component, it will be implemented for two school years. In the meantime technical assistance will be provided to the Government to identify resources to continue supporting the school feeding program after resources of the sub-component are exhausted.

13. The approach of the school feeding program is based on the existing system of village women who prepare and distribute meals under the aegis of the Parent -Teacher Association (PTA) and with support and supervision from trained and experienced local NGOs. All food is purchased on the local market. This system is well-tested and reasonably efficient, is far less expensive than building and running formal canteens, and generates additional income that remains in the community. The Bank and Government will evaluate the current unit cost of 165 FCFA per student/day to see if it remains sufficient to cover a full meal plus a piece of fruit. Twice a year, deworming of all school children covered will be provided at the cost of 50 CFA per student per year.



*Sub-component 2.2: Cash transfers (IDA USD 10.0 million, Government TBD)*

14. The objective of this sub-component is to increase income and consumption of targeted households and thus increase their ability to cope with shocks. This component will build on the experience of the implementation of a pilot conditional cash transfer program under PDCplus, but with a focus on a broader group of beneficiaries. The PDCplus pilot program targeted pregnant mothers and children between 0-24 months of age, limiting its potential for application to all poor households. The pilot also operated in tandem with a UNICEF community nutrition program in Kara and the Savanes, which prevents the extension of the pilot's model to other regions of the country where UNICEF does have a community nutrition program. The pilot provided beneficiaries with a monthly cash transfer of CFA 5,000 CFA Francs and also provided the opportunity to earn a bonus of 10,000 CFA Francs for attending informational sessions related to child nutrition and child protection.

15. The Government of Togo has indicated its intention to move to a national cash transfer program targeting poor households regardless of age or geographical location. The new program, to be supported by this sub-component, will cover poor communities in all five Regions of the country, and all poor households in targeted communities will be potentially eligible. The transfer amount is expected to remain at FCFA 5,000 per month as under the pilot program. At this level, the IDA funding will cover approximately 40,000 households for two years. The Government intends to provide additional funding to this program, at least at the same level as under the PDCplus Cash transfer program, i.e CFA Francs 750,000 or approximately USD 1.3 million per year, over the two years of the program.

16. While the program will no longer specifically target households with pregnant mothers and small children, the cash transfer will still present an opportunity to disseminate information about early childhood development and influence mothers' behavior. In addition to the monthly transfer, mothers in beneficiary households will also have the opportunity to participate in learning activities related to child stimulation, nutrition, and protection.

**Component 3: Capacity building and project management (USD 6 million).**

*Sub-component 3.1: Grassroots Management Training (GMT)*

17. Capacity building of communities to take on the responsibility for implementing development projects is a key element of the CDD approach. This sub-component will support the carrying out of GMT training for beneficiary communities. Such training has already been successfully conducted under PERI and PDCplus. The component will take advantage of the existing network of trained community development agents from PERI and PDCplus, which will reduce the start-up costs of the training.

18. Each community will receive a full package of GMT, including: 1) information and communication; 2) community organization and dynamics; 3) participatory poverty and needs assessment; 4) participatory and operational planning of the sub-project; 5) procurement; 6) financial management; 7) participatory monitoring and evaluation; and 8) maintenance. Refresher training will be offered to communities already reached. The GMT will be updated to contain a module on social safety nets for those communities that will participate in the cash transfer subcomponent.

19. In collaboration with the education sector, the project will support the development of a national system for Grassroots Management Training by supporting a national focal point for GMT in the Ministry of



Community Development, training materials that can be used across sectors, and a registry of consultants with expertise and experience in the GMT approach.

*Sub-component 3.2: Support for safety net systems building*

20. Togo is in the early stages of developing cross-program social safety nets systems. As mentioned earlier, a national targeting methodology has been recently developed. This component would contribute to the roll-out of the targeting strategy -- not only by being one of the first projects to implement it -- but also in terms of providing all necessary technical assistance in preparing materials necessary for translating the strategy into action. The sub-component will also support technical assistance related to the creation of a national social registry. This work would be closely coordinated with the planned IDA-supported youth employment project as well as other relevant Government and donor-financed programs. Finally, the sub-component would support the extension of the Grievance Redress Mechanism (GRM) established under the PDCplus.

*Sub-component 3.3: Project management*

21. The component will cover the implementation cost of the project which includes staff-related costs, equipment, vehicles, fuel, office space at national and regional level, and communications costs, and operating costs related to the procurement, supervision, auditing and evaluation of project activities.

Component Name:

Component 1: Increasing access to basic socio-economic infrastructure for the poorest

Comments (optional)

Component Name:

Component 2: Increasing access to social safety nets for the poorest

Comments (optional)

Component Name:

Component 3: Capacity and project management

Comments (optional)

**E. Project location and Salient physical characteristics relevant to the safeguard analysis (if known)**

The project will be implemented in five main regions of Togo (Kara, Plateaux, Maritime, Centrale, and Savanes). Safeguards instruments will be applied to the community socio-



economic infrastructure sub projects. The environmental and social impacts are expected to be minimal, site-specific and manageable at an acceptable level.

**F. Environmental and Social Safeguards Specialists on the Team**

Abdoul Wahabi Seini, Abdoul Ganyi Bachabi Alidou

**IMPLEMENTATION**

The project will be implemented by the National Community Development Support Agency (*Agence Nationale d'Appui au Développement à la Base -- ANADEB*), under the supervision of the Ministry of Community Development, Artisanry, Youth, and Youth Employment (MDBAJEJ), the ministry responsible for community development in Togo.

**SAFEGUARD POLICIES THAT MIGHT APPLY**

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	The ESMF of the PDCplus, as it includes all activities of the proposed project, will be updated to cover this project. The community sub-projects under component 1 will support the construction and rehabilitation of social and economic infrastructure such as schools, markets, small scale water infrastructure, roads and health centers. These interventions have the propensity to trigger small scale and site specific environmental impacts that are manageable. At this stage of project preparation, the locations of these interventions are not known. The ESMF has been revised, updated, and disclosed in-country and by the Bank.
Natural Habitats OP/BP 4.04	No	The project activities would not result in any conversion or degradation of critical natural habitats.
Forests OP/BP 4.36	No	The project will not finance activities related to forest exploitation, harvesting, direct or indirect forest degradation, and increase access to forest. Community initiatives to replant trees may be supported.



Pest Management OP 4.09	No	The project will not finance acquisition transport, distribution, storage or use of pesticides or similar chemicals that could threaten environmental and human health.
Physical Cultural Resources OP/BP 4.11	Yes	This policy is triggered because of the digging that will occur during the civil works. The ESMF states that if cultural resources are found during civil work a "chance find procedure" will apply in accordance with national regulation and OP/BP 4.11.
Indigenous Peoples OP/BP 4.10	No	There are no indigenous people in the project intervention areas.
Involuntary Resettlement OP/BP 4.12	Yes	Under component 1, the Community sub-projects will support the rehabilitation and construction of social and economic infrastructure such as schools, markets, small scale water infrastructure, secondary roads and health centers. These activities could lead to restriction of access to assets or sources of livelihood and they could also entail some acquisition of land and/or losses of assets and thus the OP 4.12 is triggered. Although the project will be implemented in the five regions, the selection of communities will only be known after the start of the project following selection on the basis of an index created by the national statistics institute. Therefore, the project will build upon the RPF of PDCplus, which will be updated, consulted upon and disclosed prior to appraisal. During project implementation, the policy framework will provide the roadmap for preparing Resettlement Action Plans as necessary.
Safety of Dams OP/BP 4.37	No	The project will not finance dam works or activities associated to existing dams.
Projects on International Waterways OP/BP 7.50	No	The project will not finance activities that will interfere with international watercourses; either in terms of water withdraw or discharge of pollutants.
Projects in Disputed Areas OP/BP 7.60	No	The project intervention areas are not under dispute.

**KEY SAFEGUARD POLICY ISSUES AND THEIR MANAGEMENT**

**A. Summary of Key Safeguard Issues**

1. Describe any safeguard issues and impacts associated with the proposed project. Identify and describe any potential large scale, significant and/or irreversible impacts:



The project may have small scale and site-specific environmental and social impacts under Component 1 and is consequently rated as a Category B project. For the infrastructure component it is estimated that the majority of the financing of subprojects will be for the construction and rehabilitation of physical infrastructures and other tangible assets such as schools, markets, small scale water infrastructure, roads and health centers. These interventions have the possibility to trigger small scale and site specific environmental impacts that are manageable. The ESMF states that if physical cultural resources are found during civil works, a "chance find procedure" will apply in accordance with national regulation and OP/BP 4.11. These activities could also lead to restriction of access to assets or sources of livelihood and they could also entail some acquisition of land and/or losses of assets and thus OP 4.12 is triggered. The impacts are expected to be minimal, site-specific and manageable at an acceptable level. At this stage of project preparation, the locations of these interventions are not known. The safety nets component on cash transfers and school feeding is expected to have no environmental or social impact.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area:  
No irreversible or long term impacts are expected as a result of this intervention.

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.  
No other project alternatives were considered given that the impacts were considered small and reversible.

4. Describe measures taken by the borrower to address safeguard policy issues. Provide an assessment of borrower capacity to plan and implement the measures described.

Since project activities will follow approaches similar to those under the ongoing Community Development and Safety Nets Project (PDCplus), the Government has adapted the Resettlement Policy Framework (RPF) and ESMF of the PDCplus for this project. Consultations were held in December 2016 on the RPF and ESMF for this project, and the documents were subsequently finalized and disclosed in-country and by the Bank.

5. Identify the key stakeholders and describe the mechanisms for consultation and disclosure on safeguard policies, with an emphasis on potentially affected people.

Key stakeholders include direct and indirect project beneficiaries, communities benefitting from community service sub-projects, relevant government agencies and ministries, agencies involved in the execution of the project, civil society and the Village Development Committees. These stakeholders were consulted in December 2016 prior to the disclosure of the ESMF and RPF.

**B. Disclosure Requirements (N.B. The sections below appear only if corresponding safeguard policy is triggered)**

**Environmental Assessment/Audit/Management Plan/Other**

Date of receipt by the Bank  30-Jan-2017	Date of submission to InfoShop  30-Jan-2017	For category A projects, date of distributing the Executive Summary of the EA to the Executive Directors
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**"In country" Disclosure**

Togo  
30-Jan-2017

Comments



**Resettlement Action Plan/Framework/Policy Process**

Date of receipt by the Bank

06-Jan-2017

Date of submission to InfoShop

30-Jan-2017

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**"In country" Disclosure**

Togo

30-Jan-2017

Comments

**C. Compliance Monitoring Indicators at the Corporate Level (to be filled in when the ISDS is finalized by the project decision meeting) (N.B. The sections below appear only if corresponding safeguard policy is triggered)**

**OP/BP/GP 4.01 - Environment Assessment**

Does the project require a stand-alone EA (including EMP) report?

Yes

If yes, then did the Regional Environment Unit or Practice Manager (PM) review and approve the EA report?

Yes

Are the cost and the accountabilities for the EMP incorporated in the credit/loan?

Yes

**OP/BP 4.11 - Physical Cultural Resources**

Does the EA include adequate measures related to cultural property?

Yes

Does the credit/loan incorporate mechanisms to mitigate the potential adverse impacts on cultural property?

Yes

**OP/BP 4.12 - Involuntary Resettlement**

Has a resettlement plan/abbreviated plan/policy framework/process framework (as appropriate) been prepared?

Yes

If yes, then did the Regional unit responsible for safeguards or Practice Manager review the plan?

Yes



### **The World Bank Policy on Disclosure of Information**

Have relevant safeguard policies documents been sent to the World Bank's Infoshop?

Yes

Have relevant documents been disclosed in-country in a public place in a form and language that are understandable and accessible to project-affected groups and local NGOs?

Yes

### **All Safeguard Policies**

Have satisfactory calendar, budget and clear institutional responsibilities been prepared for the implementation of measures related to safeguard policies?

Yes

Have costs related to safeguard policy measures been included in the project cost?

Yes

Does the Monitoring and Evaluation system of the project include the monitoring of safeguard impacts and measures related to safeguard policies?

Yes

Have satisfactory implementation arrangements been agreed with the borrower and the same been adequately reflected in the project legal documents?

Yes

## **CONTACT POINT**

### **World Bank**

John Van Dyck  
Sr Social Protection Specialist

Gbetoho Joachim Boko  
Social Protection Specialist

### **Borrower/Client/Recipient**

Republic of Togo  
S.E.M. Adji Oteth Ayassor  
Ministre de l'Economie et des Finances

### **Implementing Agencies**

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**APPROVAL**

Task Team Leader(s):	John Van Dyck Gbetoho Joachim Boko
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**Approved By**

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Practice Manager/Manager:	Stefano Paternostro	30-Jan-2017
Country Director:	Pierre Frank Laporte	01-Feb-2017