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IMPLEMENTATION COMPLETION AND RESULTS REPORT

ON A

GRANT

IN THE AMOUNT OF SDR 9.2 MILLION

(US\$14 MILLION EQUIVALENT)

AND AN ADDITIONAL CREDIT

IN THE AMOUNT OF SDR 7.9 MILLION

(US\$12.1 MILLION EQUIVALENT

TO THE

REPUBLIC OF TOGO

FOR THE

TOGO COMMUNITY DEVELOPMENT AND SAFETY NETS PROJECT (P127200)

{February 12, 2018}

Social Protection & Jobs Global Practice

Africa Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective {February 6, 2018})

Currency Unit = CFA Franc

555.58 CFA= US\$1

1.414US\$ = SDR 1

FISCAL YEAR

January 1 – December 31

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ABBREVIATIONS AND ACRONYMS

ACPE	Community Protection Agent for Children (<i>Agent Communautaire de Protection de l'Enfance</i>)
AGAIB	Agency to Support Community Development (<i>Agences d'Appui aux Initiatives de Base</i>)
ANDB	National Community Development Agency (<i>Agence National de Développement à la Base</i>)
BCC	Behavior change communication
CBA	Cost-benefit analysis
CDD	Community-Driven Development
CDP	Community Development Project
CFAF	CFA Franc
GDP	Gross Domestic Product
GOT	Government of Togo
GNI	Gross National Income
GRM	Grievance Redress Mechanism
ICR	Implementation Completion and Results Report
IGA	Income Generating Activities
ILO	International Labor Organization
LIPW	Labor Intensive Public Works
M&E	Monitoring and Evaluation
NGO	Non-Governmental Organization
p.p.	Percentage points
PA	Parent Association
PAD	Project Appraisal Document
PDCPlus	Community Development Safety Nets Project (<i>Projet Développement Communautaire Plus</i>)
PDO	Project Development Objective
PERI-1	Education & Institutional Strengthening Project (<i>Projet Education Renforcement Institutionnel</i>)

PIU	Project Implementation Unit
PPP	Purchasing power parity
PURP	Emergency Poverty Reduction Program
SSA	Sub-Saharan Africa
SSN	Social Safety Net
TF	Trust Fund
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
VDC	Village Development Committee
WDI	World Development Indicators
WFP	World Food Program

Table of Contents

DATA SHEET	ERROR! BOOKMARK NOT DEFINED.
I. PROJECT CONTEXT AND DEVELOPMENT OBJECTIVES	6
A. CONTEXT AT APPRAISAL	6
B. SIGNIFICANT CHANGES DURING IMPLEMENTATION	10
II. OUTCOME	12
A. RELEVANCE OF PDO	12
B. ACHIEVEMENT OF PDO	13
C. EFFICIENCY	19
D. JUSTIFICATION OF OVERALL OUTCOME RATING	23
III. KEY FACTORS THAT AFFECTED IMPLEMENTATION AND OUTCOME	25
A. KEY FACTORS DURING PREPARATION	25
B. KEY FACTORS DURING IMPLEMENTATION	27
IV. BANK PERFORMANCE, COMPLIANCE ISSUES, RISK TO DEVELOPMENT OUTCOME	28
A. QUALITY OF MONITORING AND EVALUATION (M&E)	28
B. ENVIRONMENTAL, SOCIAL AND FIDUCIARY COMPLIANCE	29
C. BANK PERFORMANCE	31
D. RISK TO DEVELOPMENT OUTCOME	31
V. LESSONS AND RECOMMENDATIONS	32
ANNEX 1. RESULTS FRAMEWORK AND KEY OUTPUTS	34
ANNEX 2. BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION	46
ANNEX 3. PROJECT COST BY COMPONENT	47
ANNEX 4. BORROWER, CO-FINANCIER AND OTHER PARTNER/STAKEHOLDER COMMENTS ...	48
Summary of the Government of Togo's Implementation and Completion Review for the PDC Project ..	48
ANNEX 5. LIST OF SUPPORTING DOCUMENTS	57

List of Tables

Table 1. Progress towards PDO indicators Supporting Objective 1	14
Table 2. Regional Poverty and Subprojects Financed.....	15
Table 3. Progress towards PDO indicators Supporting Objective 2	15
Table 4. Quality of infrastructure built.....	20
Table 5. Allocation of Grant and Credit Resources, in US\$ millions.....	23
Table 6. Project Ratings under new ICR guidelines	23
Table 7. Project Investments in relation to Regional Contribution to Poverty	24
Table 8. Rates of return of collective IGA, by type of project and region.....	21
Table 9. Rates of return of Individual IGA, by type of project and region	22

DATA SHEET

BASIC INFORMATION

Product Information

Project ID	Project Name
P127200	TOGO COMMUNITY DEVELOPMENT AND SAFETY NETS PROJECT (P127200)
Country	Financing Instrument
Togo	Specific Investment Loan
Original EA Category	Revised EA Category
Partial Assessment (B)	Partial Assessment (B)

Related Projects

Relationship	Project	Approval	Product Line
Additional Financing	P146598-Community Development and Safety Nets Project Additional Financing	07-Mar-2014	IBRD/IDA

Organizations

Borrower	Implementing Agency
Government of Togo	Technical Secretariat PDC

Project Development Objective (PDO)

Original PDO

The proposed Project Development Objective is to provide poor communities with greater access to basic socio-economic infrastructures and social safety nets.

FINANCING

	Original Amount (US\$)	Revised Amount (US\$)	Actual Disbursed (US\$)
World Bank Financing			
IDA-H7670	14,000,000	14,000,000	13,762,387
IDA-53910	12,100,000	12,100,000	11,045,646
Total	26,100,000	26,100,000	24,808,033
Non-World Bank Financing			
Borrower	0	0	0
Total	0	0	0
Total Project Cost	26,100,000	26,100,000	24,808,033

KEY DATES

Approval	Effectiveness	MTR Review	Original Closing	Actual Closing
22-Mar-2012	10-Jul-2012	09-Mar-2015	31-Jul-2015	31-Jul-2017

RESTRUCTURING AND/OR ADDITIONAL FINANCING

Date(s)	Amount Disbursed (US\$M)	Key Revisions
26-Jun-2015	14.19	Change in Loan Closing Date(s)
01-Feb-2017	23.11	Reallocation between Disbursement Categories
02-May-2017	24.72	Reallocation between Disbursement Categories

KEY RATINGS

Outcome	Bank Performance	M&E Quality
Highly Satisfactory	Highly Satisfactory	Substantial

RATINGS OF PROJECT PERFORMANCE IN ISRs

No.	Date ISR Archived	DO Rating	IP Rating	Actual Disbursements (US\$M)
02	11-Dec-2012	Satisfactory	Satisfactory	.94
03	24-Jun-2013	Satisfactory	Moderately Satisfactory	4.15
04	15-Jan-2014	Satisfactory	Moderately Satisfactory	6.21
05	20-Aug-2014	Satisfactory	Moderately Satisfactory	9.95
06	17-Feb-2015	Moderately Satisfactory	Moderately Unsatisfactory	13.08
07	16-Jun-2015	Moderately Satisfactory	Moderately Satisfactory	14.19
08	27-Jan-2016	Satisfactory	Moderately Satisfactory	15.37
09	16-Sep-2016	Satisfactory	Moderately Satisfactory	21.17
10	04-Apr-2017	Satisfactory	Satisfactory	24.72

SECTORS AND THEMES

Sectors

Major Sector/Sector (%)

Education 10

Other Education 10

Health 10

Health 10

Social Protection 70

Social Protection 70

Water, Sanitation and Waste Management 10

Other Water Supply, Sanitation and Waste Management 10

Themes	
Major Theme/ Theme (Level 2)/ Theme (Level 3)	(%)
Private Sector Development	100
Jobs	100
Social Development and Protection	68
Social Protection	68
Social Safety Nets	68
Human Development and Gender	6
Nutrition and Food Security	6
Nutrition	3
Food Security	3
Urban and Rural Development	27
Rural Development	27
Rural Non-farm Income Generation	2
Rural Infrastructure and service delivery	25
Environment and Natural Resource Management	24
Climate change	24
Adaptation	24

ADM STAFF

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I. PROJECT CONTEXT AND DEVELOPMENT OBJECTIVES

A. CONTEXT AT APPRAISAL

1. Context

1. **Togo is a fragile, low income and densely populated country in West Africa.** At the time of Appraisal of the Community Development and Safety Nets Project (PDCPlus, the Project), Togo had a young and fast-growing population of about 7.7 million¹, with 64 percent of the population below the age of 25. At 140 persons per square kilometer, Togo's population density was high compared to Sub-Saharan Africa's (SSA) density of 43 persons per sq. km.

2. **Poverty was high and the country faced numerous development challenges.** In 2010, per capita GDP² was US\$490 compared to an average three times higher, US\$1550 for Sub-Saharan Africa (SSA) countries³. The country ranked 162nd out of 187 in the 2011 UNDP Human Development Index. The latest available survey at the time (2006), found that 62 percent of the population was below the poverty line (around US\$400 per year) and 80 percent of the poor lived in rural areas, where the poverty headcount was above 74 percent. Regional inequality was high. Poverty was more prevalent in the north, with the northernmost region of Savanes having a poverty incidence of 90 percent, with half of the households being in severe or moderate malnutrition⁴. But, because the south was more densely populated, almost half of the total poor population (45 percent) lived in the two southern regions (*Maritime* and *Plateaux*).

3. **Togo was finally emerging from a long socio-economic and political crisis that had affected the country during the 1990s and the first half of the 2000s.** Democratic parliamentary elections had taken place in 2007 followed by presidential election in 2010, and the international community considered both elections fair. Togo's economic growth had remained low following a series of crises—the food and fuel crisis, devastating floods and the effects of the global economic recession, but was expected to improve in view of several factors, including improved business confidence. The Government of Togo (the GOT) had engaged in a process of reforms aimed at pursuing economic development and poverty reduction; previous tensions were easing.

4. **Access to basic social services was one of the main challenges.** The Government's capacity to deliver and fund basic social services was limited, even more so in rural areas and in the northern regions. Overall expenditures on health and education were low, respectively 1.7 and 4.6 percent of GDP in 2009.

5. **Social safety nets were very limited in size and scope, amounting to less than 0.5 percent of GDP and covering less than 10 percent of the population⁵.** The safety net mechanisms in place were poorly targeted and suffered from significant inefficiencies, with over 70 percent of the programs consisting mainly of emergency food distribution, leaving both poor and not-so-poor highly vulnerable to shocks.

¹ 2017 estimate from the World Development Indicators (WDI).

² Source: WDI, accessed November 2017. GDP Per capita in PPP terms, constant 2011 US\$

³ This is the average excluding high-income countries from the Sub-Saharan African group.

⁴ World Food Program (WFP), 2010.

⁵ Social Safety Nets Regional Africa Report, World Bank, 2018

6. **In the two years preceding Appraisal, the Government had made important progress in the social protection sector.** To mitigate the effects of the 2007-2010 crises, the GOT had decided to rely increasingly on social safety nets to manage social risk, improve the population's resilience to economic shocks and address chronic poverty. With World Bank support⁶ under the Community Development Project (CDP, P110943, 2008-2013), the GOT piloted two types of social safety nets: a school feeding program and a Labor-Intensive Public Works (LIPW) program. These constituted the first blocks of a national safety nets system that would eventually include other interventions such as cash transfer programs and that would be an integral part of the social protection policy that the GOT was elaborating.

7. **The CDP⁷ was also providing selected poor communities with improved basic socio-economic infrastructure and income generating opportunities.** The CDP used a community-driven development (CDD) approach, which have been particularly effective in fragile states such as Togo.

8. **This project, also known as PDCPlus (*Project Developpement Communautaire Plus*) is a continuation of the previous CDP and is fully consistent with the GOT's 2009-2011 Poverty Reduction Strategy Paper (PRSP)⁸.** The PRSP prioritized developing human capital, improving basic services, reducing regional imbalances and promoting community development. The Project was designed to test essential tools of a safety net system, including cash transfers.

9. **In a context of crisis and fragility, the development of a social protection system addressed immediate needs, improved resilience and fostered human capital investment.** This project contributed to the development of that system by supporting key programs and delivery systems.

2. Theory of Change

10. **A diagram summarizing the Theory of change is presented in Figure 1.**

11. **Under component one, the theory of change was that supporting community projects under a CDD approach would increase access to social infrastructure services and improve income generation opportunities in targeted vulnerable communities.** Infrastructure construction and rehabilitation would directly increase the availability of health, education, water, sanitation and other basic socio-economic infrastructure assets and thus directly increase access to social infrastructure services (if staff and supplies are provided). Access to capital is a major constraint for exiting the poverty trap, so the project-funds small income generating activities in poor rural communities. These IGA have positive rates of return and provide revenue for consumption. The CDD approach through which these investments would be implemented would promote strong community involvement thereby improving the choice of needed local infrastructure, resource sustainability, and infrastructure quality, as well improving poverty targeting, building community-level social capital, and increasing the demand for good governance.

⁶ The World Bank, the United Nations Children's Fund (UNICEF), the United Nations Development Program (UNDP) and the International Labor Organization (ILO) were providing technical and financial assistance to support this process.

⁷ The CDP (2008-2013)--under the jurisdiction of the Ministry of Community Development Crafts, Youth, and Youth Employment, and the National Community Development Agency that was part of that ministry and charged with mobilizing and coordinating resources in favor of community-based interventions--was responding to needs identified by remote rural communities while strengthening beneficiaries' self-reliance and supporting income-generating activities (IGAs).

⁸ The Project was also fully aligned with the World Bank's Togo Interim Strategy Note (ISN) for FY12-FY13 in its objective to address urgent poverty reduction and social needs. This is particularly the case for Outcome 3.1 "Improved access of communities to basic social and local development services" and Outcome 3.3 "Improved access to social protection services".

12. Under component two, the theory of change was that by providing labor-intensive public works opportunities and cash transfers, the Project enabled access to key elements of a Social Safety Net system. LIPW would provide temporary employment opportunities to mostly unemployed youth in rural areas, and hence income to poor individuals, while at the same time increasing availability of improved natural resource assets and thus increasing access to improved natural resource services (restoration of degraded lands, water and soil conservation, and feeder road maintenance). Cash transfers would provide funding to mothers/caretakers of children at risk of malnutrition or already severely malnourished to improve the children’s nutritional status, while ensuring that their vital records were in order, their growth progress was monitored and they were subjected to proper hygiene. Cash transfers would also be a vehicle for raising awareness of the importance of nutrition, health, hygiene and rights of children, to encourage change in behaviors in the chosen communities. Together, these investments would prevent child malnutrition leading to increased overall child welfare in the short-run and greater human capital in the long run.

Figure 1. Theory of Change Diagram



13. Investments in management and operating costs, would ensure that the Project's investments were appropriately implemented, monitored and evaluated, so that the effective programs supported could be sustained and expanded and that future investments could benefit from lessons of their implementation experience.

3. Project Development Objectives (PDO)

14. The Project Development Objective was to provide poor communities with greater access to basic socio-economic infrastructures and social safety nets.

4. Key Expected Outcomes and Outcome Indicators

15. The Project's Key Expected Outcomes and Outcome Indicators defined to measure progress included two broad and mandatory indicators that covered both expected outcomes (access to infrastructure and to safety nets), three PDO indicators that covered the first outcome (provided poor communities with greater access to basic socio-economic infrastructure) and four PDO indicators that covered the second outcome (provided poor communities with greater access to social safety nets), as follows:

Outcome Indicator 1: Direct project beneficiaries (Target, 70,250);

Outcome Indicator 2: Female beneficiaries (Target, 50 percent).

Outcome 1: Provide poor communities with greater access to basic socio-economic infrastructure

Outcome Indicator 3: Students enrolled in rehabilitated/constructed schools (Target, 20,000)⁹ ;

Outcome Indicator 4: Beneficiaries with access to an improved water source (Target, 30,000)¹⁰ ;

Outcome Indicator 5: Community subprojects operating one year after completion (Target, 80 percent);

Outcome 2: Provide poor communities with greater access to social safety nets

Outcome Indicator 6: Beneficiaries receiving assistance for income-generating activities (Target, 2,250);

Outcome Indicator 7: Beneficiaries receiving cash transfers (Target 8,000);

Outcome Indicator 8: Beneficiaries from LIPW (Target, 10,000);

Outcome Indicator 9: Households receiving cash transfers on schedule (Target, 70 percent);

5. Components

16. The Project comprised three components, as described below, and was to be financed by a SDR 9.2 million IDA Grant (US\$14 million equivalent), and US\$0.35 million equivalent by the GOT.

Component 1. Community subprojects (US\$7 million Grant funding). This component was to rely on a CDD approach to promote community development through two subcomponents.

Subcomponent 1.1 - Infrastructure construction and rehabilitation (US\$6 million Grant funding), would facilitate beneficiary access to improved health, education, water, sanitation and other socio-economic infrastructure through approximately 170 subprojects costing no more than US\$60,000 each.

Subcomponent 1.2 - Income generating activities (IGAs) (US\$1 million grant funding), would finance approximately 150 IGAs costing no more than US\$5,000 each, benefiting small groups

⁹ Estimated since subcomponent was demand driven

¹⁰ Estimated since subcomponent was demand driven

within the targeted vulnerable communities and consisting primarily of small projects in fishing, arts and crafts, and production, transformation, storage and marketing of agricultural products.

Component 2. Social Safety Nets. (US\$4.2 million Grant funding)

Subcomponent 2.1 - Labor Intensive Public Works (US\$2.2 million Grant funding), would provide temporary employment opportunities to about 10,000 poor individuals by financing works such as restoration of degraded lands, water and soil conservation, and feeder road maintenance. Activities were to have at least 60 percent of the total budget allocated to labor costs, and youth living in rural areas were expected to represent 70 percent of all beneficiaries.

Subcomponent 2.2 – Pilot Cash Transfers (US\$2 million grant funding), would complement a UNICEF financed Nutritional Care Project operating in 565 villages by piloting a cash transfer (CT) program targeting children at risk of malnutrition or already severely malnourished in the northern regions (Kara and Savanes) where malnutrition rates were the highest. Monthly CTs would be provided to children’s mothers/caretakers, together with growth monitoring and training sessions for caregivers on health, hygiene and nutrition. The CT would be 5,000 CFAF per month (equivalent to approximately US\$10) per child aged 6-24 months or severely malnourished, for a maximum of 18 months. Soft conditionalities would include having a birth certificate for the child, attending training and growth monitoring sessions and schooling older siblings, and strong compliance would be rewarded with extra cash, as specified in the Project Implementation Manual (PIM).

Component 3. Management and Operating Costs (US\$2.8 million Grant funding), would finance the salaries and operating costs of the five regional implementing agencies and of the Technical Secretariat, as well as monitoring and evaluation activities, information and communication campaigns, the financial and technical audits and other consulting services.

B. SIGNIFICANT CHANGES DURING IMPLEMENTATION

17. **The Project had two main restructurings.** The first restructuring (February 2014) was processed together with an Additional Financing (AF) under an IDA Credit with the amount of SDR 7.9 million (US\$12.1 million equivalent). This first restructuring: (a) extended the Closing Date by 14 months from July 31, 2015 to September 30, 2016; (b) reallocated funds; and (c) incorporated an additional Outcome Indicator and revised existing Outcome Indicator targets in line with activities that were included and/or scaled up under the AF. The AF was provided to finance costs associated with: (a) scaling up the Project by increasing support for community infrastructure sub-projects (additional US\$5.5 million equivalent) and pilot cash transfer (US\$1.1 million equivalent); (b) providing US\$5.0 million equivalent in finance for a new community-based school feeding sub-component¹¹; and (c) providing an incremental US\$1.8 million equivalent increase for project management under Component 3 to manage the additional activities through the AF’s September 30, 2016 Closing Date. With the scaling-up of the Project and providing finance for the school feeding program, the total Project cost increased to an estimated

¹¹ The cost of the School Feeding component was estimated at US\$7.1 million, of which US\$2.1 million would be provided through counterpart funds.

US\$29.7 million, of which the GOT would finance an estimated US\$1.5 million equivalent for cash transfers and US\$2.1 million equivalent for school feeding.

18. A second restructuring (June 2015) again extended the closing date of the original Grant by 14 months, to September 30, 2016¹². As noted in the Restructuring Paper, the purpose of this extension was: (i) to provide additional time to make use of the local currency equivalent of approximately US\$260,000 in additional resources resulting from currency fluctuations in the Euro (to which the CFAF is pegged) relative to Special Drawing Rights; and (ii) to allow additional time for the implementation of the pilot cash transfer program under Component 2 of the Project. A third restructuring in May 2016 extended the Closing Date of both the Grant and the Credit by 10 months, to July 31, 2017 to align the closing dates of the PDCPlus and the Japanese Social Development Grant (TF 14860) supporting the cash transfers pilot. Two final and minor restructurings (January and May 2017) addressed minor reallocation of funds among disbursement categories only.

1. Revised PDO and Outcome Targets

19. The PDO was not revised, although an additional Outcome Indicator was included and existing Outcome Indicator targets were revised under the AF. Specifically, the revisions to the Project's Results Framework were to: (i) add new indicators to measure the results of the newly incorporated school feeding program; (ii) revise target values for existing indicators to reflect the scaled-up activities (see below); and (iii) specify certain target values that were missing in the original PAD and align indicators to the World Bank's core indicators (there was no change in substance for these, only in wording). Further, several new Intermediate Outcome Indicators were included, and several existing Intermediate Outcome Indicators were revised (Annex 1).

2. Revised PDO Indicators

20. The Project's Outcome Indicators and targets were revised to the following:

Outcome Indicator 1: Direct project beneficiaries (Target, 125,250);

Outcome Indicator 2: Female beneficiaries (Target, 50 percent).

Outcome 1: Provide poor communities with greater access to basic socio-economic infrastructure

Outcome Indicator 3: Students enrolled in rehabilitated/constructed schools (Target, 30,000)¹³ ;

Outcome Indicator 4: Beneficiaries with access to an improved water source (Target, 40,000)¹⁴ ;

Outcome Indicator 5: Community subprojects operating one year after completion (Target, 80 percent);

Outcome 2: Provide poor communities with greater access to social safety nets (Target in parenthesis)

Outcome Indicator 6: Beneficiaries of Labor Market Programs (2,250);

Outcome Indicator 7: Beneficiaries of Safety Net Programs (53,000);

Outcome Indicator 8: Safety Net Programs Beneficiaries – Unconditional Cash Transfers (8,000)¹⁵

¹² The Project Paper for the Proposed Restructuring and Additional Credit dated February 11, 2014 proposed a Closing Date of September 30, 2016 for the AF, and an extension of the Closing Date of the Grant from the original July 31, 2015 to September 30, 2016. For some reason, a Restructuring Paper dated June 2, 2015 again extended the Grant's Closing Date from July 31, 2015 to September 30, 2016.

¹³ ¹³ Estimated since subcomponent was demand driven.

¹⁴ ¹⁴ Estimated since subcomponent was demand driven.

¹⁵ Includes JSDF financing

Outcome Indicator 9: Beneficiaries of Safety Net Programs – Cash-for-Work, Food-for Work and Public Works (10,000);

Outcome Indicator 10: Safety Net Programs Beneficiaries – School Feeding (35,000)

Outcome Indicator 11: Households receiving cash transfers on schedule (70 percent);

3. Revised Components

21. **The Project's components were not revised.** However, with the AF, original components were scaled up and a new community-based school feeding sub-component was included in the AF. The new Sub-component 2.3 provided continued support to the school feeding model developed and financed under the CDP. The Project was to finance feeding programs for at least 35,000 students in targeted schools for the 2014-2015 school years. The model was based on the informal system that had been established under the CDP: village women prepared and distributed meals through parent-teachers' association and with the support of well-trained and experienced local NGOs.

Rationale for Changes and Their Implication on the Original Theory of Change

22. The rationale for changes under the AF were: (a) the enormous demand for the Project's investments; (b) the remaining undisbursed funds under the Grant needed to be allocated and used rapidly; (c) there was a funding gap for the school feeding program when the earlier CDP closed, threatening its continuation, despite having shown positive results; (d) the GOT remained committed to the PDCPlus, as demonstrated through its commitment of counterpart funding, and (e) the implementing agency had demonstrated that it had the absorptive capacity to deliver a greater volume of activities than what was already being financed.

23. The scaling up of investments did not affect the Original Theory of Change. The Theory of Change for the school feeding was that investments in providing one diversified meal daily for primary school children would improve their nutritional well-being during times of food insecurity, and indirectly improve school enrolment, attendance and performance, and transfer resources to households under stress.

II. OUTCOME

A. RELEVANCE OF PDO

1. Assessment of Relevance of PDO and Rating

24. **The relevance of the PDCPlus' PDO was High.** The Project's PDO was relevant when it was approved, and continues to be highly relevant at present. Despite modest progress in reducing poverty in recent years, poverty and extreme poverty levels remain high, affecting respectively 55 and 49 percent of the population. Despite recent economic growth, Togo's ranking on the United Nations Human Development Index has fallen to 166th out of 187 countries (the bottom 10 percent) in 2013. While progress has been made in improving living conditions in rural areas, just over three quarters of Togo's poor live in rural areas, which have a higher incidence of poverty (68.7 percent) compared to the capital, Lomé (34.8 percent). The Government's National Development Plan for 2018-2022 has made improving service delivery at the local level a top priority, to promote basic social and infrastructure service and improve their quality.

25. The World Bank’s Country Partnership Framework (CPF) for the Republic of Togo for the Period FY17-FY20 responds directly to these needs and to the PDO that the Project supported¹⁶. The CPF proposes IDA support for the Government’s efforts of scaling up social services, strengthening health systems and empowerment of local government and communities. Decentralized service delivery, citizen engagement and capacity building are emphasized for: (a) local authorities in secondary cities to upgrade, expand, or build critical infrastructure services; (b) community organizations to select and deliver small-scale basic services; c) scale up of successful safety net programs in the poorest communities to ensure that the most vulnerable receive assistance. Further, the CPF proposes, to deepen the World Bank Group’s engagement in programs where past interventions have had the greatest impact, and highlights in this respect that it will “scale up existing support for CDD approaches and social protection programs, which have demonstrated that empowering local communities and decentralizing decision making with sustained support has a rapid impact on poverty in Togo”. In this respect, the CPF not only substantiates the continued high relevance of the Project’s PDOs, but also of its decentralized design under a CDD approach.

B. ACHIEVEMENT OF PDO

1. Assessment of Achievement of Each Objective/Outcome

26. **The Project was successful in meeting its objective and is rated High for Efficacy** . The objective was to provide poor communities with greater access to basic socio-economic infrastructures and social safety nets, as measured by its Key Outcome Indicators. The PDO is divided in two: (i) to provide poor communities with greater access to basic socio-economic infrastructures, and (ii) to provide poor communities with greater access to social safety nets. The objectives and indicators are as follows:

Indicator 1: Direct project beneficiaries

Indicator 2: Female beneficiaries

Objective 1: provide poor communities with greater access to basic socio-economic infrastructures

Indicator 3: Students enrolled in rehabilitated/constructed schools

Indicator 4: Beneficiaries with access to an improved water source

Indicator 5: Community subprojects operating one year after completion

Objective 2: provide poor communities greater access to social safety nets¹⁷

Original Indicator 6: Beneficiaries receiving assistance for income generating activities

Revised Indicator 6: Beneficiaries of Programs Supporting Entrepreneurship

Original Indicator: Beneficiaries receiving cash transfers¹⁸

Original Indicator: Beneficiaries from LIPW¹⁹

Revised Indicator 7: Beneficiaries of Safety Net Programs (SN)

Revised Indicator 8: Beneficiaries of SN-Unconditional Cash Transfers

Revised Indicator 9: Beneficiaries of SN—School Feeding Programs

Revised Indicator 10: Beneficiaries of SN—Cash-for-Work, Food-for-Work and Public Works

Revised Indicator 11: Households receiving cash transfers on schedule

¹⁶ World Bank, Country Partnership Framework for the Republic of Togo for the Period FY17-FY20, Report 112965-TG, dated April 20, 2017.

¹⁷ This indicator was modified to align it with the World Bank’s core indicators. The target was unchanged.

¹⁸ This indicator was modified to align it with the World Bank’s core indicators and to include an indicator for the new School Feeding Program. The target for the original indicator was unchanged, and a target was included for the new Program.

¹⁹ This indicator was modified to align it with the World Bank’s core indicators. The target was unchanged.

27. **The Project exceeded all its defined Outcome Indicators.** It benefited 315,246 rural poor (against a formally revised target of 125,250 individuals), in 1,020 of the poorest communities in 200 of the poorest cantons, among all of Togo’s five regions. Slightly over half of the Project’s beneficiaries (50.1 percent) were women.

28. **The Project achieved its first objective satisfactorily.** Following a CDD approach, it financed 346 basic socio-economic infrastructure subprojects. Although the PAD had noted that it was difficult to establish precise targets for infrastructure under a CDD approach, the Project achieved Intermediate Outcome targets related to education, water and health. The subprojects included the construction or rehabilitation of: 196 primary schools (benefitting 39,831 students); 97 water wells (benefitting 50,320 beneficiaries), and 26 health centers.

29. **A technical audit of the community infrastructure sub-projects indicates that overall quality was strong: projects were well built and fit for purpose.** There was variance in quality: for instance, some schools created a community dynamic that exceeded expectations, while other structures were vandalized and repairs delayed. Infrastructure sub-projects required that communities select the lowest bid, which introduced issues: some contractors inexperienced with competitive bidding submitted unrealistically low bids, therefore requiring greater community and project follow-up. Ultimately the audit found that 92 percent of projects met minimum satisfactory technical quality, and 94 percent were operating one year after completion (exceeding the 80 percent target for both measures). The financial commitment of the communities to support the building efforts by providing five percent of the infrastructure costs in terms of material helped in aligning incentives towards efficient completion of works and usage of the facilities.

Table 1. Progress towards PDO indicators Supporting Objective 1

PDO indicators supporting Objective 1: to provide poor communities with greater access to basic socio-economic infrastructures	Baseline July 2012	Original Target July 2012	Revised Target March 2014	Achieved at Completion July 2017	Percent of revised target achieved
Students in rehabilitated schools	0	20,000	30,000	39,831	133%
Beneficiaries with improved water source	0	30,000	40,000	50,320	126%
Community subprojects operating one year after completion (Percentage)	0	0	80	100	125%

30. **The objective of focusing basic infrastructure in poor communities was also met.** By design, projects would be implemented in the country’s 200 poorest cantons among its five regions²⁰. The share of projects in each region was determined by the overall percent of the country’s poor residing in it. Within each of the 200 eligible cantons, communities were selected based on predefined criteria, including: lack of an all-season road, difficulty in access to potable water, distance to markets, distance to the nearest primary school, distance to the nearest health center, and the percentage of houses with

²⁰ The poorest cantons following the 2011 QUIBB. The 5 regions exclude Lomé, the capital)

thatch roofs. The technical audit confirmed that projects were allocated following the criteria, and that the regional allocations of projects corresponded to national poverty rates (Table 2).

Table 2. Regional Poverty and Subprojects Financed

Region	Number of Cantons where Subprojects were financed	Number of Subprojects Financed	% of Subprojects Financed	Region's Poor as a % of Total Poor
Maritime	31	53	15	14
Plateaux	59	99	29	26
Centrale	32	50	14	14
Kara	34	58	17	15
Savanes	44	86	25	19
Total	200	346	100	88 ²¹

31. **The Project's second objective was also met.** This objective was to provide poor communities with greater access to social safety nets, through the implementation of income-generating projects (IGA), the pilot cash transfers program and accompanying measures to raise awareness of health and nutrition of children, LIPW, and school feedings. The Project exceeded the (restructured) targets of all its PDO indicators. (Table 3).

Table 3. Progress towards PDO indicators Supporting Objective 2

PDO Indicators supporting Objective 2: To provide poor communities with greater access to social safety nets	Baseline July 2012	Original Target July 2012	Revised Target March 2014	Achieved at Completion June 2017	Percent of revised target achieved
Beneficiaries of Labor Market programs - Supporting entrepreneurship	0	0	2,250	5,098	227%
Social safety net programs beneficiaries	0	0	53,000	85,768	162%
o/w Cash transfers	0	8,000	8,000	18,270	228%
o/w Labor-intensive public works	0	0	10,000	12,754	128%
o/w School feeding	0	0	35,000	47,550	136%
% HH Receiving cash transfers on time	0	0	70	94.15	135%

Income Generating Subprojects.

32. **The IGA also followed a CDD approach.** An information campaign disseminated its availability and conditions in eligible cantons, prequalified intermediary NGOs to support beneficiaries. Requests for funding were approved based on technical and economic feasibility, and supervision by NGOs was given. In all, 208 IGA were approved (against a target of 150), providing finance to 3,530 beneficiaries. The projects financed vegetable production (22), production of cereals (52), purchase and sale of cereals (23), cattle breeding (74), transportation of local products (18), mills (10) and others (10). The technical audit confirmed that projects were allocated to groups in the 200 poorest cantons, that the groups were in existence for between four and ten years, and that most groups (70 percent) consisted of only female members. It also found that only six percent of IGA projects had been abandoned.

33. **The ICR mission observed an expected heterogeneity in the success of IGA.** For example, anecdotal evidence suggests that husbandry IGA are not working as well as they should. The breeding of

²¹ The difference of 12 percent relates to the Lomé region.

pigs seemed to be particularly problematic, with many beneficiaries reporting the deaths of their pigs due to diseases, especially since vaccinations are not always performed. Pigsties may need to be redesigned and extended, as their current design does not seem to be adapted to the climate of the north. Many beneficiaries of piglets merely keep them surviving, but could not sell them, thus defeating the purpose of the IGA.

34. The success of IGA heavily depends on the capacity of the PiU and of the local Agency to Support Community Development (Agences d'Appui aux Initiatives de Base, AGAIB) to provide support, training, and understand local dynamics. This capacity is not always given. Many IGA fail, either within a year or after a few. The ICR thus makes the following recommendations:

- Prioritize grants towards micro-projects created by individuals. Associative entrepreneurship has shown much lower rates of return and of survival.
- Ensure that the projects are adapted to the local potential and needs, and insist on the training and monitoring of micro-projects.
- Increase the behavioral incentives by demanding a higher co-payment of the beneficiaries. Currently set at five percent of the programs' costs, perhaps a slightly higher co-payment could nudge the entrepreneurs towards better management, although this may exclude the poorest from participating.

Cash Transfers.

35. The pilot cash transfer program also exceeded expectations, despite initial delays. In all, 18,270 mothers or caregivers received monthly cash transfers amounting to CFAF 5,000 (US\$9.00) through the financial agent *La Poste Togolaise*. An additional 11,330 beneficiaries received transfers funded by the GOT. The transfers were targeted to 217 villages in Kara and Savanes, where malnutrition rates are the highest. Transfers were provided to pregnant women, mothers/caregivers of children up 24 months (or 60 months if the child was considered severely malnourished). Behavior change communication (BCC) activities and training were organized, which provided mothers with essential knowledge in nutrition, health, hygiene, children's rights and protection in the following areas:

- | | |
|---|--------------------------------------|
| (a) pre-natal screening for pregnant women; | (g) nutritional diversity; |
| (b) delivery in health centers; | (h) schooling of siblings; |
| (c) registration of children in the civil registry; | (i) mother's and children's hygiene; |
| (d) regular children monitoring in health centers; | (j) women's decision-making power; |
| (e) children's health; | (k) violence against women, and |
| (f) anthropometrics of children; | (l) killing of "baby sorcerers". |

36. The CT were implemented in Kara and Savanes, where the malnutrition rates were respectively 5.8 percent and 7.5 percent, against a national average of 4.8 percent. 297 villages were selected per their malnutrition rates. Of these villages, 80 were in the control group for the carrying out of the Impact Evaluation (IE). Hence, mothers and/or caregivers in 217 villages benefited from cash transfers (121 financed by IDA and 96 financed by GOT counterpart funding). The potential beneficiaries

were validated at the community level and audited by independent consultants. An audit in 2016 found that after addressing the initial problems encountered in the timely distribution of cash transfers, at completion 97 percent of beneficiaries were receiving transfers on time. An audit of the list of beneficiaries revealed an error of inclusion of only three percent.

37. This component was co-financed by the Japanese Social Development Fund (JSDF). The JSDF co-financed the component through the project P144484 for a grant amount of 2.55 million USD. This co-financing contributed to the outcomes achieved under this component.

38. The IE was funded by UNICEF, and carried out by an independent international research institute. It covered 162 villages (80 in the control group and 82 randomly selected from among the 217). The IE followed a differences-in-differences methodology to establish whether the results of the final survey (2016) revealed significant difference from the baseline survey (2014) between the control and target groups. The main findings, which will have future impacts beyond the Project's objectives, were:

- The transfer amount was predominantly spent on expenses for children. Households spent the transfers on: children's nutrition (91 percent of cases), health (68 percent), soap and laundry detergent (64 percent), shoes/clothing (59 percent) and nutrition of others in the household (55 percent);
- The percentage of mothers/caregivers declaring their children as sick in the previous 15 days fell from 32 percent at baseline to 13 percent at completion. The decrease was more notable among beneficiaries than in the control group;
- The percentage of children with low birth weight among beneficiaries fell from 13 percent at baseline to 7 percent at completion while it remained stable among non-beneficiaries.
- The transfers had a marked impact on the registration of children for birth certificates, and an improvement in women's knowledge about children's growth monitoring, health, children's rights and hygiene. Pre-natal visits increased from 88 percent to 94 percent for those receiving transfers and BCC.
- Giving birth in a health facility showed a strong increase, going from 39 percent to 50 percent among the test group, while there was no improvement in the control group.
- Nutritional diversity improved from 14 percent to 19 percent, and school attendance of siblings increased from 88 percent to 95 percent for beneficiaries, compared to smaller improvements in the control group.

39. The IE further found that, relative to the control group, the cash transfer program resulted in: (a) a 12.3 percentage point (pp) decrease in stunting; (b) a 12 pp increase in children's health visits; (c) an increase of 25 pp in the registration of newborns in the civil registry; (d) a 12 pp reduction in the number of women declaring that their children were sick within 15 days prior to the survey; (e) a 15 pp increase in children's regular health monitoring, and (f) a 7 pp reduction in the infants born with low birth weight. The cash transfer program had no measurable impact on average birth weight, however.

40. Nevertheless, the IE found that the cash transfers resulted in a perverse impact: 70 percent of beneficiaries of cash transfers declared that they intended to have additional children compared to only 58 percent of the non-beneficiaries in the control group.

Behavior-Change Communications

41. The Cash Transfers component should have organized an analysis of the net effect of the accompanying BCC measures. These accompanying measures seemed to have been very well designed, and the feedback from the field trip is that they had a very high effect on behavior change. This is also observed on the before-after measures in the impact evaluation. However, the impact evaluation only estimated the effect of the cash transfers. It would be highly informative for governments to know how much the information and training campaigns can do to change behavior for the better and raise long-term human capital. In addition to qualitative information regarding the design and policy, there is anecdotal evidence from the beneficiaries that the BCC measures were valued. Specifically, at the close of the project, beneficiaries that received cash transfers and who were also required to also participate in the BCC indicated that they would welcome further BCC information sessions, even after their final transfer was received.

Labor Intensive Public Works (LIPW).

42. The program completed a total of 154 projects, of which 115 for rural roads and 39 for water wells and other agricultural works, against a target of 125. It benefitted 12,754 individuals (against a target of 10,000) and created 510,160 labor days (against a target of 400,000). The goal was that at least 60 percent of project costs financing labor; the Project also exceeded this target—65 percent of costs financed labor payments to beneficiaries. The project met its target for gender--women's participation in LIPW was 39 percent (target 40 percent), but at 58 percent fell slightly short on its target of 70 percent for youth (aged 18 to 35) participation.

43. The independent technical audit found that technical quality was high for water wells and other projects (80 percent) but relatively low for rural roads (52 percent), mainly due to lacking maintenance (Table 5).

44. LIPW subprojects were implemented in the 200 eligible cantons, and the communities were selected with the same criteria as applied to community projects (para.12). They were targeted at youth, with criteria including family size with a high percentage of non-employed, the lack of means of production such as land, animals and other agricultural inputs, etc.

School Feeding.

45. Following the successful experience under the CDP, the school feeding program introduced in the AF was based on a system of village women who prepared and distributed meals at primary schools in poor and vulnerable parts of the country, under the supervision of 12 pre-selected NGOs. Schools were selected randomly from among primary schools in the country's 200 poorest cantons (with adjustments to eliminate schools in relatively better off urban areas in the cantons and other to include all groups in selected schools). As a result, almost all schools (99 percent, against a target of 90 percent) benefiting from school feeding were in the poorest 20 percent of cantons in their regions. This program by completion covered 161 schools in all five regions (against a target of 150 schools), and an additional 144 schools financed by GOT counterpart funds. Together, these schools provided 29.0 million meals (14.5 million financed by the IDA Credit, against a target of 12.0 million) to 88,927 students (47,550 financed by the IDA Credit, against a target of 35,000). Overall, 46.9 percent of student beneficiaries were girls. The program experienced minor delays in starting.

46. **An IE was conducted to measure the effects of the school feeding.** Using 266 non-beneficiary schools and 267 beneficiary schools, the IE measured various outcomes during four years, from 2012 to 2016: the years before, during and the year after the school feeding program was introduced. The results from this evaluation show unequivocal positive impact on school enrollment. However, there has been no evaluation of the program on measurements of learning, nutrition, and school retention for those already in school.

47. **Enrollment rates increased for girls, while remained unchanged for boys due to already near universal enrollment.** There is a statistically significant effect of the school feeding on the girls attending school: enrollment rates increased 5.5 pp the first year and 10 pp the second year. In the northern regions of Kara and Savanes, girls' attendance rates increased across the board in all schools (from 85 to 92 percent on average). They increased slightly more in schools with the school feeding program (1 pp more), but the effect is not statistically significant. The total effect of the school feeding program was to increase enrollment by around 4,500 students.

2. Justification of Efficacy Rating

48. **The Project's Efficacy Rating is High, justified by the fact that it exceeded targets of all its PDO Indicators, and almost all its IO Indicators.** The targeting criteria to ensure that the project's investments benefited the poorest, and while not perfect, were easy to implement and, given the magnitude of poverty in rural areas, served to ensure that the project could target well its activities among all programs.

49. **The targets may have been set too conservatively during the project preparation, given that most were exceeded.** Those targets were initially set low because the fragile country context and the nature of CDD (with the local community deciding on which projects to finance), making it difficult to set prior targets.

50. **Beyond the targets being exceeded, the project's ultimate outcomes were clearly reached.** The IE shows incontestable evidence of improvements in nutrition and health outcomes for the children. Some components are more difficult to evaluate, notably the IGA. Others such as the School Feeding, may have had an effect on outcomes that are difficult to measure, such as learning.

C. EFFICIENCY

1. Assessment of Efficiency and Rating

51. **Overall Efficiency is rated Substantial.** This assessment looks at efficiency from two points of view: economic efficiency of project investments and implementation efficiency. An ex-ante rate of return or cost-benefit analysis was not conducted given that community subprojects were not pre-identified given their demand-driven nature. Therefore, the Project's economic efficiency is presented through a comparison of the cost of infrastructure financed under Component 1, through ex-post economic analysis of IGAs also under Component 1, and through qualitative assessments of other investments.

Economic Efficiency.

52. **The infrastructure construction under the community subprojects was done efficiently, below the cost of similar projects, and the selected infrastructure was relevant to the community.** A key

characteristic of CDD infrastructure projects is that the facilitated identification of community priorities ensures allocative efficiency. Cost efficiency is analyzed below in terms of unit costs. As observed in the audit report from the PDCPlus, unit costs for the schools constructed were on average 25 percent lower than those built by the Education and Institutional Strengthening Project (Projet Education et Renforcement Institutionnel, or PERI), for schools of the same characteristics. The average unit cost of schools that had three classrooms and two toilet units was CFAF 17,5 million (approximately US\$30,000), compared to CFAF 22 million for the PERI Education project. Similar levels of cost effectiveness were also found in the provision of school furniture (desks and benches). A technical audit on the school's building quality found that 94 percent of the schools constructed had good technical quality. The cost and quality of water wells, roads, health centers were also found by the technical audit to be within the established budget and expected technical quality.

53. The maximum cost allowed for a school building was set at around US\$60,000 and on average the actual cost was exactly half of that amount²². The ICR mission observed that there was no apparent difference in the quality of the schools constructed through the different projects. The cost-efficiency of the PDCPlus is explained mainly by the quality of the engagement of the local communities in the call for tenders and in monitoring the construction with the help of the local Agency to Support Community Development (AGAIB). In part because of this, the Project could finance additional community investments, including schools, as reflected in the Results Framework in Annex 1.

Table 4. Quality of infrastructure built

Technical Quality Audit (2017)			
Component CDD Infrastructure. Percentage of buildings with...			
	No structural defaults	No defaults on non-structural elements	Number of buildings
Education (school buildings)	94%	86%	203
Health Centers	86%	71%	26
Restrooms	80%	80%	11
Water wells	86%	79%	97
Covered market building	100%	67%	5
Social and training center	100%	100%	2
Public works	100%	75%	9
Total number of buildings			353
Component LIPW			
	Technical quality	Maintenance	Number of buildings
Roads	52% ²³	14% ²⁴	115
Water wells	80%	40%	39

²² Using the 2012 exchange rate, the maximum allowed was 28 million CFAF, which corresponded then to US\$60,000. The average cost of a school building ended up being 17 million CFAF, which with the new exchange rate corresponds to around US\$30,000. By comparison, the PERI education project built the same type of schools for 22.5 million CFAF.

²³ 52% of roads provide an “acceptable level of traffic, functionality and quality”, according to the external auditor.

²⁴ The external auditor noted that the quality and maintenance of LIPW is harmed by the fact that its workers are not professionals but rather the poor who were given workfare.

54. The Project's income-generating activities were the only component whose economic analysis was less promising. There is an expected heterogeneity in the rates of return of IGA micro-projects, but on average, the rates of return were positive, although low. A technical audit on the IGA analyzed the accounts of a sample of IGA, divided between collective and individual projects. The results, presented in Table 8 and in Table 9 in the Annex, point out the heterogeneity of the rates of return between as well as within the different types of projects and regions of the country. On average, the rates of return are positive, between 4 percent and 20 percent. Collective IGA have on average lower rates of return (between 4 and 9 percent), while the individual ones are higher (between 12 and 20 percent). The financial audit concluded that no collective project could have been profitable with a five percent average rate of return in a financial environment where the interest rate of microfinance institutions fluctuates between 16 percent and 28 percent per annum. In these circumstances, if the subsidies obtained were loans, we presume that no IGA subproject would have been able to repay them and then hope to make a profit.

Table 8. Rates of return of collective IGA, by type of project and region

Code		1	2	3	4	5	6	7	Total
Régions	Typologie d'AGR	Production Maraichère	Prod. céréales/Tub./ Lég.	Achat et vente de céréales	Elevage	Transformation des produits locaux	Installation et exploitation de moulin	Autres	
Maritime	CA	450 000	-	-	255 000	539 000	1 471 500	320 000	3 035 500
	CI	545 335	-	-	49 150	323 000	1 376 200	250 000	2 543 685
	MEI	2 530 250	-	-	4 919 850	2 431 000	1 932 900	2 431 000	14 245 000
	Marge	- 95 335	-	-	205 850	216 000	95 300	70 000	491 815
	TRI	-	-	-	4%	9%	5%	3%	
Plateaux	CA	1 067 000	767 800	-	212 833	150 000	-	-	2 197 633
	CI	442 000	581 600	-	422 975	20 000	-	-	1 466 575
	MEI	5 744 500	30 714 500	-	16 242 700	6 094 800	-	-	58 796 500
	Marge	625 000	186 200	-	- 210 142	130 000	-	-	731 058
	TRI	11%	1%	-	-	2%	-	-	
Centrale	CA	737 500	1 051 500	-	-	-	-	96 000	1 885 000
	CI	300 000	506 363	-	-	-	-	35 000	841 363
	MEI	2 000 000	8 499 400	-	-	-	-	2 800 000	13 299 400
	Marge	437 500	545 138	-	-	-	-	61 000	1 043 638
	TRI	22%	6%	-	-	-	-	2%	
Kara	CA	225 550	-	5 230 000	2 217 850	118 850	-	-	7 792 250
	CI	150 550	-	5 025 800	1 898 000	72 200	-	-	7 146 550
	MEI	3 866 700	-	2 741 900	8 336 700	2 845 000	-	-	17 790 300
	Marge	75 000	-	204 200	319 850	46 650	-	-	645 700
	TRI	2%	-	7%	4%	2%	-	-	
Savanes	CA	820 500	-	1 901 292	-	-	137 500	-	2 859 292
	CI	670 000	-	1 120 288	-	-	77 500	-	1 867 788
	MEI	5 125 000	-	12 685 700	-	-	1 825 450	-	19 636 150
	Marge	150 500	-	781 004	-	-	60 000	-	991 504
	TRI	3%	-	6%	-	-	3%	-	
Marge moyenne		594 110	365 669	492 602	105 186	39 617	77 650	65 500	248 619
TRI moyen		9%	4%	7%	4%	4%	4%	3%	5%

Table 9. Rates of return of Individual IGA, by type of project and region

Code		1	2	3	4	5	6	7	Total
Régions	Typologie d'AGR	Production Maraichère	Prod. céréales/Tub./ Lég.	Achat et vente de céréales	Elevage	Transformation des produits locaux	Installation et exploitation de moulin	Autres	
Maritime	CA	67 500	85 000	-	-	65 000	-	-	217 500
	CI	47 500	52 500	-	-	10 000	-	-	110 000
	MEI	170 000	227 500	-	-	325 000	-	-	722 500
	Marge	20 000	32 500	-	-	55 000	-	-	107 500
	TRI	12%	14%			17%			
Plateaux	CA		55 800	-	32 500	-	-	-	88 300
	CI		18 800	-	31 500	-	-	-	50 300
	MEI		253 000	-	-	-	-	-	253 000
	Marge		37 000	-	1 000	-	-	-	38 000
	TRI		15%						
Centrale	CA	80 000	157 225	-	-	-	-	-	237 225
	CI	32 500	42 638	-	-	-	-	-	75 138
	MEI	370 000	785 000	-	-	-	-	-	1 155 000
	Marge	47 500	114 588	-	-	-	-	-	162 088
	TRI	13%	15%						
Kara	CA	-	-	-	48 525	464 000	-	-	512 525
	CI	-	-	-	75 644	238 000	-	-	313 644
	MEI	-	-	-	-	985 000	-	-	985 000
	Marge	-	-	-	27 119	226 000	-	-	198 881
	TRI					23%			
Savanes	CA	77 000	174 833	-	-	-	-	-	251 833
	CI	49 000	39 945	-	-	-	-	-	88 945
	CA	217 500	850 000	-	-	-	-	-	1 067 500
	Marge	28 000	134 888	-	-	-	-	-	162 888
		13%	16%						
Marge moyenne		31 833	79 744	-	-	13 059	140 500		32 839
TRI moyen		12%	15%			20%			16%

55. The cash-transfers and BCC activities were found to have very large positive impacts on health, nutrition, children and women's rights, and some impact on school attendance of siblings. Human development projects have both long-term and general equilibrium effects, in education, public health and productivity that are difficult to monetize, but the rates of return are notably very high. The PDCPlus developed an efficient model for delivering behavior change communication (BCC) activities in a short period. Further, with continued implementation, the financial costs of delivering cash transfers were relatively low. The financial cost of the cash transfers amounts to US\$3.3 million of which US\$ 2.4 million related to the cash transfers and the remainder supervision costs (mostly vehicles) and evaluation costs. The cost-transfer ratio was very high when the transfers were first introduced (it cost US\$3.5 to disburse US\$1 to a beneficiary), but by completion, this cost-transfer ratio had fallen to US\$0.35/US\$1 transferred. This massive drop in the cost-transfer ratio is explained by the high initial fixed costs for introducing the pilot program (such as vehicles and furniture). A cost analysis revealed that the continuation of the program could reduce the cost-transfer ratio to 0.28.

56. The school feeding program had multiple goals: improving children's nutrition, increasing children's enrollment and retention rates in school, and improving children's concentration and learning. It is not possible to estimate the positive effect of the school-feeding program on concentration and learning, nutrition quality and retention rates, although it is presumably positive and very high, given the known returns to education especially in the earlier years. The impact on enrollment was positive and significant for girls, and the cost of the school feedings were in line with those found in other countries and in the previous project.

Implementation Efficiency.

57. The Project was implemented efficiently, with an only ten-month extension (after the extension provided with the AF) despite initial delays in the implementation of the cash transfer and school feeding programs. Resources were used efficiently, with cost savings for most activities that permitted expanding outputs for virtually all programs. The final allocation of resources was as follows:

Table 5. Allocation of Grant and Credit Resources, in US\$ millions.

Program	Initial Allocation	Revised Allocation	Final Allocation
Community Subprojects	6	12	12
IGAs	1	1	1
Cash Transfers	2	3	3
LIPW	2.2	2.2	2.2
School Feeding	0	7.1	7.1
Total	11.2	25.3	25.3

D. JUSTIFICATION OF OVERALL OUTCOME RATING

58. **The Overall Outcome rating is Highly Satisfactory.** This rating is based on the absence of shortcomings in the operations' achievement of its objectives, in its efficiency or its relevance.

59. **The Relevance of the Project's PDO is High,** as it continues to reflect a priority for the country and for the World Bank's assistance program, so much so that two follow-on World Bank-financed projects have recently been approved.

60. **The Project's Efficacy is also rated High,** since it greatly exceeded all its PDO Indicators and most its IO Indicators selected to measure progress towards its objectives which were achieved as defined.

61. **The Project's Efficiency is rated Substantial,** as most of the activities it financed have positive returns, the exception being the IGA subprojects, whose positive returns are somewhat lower and show higher variance. Further, the Project was implemented efficiently, with an only ten-month extension (after the extension provided with the AF) despite initial delays in the implementation of the cash transfer and school feeding programs.

Table 6. Project Ratings under new ICR guidelines

Outcome	Rating			
	High	Substantial	Modest	Negligible
Relevance	X			
Efficiency	X			
Efficacy		X		

2. Other Outcomes and Impacts

Gender

62. **The Project maintained near gender parity under its various components,** as documented though disaggregation of selected targets in Section A.1. For the cash transfers component, female beneficiaries are 100 percent. The near gender-parity is specifically the case for overall beneficiaries (50 percent women target, 50.1 percent actual), and participation in LIPW (40 percent target, 39.3 percent actual). The second indicator is notable because female participation in LIPW historically is very low.

63. Anecdotal evidence strongly suggests that gender dynamics have changed for the better in households that benefited from the Project. The ICR mission was exposed first-hand to accounts of AGAIB representatives as well as beneficiaries that mentioned the change in gender dynamics within households. The cash transfers to women made them be perceived as breadwinners, and no longer in a position of only asking for money. The BCC changed the perception of women and children’s rights, for the better.

64. An IGA subproject beneficiary stated she had become less dependent on her husband as a result of her activity and income. In her words, *“Before receiving funding, my place was at home, attached to housework. I had no right because I did not participate financially to the needs of the household despite my role as wife. Now, I am often consulted by my husband on household decisions. Thanks to the group activities, I am no longer a woman of the kitchen. I support my husband to pay for the supplies and schooling of our children, as well as their care and clothing”*.

Institutional Strengthening

65. A project Grievance Redress Mechanism (GRM) was put in place, and addressed 39 complaints of which 26 concerned delayed payments for the LIPW program, three were received for community infrastructure projects, four for IGAs, two for school feeding, and four for project management.

Mobilizing Private Sector Financing

66. The Project required groups and individual contributions of five percent for community works and IGAs. The GOT also mobilized private sector contributions for school feeding in parallel to the project.

Poverty Reduction and Shared Prosperity

67. The Project was a poverty-focused operation, and its design included a relatively straightforward targeting strategy for each of the programs it supported. Table 7 below presents the different project investments by region, in comparison to each region’s contribution to overall poverty.

Table 7. Project Investments in relation to Regional Contribution to Poverty

Region	Poverty		Community Infrastructure Investments		IGAs		LIPW		School Feeding	
	No. of Cantons	% of National Poverty	No.	%	No.	%	No.	%	No.	%
Maritime	31	14	53	15	29	14	26	17	46	15
Plateaux	59	26	99	29	57	27	43	28	90	30
Centrale	32	14	50	14	32	15	28	18	43	14
Kara	34	15	58	17	47	23	23	15	61	20
Savanes	44	19	86	25	43	21	34	22	65	21
TOTAL	200	88 ²⁵	346	100	208	100	154	100	305 ²⁶	100

1. ²⁵ Excludes the 12 percent contribution of the Lomé metropolitan region.

2. ²⁶ Includes schools with feeding programs financed by the GOT.

Other Unintended Outcomes and Impacts

68. **The ICR mission observed that the Project created a positive dynamic within some communities, it created social capital.** For example, a neighborhood in the outskirts of Kara received a school building. Through the village committee that prepared the call for tenders, a parent's association (PA) was created to oversee the school's construction. This PA created lasting links within the community, and was subsequently mobilized to bring electricity and water to the school. At the time of the ICR mission, they were debating the organization of a neighborhood school feeding program. The PA, born to oversee the construction of the school, outlasted its mandate and created a positive community dynamic, to the point that the school received many students from other neighboring communities.

69. During the ICR mission, while visiting a beneficiary village, a village representative stated (in front of a few dozen villagers) that the training measures received with the cash transfer program were valued even higher than the money received. In each village, an ACPE (*Agent Communautaire de Protection de l'Enfance*) was chosen by a village committee, and sent, each month, for a short training at the Prefecture level. Trainings were given on three different themes, with the goal of changing behaviors on: i) palliative measures on health; ii) preventive measures; and iii) children's protection. Upon return to the village, the ACPE would pass on the training to the beneficiaries (women) in an informal meeting. Villagers asked for these trainings to be continued, as even men (non-beneficiaries) were coming to attend the meetings and learn.

III. KEY FACTORS THAT AFFECTED IMPLEMENTATION AND OUTCOME

A. KEY FACTORS DURING PREPARATION

3. General Design and Preparation of The Project

70. **The Project's design built upon two decades of previous experience with community-driven approaches in Togo.** The first World Bank-financed project under a CDD approach was approved in the late 1980s. Support was interrupted when donors disengaged from Togo between 1992 and 1998. Thereafter, two operations that were approved after reengagement provided important lessons for the Project's design: (a) the Poverty Reduction Emergency Program (P105385), and (b) the Community Development Project ERL (P110943). The CDP had been one of the most successful projects in the Togo portfolio, and the Project built upon well-tested implementation arrangements. The continuity in the program's design, procedures and the team in the Government's implementing agencies assured the continuation of institutional know-how and the implementation of lessons learned from previous experience.

71. **The Project's design incorporated the lessons of experience.** Previous experience confirmed that projects identified by communities using participatory mechanisms tended to reflect priority needs. Communities were generally capable of realizing their village development plans with a basic level of support, and when they managed directly the procurement of small-scale contracts, local competition increased and costs were lowered. This approach was continued and expanded, while lessons pointing to the need for improvement were addressed, as follows: (a) for infrastructure subprojects, the need to improve targeting and subproject selection by focusing on the canton level that allows for more precise geographical targeting; (b) for IGAs, the need to limit the size of grants and set clear selection criteria to discourage better off entrepreneurs from benefiting, and to improve procedures for technical support

and supervision by local intermediaries, and (c) for LIPW, the need to lower the share of labor costs to only 65 percent of direct subproject cost (from 85 percent) to increase the choice of eligible activities, to strengthen collaboration with regional platforms to identify high labor-demand activities that increase resilience to the negative impact of weather related shocks and climate change, and to competitively select a financial institution to manage the payment mechanism (as opposed to the Post Offices).

72. The Project integrated contributions of other partner organizations in Togo. Among others, UNICEF and The Red Cross had a key responsibility as full partners in the Project's design and implementation. The Red Cross supported the design of the school feeding program, and managed some of them, building on their extensive experience in this activity. UNICEF supported the design of the cash transfers and accompanying measures, specifically, training of community health agents on nutrition and health related matters, providing the equipment needed for growth and nutrition monitoring, facilitating the process of obtaining birth certificates, and supporting the regular assessment of progress related to nutritional outcomes.

73. Institutional capacity building was a priority in the Project's design. The Project's institutional arrangements continued the successful, decentralized framework adopted under the CDP: These include at the central and regional level: (a) the Ministry of Community Development, Handicraft, Youth and Employment had overall responsibility and global oversight; (b) a Technical Secretariat in charge of community development under the ministry would have fiduciary responsibilities at the central level and be responsible for overall planning, internal auditing, and M&E; (c) five regional AGAIB agencies—private, non-profit entities whose boards of directors comprise representatives of NGOs, Government and civil society—would be responsible for carrying out project activities using a CDD approach whereby beneficiaries identify, plan and implement their own subprojects (providing assistance to communities and IGAs and maintaining fiduciary responsibilities at the Regional level); (d) the Ministry of Social Action and National Solidarity, would be responsible for implementation of the cash transfers, including finalizing beneficiary registration and monitoring compliance with soft conditionalities, and (e) other sectoral ministries at the regional level, to ensure that subprojects are consistent with sectoral policies, regulations and plans. At the local level, communities' Village Development Committees would play a central role as the main conduit for implementation of community infrastructure, preparing project proposals, signing subproject agreements, managing subproject funding and hiring and supervising contractors. The Project's design looked beyond immediate impacts of investments in poor communities to seek more lasting institutional impacts on line ministries, local governments and communities. It aimed to build the capacity of local governments to integrate CDD in the development and implementation of their local development plans, and to demonstrate that empowering their communities can be mutually beneficial, as a precursor to transitioning CDD into the broader decentralization framework.

74. Project risks were correctly identified, and appropriate mitigation actions were included in the Project's design. Overall, the Project's risk was moderate, mostly because of the positive implementation experience of the CDP. Nevertheless, the risk of Delivery Monitoring and Sustainability was rated High, mostly due to the introduction of the component on cash transfers that increased the risks of error, fraud and corruption. It also introduced the need for the implementing agency to improve monitoring and evaluation. The Project's preparation effort included clear targeting criteria in the Project's Implementation Manual (PIM), assessed alternative transfer payment methods to select those

that would provide the best mix of cost-effectiveness, efficiency and safety, and determined that an M&E specialist, supported by an external consultant would strengthen the CDP's existing M&E system.

B. KEY FACTORS DURING IMPLEMENTATION

75. The SDR 9.2 million Grant for the Community Development and Safety Nets Project was approved on March 22, 2012, and became effective on July 10, 2012. In addition to funding under the Grant, the Project counted upon a US\$2.55 million grant from the JSDF, approved on July 10, 2013 and effective on July 30, 2013. Finally, an AF Credit, in the amount of SDR 7.9 million was approved on March 7, 2014 together with a project restructuring and became effective on November 17, 2014. The GOT provided US\$1.75 million in counterpart funding for the Project.

76. The Project's Development Objectives and Implementation Progress ratings were either Satisfactory or Moderately Satisfactory throughout, except for early 2015 when Implementation Progress was rated Moderately Unsatisfactory. This downgrade was due to the slow implementation of key activities including recruiting additional staff, procurement of consultants for technical and environmental audits, the grievance redress mechanism and performance evaluation of staff.

77. Despite its experience in implementing the CDP, the management of five separate programs under one project stressed the capacity of the Project's implementation agencies. The difficulties encountered were addressed through external consultants and hands-on implementation support in the end, the agencies could implement the Project successfully. Nevertheless, difficulties were especially apparent in the initial implementation of Component 2.2, Social Safety Nets.

78. Implementation of the Cash Transfers Pilot suffered initial delays. It required additional preparation, since this was the GOT's first experience with a cash transfer program. Delays were due to: (a) a large amount of capacity building, training, and awareness-raising; (b) negotiations with La Poste Togolaise; (c) coordination between Ministries, agencies and partners²⁷ was time-consuming; (d) the impact evaluation of the cash transfer required attention from the PiU, and (d) collection of data on eligibility took longer than envisaged. Further, GOT's decision to allocate 750 million CFA francs (approximately US\$1.75 million) to support the program in 2014 while sending a very positive signal for the program's sustainability, diverted some of the Pi's attention to adding a new group of communities to absorb this financing.

79. The cash transfer pilot began distribution of transfers in September 2014. This was slower than expected. The project had registered 9,661 eligible households in 120 villages in Kara and Savanes to receive transfers (under the financing of the JSDF and IDA, as identification of households to receive Government-financed transfers was still underway). The list of beneficiaries in all 120 JSDF/IDA communities had been validated by the communities and a random sample of beneficiaries had been audited by an independent consultant to ensure the integrity of the lists of beneficiaries. The audit revealed no substantial issues of concern. A Management Information System had been installed to manage key program data. Communications tools covering the key messages to transmit to beneficiaries had been prepared. Initial payments were delayed: approximately 21 percent of the 15,232 beneficiaries did not receive their transfer through November due to not being present at the announced time of payment or due to problems with identification cards and photos. The Technical Secretariat, La Poste

²⁷Ministries involved: Ministry of Social Action, Ministry of Community Development, Secretariat of the PDCPlus. Agencies were La Poste Togolaise, and the National Statistics Directorate, and the partners were The World Bank, JSDF and UNICEF.

and the ID providers addressed this issue and ensured retroactive payments when needed. The delivery of the monthly cash transfers was on track by the Closing Date.

80. The implementation of the school feeding also suffered initial delays. Discussions over the Government's legal opinion led to a delay in the effectiveness of the AF. School feeding was planned to begin at the start of the school year in October 2014, but the AF did not become effective until November 17, 2014. Following effectiveness, the availability of the AF funds was further delayed by discussions regarding signatories for withdrawing funds from the Credit Account. The World Bank received the first withdrawal request only on January 27, 2014. Nevertheless, the NGOs that were to assist in implementing the school feeding had already been contracted, and implementation began shortly after the receipt of funding. The school feeding program began with GOT counterpart financing on November 24, 2014 covering about 30,000 children in 145 schools.

81. Some minor issues were raised with respect to the implementation of the school feeding program. During the ICR mission, one of the 11 NGOs that managed and delivered the school feedings, raised the following concerns: (a) the lack of training for cooks, and (b) water accessibility and quality. Often, the women who cooked for hundreds of school children may not have been properly trained and that was reflected in their handling of food, choice of supplies, and the quality of food served. On water accessibility and quality: in some remote villages, school feedings were implemented even though there were unsolved issues with water quality. This was due to a lack of coordination between components, as water wells could have been installed prior to financing school feedings. Further, school feedings in the northern regions were perceived to be of a lesser quality, less well organized and more expensive than in the southern regions, mainly due to lack of market access to quality ingredients.

82. The Project transitioned its approach of training of communities from an NGO-driven model to a community-driven Grassroots Management Training (GMT) approach. The first GMT training sessions were launched in December 2015. As part of the new approach to community training adopted under the AF, 3,596 community representatives received classroom training on community organization, procurement, financial management, monitoring and evaluation, and maintenance.

IV. BANK PERFORMANCE, COMPLIANCE ISSUES, RISK TO DEVELOPMENT OUTCOME

A. QUALITY OF MONITORING AND EVALUATION (M&E)

1. M&E Design

83. The design of the Project's M&E included both PDO indicators focused on monitoring the number of beneficiaries benefiting from the Project's activities, both in terms of improved infrastructure as well as access to safety nets. Intermediate Outcome Indicators were designed to monitor progress of activities under each of the Project's components. M&E activities were to be carried out by the Technical Secretariat, supported by an M&E Specialist, based on information provided by regional agencies. The Project also contemplated baseline, mid-term and end of project evaluations to gauge progress towards the PDO, to assess the impact of the project on beneficiaries, to assess the quality of the works carried out, as well as overall project efficiency.

84. The Project's Results Framework was well designed and realistic in that it included indicators that could easily be monitored and measured, and that could show impact during the Project's life (e.g.,

it would have been unrealistic to have an indicator to measure impact of safety nets on nutritional status within the project period). The Project also incorporated a relatively simple targeting mechanism that for most of its activities focused on the 200 poorest cantons in each of five of Togo's regions.

2. Justification for Overall Quality of M&E Rating

85. The overall quality of M&E is rated **Substantial**, based on the above-mentioned reasons.

B. ENVIRONMENTAL, SOCIAL AND FIDUCIARY COMPLIANCE

3. Environmental and Social Compliance.

86. The Project was rated environmental category B and OP/BP 4.01 (Environmental Assessment and OP/BP 4.12 (Involuntary Resettlement) were triggered. Social impacts of the community subprojects were expected to be mainly positive, as the implementation approach aimed at building self-reliance and strengthening social capital in addition to providing better access to a wide range of services. Risks of possible social tensions arising from beneficiary selection for cash transfers and LIPW subprojects were mitigated by including clear selection criteria in the PIM and communicating them clearly. During preparation, the Environmental and Social Management Framework (ESMF) and Resettlement Policy Framework (RPF) that had been developed for the CDP, were updated to reflect the new project design.

87. The environmental audit showed that the implementation of environmental and social safeguard measures (ESSM) on the project was satisfactory. For the environmental aspect, the observations underlying this conclusion of the audit are:

- Environmental and social focal points were set up at different levels (PDCPlus, AGAIB, Communities, Enterprises) to ensure compliance with ESSM during the implementation.
- Environmental and Social Management Plans (ESMP) and Risk Management Plans (RMPs) were developed and in the procurement bidding documents for activities classified in Category B, notably infrastructure construction activities;
- For LIPW classified in Category C, simple ESSM were proposed and implemented by the communities in charge.

88. For the continuous improvement of the environmental and social management on the project and for the future projects, the environmental and social audit (July 2017) made the following recommendations:

- Subscribe to insurance policies for all sites including LIPW;
- Provide the communities with seedlings for compensatory reforestation;
- Ensure the maintenance of the public works by setting up a community fund prior to the realization of the LIPW;
- Latrine use and hand washing should be further promoted in the communities that received them.
- Ensure better waste management during the construction phase by installing sanitary facilities and bins for the needs of the construction companies;
- Ensure the marking of building sites and the installation of signs to avoid accidents on work in progress and for future projects;
- Ensure the watering of the construction sites in progress when necessary;
- Systematically recruit local labor on the current projects;

- Sensitize the beneficiaries not to use the water of reservoirs as drinking water;
- Reforesting around water reservoirs and sensitizing the population on the risk of drowning around reservoirs.

4. Fiduciary Compliance.

Financial management

89. The financial management (FM) of the Project followed all the procedures defined in the project's administrative, financial and accounting manuals.

90. In terms of resource mobilization, the FM of the Project was implemented through designated accounts fed quarterly, according to the cash flow requirement determined in the financial monitoring report for the period. Disbursements were done through the Reimbursement Requests Fund (DRF) based on those quarterly financial monitoring report.

91. Two types of documents were required from the project: i) unaudited quarterly Financial Monitoring Reports - always transmitted to the World Bank no later than 45 days after the end of the quarter covered by the report; and ii) annual reports, audited by an external firm – they were transmitted to the Bank no later than 6 months after the end of the year covered by the report. The reports were always received on time by the Financial Management experts at The World Bank.

92. The audits were conducted in accordance with the standards of the International Federation of Chartered Accountants and the World Bank guidelines. The statements have all been unreservedly certified by the auditors and found satisfactory by the Bank.

Procurement

93. Procurement was conducted in accordance with the World Bank Guidelines. The general organization of procurement under the Project has been decentralized to the AGAIB. Procurement activities at the level of all Project stakeholders have been coordinated by the Technical Secretariat under the supervision of the Procurement Specialist. Procurement activities throughout the Project are regularly included in a Procurement Plan (PPM) which is validated by the World Bank.

94. Each AGAIB was responsible for the coordination of its procurement, managed by a Head of the infrastructure component. The latter is also responsible for monitoring the procurement process conducted by the beneficiary communities of the Project.

95. Post-clearance reviews of the contracts were carried out on the Project by World Bank missions. These reviews were conducted both at the technical secretariat level and at the AGAIB level. It should be noted that the various reviews did not reveal serious shortcomings leading to the inequality of a market on the Project. However, at each ex-post review, recommendations are made to strengthen the procurement system for the Project.

96. The capacity-building seminars, the sharing workshops as well as the guidance received from the World Bank Specialists on the PDCPlus allowed the Project's team to benefit from very rich professional experience in the management and implementation of an IDA-funded project.

C. BANK PERFORMANCE

1. Quality at Entry

97. **The Bank's Performance in ensuring Quality at Entry is rated High.** This is because the team correctly built upon the experiences and incorporated the lessons learned from the previous CDP project. The team accurately identified risks, especially of the new cash transfer pilot. It was cautious by starting small with the cash transfer pilot, and successfully implemented an efficient targeting mechanism.

2. Quality of Supervision

98. **The Bank's Performance in ensuring the Quality of Supervision is rated High.** This is because over the course of the project, the supervision team made more than 40 technical assistance missions. Moreover, the continuity of the TTL, and his proximity (co-TTL based in Benin, just two hours drive from the PiU) greatly facilitated the dialogue and the sharing of international experiences. Finally, the team responded quickly to the country's request of AF to provide continuation to the school feeding program, and was fast in setting up the AF for the Cash Transfer program.

3. Justification of Overall Rating of Bank Performance

99. **The overall rating of the Bank's performance is High, for the above-mentioned reasons.**

D. RISK TO DEVELOPMENT OUTCOME

100. **Risk to Development Outcome is rated Moderate.** For this, Risk to Development Outcome includes two separate aspects. First, the risk that the GOT will not continue to implement and improve the programs and activities supported by the Project and that clearly have shown positive results. Second, the risk that investments supported by the Project will be maintained, and continue generating income and services to the Project's beneficiaries. The first risk is considered Negligible, and the second Substantial, the Project's overall Risk to Development Outcome is rated Moderate.

101. **The risk that the GOT will not provide continuity to the successful programs supported by the Project is considered Negligible.** Its PDO and the programs it financed are in full congruence with the country's needs and Government's National Development Plan (para.20). As a reflection of the GOT's commitment, it allocated around US\$3.5 million of counterpart funds to the cash transfer and school feeding programs under the Project. Further, while future funding could potentially constitute a constraint to continuity, the World Bank has recently approved two follow-on projects that together provide continued funding for activities the Project supported, to expand its reach to other cantons in poor areas of Togo. The Safety Nets and Basic Services Project (P157038) for which an SDR21.4 million IDA Grant (US\$29 million equivalent) was approved in early 2017 will provide continuity to the community infrastructure projects (under a CDD approach), cash transfer, school feeding programs, while further improving their frameworks. The Employment Opportunities for Vulnerable Youth Project (P157036), for which an SDR11.1 million IDA Grant (US\$15 million equivalent) was also approved in early 2017 will provide continuity to the LIPW and IGA activities. Both projects will not only provide continuity to these programs, but will support improving, expanding and institutionalizing them.

102. **The risk that investments supported by the Project will be maintained, and continue generating income and services to the Project's beneficiaries is considered Substantial,** especially in view of concerns regarding the community infrastructure, LIPW and IGA subprojects. The technical audit

found the 33 percent of investments financed under community infrastructure subprojects lacked maintenance, only 14 percent of rural roads and 40 percent of small dams under the LIPW program were adequately maintained. While these high figures may be because maintenance plans and committees were only being put in place (operations and maintenance is the responsibility of the communities), they suggest that putting in place adequate maintenance plans should be a priority. IGA subprojects face other issues, as the quality of subprojects varies greatly, with the result that many IGAs fail or cease operation within a year. The new Employment Opportunities for Vulnerable Youth Project addresses this issue for future investments by grouping beneficiaries into cohorts by types of income generating activities, incorporating incentive clauses into service provider contracts, and providing continuous follow-up and engagement of beneficiaries and providing incentives for beneficiaries to stay in the program.

V. LESSONS AND RECOMMENDATIONS

103. How should The World Bank and the international community intervene in poor, fragile and conflict-affected countries? In those difficult institutional contexts, improving the accountability and the inclusiveness of government institutions is crucial to deliver projects that promote growth and shared prosperity. But project implementation is challenging, and project design needs to be adapted.

104. This project was an exceptional patchwork of five different interventions that were successful despite the complexity. The five different activities (CDD, IGA, CT and BCC, School feeding, and public works) were all managed by one PIU. This complexity of interventions might be difficult to replicate in another low-capacity, fragile state, or even again in Togo. It remains the case that projects should not be overloaded as it strains the capacity of the implementing agency. In fact, this project is being divided in two to better manage this complexity in the future.

105. The success of the project is another example that small-scale community-driven approaches (CDD) are an effective development tool in a context of a fragile, conflict-affected poor country.

106. One of the main lessons learned is that of the complementarity between the “hard” financing of infrastructure and IGA, and the “soft” TA measures that trained communities and people. The trainings promoted better democratic decision making and the participation of socially marginalized groups. They encouraged transparent tenders and budgeting practice; which made the construction of infrastructure both more cost-effective and a closer match between project choice and village needs. This complementarity increased the usage of infrastructure, and the overall service delivery and usage for citizens. This project builds very heavily on its successful predecessor: Doing more of the same makes sense when implementation experience is positive.

107. Re-building social fabric after a conflict can be achieved using the complementarity between the financing of infrastructure and the CDD approach that bolsters local coordination. This is to ensure there is an access to the services and buildings created, a sense of ownership, and an engaged and accountable local government. The local practices that make CDD successful are also useful when implementing other projects. For example, CT need institutions that can target, monitor, implement, and redress grievances. All these activities have been developed, and continued being used under the CDD component.

108. **The whole was more than the sum of the parts of this project.** The previous and current CDD project may have laid the foundations for the success of the other components. The development outcomes of the cash transfers were undoubtedly improved by capacity that was built before, and by the BCC that was organized around it. In a similar way, the public works campaign may have greatly benefitted the IGA, because small businesses need local infrastructure. School feedings may have benefitted from the small businesses that were funded by the IGA.

109. **In which areas should The World Bank focus in a fragile country that aims at building a social protection system?** This project, and its components do provide some suggestive evidence that CDD approaches: i) guarantee some level of usage and efficiency of the funds used, ii) help a country put in place small cash transfers which have large effects on the population, and iii) are also complementary to public works. This project helped in laying the foundation for a social protection system in a fragile and poor country.



ANNEX 1. RESULTS FRAMEWORK AND KEY OUTPUTS

A. RESULTS INDICATORS

A.1 PDO Indicators

Objective/Outcome: Provide poor communities with greater access to basic socio-economic infrastructure

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Direct project beneficiaries	Number	0.00	70250.00	125250.00	315246.00
		12-Jul-2012	12-Jul-2012	07-Mar-2014	31-Jul-2017
Female beneficiaries	Percentage	0.00	50.00	50.00	50.10
		12-Jul-2012	12-Jul-2012	07-Mar-2014	31-Jul-2017
Students enrolled in rehabilitated/constructed schools	Number	0.00	20000.00	30000.00	39831.00
		15-Jul-2012	12-Jul-2012	07-Mar-2014	31-Jul-2017
Beneficiaries with access to an improved water source	Number	0.00	30000.00	40000.00	50320.00
		15-Jul-2012	12-Jul-2012	07-Mar-2014	15-Nov-2016
Comments (achievements against targets):					



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Community subprojects operating one year after completion	Percentage	0.00 15-Jul-2012	0.00 07-Mar-2014	80.00 07-Mar-2014	100.00 31-Jul-2017
Comments (achievements against targets):					

Objective/Outcome: Set up Social Safety nets / Cash Transfers

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Direct project beneficiaries	Number	0.00 12-Jul-2012	70250.00 12-Jul-2012	125250.00 07-Mar-2014	315246.00 31-Jul-2017
Female beneficiaries	Percentage	0.00 12-Jul-2012	50.00 12-Jul-2012	50.00 07-Mar-2014	50.10 31-Jul-2017
Students enrolled in rehabilitated/constructed schools	Number	0.00 15-Jul-2012	20000.00 12-Jul-2012	30000.00 07-Mar-2014	39831.00 31-Jul-2017
Beneficiaries with access to an improved water source	Number	0.00 15-Jul-2012	30000.00 12-Jul-2012	40000.00 07-Mar-2014	50320.00 15-Nov-2016
Comments (achievements against targets):					



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Beneficiaries of social safety net programs	Number	0.00	0.00	53000.00	85768.00
		15-Jul-2012	12-Jul-2012	07-Mar-2014	31-Jul-2017
Beneficiaries of Safety Nets programs - Unconditional cash transfers (number)	Number	0.00	8000.00	8000.00	18270.00
		15-Jul-2012	12-Jul-2012	07-Mar-2014	31-Jul-2017
Beneficiaries of Safety Nets programs - Cash-for-work, food-for-work and public works (number)	Number	0.00	0.00	10000.00	12754.00
		15-Jul-2012	12-Jul-2012	07-Mar-2014	31-Jul-2017
Beneficiaries of Safety Nets programs " School feeding programs (number)	Number	0.00	0.00	35000.00	47550.00
		20-Nov-2013	07-Mar-2014	07-Mar-2014	31-Jul-2017

Comments (achievements against targets): This is a new indicator added in 2014 during the restructuring. (also for sub-indicators).

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Beneficiaries of Labor Market programs (number)	Number	0.00	0.00	2250.00	5098.00
		15-Jul-2012	07-Mar-2014	07-Mar-2014	28-Feb-2017
Beneficiaries of Labor	Number	0.00	0.00	2250.00	5098.00



Market programs - Supporting entrepreneurship (number)		15-Jul-2012	07-Mar-2014	07-Mar-2014	28-Feb-2017
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Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Households receiving cash transfers on schedule	Percentage	0.00	0.00	70.00	94.15
		15-Jul-2012	07-Mar-2014	07-Mar-2014	28-Feb-2017

Comments (achievements against targets):

A.2 Intermediate Results Indicators

Component: Provide poor communities with greater access to basic socio-economic infrastructures

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Basic socio economic infrastructure built/rehabilitated/maintained	Number	0.00	170.00	320.00	215.00
		15-Jul-2012	12-Jul-2012	07-Mar-2014	15-Nov-2016

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised	Actual Achieved at
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				Target	Completion
Number of additional classrooms built or rehabilitated at the primary level resulting from project interventions.	Number	0.00	0.00	500.00	346.00
		15-Jul-2012	07-Mar-2014	07-Mar-2014	15-Nov-2016
Comments (achievements against targets):					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Health facilities constructed, renovated, and/or equipped (number)	Number	0.00	0.00	20.00	22.00
		15-Jul-2012	07-Mar-2014	07-Mar-2014	15-Nov-2016
Comments (achievements against targets):					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Improved community water points constructed or rehabilitated under the project	Number	0.00	0.00	50.00	73.00
		15-Jul-2012	07-Mar-2014	07-Mar-2014	15-Nov-2016
Comments (achievements against targets):					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised	Actual Achieved at
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				Target	Completion
Basic socio economic infrastructure assessed as having satisfactory technical quality	Percentage	0.00	80.00	80.00	100.00
		15-Jul-2012	12-Jul-2012	07-Mar-2014	15-Nov-2016

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Income generating activities subprojects	Number	0.00	150.00	150.00	208.00
		15-Jul-2012	12-Jul-2012	07-Mar-2012	15-Nov-2016

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Public works schemes completed with satisfactory technical quality	Percentage	80.00	90.00	85.00	100.00
		15-Jul-2012	12-Jul-2012	07-Mar-2014	15-Nov-2016

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
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Communal infrastructures rehabilitated through the public works	Number	0.00 15-Jul-2012	0.00 07-Mar-2014	125.00 07-Mar-2014	155.00 15-Nov-2016
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Comments (achievements against targets):

Component: Implement a social safety nets component of cash transfers and labor-intensive public works.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Income generating activities subprojects	Number	0.00 15-Jul-2012	150.00 12-Jul-2012	150.00 07-Mar-2012	208.00 15-Nov-2016

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Person days of work provided through this project	Number	0.00 15-Jul-2012	400000.00 12-Jul-2012	400000.00 07-Mar-2014	503600.00 15-Nov-2016

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Young people (aged less than	Percentage	0.00	70.00	70.00	58.80



35) employed		15-Jul-2012	12-Jul-2012	07-Mar-2014	15-Nov-2016
Comments (achievements against targets):					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Public works schemes completed with satisfactory technical quality	Percentage	80.00 15-Jul-2012	90.00 12-Jul-2012	85.00 07-Mar-2014	100.00 15-Nov-2016
Comments (achievements against targets):					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Registered households who are receiving the cash transfers	Percentage	0.00 15-Jul-2012	100.00 12-Jul-2012	100.00 07-Mar-2014	98.70 15-Nov-2016
Comments (achievements against targets):					

Unlinked Indicators

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Female participation in labor intensive public works	Percentage	0.00 15-Jul-2012	40.00 12-Jul-2012	40.00 07-Mar-2014	39.30 15-Nov-2016

**Comments (achievements against targets):**

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Beneficiaries complying with the requirements to participate in soft conditions	Percentage	0.00	95.00	95.00	92.00
		15-Jul-2012	12-Jul-2012	07-Mar-2014	28-Feb-2017

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Meals provided to students in schools targeted for school feeding	Number	0.00	0.00	12000000.00	11670982.00
		01-Dec-2013	07-Mar-2014	07-Mar-2014	28-Feb-2017

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Schools benefitting from school feeding program	Number	0.00	0.00	150.00	161.00
		01-Dec-2013	07-Mar-2014	07-Mar-2014	28-Feb-2017

Comments (achievements against targets):



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percent of schools benefitting from school feeding that are in the poorest 20% of cantons in their region (excluding schools in villages targeted by the Impact Evaluation)	Percentage	0.00	0.00	90.00	99.00
		01-Dec-2013	07-Mar-2014	07-Mar-2014	28-Feb-2017
Comments (achievements against targets):					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Maximum percentage of project funds used for project management	Percentage	17.00	20.00	17.00	16.00
		15-Jul-2012	12-Jul-2012	07-Mar-2014	15-Nov-2016
Comments (achievements against targets):					



I. KEY OUTPUTS BY COMPONENT

Objective/Outcome 1. Provide poor communities with greater access to basic socio-economic infrastructures	
Outcome Indicators	<ol style="list-style-type: none"> 1. (number and female percentage), of which: <ol style="list-style-type: none"> (i) Beneficiaries with increased access to socio-economic infrastructures broken down by type of infrastructure <ol style="list-style-type: none"> (i) students enrolled in rehabilitated schools; (ii) people with access to an improved water source (ii) Beneficiaries receiving assistance for income generating activities (number and female percentage) (iii) Community sub-projects functioning one year after completion (percentage)
Intermediate Results Indicators	<ol style="list-style-type: none"> 1. Component I: Community subprojects <ol style="list-style-type: none"> (a) Basic socio economic infrastructure rehabilitated/maintained (b) Classrooms built or rehabilitated (c) Health facilities constructed/renovated and/or equipped (d) Improved community water points constructed or rehabilitated (e) Basic socio economic infrastructure assessed as having satisfactory technical quality (f) Income generating activities subprojects
Key Outputs by Component (linked to achievement of Objective 1)	<ol style="list-style-type: none"> 1. 2. 3. 4.
Objective/Outcome 2. Provide poor communities with greater access to basic social safety nets	
Outcome Indicators	<ol style="list-style-type: none"> 1. Direct project beneficiaries (number and female percentage), of which: <ol style="list-style-type: none"> (iv) Beneficiaries receiving Cash transfers (number) (v) Beneficiaries from Labor Intensive Public Works (number and female percentage) 2. Community sub-projects functioning one year after completion (percentage) 3. Households receiving cash transfers on schedule (percentage)
Intermediate Results Indicators	<ol style="list-style-type: none"> 1. Component II: Safety Nets <ol style="list-style-type: none"> (i) Cash transfers (ii) Registered households who are receiving the cash transfers



	<p>(iii) Beneficiaries complying with the requirements to participate in soft conditions</p> <ol style="list-style-type: none"> 2. Component II: Labor Intensive public works <ol style="list-style-type: none"> 1. Person days of work provided through this project (% female participation) 2. Young people (aged less than 35) employed (percentage) 3. Public works schemes completed with satisfactory technical quality (percentage) 4. Communal infrastructures rehabilitated through the public works (number) <ol style="list-style-type: none"> A. Component II: School Feeding information <ol style="list-style-type: none"> 1. Meals provided to students in schools targeted for school feeding 2. Schools benefitting from school feeding program 3. Percent of schools benefitting from school feeding that are in the poorest 20% of cantons in their region (excluding schools in villages targeted by the Impact Evaluation) 3.Component III: Project Management <ol style="list-style-type: none"> 1. Maximum percentage of project funds used for project management
<p>Key Outputs by Component (linked to the achievement of the Objective/Outcome 2)</p>	<ol style="list-style-type: none"> 1.Component I: <ol style="list-style-type: none"> 1. Community determines, contributes to, implement and operate, and establish a plan for maintenance of infrastructure projects. 2. Community determines, contributes to, implement income generating activities. 2.Component II <ol style="list-style-type: none"> 1. One of two building block of a national social safety nets system – creation of Labor Intensive Public Works – is established. 2. Two of two building block of a national social safety nets system – creation of Cash Transfer Mechanism – is established. 3. School feedings. 3.Component III <ol style="list-style-type: none"> 4. Management and monitoring processes of a national social safety nets system are developed.



ANNEX 2. BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION

A. TASK TEAM MEMBERS

Name	Role
Preparation	
Maurizia Tovo	Task Team Leader(s)
Itchi Gnon Ayindo	Senior Procurement Specialist
Fanta Toure	Consultant
Elena Celada	Consultant
Alain Hinkati	Financial Management Specialist
Supervision/ICR	
Gbetoho Joachim Boko	Task Team Leader(s)
Mathias Gogohounga	Procurement Specialist(s)
Alain Hinkati	Financial Management Specialist
John Van Dyck	Team Member
Dahlia Lotayef	Environmental Safeguards Specialist
Itchi Gnon Ayindo	Team Member
Paivi Koskinen-Lewis	Social Safeguards Specialist
Nadia Mireille Zenia Amoudji Agnegue	Team Member
Patrick Hoang-Vu Eozenou	Team Member
Armande Tatiana S. Mensah	Team Member

A. STAFF TIME AND COST

Stage of Project Cycle	Staff Time and Cost	
	No. of staff weeks	US\$ (including travel and consultant costs)
Preparation		
FY12	28.414	158,797.52



Total	28.41	158,797.52
Supervision/ICR		
FY12	.100	5,138.36
FY13	12.367	74,269.97
FY14	20.144	180,272.92
FY15	25.689	168,421.35
FY16	29.136	147,565.77
FY17	13.466	68,442.74
FY18	17.568	86,033.66
Total	118.47	730,144.77

ANNEX 3. PROJECT COST BY COMPONENT

Components	Amount at Approval (US\$M)	Actual at Project Closing (US\$M)	Percentage of Approval (US\$M)
Infrastructure construction and rehabilitation	0	12.00	0
Income Generating Activities	0	1.00	0
Labor Intensive Public Works	0	2.20	0
Pilot Cash Transfers	0	3.00	0
Management and Operating Costs	0	4.40	0
School feeding	0	7.10	0
Total	0.00	29.70	0.00



ANNEX 4. BORROWER, CO-FINANCIER AND OTHER PARTNER/STAKEHOLDER COMMENTS

Summary of the Government of Togo's Implementation and Completion Review for the PDC Project²⁸

1. Context, objectives and forecasts of the PDCplus

The community development and social safety net project (PDCplus, the Project) is a project of the Togolese government (GOT) designed and implemented from April 2012 with funding from the World Bank and GOT. The PDCplus follows the community development project (PDC) implemented from 2008 to 2013 and the results are considered satisfactory. The PDCplus is one of the implementation mechanisms of the Accelerated Growth and Employment Promotion Strategy (SCAPE), developed in 2012.

This report shows that the project's development objectives (PDO) are relevant. This relevance is analyzed in terms of: i) - the consistency of the objective in relation to the country context, ii) - the relevance of the revisions made to the original PDO and iii) - the coherence of the objective by compared to the targets.

The report also shows that the system for carrying out and monitoring activities is satisfactory. This assessment is made on the criteria of: i) - relevance of the implementation system, monitoring and supervision of project activities and ii) - the quality of tools produced for the management of project activities.

In summary, the report shows that both design and implementation of the PDCplus are satisfactory. The PDO were to improve poor communities' access to basic infrastructure and social safety nets. In terms of specific objectives, these were:

- i. Improvement of the living environment with the realization of social development infrastructure (school buildings, health care units, water wells, rural roads, etc.);
- ii. Improving income through the financing of income-generating activities (IGA), the financing of labor-intensive works (LIPW) and cash transfers (CT);

²⁸ The full version of the borrower's ICR is available upon request from the GOT.



- iii. Improving the nutritional status of children in schools in poor and vulnerable areas with funding for school canteens and CT;
- iv. Developing local governance.

In terms of indicators, the community development project and social safety nets should make it possible to:

- i. Carry out 320 infrastructure micro-projects and 150 micro-projects of IGA;
- ii. Create 10,000 temporary jobs to be used to generate 150 environmental protection works, including reservoirs, ponds, rural roads;
- iii. Provide a hot meal a day to 76,000 primary and preschool students
- iv. Provide regular monthly transfers of 5,000 CFA francs to 21,000 beneficiaries of mothers of children and pregnant women to prevent or correct malnutrition;
- v. Provide the necessary knowledge to women beneficiaries of cash transfers to induce behavioral change in nutrition and child protection;
- vi. Train members of beneficiary communities to manage their development.

The PDCplus targets the poorest communities in five regions of the country. The project document (PAD) planned to intervene in the poorest 200 cantons in the country.

The intervention approach defined in this same project document is the community-driven development approach called "CDD". It is a participatory approach that relies on a training system called basic management training (BMT). This approach puts beneficiaries at the center of their own development and prepares the conditions for successful decentralization.

2. Results

A. Infrastructure

The infrastructure distribution of microprojects by region has met the poverty criteria, including the contribution of each region to national poverty. The regional breakdown is as follows: Maritime (achieved 53, contribution 14%), Plateaux (achieved 99, contribution 26%), Central (achieved 50, contribution 14%), Kara (achieved 58, contribution 15 %) and Savannes (realized 86, contribution 19%). 346 projects were finalized and distributed according to the poverty rate of each region.

The report also shows that there is a real match between the types of microprojects financed and the sectors where the requests for financing are highest. The statistics are: education (demand 1590, funded school buildings 196), hydraulics (applications 690, mini-water boreholes financed 96), health (applications 168, funded health centers 27), rural roads (applications 250, runways and scuppers financed 7) and other infrastructures (applications 206, carried out 9).



Education

In the education sector, the project has made a total of 196 school buildings for 580 classrooms over the period 2012 to 2017, an average of 116 classrooms built each year. The report shows that out of a need for 682 classrooms to be built each year over the period 2012 to 2020, the project has helped, over the five years, to cover 17% of the needs of each year.

Water Wells

In the hydraulic sector, the 96 structures produced are boreholes (92) and mini-water supplies (4). There is no open well realized. This responds well to the government's guidelines to make available to the population, not only water, but also and especially drinking water to reduce diseases related to the consumption of polluted water.

Two independent audits praise both the technical quality of the infrastructure and the poverty targeting.

This targeting not only considered the 200 poorest cantons in the country, but also incorporated other relevant criteria such as: i) - the inexistence of usable roads in all seasons, ii) - the difficulty of access to the drinking water, iii) - distance to the nearest large urban area, iv) - distance to the nearest primary school, v) - distance to the closest Health Care Unit, vi) - percentage of houses with thatched roofs. The report pointed out that 100% of funded microprojects all met these criteria.

Other

The report also shows that in the other sectors, the project has completed 27 health centers, 92 boreholes, 4 mini-water supplies, 11 sanitation works, 7 scuppers and 9 other works (market sheds, literacy centers, etc.). While these infrastructures have a clear weight in the country's social development, it is difficult to determine the percentage of need covered because the project did not find statistics on the needs of the health, water sanitation, rural roads, etc.

The audits equally vouch for the architectural conformity of the infrastructure, in line with the plans contained in the bidding documents, received from the Ministry of Primary Education and secondary.

Regarding the technical quality of the works, the report shows that 92% of the works made have a satisfactory technical quality. This percentage is much higher than foreseen in the logical framework of the project (80%). The infrastructure that is problematic and needs to be corrected is the Kpètè Bena school building in the Plateaux region, where the timber is being destroyed.



Regarding the functionality of the completed works, the report shows that 95% of the works are used for the main purpose for which they were built. The rest is being finished.

Regarding the respect of the ESMF and the CPRP, the report showed that a significant effort was made in terms of environmental measures but that on aspects of population resettlement measures, the same sensitivity was not observed. Despite this insufficiency, there was no problem, the project taking care to ensure the provision of legal act confirming the regular transfer of the estate. In addition, the project only intervened on existing school and USP sites.

The audit has shown that companies overshoot the deadlines for the implementation of projects are those which have submitted abnormally low tenders.

With regard to the impact of infrastructure on the beneficiaries, the report showed that there was no impact study to highlight their effects and impact on student retention, the evolution of school enrollment, waterborne diseases, population incomes linked to access to more interesting outlets for agricultural products.

B. Income-Generating Activities

The forecasted achievements of IGA projects were exceeded: out of 150 planned micro-projects, 208 are realized (ie an implementation rate of 138.6%), according to the audits.

The report also showed that there was no bias in terms of the eligibility of beneficiary groups, the funding applications files, and the conformity of the contracts signed. On the other hand, the technical feasibility and economic profitability studies showed some deficiencies (88% of the files of the microprojects of the sample are moderately in conformity with the defined criteria) and at the end of the project, 94% of the microprojects are still active.

The report shows that IGA have been able to put in place necessary tools for management (such as bookkeeping their sales and supplies, credit and debt books, attendance and visit books, etc.). Only 2/3 of the groups hold these documents in conformity.



The profitability of the activities financed is mixed. Internal rates of return vary between 3% and 9%. The margins obtained in terms of the number of members show that these IGAs alone will not be able to feed the members.

Apart from the profitability aspect, there have been positive effects such as i) - the reinforcement of social cohesion, ii) - the establishment of an entrepreneurial culture in households, iii) - the reinforcement of the culture of mutual aid and solidarity in the village, iv) - improving the visibility of the group and the community, v) - strengthening the culture of collective services.

C. Cash Transfers

Regarding the activities of the cash transfer subcomponent, 297 villages were selected including 80 control villages for the purposes of an impact evaluation (IE) associated with the operation. The remaining 217 beneficiary villages are distributed as follows: (i) - 121 beneficiary villages from World Bank funds; and (ii) - 96 beneficiary villages from the Togolese own Government funds.

In the so-called beneficiary villages, all pregnant women of at least 3 months, all mothers or guardians of children aged between 0 and 24 months and all mothers / tutors of a child aged between 25 and 59 months were eligible.

The transfers are monthly in the amount of five thousand (5,000) CFA francs and paid to the beneficiaries by the payment agency, "La Poste".

The CT were associated to an educational campaign on nutrition and children protection. This program was intended for the same target group, but in all 297 villages (those receiving and those not receiving cash transfers). The themes developed were: i) - exclusive breastfeeding, ii) - complementary feeding, iii) - handwashing, iv) - use of impregnated mosquito nets, v) - vaccination and supplementation of vitamin A, vi) - birth registration, vii) - prevention of mother-to-child transmission of HIV, viii) - prenatal and postnatal consultations, ix) - the right to education, x) - physical abuse of children, xi) - child labor and trafficking, xii) - harmful traditional practices and placement of children in convents, xiii) - female genital mutilation and early marriage and xiv) - infanticide and children called "sorcerers".

Outcome indicators: The forecast was to reach 21,500 beneficiaries (10,000 on the government's own funds and 11,500 on World Bank resources). By the end of the Project, 29,600 mothers / guardians and pregnant women received monthly transfers including 18,270 on the IDA funds and 11,330 out of the government's own funds, a completion rate of 137.67%.



The IE organized to measure the impact of the CT on beneficiaries showed that:

- i. CT were used primarily for the purchase of food for children (91%), the second use is child health care (68%), then comes the purchase of consumer goods from the family in particular, the purchase of clothing / shoes for the child and food for other members of the household,
- ii. The proportion of women beneficiaries who reported their sick child in the 15 days prior to the survey decreased from 32.53% (initial survey) to 13.41% in final survey. The observed decrease is significantly larger among beneficiaries than among non-beneficiaries. This difference is statistically significant with $p = 0.001$);
- iii. The number of children with low birth weight dropped significantly between the initial (13.5%) and final (7.2%) beneficiary surveys, which is more important than for non-beneficiaries (11.6% to 9.5%);
- iv. The percentage of stunted children was significantly reduced ($p = 0.032$);
- v. The prevalence of wasting/emaciation decreased ($p = 0.052$);
- vi. A significant positive impact on prenatal consultation and on the use of health facilities.

D. School Feedings

For the sub-component of school canteens, the operation took place in 305 with 88,927 schoolchildren out of a projected 67,000, a completion rate of 132.72% and a coverage rate of 8.37% of public primary and preschool classes.

Regarding meals, the project served, over the five years, 29,010,120 meals (of which 14,549,072 on IDA funds and 14,461,048 on Togolese government's own funds) on a forecast of 22,000,000 (of which 12,000,000 on IDA credit funds and 10,000,000 on Togolese government own resources).

E. Labor intensive public works

For the labor-intensive activities component, out of a forecast of 10,000 temporary jobs to be created, the project completed 12,754 and a forecast of 125 16 THIMO micro-projects to be completed, 154 of which 74.7% are rural roads and 25.3% are developed water reservoirs.

The report shows that the technical quality of water reservoirs is significantly better than that of rural roads.

The report analyzed the sustainability of the different project activities and showed that the community-led development approach coupled with the grassroots management training developed by the project is the seed of the sustainability of the project's achievements. For the specific case of school canteens, a sustainability study has been carried out, the results of which have been validated and gives guidelines for the sustainability of canteens.



The proposed sustainability concerns: i) - the introduction of innovative funding for school canteens, ii) - the strengthening of the community dimension of canteens and iii) - the proposal for an autonomous agency-type structure for school meals. management of school canteens in Togo.

The report presented the difficulties encountered with each sub-component of the project with a solution proposal and ended with lessons learned from the implementation of the PDCplus.

3. Financial Management of Project Activities

Project resources came from two sources: i) - IDA funds and ii) - Togolese government's own funds.

The PDCplus has received three successive funding agreements. The first, called Initial Grant No. H7670 TG, of US\$ 14 million, funded three components of the project: the micro-project component, the social safety net component and the management cost component, audits, and other project operating costs.

The second financing, the US \$ 2.15 million grant, signed in July 2013, in the amount of US \$ 2.55 million, particularly financed cash transfers by increasing the share of funding allocated to cash transfers from Initial donation.

The third financing is IDA Credit 53 910, worth US \$ 12.1 million. It financed school canteens and infrastructure micro-projects.

The three financings amount to 28.65 million US dollars. With an average conversion rate of 500 CFA francs, IDA's project resources amount to fourteen billion nine hundred and eighty-four million six hundred and sixty-nine thousand four hundred and sixty-five (14,984,669,465) CFA francs.

Apart from these three financings, the government has allocated 1,750 billion CFA francs each year to the project on the finance law and this as of January 2014. These national resources are special funds intended to strengthen and extend the activities financed by the project. IDA financing. Thus, this contribution reflects the commitment of the Togolese government to bring down the poverty rates in Togo.



Of IDA resources of amounting to 14,98 billion CFA francs allocated, 99.93% were disbursed. Of the government's own funds and over the five years of the project, 77.5% of the 5,4 billion CFA francs were disbursed.

For the management of the project, two types of reports are required: (i) - the quarterly unaudited financial monitoring reports (RSFs) transmitted to the World Bank no later than 45 days after the end of the quarter covered by the report and ii) - the annual report audited by an external firm and sent to the Bank no later than 6 months after the end of the year covered by the report.

On the project, 47 financial monitoring reports and five financial and accounting audit reports were produced and transmitted. The statements have all been unreservedly certified by the auditors and found satisfactory by the Bank. Recommendations have been made each year by the auditors to strengthen the project's internal control system.

4. Lessons learned and conclusion

The first lesson to be learned from the PDCplus experience is related to the CDD approach used and its effectiveness in building community infrastructure. The CDD was developed in two stages: i) first by emphasizing the support of NGOs as trainers of community members, to enable them to manage their micro-projects and ii) by the integration of management training at the grassroots level.

The lesson learned is that to enable communities to drive their own development, the approach has to combine the participatory CDD reinforced with grassroots management training. The results show that communities can take charge of their own development, even in the absence of a minimum degree-granting qualification.

The conditions to achieve this are:

- i. First, to train the actors in their roles and responsibilities. This training will only be effective when it is given in the local language with appropriate tools to motivate participants in learning.
- ii. It is then necessary that the project carried by the community is an emanation of the whole community and that it responds to the real and priority needs of the population. This second aspect is a capital base for stakeholder participation.
- iii. Finally, a support system is needed that accompanies the community throughout the completion of the funded micro-projects and goes beyond the implementation period. For this,



the mechanism of community dynamic agents is a solution that will sustain the development dynamic within the community.



ANNEX 5. LIST OF SUPPORTING DOCUMENTS

The following list of supporting documents is attached to the ICR package:

1. Environmental and Social external audit of the PDC Plus, Secretariat Technique PDC Plus, July 2017, Arouna Karamon, unpublished.
2. External audit on the financial management of the PDCPlus – 1st part, Cabinet Kekar Amase, May 2017, Unpublished.
3. External audit on the financial management of the PDCPlus – 2nd part, Cabinet Kekar Amase, May 2017, Unpublished.
4. Financial management report, Secrétariat Technique du PDCPlus, Avril 2017, Unpublished.
5. Technical and Financial External Audit of Income Generating Activities, Secretariat Technique PDC Plus, July 2017, unpublished.
6. Technical Audit of infrastructure microprojects and Labor Intensive Public Works for the PDC Plus project. Secretariat Technique PDC Plus, July 2017, unpublished.
7. World Bank, Impact Evaluation on School Feedings in Togo's PDCPlus, World Bank (Stephanie Brunelin), Unpublished, 2017.
8. World Bank, Project Appraisal Document on a Proposed Grant In The Amount Of Sdr 9.2 Million To The Republic Of Togo For A Togo Community Development And Safety Nets Project: World Bank, February 2012.
9. World Bank, Togo Country Partnership Framework for the period FY17-FY20, Washington DC: World Bank, April 2017