

**PROJECT INFORMATION DOCUMENT / INTEGRATED SAFEGUARDS DATA
SHEET (PID/ISDS)
CONCEPT STAGE**

Report No.:PIDISDSC18363

Date Prepared/Updated: 29-Aug-2016

I. BASIC INFORMATION

A. Basic Project Data

Country:	Togo	Project ID:	P157038
		Parent Project ID (if any):	
Project Name:	Togo Safety Nets and Basic Services Project (P157038)		
Region	AFRICA		
Estimated Appraisal Date:	28-Nov-2016	Estimated Board Date:	16-Feb-2017
Practice Area (Lead):	Social Protection & Labor	Lending Instrument:	Investment Project Financing
Borrower(s)	Republic of Togo		
Implementing Agency	Agence Nationale d'Appui au Développement à la Base (ANADEB)		
Financing (in USD Million)			
Financing Source			Amount
BORROWER/RECIPIENT			0.00
IDA Grant			35.00
Financing Gap			0.00
Total Project Cost			35.00
Environmental Category	B-Partial Assessment		
Concept Review Decision	Track I - The review did authorize the preparation to continue		
Is this a Repeater project?	Yes		
Is this a Transferred project? (Will not be disclosed)	Yes		
Other Decision (as needed)			

B. Introduction and Context

Country Context

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.

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

The Government of Togo has laid out its development priorities in the Accelerated Growth and Employment Promotion Strategy (SCAPE 2013-2017). The Government has identified four priorities 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 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.

Despite the commitment of the Government to provide basic services, the challenge remains important. As such, 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.

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.

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.

Relationship to CAS/CPS/CPF

A new Country Partnership Framework (CPF) for the Bank's support to Togo is in the early stages of preparation, building on the Strategic Country Diagnostic (SCD) which examines the main constraints as well as the most important opportunities the country faces for accelerating economic growth, expanding opportunities, and sustaining progress toward the goal of ending extreme poverty. The SCD has identified ineffective and inefficient delivery of public and social services as one of the main constraints facing Togo. The priorities of the new Country Partnership Framework (CPF) are not yet identified, but the operation is in line with the most recent World Bank strategy for Togo, the Interim Strategy Note (ISN) covering FY 12-13, which has a pillar on 'Addressing urgent poverty reduction and social needs.' The proposed project will fully contribute the objectives of this axis, particularly to outcome 3.1 'Improved access of communities to basic social and local development services.' Finally, the project will directly contribute to the pursuit of the World Bank's twin goals of eliminating extreme poverty by 2030 and boosting shared prosperity, as well as its emphasis on mainstreaming and increasing citizen engagement.

C. Proposed Development Objective(s)

Development Objective(s) (From PCN)

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 (From PCN)

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);
- Students enrolled in rehabilitated or constructed schools (number);
- Beneficiaries with access to an improved water source (number);
- 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)

- Community infrastructures functioning one year after completion;
- Beneficiary communities in the poorest two quintiles in their respective region;
- Cash transfer beneficiaries in the bottom two quintiles of the national consumption distribution (percentage).

D. Concept Description

By placing a strong 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 (subject to satisfactory assessment of fiduciary capacity). 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.

Component 1: Increasing access to basic socio-economic infrastructure for the poorest (USD 14.0 million)

The objective of this component will be to support rehabilitation and construction of basic infrastructure in targeted communities, in order to increase access to basic socio-economic services. The types of sub-projects will be chosen by the community through a CDD approach. 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)

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)

This sub-component aims to increase 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 45,000 students per year to whom a hot meal will be offered every school day. 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.

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

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. 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. In this light, the Government and the Bank are in the process of discussing the most appropriate type of conditionality for the program. This discussion is being informed by the lessons learned from the pilot program, including the need to keep the number and complexity of conditions to a minimum. The new cash transfer program is expected to cover poor households without regard to age. 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.

Component 3: Capacity and systems building (USD 2.0 million).

Sub-component 3.1: Grassroots Management Training (GMT)

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. Refresher training will be offered to communities already reached. 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.

Sub-component 3.2: Support for safety net systems building

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

Component 4: Project management (USD 4.0 million)

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.

II. SAFEGUARDS

A. 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) but the exact locations of investments are not known before implementation.

B. Borrowers Institutional Capacity for Safeguard Policies

The borrower's institutional (ANGE) capacity for safeguard policies is acceptable but needs to be strengthened. It has experience of implementation of other projects. It is expected that capacity

building efforts to support project implementation will be done by implementing recommendations contained in the safeguards instruments prepared for the project. The project will also receive guidance from the Bank's environmental and social specialists in the Project team.

The Project is expected to have similar safeguards requirements as the ongoing Community Development and Safety Nets Project (PDCplus). In this regard, OP 4.01 (environmental assessment), OP/BP 4.11 (Physical Cultural Resources) and OP4.12 (involuntary resettlement) are triggered. The existing safeguards instruments of PDCplus, i.e. the Environmental and Social Management Framework (ESMF) and the Resettlement Policy Framework (RPF), will be revised and updated; and disclosed in-country and at the Bank Infoshop prior to appraisal. The borrower's performance in enforcing safeguards requirements has been rated satisfactory under the PDCplus. However, given the likely shift in implementing agency to the *Agence Nationale d'Appui au Développement à la Base* (ANADEB), another entity under the supervision of the Ministry of Community Development, Artisanry, Youth, and Youth Employment, additional training will be required at the beginning of project implementation on the relevant safeguards policies and procedures. A staff of ANADEB will be assigned to be responsible for environmental and social safeguards implementation and monitoring.

C. Environmental and Social Safeguards Specialists on the Team

Paivi Koskinen-Lewis (GSU01)

Abdoul Ganyi Bachabi Alidou (GEN07)

D. 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 will be revised, updated, and disclosed prior to appraisal in-country and at the Bank Infoshop.
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 up 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 dam.
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.

E. SAFEGUARD PREPARATION PLAN

1. Tentative target date for preparing the Appraisal Stage ISDS:

15-Sep-2016

2. 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 ISDS.

The existing safeguards instruments of PDCplus, i.e. the Environmental and Social Management Framework (ESMF) and the Resettlement Policy Framework (RPF), will be revised, updated, consulted upon and disclosed in-country and at the Bank Infoshop prior to appraisal.

III. Contact point

World Bank

Contact: John Van Dyck
Title: Sr Social Protection Specialist
Contact: Gbetoho Joachim Boko
Title: Social Protection Specialist

Borrower/Client/Recipient

Name: Republic of Togo
Contact: S.E.M. Sani Yaya
Title: Ministre de l'Economie et des Finances
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Implementing Agencies

Name: Agence Nationale d'Appui au Développement à la Base (ANADEB)
Contact: Eleonore Katanga
Title: Directrice des Operations
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IV. For more information contact:

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V. Approval

Task Team Leader(s):	Name:John Van Dyck,Gbetoho Joachim Boko	
<i>Approved By:</i>		
Safeguards Advisor:	Name: Maman-Sani Issa	Date: 11/11/16
Practice Manager:	Name: Stefano Paternostro	Date: 12/8/16
Country Director:	Name: Pierre Laporte	Date: 12/10/16

¹ Reminder: The Bank's Disclosure Policy requires that safeguard-related documents be disclosed before appraisal (i) at the InfoShop and (ii) in country, at publicly accessible locations and in a form and language that are accessible to potentially affected persons.