

# PROJECT INFORMATION DOCUMENT (PID) CONCEPT STAGE

Report No.: PIDC21360

<b>Project Name</b>	REDD+ Readiness preparation - Togo (P149942)
<b>Region</b>	AFRICA
<b>Country</b>	Togo
<b>Sector(s)</b>	Forestry (60%), Public administration- Agriculture, fishing and forestry (20%), General agriculture, fishing and forestry sector (20 %)
<b>Theme(s)</b>	Climate change (70%), Environmental policies and institutions (20%), Other rural development (10%)
<b>Project ID</b>	P149942
<b>Borrower(s)</b>	
<b>Implementing Agency</b>	
<b>Environmental Category</b>	C-Not Required
<b>Date PID Prepared/ Updated</b>	02-Mar-2015
<b>Date PID Approved/ Disclosed</b>	30-Sep-2015
<b>Estimated Date of Board Approval</b>	

## I. Introduction and Context

### Country Context

With an area of 56 600 Km<sup>2</sup> and a population of 6,5 million (2010), Togo is a small country located in West Africa between Ghana, Benin and Burkina-Faso. It was seen in the 1980s as a business hub with its commercial dynamics and export potential. During the following decades, the country has faced a number of socio-economic troubles that led to the deterioration of economic and social conditions. As consequences, the level of poverty in the country increased significantly with 60% of the population living below the poverty line. The incidence of poverty is highest in rural areas where three out of four households are poor against two out of five in urban areas. The most poverty-stricken areas are the Savannah (90.5%), Central (77.7%) and Kara (75%) Regions. As one of the least developed countries (LDCs), The GDP of Togo was US\$ 4.34 billion in 2013. Primarily based on agriculture which accounts for 40% of GDP, economy of Togo is characterized by low growth of around 1.1% of GDP in 2008. The low revenue, the suspension of some assistance since 1993 and the absence of a program with Bretton Woods' institutions resulted in the excessive weight of the public debt, the reduction of public and private investment and the deterioration of social services (MEFP, 2003).

Seventy percent of Togo's population depends heavily upon the country's increasingly degraded lands for their subsistence and commercial agriculture activities. Most agriculture is subsistence in nature, performed using traditional practices and vulnerable to climate changes and market price

fluctuations. Yields of major export crops (cotton, coffee and cocoa) have been declining, and meat and fish production are also low. There is a dearth of rural infrastructure and the existing infrastructure is poorly maintained, which together are a great constraint to growth. The agriculture sector is projected to be a major source of employment and growth in the country in the foreseeable future and one of the key means of fighting poverty.

Following the socio-political crisis of the 1990s, which has resulted in the suspension of the cooperation with European Union and other donors, Togo ended up in recent years in a difficult socio-economic situation characterized by a deterioration of the economic situation (significant decline in the GDP growth rate) and a severe and growing poverty. In response to the seriousness of the extreme poverty of population, a Joint World Bank / UNDP Programme of emergency for reduction of poverty (PURP) was launched in October 2005. This program aimed at reducing extreme poverty of the population by improving their access to basic social services through the creation of small local initiatives in the sectors of key social services. Initially limited to Maritime and Savannahs Regions, the program will be extended later on to the other three Regions of the country. Moreover, the Strategic Document of Poverty Reduction (DSRP) process that began in 2001 led to the adoption of a Temporary Strategy (DSRP-I) in 2008. The adoption of the DSRP-I has contributed to the process of resumption of cooperation with the wider international community. Subsequently, a full Poverty Reduction Strategy Paper (2009–2011) will be developed and adopted in 2009. The implementation of the full Poverty Reduction Strategy Paper has allowed drawing up two annual reviews of (i) progress through 2009 and 2010 and (ii) a special report on the Heavily Indebted Poor Country (HIPC) initiative indicating significant progress in terms of macroeconomic stability, management of public finances and the implementation of sector-specific actions. These developments have contributed to the achievement of completion point of the Heavily Indebted Poor Country (HIPC) initiative in December 2010. Despite these encouraging developments, rebuilding the foundation of a strong and sustainable growth and improving living conditions of the population remain major challenges for the authorities. Reaching the end of the period of implementation of the PRSP in 2011, Togo enrolled in the process of developing its second Strategy for accelerated growth and employment promotion (SCAPE-2013-2017).

An analysis of the GDP structure shows that the growth of the economy of Togo is driven by the primary sector especially agriculture. The latter contributes to about 40% of the GDP against 24% for the secondary sector and 36% for the tertiary sector. The primary sector is the largest provider of jobs in Togo. It uses about 70% of the labor force and is dominated by food production which account for over 60% of agricultural GDP. Production of annuity products (cotton, coffee and cocoa) contributes only to 12%. In general, agricultural production in Togo is characterized by (i) small size farms exploited by households with low income, (ii) low productivity and (iii) archaic methods of production. The secondary sector is dominated by extractive industries (phosphate and clinker) and the food and drink industries. Then there are the branches of energy and water, and finally those of building and public work. The high contribution of the tertiary sector to GDP (about 36%) is mainly due to the traditional importance of transit operations through the harbor of Lome from where a major road network supplies hinterland countries.

5. Disparities between Lomé (capital of Togo) and other cities and rural areas are great. The capital dominates other cities by its demographic, political, economic and socio-cultural weight. In fact more than 60% of the country's urban population and nearly a quarter of the national population live in Lomé. All political and administrative powers, the majority of economic activities and more than half of school facilities are concentrated in Lomé while more than 90% of industries and commercial activities are located in the city and its surrounding areas. Poverty is mainly high in rural areas where the incidence is 74.3%, representing 79.9% of poor people. In urban areas, the incidence of poverty is 36.8%, corresponding to 20.1% of the poor.

## Sectoral and Institutional Context

Context and drivers of deforestation and forest degradation: Togo has the world's highest level of forest loss relative to forest area (5.1 percent between 2000 and 2010) and can thus be classified as a low forest cover-high deforestation (LFHD). The REDD+ process in Togo aims to curb this trend so that a key portion of these remaining forests can subsist and survive the national forest transition. Togo has integrated REDD+ into its National Development Plan, recognizing the important contribution of forests and trees outside forests to biodiversity, society and economic growth. The surface area of natural forest (dry, dense and semi-deciduous forests) of Togo was estimated 386,000 hectares in 2005, a reduction compared to estimated 449,000 ha in 1970. There has been no real inventory of forest resources that could provide more specific information on the existing potential and allow for efficient planning for the use of such resources. According to FAO estimates (FRA 2010), 68% of dense forests are thought to be production forests, 16% are protection forests while another 16% are set aside for biodiversity conservation. These statistics on forests in Togo are estimates and not based on a forest inventory. According to Togo's Second Sustainable Forest Management Report (SFM), land use as part of reforestation efforts accounted for 50,000 ha for the period 2005-2009. Deforestation and forest degradation in Togo are a result of overlapping factors interacting at the global, regional and local level, of which some are 'direct' drivers of deforestation, like agricultural expansion, infrastructure development, and wood harvesting. Interacting with these, are several 'indirect' drivers, institutional and location-specific factors, often associated with economic growth, demographic change, policy incentives in other sectors (i.e. land use and energy) and technology changes; and political and socio-economic factors like poverty, migration, and land tenure and use rights (Geist and Lambin 2002). The challenge of the strong deforestation and degradation trend of Togo's forests offers a unique opportunity to formulate a draft REDD+ strategy as a comprehensive approach to rural development, integrating mitigation as well as adaptation to climate change. There is great political ambition to increase forest cover across the territory expressed in national policy and strategy documents. With this backdrop, the Ministry of Environment and Forest Resources mobilized key stakeholders to develop RPP document which was approved by the FCPF's Participants Committee (PA6/PC16 meetings), December 12-15, 2013 in Geneva, Switzerland. Togo's REDD+ efforts aimed at scaling up to achieve sustainable forest management has several advantages: (i) Togo is a small country in terms of area (56,600 km<sup>2</sup>) where trees are at the center of the landscape in all rural areas, and it is therefore easy to carry out REDD+ activities on a national scale with relatively few resources; (ii) the political ambition to increase the national forest cover is obvious and clearly expressed in national policy and strategy documents therefore REDD+ goes beyond carbon and puts forests and trees outside forests at the center of development; and (iii) the Togo case will create new understanding of how to best implement REDD+ in a country with low forest cover where degradation and deforestation present major development challenges, thus successful development of a national REDD+ strategy could serve as an example for countries with similar constraints aiming to scale up this concept. The Ministry of Environment and Forest Resources (MERF) was successful at mobilizing key stakeholders to develop Togo's REDD+ Readiness Preparation Proposal (R-PP) including the following: (i) the State, represented by the Government and administrative services; (ii) civil society organizations, traditional leaders, local communities, local elected officials, decentralized authorities; (iii) the private sector; and (iv) technical and financial partners (TFP). This process is participatory in accordance with a holistic approach that takes into account all socio-economic and ecological aspects while putting people at the center of all interventions. This process is expected to last four (4) years. Togo's R-PP aims to achieve four main outcomes, that is (1) a functioning institutional framework and qualified national expertise is developed to drive the REDD+ process;

(2) reliable studies are conducted and quality reports produced on the national forest reference level; (3) a REDD+ strategy is validated through concerted action by all the parties concerned; and (4) an effective system is established for the monitoring and evaluation of the development of forest resources at the national level. To this end, Togo proposes to develop five preliminary strategic pillars that will be refined after national studies and dialogue during the preparation of the national REDD+ strategy. These strategic pillars are: (i) efficient agriculture adapted to climate change and low carbon emissions; (ii) sustainable use of existing forests and increase in forest resources; (iii) restraint in the use of conventional energy and development of renewable energy; (vi) land use planning and land reform; and (v) intersectoral coordination and good governance in the forest sector.

Institutional and Policy framework for REDD+: Discussions on REDD+ on the part of the GoT began in 2008 with a workshop organized in order to build the capacity of all potential stakeholders in REDD+ and the forest sector. A concept note on REDD+ was developed in 2009 to serve as a basis for discussion around the process of formulating the National Investment Programme for Environment and Natural Resources [Programme National d'Investissements pour l'Environnement et les Ressources Naturelles PNIERN). In December 2009, Togo subscribed to the fourth decision of Annex 2 of the Copenhagen Accord inviting signatory parties to refer to the indicative guidance in the Annex to decision 2/COP.13 (paragraphs 7 and 11). In May 2010 Togo joined the REDD+ Partnership during the Climate and Forest Conference in Oslo. Thereafter, REDD+ has been integrated into Togo's development programs which have also been the subject of national and regional consultations. On April 14, 2014, the Ministry of Environment and Forestry Resources (MERF) enacted a decree (Ministerial Order NO 093/MERF) setting the creation, composition and attribution of National REDD+ Commission. The latter is created within the MERF and encompasses the representatives of eleven ministries, civil society organizations and those of technical and financial partners. It will be led by three persons belonging to the Ministries of Environment and Forestry Resources (MERF), Agriculture, Husbandry and Fisheries (MAEP) and finally of Mining and Energy (MME). 15. The forestry sub-sector of the PNIERN has been the subject of broad consultation by stakeholders in the process of formulating the National Forestry Action Plan (NFAP) framework funded by FAO between 2010 and 2011. Urgent actions contained in the PNIERN and concerning sustainable forest management were refined during development of the NFAP. In 2012, a draft forest policy that strengthens the forest policy statement adopted in 2010 was proposed to the Government with the participation of all stakeholders. This participation was achieved through the establishment of a permanent forum for dialogue, consultation, and awareness building; regional workshops for analysis and sharing; radio programs; training in sustainable forest management (SFM); and the strong involvement of local NGOs. Furthermore, while developing national priorities to be submitted for funding from the fifth replenishment of the Global Environment Fund (GEF-5) for the period 2010-2014 in the three focal areas (biodiversity, land degradation, and climate change), there was extensive dialogue throughout the country in 2011 by the various actors in the field of environmental management, with a focus on REDD+. In pursuit of this participatory approach, a small team of 15 members, including representatives of key ministries, NGOs and the private sector was established in 2011 to prepare the RPP-REDD+ document. This small group, which received funding from the International Tropical Timber Organization (ITTO), the UNDP, and Switzerland, helped develop the first version of the R-PP document. Thereafter the R-PP document was improved by the same team following comments of resource persons and it was the subject of extensive dialogue with all stakeholders at a national workshop held on July 8 and 9, 2013 in Lomé. This version submitted to the FCPF took into account all the recommendations of the actors present at that workshop and the recommendations of

the TAP (Technical Advisory Panel) experts. Information Sharing and early dialogue with key stakeholder groups are already well underway under the preparation of the country national investment program for the national resources and the environment. Consultations conducted between 2009 and 2013 in the overall framework of national program of natural resources and environment management have taken into account the REDD+ issues in Togo. Since 2009, the period at which Togo has shown interest in REDD +, a series of consultations were held at the national level to engage all stakeholders (territorial authorities, NGOs, the forestry administration, employers, research institutions, technical and financial partners and private sector) in a comprehensive approach that led to a national investment program for the environment and natural resources (PNIERN). These consultations will continue during the REDD+ readiness preparation. REDD+ Opportunities. The Republic of Togo expects that REDD+ can support the country in ensuring sustainable forest management, and provide incentives to address some of the main drivers of deforestation and forest degradation, such as slash-and-burn agriculture and fuel wood consumption. In addition, REDD+ is an opportunity to help the country address the issue of national land use that will mitigate impacts on forest cover from developments in other sectors, such as mining, commercial agriculture and infrastructure development and reinforce the reform of the land tenure acquisition process. For this purpose, REDD+ should be considered as a sustainable development promotion instrument. The Republic of Togo expects that REDD+ can support the country in ensuring sustainable forest management, and provide incentives to address some of the main drivers of deforestation and forest degradation, such as slash-and-burn agriculture and fuel wood consumption. The overall estimated budget for the REDD+ readiness process is US\$ 6,878,900. This amount will be raised from four main sources: (1) the Togolese Government through the Ministry for Environment and Forest resources will contribute US\$ 423,900 in cash and in kind; (2) development partners already active in particular the World Bank through the Integrated Disaster and Land Management Project (P123922 & P124198) will contribute US\$ 1,175,000; (3) the GIZ (German Society for International Cooperation) for US\$ 1.3 million and ; (4) the total amount requested from the FCPF is US\$ 3,800,000. The GIZ will finance the entire forest inventory as part of Togo REDD + readiness preparation. Although GIZ has already pledged an amount of US \$ 1.3 million for the inventory, it is necessary to increase the financial framework in light of the extent of forest.

### **Relationship to CAS**

The project builds upon the long-term objective of strengthening economic recovery and promoting sustainable development of the Interim Strategy Note for Togo (ISN, 2012-2013-extended to 2014), particularly. The project is also aligned with Outcome 3.4: Improved management of environmental and natural disasters of the Interim Strategy Note (ISN, FY12-13) and to the Africa Strategy, "Africa's Future and the World Bank's Support to It", March 2011. Aside from being aligned with the PNIERN developed by the GoT in 2010, this project complements other ongoing initiatives such as the Togo Agriculture Sector Support Project (PASA: Projet d'Appui au Secteur Agricole du Togo P118045) which aims to increase competitiveness in the agriculture sector through the introduction of effective production techniques, and farmer training, while promoting environmental preservation and sustainable management of natural resources; Community Development and Safety Nets Project Additional Financing (CDP) (P146598), and the Integrated Disaster and Land Management Project (P123922). The project is complementary to other initiatives in the country including the Sahel and West Africa Program in Support of the Great Green Wall Initiative (SAWAP) approved by the GEF and LDCF/Special Climate Change Fund (SCCF) Councils in May, 2011. This US\$ 108 million Program addresses major issues related to land degradation, including food security, climate change mitigation and adaptation, to support sustainable

development in twelve countries in the region. These include Burkina Faso, Chad, Ethiopia, Mali, Mauritania, Niger, Nigeria, Senegal, Sudan, Benin, Togo, and Ghana. The proposed project will also contribute to achieving several GEF strategic goals by contributing to arresting and reversing current global trends in land degradation, specifically desertification and deforestation

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

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

The development objective is to reinforce the Republic of Togo's capacity to design a socially and environmentally sound national strategy to reduce emissions from deforestation and forest degradation. Key results are: i) Institutions strengthened at national, regional, and district levels; these institutions will be coordinating and implementing REDD+ readiness effectively and put in place an operational grievance and redress mechanism and ii) A National REDD+ Strategy (including a benefit sharing plan) incorporating Strategic Environmental and Social Assessment (SESA) outcomes and recommendations is prepared in a consultative manner and validated by national stakeholders. An Environmental and Social Management Framework (ESMF) for managing potential social and environmental risks of agreed REDD+ strategy options is prepared and validated.

### **Key Results**

Institutions strengthened at national, regional, and district levels; these institutions will be coordinating and implementing REDD+ readiness effectively and put in place an operational grievance and redress mechanism.

A National REDD+ Strategy (including a benefit sharing plan) incorporating Strategic Environmental and Social Assessment (SESA) outcomes and recommendations is prepared in a consultative manner and validated by national stakeholders. An Environmental and Social Management Framework (ESMF) for managing potential social and environmental risks of agreed REDD+ strategy options is prepared and validated

## **III. Preliminary Description**

### **Concept Description**

This REDD+ Readiness Preparation grant will provide funding to support Togo in the amount of US \$3.8 million in carrying out a subset of activities outlined in its Readiness Preparation Proposal (R-PP). The full R-PP includes all activities necessary for Togo to become ready for REDD+.

However, the FCPF grant will fund a portion of the estimated US\$6.88 million needed to cover all R-PP planned activities.

FCPF will support two main components: (i) the national readiness management arrangements; and (ii) the preparation of the National REDD+ Strategy. Support is limited to technical assistance, analytical studies, capacity building, goods, operating costs, and consultation processes, and does not include the implementation of site-specific REDD+ programs on the ground. The activities have been prioritized based on the comparative advantages of the FCPF and the Bank as Delivery Partner, on-going work supported by other development partners and the likelihood of follow-up work by other actors active in the REDD+ space in Togo.

Other development partners. Several activities and projects are currently under implementation and funded by various partners. These activities will contribute to the Readiness process. The Republic of Togo has started the identification of partners who may finance other activities identified in the R-PP. The World Bank-funded Integrated Disaster and Land Management (IDL) project has

agreed to financially support the REDD-plus readiness preparation phase in Togo up to US\$1.3 million. IDLM project funds will support a range of activities across the Components and fully support the establishment of a national Reference Emissions Level or Reference Level, and the Measurement, Reporting and Verification (MRV) system, which are key pillars of REDD+ Readiness.

Coordination. Coordination with the other partners will be ensured through: (i) intensive communication between the programs toward direct consultations, participation to workshops and other events; and (ii) having the same interlocutor at the Government level (the National Coordination of the National REDD+ Committee).

#### IV. Safeguard Policies that might apply

Safeguard Policies Triggered by the Project	Yes	No	TBD
Environmental Assessment OP/BP 4.01	x		
Natural Habitats OP/BP 4.04	x		
Forests OP/BP 4.36	x		
Pest Management OP 4.09	x		
Physical Cultural Resources OP/BP 4.11	x		
Indigenous Peoples OP/BP 4.10		x	
Involuntary Resettlement OP/BP 4.12	x		
Safety of Dams OP/BP 4.37		x	
Projects on International Waterways OP/BP 7.50		x	
Projects in Disputed Areas OP/BP 7.60		x	

#### V. Financing (in USD Million)

Total Project Cost:	3.80	Total Bank Financing:	0.00
Financing Gap:	0.00		
<b>Financing Source</b>			<b>Amount</b>
Borrower			0.00
Carbon Fund			0.00
Readiness Fund of the Forest Carbon Partnership Facility			3.80
Total			3.80

#### VI. Contact point

##### World Bank

Contact: Koffi Hounkpe  
 Title: Disaster Risk Management Speci  
 Tel: 5336+3330 /  
 Email: khounkpe@worldbank.org

##### Borrower/Client/Recipient

Name:  
 Contact:

Title:  
Tel:  
Email:

**Implementing Agencies**

Name:  
Contact:  
Title:  
Tel:  
Email:

**VII. For more information contact:**

The InfoShop  
The World Bank  
1818 H Street, NW  
Washington, D.C. 20433  
Telephone: (202) 458-4500  
Fax: (202) 522-1500  
Web: <http://www.worldbank.org/infoshop>