



1. Project Data

Project ID P157038	Project Name TG-Safety Nets & Basic Services Project	
Country Togo	Practice Area(Lead) Social Protection & Jobs	
L/C/TF Number(s) IDA-69470,IDA-D1740,IDA-D8650	Closing Date (Original) 31-Dec-2020	Total Project Cost (USD) 48,428,454.11
Bank Approval Date 21-Mar-2017	Closing Date (Actual) 31-Dec-2023	
	IBRD/IDA (USD)	Grants (USD)
Original Commitment	29,000,000.00	0.00
Revised Commitment	48,999,332.39	0.00
Actual	48,428,454.11	0.00

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2. Project Objectives and Components

a. Objectives

According to p. 5 of the Financing Agreement, the project development objective (PDO) was to "provide poor communities and households with greater access to basic socio-economic infrastructure and social safety nets." The PDO was revised at a June 2021 additional financing to "provide poor communities and households with greater access to basic socio-economic infrastructure, social safety nets, and economic inclusion opportunities." For the purposes of this ICR Review, the original PDO is defined as: (i) provide poor communities and households with greater access to basic socio-economic infrastructure; and (ii) provide poor



communities and households with social safety nets. A third PDO is added at the additional financing: (iii) provide poor communities and households with economic inclusion opportunities.

A March 2020 restructuring adjusted outcome indicators for the first objective; however, the application of a split rating is not justified in this context, as the revisions were informed by the identification of socio-economic infrastructure needs by participating communities through a community-driven development (CDD) approach, the details of which were not foreseeable at the appraisal stage. The revisions to outcome indicators adjusted expected outcomes to the specifics of the infrastructure investments as they were determined, rather than raising or lowering the ambition of those outcomes in the aggregate.

However, given that the PDO statement was expanded to include a third objective, the split rating methodology will be employed to evaluate separately the original PDO, which consists of two objectives, and the revised PDO, comprising three objectives.

b. Were the project objectives/key associated outcome targets revised during implementation?

Yes

Did the Board approve the revised objectives/key associated outcome targets?

Yes

Date of Board Approval

02-Jun-2021

c. Will a split evaluation be undertaken?

Yes

d. Components

Component 1: Infrastructure Sub-Projects (estimated cost at appraisal: US\$8.4 million; revised cost: US\$8.4 million; actual cost: US\$8.02 million)

The component was to support the rehabilitation and construction of vital infrastructure within selected communities across five regions. The scope was to encompass: (i) the enhancement of educational facilities through the establishment and refurbishment of primary schools and literacy centers; (ii) the development of healthcare infrastructure, including primary care centers and community pharmacies; (iii) the installation and improvement of water points and water retention systems; (iv) the repair and construction of secondary roads; and (v) the construction and renovation of market infrastructure.

Additionally, the sub-projects were to comprise not only the physical infrastructure but also the necessary support to ensure functionality and service quality, such as providing school furniture, health equipment, and supplies, among other essentials. Cantons were to be prioritized according to their poverty levels, followed by workshops that facilitated the identification of beneficiary villages through a random selection process. This approach resulted in the selection of 200 villages, which were apportioned across regions in proportion to their contribution to national poverty levels. After village selection, the CDD approach was adopted to actively engage the community in the identification and planning of infrastructure projects.



Component 2: Social Safety Nets (estimated cost at appraisal: US\$15.0 million; revised cost: US\$32 million; actual cost: US\$28.04 million)

The component was to support enhanced access to social safety nets for the poorest and most vulnerable households in Togo, with an initial focus on two subcomponents, school feeding and cash transfers, with a third subcomponent on economic inclusion measures introduced subsequently (details follow).

i. School Feeding: This subcomponent was integral to the school feeding program over two academic years. It was characterized by a CDD approach, with local women playing a crucial role in meal preparation and distribution. The initiative was to support local economies by sourcing all food items from nearby markets, which would also ensure the provision of fresh and culturally appropriate meals for the students. The primary beneficiaries were students in primary schools located within economically disadvantaged geographic regions.

ii. Cash Transfers: Aimed at enhancing income and consumption for selected households, this subcomponent was to employ a strategic two-step allocation process. Initially, resources were to be distributed among regions based on poverty levels, followed by community selection using an index that measured access to socio-economic infrastructure. Within these communities, households were to be identified through a combination of community recommendations and a proxy means test (PMT) survey. Eligible beneficiaries were to receive six quarterly payments of 15,000 FCFA each over an 18-month period, amounting to approximately 22 percent of the national poverty threshold.

Component 3: Capacity Building and Project Management (estimated cost at appraisal: US\$5.0 million; revised cost: US\$8.6 million; actual cost US\$12.76 million)

The component was organized into three subcomponents aimed at strengthening grassroots management, supporting safety net systems, and supporting robust project management:

i. Grassroots Management Training (GMT): This subcomponent was to deliver a comprehensive GMT package to beneficiary communities, focusing on essential skills such as information and communication, community organization, poverty and needs assessment, participatory planning, procurement, financial management, monitoring and evaluation, and maintenance, thereby equipping communities with the tools for effective self-governance.

ii. Support for Safety Net Systems: This subcomponent was dedicated to (i) creating and implementing a system for the identification and support of poor and vulnerable households, (ii) managing a grievance redress mechanism (GRM) to resolve project-related issues efficiently, and (iii) fortifying the recipient's social protection system to provide better services to those in need.

iii. Project Management: This subcomponent was to finance the implementation costs of the project, encompassing staff-related expenses, equipment, vehicles, fuel, and office space at national and regional levels. It was also to cover communication and operational costs associated with procurement, supervision, auditing, and evaluation of project activities, ensuring comprehensive and effective management of the project.

Revisions to Project Components Following the Additional Financing.



The Additional Financing dated June 23, 2021: (i) expanded the cash transfer programs to include a broader range of recipients in both rural and urban areas; (ii) launched economic inclusion initiatives to support broader participation in the economy; and (iii) provided continuous technical assistance to the government to reinforce the country's social protection framework. The project's components and financial allocations were consequently amended to accommodate the broadened scope of cash transfers, the integration of economic inclusion initiatives, and the strengthening of the country's social protection system. Component 2 was revised from Social Safety Nets to Productive Social Safety Nets. Economic inclusion activities were to comprise a three-pronged approach:

- **Entrepreneurship Training:** Equipping households with business management and planning skills to improve their ability to generate income.
- **Mentorship and Market Access:** Providing guidance and support from the National Community Development Support Agency (*Agence Nationale d'Appui au Développement à la Base*, ANADEB) local agents to develop and implement business plans, along with enhancing market access and skills.
- **Productive Grant:** Offering a 100,000 FCFA (approximately US\$180) grant per household, distributed through the Novissi platform, to encourage the growth of income-generating activities.

The targeting of beneficiaries of productive social safety nets was supported by Togo's unified social registry developed in 2017, which includes key building blocks such as a methodology for targeting the poorest households (a PMT questionnaire and formula).

e. **Comments on Project Cost, Financing, Borrower Contribution, and Dates**

Project Cost. The parent project was approved for US\$29 million, and the June 2021 additional financing was approved for US\$20 million, for a combined total cost of US\$49 million. Actual disbursement amounted to US\$48.43 million, with the grant and credit portions amounting to US\$39.51 million and US\$8.9 million, respectively. The difference between the approved amount and the actual disbursement was explained by fluctuations between Special Drawing Rights against the Euro and the U.S. dollar currencies, as well as an undisbursed amount of US\$11,000.

Financing. The parent project was financed by an International Development Association (IDA) grant amounting to US\$29 million (IDA-D1740). The Additional Financing was financed through a combination of an IDA grant amounting to US\$10 million (IDA-D8650) and a credit of US\$10 million (IDA-69470).

Dates. The project was approved on March 21, 2017, and became effective on November 30, 2017. A mid-term review was held on June 7, 2019. The project closed on December 31, 2023, three years later than the original closing date of December 31, 2020. The project underwent three project restructurings and one additional financing as follows:

- The **first restructuring**, dated November 29, 2017, amended the Financing Agreement to convert the recruitment of safeguards specialists to a dated covenant due three months after project effectiveness, allowing enough time for the Recipient to conclude the ongoing recruitment process.
- The **second restructuring**, dated March 9, 2020, made changes to the results framework following the identification of community priorities in the 200 targeted communities, made changes to the



implementation schedule to allow more time to deliver project results, and extended the loan closing date from December 31, 2020, to December 31, 2021.

- The **additional financing**, dated June 23, 2021, assisted the government in achieving its goals to mitigate the impacts of the COVID-19 pandemic and to enhance its capacity for shock-responsive social protection. The results framework was revised to reflect the project's expanded reach and the inclusion of new activities. The original IDA grant's project closure date was postponed from December 31, 2021, to June 30, 2023, aligning it with the additional financing's closure date.
- The **third restructuring**, dated March 25, 2023, made changes to the results framework and to the implementation schedule, and extended the loan closing date from June 30, 2023, to December 31, 2023, for the additional financing (P176460, IDA Grant No. D8650 and IDA Credit No.69470).

3. Relevance of Objectives

Rationale

The objectives were highly relevant to Togo's socio-economic context and development priorities. At the time of appraisal, Togo faced significant challenges related to poverty, inequality, and inadequate access to basic services. The project was designed to support the government's efforts to reduce poverty and promote inclusive growth. By improving access to education, health services, water and sanitation, road infrastructure and markets, the project aimed to address critical gaps in basic services that were essential for socio-economic development. Additionally, the provision of social safety nets, food aid, and economic inclusion opportunities was intended to enhance the resilience of vulnerable populations and reduce their dependence on external aid. The relevance of the project objectives can be assessed through their alignment with national development goals and World Bank strategies:

Alignment with National Development Goals. The project's focus on improving socio-economic infrastructure and providing social safety nets was well aligned with the country's development strategies. The Accelerated Growth and Employment Promotion Strategy (*Stratégie de Croissance Accélérée et de Promotion de l'Emploi*) covering the 2013-2017 period emphasized the importance of developing human capital, social protection, and jobs, calling for increased construction of schools, water points, and other basic services infrastructure, as well as increased coverage of school feeding and cash transfer programs for the poor and vulnerable. The National Development Plan (*Plan national de développement*) for Togo for the period 2018-2022 aimed to increase access to basic services with the objective of reducing poverty by making improved service delivery at the local level a top priority to promote basic social and infrastructure services and improve their quality.

Consistency with World Bank Strategies. The World Bank's Country Partnership Framework (CPF) for Togo for the period FY17-FY20 responded directly to the country's priorities and proposed support for the government's efforts of scaling up social services, strengthening health systems, and empowering local governments and communities. It made improving service delivery at the local level a top priority to promote basic social and infrastructure services and improve their quality. The CPF emphasized the importance of economic and social inclusion, and the project directly contributed to this focus area by targeting the poorest communities and households. The CPF's Performance and Learning Review extended the original CPF period by two years to FY22. The subsequent CPF, spanning FY25-FY29, articulates goals that emphasize the enhancement of infrastructure alongside the fortification of social safety nets, acknowledging



the synergy between these domains as pivotal for realizing sustainable and inclusive growth. Notably, there was an absence of an interim strategy note between the CPFs for FY17-FY22 and FY25-FY29.

In addition to meeting the urgent needs of impoverished households and communities, the project aimed to enhance the efficiency of Togo's social protection system by tackling issues related to its fragmentation, although this was not one of the stated objectives.

The additional financing aimed to address immediate relief and recovery from the COVID-19 pandemic as well as long-term social protection challenges by expanding cash transfers to the poorest and most vulnerable in both rural and urban settings, introducing economic inclusion initiatives to aid economic recovery and provide a path to higher earnings and resilience, and offering technical assistance to enhance the country's social protection system. The additional financing combined cash transfers with economic inclusion to tackle the complex challenges households face, also bolstering resilience against various shocks, including those from climate change.

In conclusion, the objectives of the Safety Nets and Basic Services Project were highly relevant to Togo's development context and aligned with both national and international development strategies. The project's focus on improving access to basic services, providing social safety nets, and enhancing economic inclusion opportunities addressed critical socio-economic needs and contributed to long-term development goals.

Rating
High

4. Achievement of Objectives (Efficacy)

OBJECTIVE 1

Objective

Provide poor communities and households with greater access to basic socio-economic infrastructure

Rationale

The theory of change for this objective posited that rehabilitating and constructing essential infrastructure in poor communities through a CDD approach, coupled with operational support, would result in improved community basic infrastructure and enhanced access to basic socio-economic infrastructure. By empowering communities to decide which infrastructure sub-projects required rehabilitation or construction, the project allowed improvements to be targeted towards areas with the most pressing needs and where improved access was crucial. The targeting of communities was effectively executed by combining geographic targeting with household targeting through a PMT and a community-driven approach to exclude non-poor households in selected geographies. The distribution of the 200 selected communities across the five regions was as follows: 24 in the Maritime region, 41 in Plateaux, 34 in Centrale, 44 in Kara and 57 in Savanes. The CDD



approach was subsequently implemented for communities to identify and plan infrastructure sub-projects in nine phases, from initial information and sensitization to community self-evaluation.

Outputs and Intermediate Outcomes

- **Infrastructure Rehabilitation/Construction:** 200 micro-infrastructure projects, selected through community validation, were completed under the project, meeting the target of 200 projects. There was one micro-infrastructure project completed per community. The infrastructure sub-projects comprised of community centers (19), solar-powered boreholes (69), school buildings (84), primary healthcare facilities (10), market sheds (6), rural roads (10), and water reservoirs (2). In addition to the stand-alone boreholes, the 19 community centers and the 10 primary healthcare facilities also included boreholes as part of the overall infrastructure, leading to a total of 98 boreholes (69+19). With three drinking fountains connected to each borehole, a total of 294 drinking fountains were established.
- **Classroom Construction/Rehabilitation:** 252 additional classrooms were built or rehabilitated at the primary level resulting from project interventions. The project team clarified that this indicator measured the number of classrooms constructed or rehabilitated with funding from the project as part of the infrastructure sub-projects under Component 1, and it is assumed that the construction/rehabilitation of classrooms responded to a perceived shortfall/need. This achievement fell short of the original target of 300 but surpassed the revised target of 228 classrooms.
- **Health Facility Construction/Renovation:** 10 health facilities were constructed, renovated, and/or equipped. This achievement fell short of the original and the revised targets of 20 and 31 facilities, respectively.
- **Improved Community Water Points Construction/Rehabilitation:** 69 improved community water points were constructed or rehabilitated, surpassing the original and revised targets of 40 and 53, respectively.
- **Technical Quality:** Ninety-five (95) percent of basic socio-economic infrastructure was assessed as having satisfactory technical quality. This achievement surpassed the target of 80 percent.
- **Grassroots Management Training (GMT):** 200 communities received GMT, exceeding the target of 100 communities.

Outcomes

- **School Enrollment:** 13,030 students were enrolled in rehabilitated or constructed schools under the project. This achievement fell short of the original target of 15,000 but surpassed the revised target of 11,400 students.
- **Access to Improved Water Sources:** 55,884 individuals in rural areas were provided with access to improved water sources. This achievement surpassed the original and the revised targets of 32,000 and 13,250 individuals.
- **Infrastructure Functionality:** Ninety-six (96) percent of community infrastructure was functioning one year after completion. This achievement surpassed the target of 80 percent.

The results framework approved during the preparation process did not include outcome indicators related to the use of socio-economic infrastructure pertaining to health facilities, road infrastructure, or markets. Consequently, these indicators were not systematically collected. However, the Bank later clarified that the project provided access to community health centers for 64,823 individuals and access to other types of infrastructure sub-projects (i.e., rural roads, community centers, market sheds, water reservoirs) to 61,823



individuals. The project's final evaluation also included a series of questions to beneficiaries about the usefulness and effective use of the infrastructure sub-projects. The evaluation results indicated that 91.6 percent of respondents (230 in total, including 172 cash transfer beneficiaries and 58 non-beneficiaries) confirmed that the chosen sub-projects addressed the community's needs. Additionally, 79 percent of cash transfer beneficiaries and 72.4 percent of non-beneficiaries reported that at least one member of their households actively uses the infrastructure. The Bank also clarified that the project provided GMT to 37,755 individuals.

Overall

While the project achieved significant success in areas such as classroom construction, water access, and infrastructure functionality, it fell short in health facility construction and renovation. Given the demand-driven nature of the sub-projects, it is not surprising that targets were exceeded in some areas and not met in others. Overall, the end-of-project evaluation indicated that the chosen sub-projects addressed the community's needs, meeting overall targets. Therefore, the project's overall objective of providing poor communities and households with greater access to basic socio-economic infrastructure was substantially met.

Rating

Substantial

OBJECTIVE 2

Objective

Provide poor communities and households with social safety nets

Rationale

The theory of change for this objective posited that providing social safety nets to vulnerable households, in the form of cash transfer programs and food aid through a well-structured targeting mechanism, would achieve the objective of providing poor communities and households with social safety nets.

For the targeting of cash transfers in rural areas, the project used existing poverty maps to identify the most impoverished cantons, initially employing a map from the National Statistics Agency and subsequently one created by researchers at the University of California at Berkeley (for the Additional Financing). Within these selected cantons, a public lottery facilitated the random selection of villages. In these villages, a PMT survey was conducted to pinpoint the poorest households. To validate the findings of the PMT survey, a community validation process was implemented, ensuring that the results were consistent with realities as perceived by the local inhabitants. This represented a superior targeting methodology to the one employed under previous projects, namely, PDC (Community Development Project, *Projet de Développement Communautaire*) (P127200) and PDCplus (Community Development and Safety Nets Project, *Projet de Développement Communautaire et de Filets Sociaux Plus*) (P144484), which were limited to geographic targeting.

For the targeting of cash transfers in the Greater Lomé area as part of the Additional Financing, a multi-staged approach was implemented to effectively identify the poorest neighborhoods. Due to limited resources that prevented comprehensive coverage of all neighborhoods and the lack of an existing poverty map for Lomé, a new methodology was developed in collaboration with colleagues from the Poverty Global Practice. This involved creating an index that combined various geospatial indicators, including population density,



nighttime light (as a proxy for economic activity), access to schools and health centers, road density, and flood risks. Using shapefiles from the national statistics agency, the project generated a map ranking Greater Lomé's neighborhoods based on a composite socioeconomic measure. In the second phase, following an extensive communication campaign, households were invited to self-register as potential beneficiaries at designated temporary registration sites. This self-registration process served as a secondary filter, as non-poor households typically avoided the transaction costs associated with registration. In the third phase, self-registered households underwent a survey using a simplified PMT questionnaire, based on the SWIFT methodology developed by the Poverty Global Practice. This survey aimed to rank households according to their socioeconomic status. Finally, lists of the identified beneficiaries were posted in neighborhoods, allowing community members the opportunity to validate the targeting process and ensure its alignment with local perceptions of poverty.

For the targeting of food aid, a five-stage approach was implemented as follows: (i) the total number of students to be included in the program was determined based on available resources from both IDA and the government; (ii) the determined number of students was then distributed across different regions, taking into account each region's contribution to national poverty levels; (iii) the poorest cantons were identified using the 2011 poverty map to ensure that the most disadvantaged areas were prioritized; (iv) schools were randomly selected from all eligible cantons, with schools in the poorest cantons that had already benefited from canteens under previous projects (PDC and PDCplus) being excluded from this selection to avoid redundancy; and (v) eligible schools were allocated between the two sources of funding, IDA and the government, to ensure a balanced and efficient use of resources.

Outputs and intermediate outcomes

- **School Feeding Program:**

- 161 schools benefitted from the school feeding program. This achievement met the target of 160 schools.
- 15,043,260 meals were provided to students in schools targeted for the school feeding program. This achievement surpassed the target of 13,000,000 meals.
- Ninety (90) percent of schools benefiting from the school feeding program were located in the poorest 20 percent of cantons in their region. This achievement met the target of 90 percent of schools.

- **Cash Transfers:**

- Eighty (80) percent of cash transfer beneficiaries were in the bottom two quintiles of the national consumption distribution. This achievement met the target of 80 percent.
- One hundred (100) percent of cash transfer payments were received within five days of the scheduled date. This achievement surpassed the target of 80 percent.
- 94.35 percent of beneficiaries reported being satisfied with the cash transfer intervention. This achievement surpassed the target of 70 percent.
- 95.17 percent of female beneficiaries reported being satisfied with the cash transfer intervention. This achievement surpassed the target of 70 percent.
- 57 percent of cash transfer beneficiaries were in climate-affected regions. This achievement surpassed the target of 30 percent.

- **Phone ownership:** 51,000 female beneficiaries confirmed possession of phones, surpassing the target of 45,000 beneficiaries. Mobile phones played a crucial role in both cash transfers and economic inclusion, as beneficiaries received both the cash transfers and the business grants (under the third objective) directly into their mobile money wallets, which they accessed using their phones.



The Bank clarified that the project provided SIM cards but did not support the acquisition of phones beyond providing cash transfers enabling beneficiaries to obtain them.

Outcomes

- **Overall Beneficiary Reach:**

- There were 156,413 beneficiaries of safety net programs. This achievement surpassed the original target of 78,000 and the revised target of 152,000 beneficiaries.
- There were 123,426 female beneficiaries of safety nets programs. This achievement surpassed the original target of 39,000 and the revised target of 108,000 female beneficiaries.
- There were 104,240 beneficiaries of unconditional cash transfers. This achievement surpassed the original target of 40,000 and the revised target of 100,000 beneficiaries.

In addition, the project addressed some of the challenges pertaining to the fragmentation of the social protection system through the following initiatives:

- **Development of a National Program:** The project funded the creation of a national program for non-contributive social protection, which now serves as the foundation for the government's social assistance activities. This program is currently being supported and implemented through a Program-for-Results (PforR) initiative that followed the project.
- **Design of a Social Registry:** The project facilitated the design of the Social Registry for Individuals and Households (*Registre social des personnes et des ménages*). Once fully implemented with funding from the PforR, this registry will act as a unified targeting mechanism, ensuring consistent beneficiary selection and minimizing overlap among various programs.
- **Grassroots Management Training:** The project provided management training at the communal level, enhancing local communities' capabilities in development planning and social service provision. This empowerment helps local communities better manage their development processes and reduces the likelihood of fragmented external interventions that do not align with local needs.

Overall

The project not only met but, in many cases, significantly exceeded its targets, indicating strong progress toward its objective of providing effective social safety nets to the poorest and most vulnerable communities.

Rating

High

OBJECTIVE 3

Objective

Provide poor communities and households with economic inclusion opportunities

Rationale

The project did not originally contain a third objective.



Rating

Not Rated/Not Applicable

OBJECTIVE 3 REVISION 1

Revised Objective

Provide poor communities and households with economic inclusion opportunities

Revised Rationale

The theory of change for this objective posited that by providing training, mentorship, and financial support, households will be better equipped to start and manage their own businesses, facilitating economic inclusion. This approach is designed to empower households to transition from relying on social safety nets to becoming self-sufficient through productive employment opportunities. The additional provision of mobile phones and digital financial literacy for those without access further strengthens this theory of change by ensuring that even the poorest and most vulnerable households can participate in the program and benefit from its opportunities.

The selection of households for economic inclusion measures was conducted using a systematic approach that built upon the village selection process for cash transfers and was comprised of: (i) holding a public lottery to randomly select villages for cash transfers within each of the 100 poorest cantons; (ii) designating the first village selected in each canton as a beneficiary of both cash transfers and economic inclusion measures, resulting in 100 villages receiving these dual benefits (one per poorest canton); (iii) including a second village drawn from the largest cantons (i.e., those with the largest number of villages), bringing the total to 125 beneficiary villages, with the number established in advance based on budget constraints; (iv) identifying the five poorest neighborhoods in urban areas through the Poverty Targeting Index (PTI) designated to receive economic inclusion measures; and (v) allowing all households in selected villages and neighborhoods entitled to cash transfers to participate in economic inclusion measures.

Outputs and Intermediate Outcomes

- **Economic Inclusion Measures:**

- There were 3,750 beneficiaries of economic inclusion measures in urban areas. Economic inclusion measures comprised business development training and the validation of a mini operating account for the selected income-generating activities, providing a productive grant of US\$180 per beneficiary. This achievement met the target of 3,750 beneficiaries.
- Ninety-three (93) percent of beneficiaries were women. This achievement surpassed the target of 75 percent.
- 96.37 percent of beneficiaries reported being satisfied with economic inclusion measures. This achievement surpassed the target of 70 percent.

- **Support Measures:**

- Beneficiaries of economic inclusion measures benefited from support measures to achieve sustainable livelihoods. These measures included the issuance of birth certificates, prenatal consultations and support for exclusive breastfeeding, education on sexual violence and abuse of children, and training on implementing income-generating activities and promoting family economies.



- **Phone ownership:** 51,000 female beneficiaries confirmed possession of phones, surpassing the target of 45,000 beneficiaries. As noted under Objective 2, beneficiaries received both the cash transfers and the business grants directly into their mobile money wallets, which they accessed using their phones. The project did not support the acquisition of phones beyond providing cash transfers enabling beneficiaries to obtain them.

Outcomes

- **Beneficiary reach:**
 - There were 15,001 beneficiaries of economic inclusion measures. This achievement met the target of 15,000 beneficiaries.
 - Ninety-two (92) percent of beneficiaries were women, surpassing the target of 75 percent.

Overall

The project demonstrated success in providing economic inclusion opportunities for vulnerable populations, particularly women and youth. It exceeded targets for beneficiary reach, gender participation, and satisfaction.

Revised Rating

High

OVERALL EFFICACY

Rationale

Overall efficacy is rated High under the original PDO, with the efficacy of Objective 1 (Provide poor communities and households with greater access to basic socio-economic infrastructure) rated Substantial and the efficacy of Objective 2 (Provide poor communities and households with social safety nets) rated High.

Overall Efficacy Rating

High

OVERALL EFFICACY REVISION 1

Overall Efficacy Revision 1 Rationale

Overall efficacy is rated High under the revised PDO, with the efficacy of Objective 1 (Provide poor communities and households with greater access to basic socio-economic infrastructure) rated Substantial, the efficacy of Objective 2 (Provide poor communities and households with social safety nets)



rated High, and the efficacy of Objective 3 (Provide poor communities and households with economic inclusion opportunities) rated High.

Overall Efficacy Revision 1 Rating

High

5. Efficiency

Economic efficiency. An economic analysis of the project's interventions was not conducted at appraisal or at the project's conclusion. However, a unit cost analysis was undertaken to evaluate the cost-effectiveness of the project, revealing that the construction and rehabilitation of infrastructure were accomplished economically. For example, the unit cost for educational facilities, which accounted for 42 percent of all infrastructure sub-projects, was 36.3 million FCFA, inclusive of materials and labor. This figure is notably lower than the anticipated 40 million FCFA and also falls beneath the threshold set by national procurement guidelines. Importantly, this cost saving did not affect the quality of the infrastructure sub-projects. A technical audit rated the quality at 96.2 percent and functionality at 96 percent.

The project's cash transfer programs and initiatives to support income-generating activities were executed with efficiency, maintaining administrative costs at a minimum. The operating costs aligned with the African average, with the ratio of total expenses to total disbursements standing at 17.5 percent of the project costs, which is comparable to the West African regional average of 17 percent. Furthermore, the ICR noted that although the social safety net transfer amounts were modest relative to similar projects in the region, they were deemed adequate for the beneficiaries' productive engagement and consumption stabilization.

Implementation efficiency. The project demonstrated several strengths in implementation efficiency, including: (i) the simplicity of project design, focusing on three core areas, allowing other interventions to be addressed by different projects; (ii) a robust targeting methodology, ensuring that resources were allocated efficiently; and (iii) strong alignment with other Bank-financed initiatives, enhancing overall impact. The ICR stated that 88 percent of micro-projects were completed within contractual deadlines. Implementation delays for the remaining micro-projects were explained by: (i) insufficient organization of works by the companies, (ii) lack of financial capacity of the companies to pre-finance the works, and (iii) low financial offers for contracts.

However, there were also moderate challenges, namely: (i) the project facing difficulties in transitioning to digital payment methods, which hindered efficiency; (ii) the planned distribution of mobile phones being ultimately dropped, affecting beneficiaries' access to essential services; (iii) concerns regarding "slow" compliance with safeguards; and (iv) challenges encountered with the school feeding initiative. Delays and implementation challenges can be explained by the following factors:

Initial Implementation Delays: Early stages of the project were hindered by the establishment of project implementation structures, particularly concerning safeguards. These delays affected the preparation of infrastructure sub-projects. However, the project team successfully addressed these challenges, allowing subprojects to be delivered in accordance with the established timelines.



COVID-19 Adjustments: Like many projects, the COVID-19 pandemic necessitated adjustments to implementation modalities, which contributed to slowed progress.

Government Requests for Urban Cash Transfers: The government's request to provide cash transfers in urban areas like Lomé led to a requirement for development of a new targeting methodology. This requirement introduced additional delays.

Operational Delays: The project experienced typical operational delays, such as the slow development of Terms of Reference and procurement issues. While these challenges are common across many projects, they did not significantly impact this project compared to others.

On balance, these shortcomings in implementation efficiency are considered to be moderate. Overall project efficiency is rated Substantial.

Efficiency Rating

Substantial

a. If available, enter the Economic Rate of Return (ERR) and/or Financial Rate of Return (FRR) at appraisal and the re-estimated value at evaluation:

	Rate Available?	Point value (%)	*Coverage/Scope (%)
Appraisal		0	0 <input type="checkbox"/> Not Applicable
ICR Estimate		0	0 <input type="checkbox"/> Not Applicable

* Refers to percent of total project cost for which ERR/FRR was calculated.

6. Outcome

The relevance of the objectives is rated High given that the PDO were aligned with the government's and the World Bank's priorities for the country. Overall efficacy is rated Substantial under the original objectives and High under the revised objectives following the Additional Financing. The efficiency of the project is rated Substantial. The project's overall outcome rating is consequently Highly Satisfactory.

a. Outcome Rating

Highly Satisfactory

7. Risk to Development Outcome



Ongoing support and resources will be required to sustain infrastructure investments, support for the cash transfer programs and income-generating activities, and capacity development. Specifically:

1. **Sustainability of Infrastructure Investment.** The sustainability of the project's infrastructure investments depends on the continued maintenance and operation of the facilities. The involvement of local communities and institutions in the management of these facilities is critical for ensuring their long-term functionality.
2. **Continuity of Social Safety Nets.** The sustainability of the project's social safety nets depends on the continued availability of funding and the effective targeting of beneficiaries. The project's monitoring and evaluation systems will also need to be maintained to ensure the effective targeting and delivery of social safety nets.
3. **Economic Inclusion and Empowerment.** The sustainability of the project's economic inclusion efforts depends on continued support for skills development, micro-enterprises, and access to financial services. The involvement of local institutions and the private sector will be critical for ensuring the long-term success of economic inclusion initiatives.
4. **Institutional Capacity.** The sustainability of the project's outcomes depends on the continued capacity of local institutions to manage and sustain development initiatives. The involvement of community-based organizations and local government officials will be critical for ensuring the long-term sustainability of project outcomes.

8. Assessment of Bank Performance

a. Quality-at-Entry

Project design was well aligned with Togo's development priorities and the World Bank's strategy in the country. It featured a relatively simple project structure focusing on three core activities. The Bank's extensive experience in social protection, particularly in Togo since 2004, informed the preparation of the project, leveraging past engagements with Togo's Ministry of Community Development. Lessons from earlier Bank-financed projects, namely the PDC and PDCplus, which aimed at promoting community development and social protection, were instrumental in refining the project's design, leading to the introduction of national-scale cash transfers. This project improved beneficiary targeting by combining geographic targeting with a PMT and community validation, ensuring a more inclusive approach. Additionally, insights from the Sahel region on shock responsiveness and climate adaptability were integrated into the project, enhancing household resilience to external shocks. This included "Cash++" interventions, which combine cash transfers with income-generating activities and training. The project also played a crucial role in Togo's COVID-19 response by expanding cash transfers to the poorest and providing technical assistance to bolster the social protection system. The project's design also included a strong focus on capacity building and community-based approaches, which contributed to its overall effectiveness.

Project implementation was effectively managed by ANADEB (National Community Development Support Agency, *Agence Nationale d'Appui au Développement à la Base*), under the technical oversight of the Ministry of Grassroots Development, Youth, and Youth Employment (*Ministère du Développement à la Base, de la Jeunesse et de l'Emploi des Jeunes*). The project was firmly established within the



framework of ANADEB, with its General Directorate taking charge of both execution and monitoring. Oversight was further ensured by a Board of Directors.

Collaboration for project execution was formalized through agreements between ANADEB and the World Bank, complemented by a subsidiary agreement with the government outlining each party's role. The Project Implementation Unit (PIU), which included monitoring and evaluation specialists, was tasked with tracking the progress of the project's components. Oversight was provided by the General Director of ANADEB and a Strategic Coordinator, ensuring diligent monitoring and guidance.

The Project Appraisal Document outlined a comprehensive risk assessment and mitigation strategy, identifying key risks as "Moderate" overall, with substantial concerns in political governance, institutional capacity, and fiduciary aspects. Mitigation measures included community-driven development approaches, capacity building initiatives, and a robust monitoring and evaluation framework to enhance local engagement.

Quality-at-Entry Rating

Satisfactory

b. Quality of supervision

The Bank's supervision efforts were instrumental in ensuring that the project not only met its goals but also adapted to the changing socio-economic landscape, particularly in response to the COVID-19 pandemic. The project successfully mobilized additional funds to implement emergency cash transfers and economic inclusion activities, demonstrating a proactive approach to supervision that prioritized the needs of vulnerable populations during a crisis.

The project implemented robust fiduciary management practices, including regular audits and financial reviews, which ensured compliance with Bank standards. The establishment of a GRM further enhanced accountability, allowing beneficiaries effectively to report issues related to project implementation. Additionally, the adequacy of supervision inputs and processes was evident through the comprehensive training provided to local agencies like ANADEB, which strengthened their capacity to manage social protection programs. Performance reporting was characterized by candor and quality, with regular assessments highlighting both achievements and challenges faced during implementation. This transparency allowed for timely adjustments to strategies and ensured that transition arrangements were in place for the continued operation of supported activities post-project closure.

Quality of Supervision Rating

Satisfactory

Overall Bank Performance Rating

Satisfactory



9. M&E Design, Implementation, & Utilization

a. M&E Design

The project's M&E design was robust, with a comprehensive results framework that included clear indicators and targets for measuring progress. The M&E system was designed to track both outputs and outcomes, ensuring that achievement of the project's objectives could be effectively assessed.

ANADEB was charged with implementing the M&E framework. ANADEB relied on PDCplus staff, expanding the scope of its roles and responsibilities to better meet World Bank standards. Regional offices, staffed with experienced consultants, were to facilitate data collection and feedback to the PIU, enhancing monitoring and progress tracking. The involvement of local institutions and community-based organizations in the M&E process contributed to the accuracy and reliability of data.

b. M&E Implementation

The implementation of the M&E system was effective, with regular data collection and reporting. The project management unit ensured that M&E activities were conducted as planned. The involvement of local stakeholders in the M&E process helped ensure that data was accurate and reflective of on-the-ground realities.

c. M&E Utilization

The project demonstrated effectiveness in M&E by leveraging its decentralized structures to relay information from local implementation to the central level, allowing for timely adjustments to project execution. This adaptability was evident in several key areas, including:

Temporary Biometric IDs: The project identified and implemented solutions to provide temporary biometric IDs to beneficiaries, enabling them to obtain SIM cards.

Digital Literacy Support: When the need arose, the project offered ad-hoc digital literacy support to ensure beneficiaries could effectively utilize technology.

SIM Card Replacement Assistance: The project also assisted households in replacing lost SIM cards, ensuring continued access to essential services.

M&E Quality Rating

Substantial

10. Other Issues

a. Safeguards

The project was classified Category B for environmental safeguards. Overall environmental and social safeguards risk at appraisal was rated Substantial. Environmental Assessment (OP/BP 4.01), Physical



Cultural Resources (OP/BP 4.11), and Involuntary Resettlement (OP/BP 4.12) were triggered. The project developed an Environmental and Social Management Framework (ESMF) and a Resettlement Policy Framework (RPF) to manage associated risks and impacts. The ESMF was updated to include economic inclusion measures and potential risks related to cash transfer activities. The project ensured compliance through a dedicated team of environmental and social safeguards specialists. A gender-based violence (GBV) action plan was developed, and GBV training was provided to project staff. Measures were also incorporated to handle complaints related to sexual exploitation and abuse (SEA) and sexual harassment (SH). The project adopted a four-step approach to ensure the environmental and social sustainability of business grants. This included developing a list of excluded activities, educating beneficiaries, assessing business plans for risks, and monitoring a subset of funded activities. With regard to the GRM, a three-tier complaint management mechanism was established at village, regional, and national levels. Sensitive complaints related to GBV, SEA, SH, and child exploitation were managed by the central level and specialized care structures. The GRM was operational (including on GBV aspects) and recorded cases and resolutions, addressing issues such as errors in inclusion/exclusion, payments, and fraudulent reporting. The results framework indicates that 100 percent of grievances were addressed within the timeframe established by the GRM manual and that 100 percent of cases submitted by women were addressed within the timeframe established by the GRM manual.

All Implementation Status and Results Reports (ISRs) assessed overall safeguards in the satisfactory range, with the exception of the January 4, 2019 ISR, which deemed them Moderately Unsatisfactory. This was explained by limited progress achieved on adopting recommendations from previous safeguards missions to reduce delays pertaining to the identification and validation of community microprojects and the selection of implementation sites, and project safeguards specialists estimating a six-month timeframe to screen all community microprojects for compliance with safeguards policies. The progression of overall safeguards ratings was as follows: initially, three ISRs conferred a Satisfactory rating, succeeded by a single ISR with a Moderately Unsatisfactory rating, thereafter four ISRs with a Moderately Satisfactory rating, and the final six ISRs bestowing a Satisfactory rating.

b. Fiduciary Compliance

The project complied with the arrangements agreed upon at appraisal. Desk reviews were conducted quarterly for interim financial reports (IFR) and annually for audit reports, alongside continuous reviews of interim internal control systems reports as they became available. On-site visits included a biannual review of the financial management (FM) system's overall operation through implementation support missions and monitoring of actions based on findings from audit reports, auditors' management letters, and internal audits, which, alongside transaction reviews, were conducted as necessary. Additionally, capacity building support was provided through FM training sessions throughout the implementation phase, highlighting a comprehensive approach to maintaining robust practices.

ANADEB, serving as the dedicated PIU for the project, oversaw the accounting, expenditures, and resource management for the project, with FM responsibilities centralized at the PIU. An evaluation at the time of the project's additional financing found ANADEB's FM arrangements satisfactory, aligning with the World Bank's fiduciary standards for investment policy financing, with no significant changes from the original grant's FM practices, except for an added subcomponent to provide economic inclusion activities for additional beneficiaries. The FM risk for the AF was considered substantial due to potential risks associated with using the Novissi platform in a World Bank-funded project. The audited financial



statements were timely and received an unqualified opinion, indicating no overdue audits or IFRs. There were no reported issues of corruption or misuse of funds associated with the project.

Specific arrangements were made for the disbursement of cash through mobile operators. The specific arrangements for disbursing cash transfers and managing small business grants, as defined under Part B.3 of the Financing Agreement, involved ANADEB, the project's implementing agency, establishing agreements with Novissi and two mobile operators, Moov Africa Togo and Togocom. The project transferred funds to the mobile operators' accounts, with the amounts to be deposited confirmed by Novissi. Novissi then instructed the mobile operators to disburse payments to eligible beneficiaries, who received quarterly cash transfers of business grants. The mobile operators then reported the payment transactions to Novissi and ANADEB.

All ISRs assessed compliance with procurement standards in the satisfactory range. The progression of procurement ratings was as follows: initially, six ISRs conferred a Satisfactory rating, succeeded by two ISRs with a Moderately Satisfactory rating. Thereafter, two ISRs assigned a Satisfactory rating, followed by two ISRs with Moderately Satisfactory ratings. The final two ISRs bestowed Satisfactory ratings.

ISRs consistently rated financial management in the satisfactory range. The ratings evolved as follows: the first two ISRs issued a Satisfactory rating, which was followed by six ISRs that determined the rating to be Moderately Satisfactory, culminating in the final six ISRs restoring a Satisfactory rating.

c. Unintended impacts (Positive or Negative)

None noted.

d. Other

None noted.

11. Ratings

Ratings	ICR	IEG	Reason for Disagreements/Comment
Outcome	Highly Satisfactory	Highly Satisfactory	
Bank Performance	Satisfactory	Satisfactory	
Quality of M&E	High	Substantial	
Quality of ICR	---	Substantial	

12. Lessons



Lessons can be drawn to highlight the importance of strategic design, community involvement, digital innovation, flexibility, capacity building, and economic empowerment in the successful implementation of social protection projects:

Lesson 1: Simplification and Targeting. Simplifying project design and focusing on core activities can significantly enhance implementation efficiency. Employing a multi-step targeting strategy that includes geographic targeting, PMT, and community validation can ensure that the most vulnerable populations are accurately identified and included. This approach can streamline operations and enhance the inclusivity and effectiveness of social protection programs.

Lesson 2: Digital Innovations and Adaptability. Incorporating digital advancements in project design can significantly improve the resilience and adaptability of social protection systems. Digital payment methods and platforms, such as the Novissi platform used in Togo, can enhance the efficiency and reach of cash transfer programs, especially in times of crisis. Prioritizing the development and integration of digital tools can ensure timely and effective service delivery.

Lesson 3: Community Involvement and Local Governance. Engaging local communities and strengthening local governance structures can be critical for the sustainability and success of social protection programs. Community involvement can enhance the relevance and acceptance of interventions and build local capacity and accountability. Future projects can benefit from prioritizing community-driven approaches and investing in capacity building initiatives for local authorities.

Lesson 4: Flexibility and Responsiveness. Flexibility and responsiveness can be essential attributes for the successful implementation of social protection projects. Designing projects with built-in mechanisms for rapid adaptation to changing circumstances, such as economic shocks or health crises, can ensure that projects can pivot effectively in response to unforeseen challenges. This includes having contingency plans, flexible funding arrangements, and adaptive management practices.

Lesson 5: Capacity Building and Institutional Strengthening. Investing in capacity building and institutional strengthening can be fundamental for the long-term success and scalability of social protection programs. Training and capacity building initiatives can equip implementing agencies with the necessary skills and knowledge, enhancing the immediate effectiveness of the project and building a robust foundation for future social protection efforts.

Lesson 6: Economic Inclusion and Empowerment. Combining cash assistance with economic empowerment activities can significantly enhance the impact of social protection programs. Providing beneficiaries with the tools and support needed for entrepreneurship and income generation can help address employment barriers and build long-term resilience. Integrating economic inclusion components can complement direct cash transfers and promote sustainable livelihoods.

13. Assessment Recommended?

No



14. Comments on Quality of ICR

The ICR was comprehensive and well structured. It provided a thorough assessment of the project's objectives, design, implementation, and outcomes. The report effectively highlighted the project's achievements and identified key lessons learned. The efficacy section of the ICR could have benefited from a clearer description of project achievements, as well as the targeting methodology employed. Overall, the quality of the ICR was Substantial.

a. Quality of ICR Rating Substantial