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The World Bank

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Report No: PAD2149

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED GRANT

IN THE AMOUNT OF 21.4 MILLION
(US\$29 MILLION EQUIVALENT)

TO THE

REPUBLIC OF TOGO

FOR A

SAFETY NETS AND BASIC SERVICES PROJECT
FEBRUARY 28, 2017

Social Protection & Labor
AFRICA

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CURRENCY EQUIVALENTS

(Exchange Rate Effective January 31, 2017)

Currency Unit = Francs CFA

Francs CFA 619 = US\$1

US\$1.35 = SDR 1

FISCAL YEAR

January 1 - December 31

Regional Vice President: Makhtar Diop

Country Director: Pierre Frank Laporte

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Task Team Leader(s): John Van Dyck, Gbetoho Joachim Boko

ABBREVIATIONS AND ACRONYMS

AGAIB	African Development Bank
ANADEB	Community Development Support Agency
CFA	African Financial Community
CPF	Country Partnership Framework
CVD	Village Development Committees
DPAS	Regional Social Affairs Directorate
DRAS	Prefectural Social Affairs Directorate
ESMF	Environmental and Social Management Framework
CR	Regional office (of ANADEB)
FM	Financial Management
GDP	Gross Domestic Product
GMT	Grassroots Management Training
GoT	Government of Togo
IDA	International Development Association
IEG	Independent Evaluation Group
IFR	Interim Financial Report
IGF	General Inspectorate of Finance
INSEED	National Institute for Statistics and Economic and Demographic Studies
IPF	Investment Project Financing
ISN	Interim Strategy Note
LICUS	Low Income Countries Under Stress
M&E	Monitoring and Evaluation
MDBAJEJ	The Ministry of Community Development, Artisanry, Youth, and Youth Employment
MDG	Millennium Development Goal
MIS	Management Information System
PCR	Primary Completion Rate
PDC	Community Development Project
PDCplus	Community Development and Safety Nets Project
PDO	Project Development Objective
PERI	Education and Institutional Strengthening Project
PIM	Project Implementation Manual
PIU	Project Implementation Unit
PMT	Proxy-Means Test
PPP	Purchasing Power Parity
PRADEB	Community Development Support Program
PSAEG	Economic Activity Support for Groups Project
PSDCC	Decentralized Community driven Services Project
PSMICO	Community Infrastructure Micro-project Support Program

PTA	Parent Teacher Association
PUDC	Emergency Community Development Project
PURP	Emergency Program for Poverty Reduction
QUIBB	Basic Wellbeing Indicators Questionnaire
RAP	Resettlement Action Plan
RCT	Randomized Control Trial
RDD	Regression Discontinuity Design
RZ	Head of Zone (of the Ministry of Social Affairs, Women's Promotion and Alphabetization)
SCAPE	Strategy for Boosting Growth and Promoting Employment
SCD	Strategic Country Diagnostic
SDG	Sustainable Development Goals
SNBSP	Safety Nets and Basic Services Project
SORT	Systematic Operations Risk-Rating Tool
SYSCOHADA	Accounting System of the Organization for the Harmonization of Business Law in Africa
UN	United Nations
UNDP	United Nations Development Program
UNICEF	United Nations Children Fund
WB	The World Bank

**BASIC INFORMATION**

Is this a regionally tagged project? No	Country(ies)	Lending Instrument Investment Project Financing
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Situations of Urgent Need of Assistance or Capacity Constraints

Financial Intermediaries

Series of Projects

Approval Date 21-Mar-2017	Closing Date 31-Dec-2020	Environmental Assessment Category B - Partial Assessment
Bank/IFC Collaboration No		

Proposed Development Objective(s)

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

Components

Component Name	Cost (US\$, millions)
Component 1: Infrastructure Sub-projects	8.40
Component 2: Social safety nets	15.00
Component 3: Capacity building and project management	5.60

Organizations

Borrower : Republic of Togo

Implementing Agency : Agence Nationale d'Appui au Developpement a la Base (ANADEB)

PROJECT FINANCING DATA (IN USD MILLION)



<input type="checkbox"/> Counterpart Funding	<input type="checkbox"/> IBRD	<input type="checkbox"/> IDA Credit <input type="checkbox"/> Crisis Response Window <input type="checkbox"/> Regional Projects Window	<input checked="" type="checkbox"/> IDA Grant <input type="checkbox"/> Crisis Response Window <input type="checkbox"/> Regional Projects Window	<input type="checkbox"/> Trust Funds	<input type="checkbox"/> Parallel Financing
Total Project Cost: 29.00		Total Financing: 29.00 Of Which Bank Financing (IBRD/IDA): 29.00		Financing Gap: 0.00	

Financing (in US\$, millions)

Financing Source	Amount
IDA Grant	29.00
Total	29.00

Expected Disbursements (in US\$, millions)

Fiscal Year	2017	2018	2019	2020	2021
Annual	0.83	6.63	8.29	8.29	4.97
Cumulative	0.83	7.46	15.74	24.03	29.00

INSTITUTIONAL DATA

Practice Area (Lead)

Social Protection & Labor

Contributing Practice Areas

Education



Health, Nutrition & Population
Water

Gender Tag

Does the project plan to undertake any of the following?

a. Analysis to identify Project-relevant gaps between males and females, especially in light of country gaps identified through SCD and CPF

No

b. Specific action(s) to address the gender gaps identified in (a) and/or to improve women or men's empowerment

Yes

c. Include Indicators in results framework to monitor outcomes from actions identified in (b)

Yes

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	● Substantial
2. Macroeconomic	● Substantial
3. Sector Strategies and Policies	● Moderate
4. Technical Design of Project or Program	● Moderate
5. Institutional Capacity for Implementation and Sustainability	● Substantial
6. Fiduciary	● Substantial
7. Environment and Social	● Moderate
8. Stakeholders	● Low
9. Other	
10. Overall	● Moderate

COMPLIANCE

Policy

Does the project depart from the CPF in content or in other significant respects?

Yes No



Does the project require any waivers of Bank policies?

Yes No

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

Legal Covenants

Sections and Description

Not later than three (3) months after the Effective Date, the Recipient and the Project Implementing Entity shall adopt the Project Implementation Manual in accordance with the provisions of Section 1.C of Schedule 2 of the Financing Agreement.

Sections and Description

Not later than three (3) months after the Effective Date, the Project Implementing Entity shall recruit for each ANADEB Regional Office: a regional Project coordinator, an infrastructure specialist with procurement experience, a safety nets specialist, a grassroots management training specialist and an administrative accountant.

Sections and Description

To carry out procurement under the Project, the Project Implementing Entity shall, at all times during Project implementation, maintain the following: (i) a procurement specialist with qualifications, experience and terms of reference acceptable to the Association, (ii) a Procurement Commission; and (iii) a Procurement Oversight Commission.



Conditions

Type	Description
Effectiveness	The Subsidiary Agreement has been executed on behalf of the Recipient and the Project Implementing Entity.

Type	Description
Effectiveness	The Project Implementing Entity has established the ANADEB Project Unit and appointed all key staff as referred to in Section IA 1 (b) of the Schedule to the Project Agreement.

Type	Description
Disbursement	No withdrawal shall be made for payment of Cash Transfers under Category (3) unless the Project Implementing Entity has: (A) hired the Financial Agent in accordance with Section I.D of the Schedule to the Project Agreement; (B) issued a complete list of Target Households eligible to receive Cash Transfers in accordance with the eligibility criteria set forth in the Project Implementation Manual, verified by an independent expert appointed under Section I.H of the Schedule to the Project Agreement, and in a manner satisfactory to the Association (the list may be updated from time to time with the prior consultation and agreement of the Association); and (C) the Recipient and the Project Implementing Entity have adopted the Project Implementation Manual in accordance with the provisions of Section 1.C of Schedule 2 to the Financing Agreement

Type	Description
Disbursement	No withdrawal shall be made for payment of Sub-project Grants under Category (2) unless the Recipient and the Project Implementing Entity have adopted the Project Implementation Manual in accordance with the provisions of Section 1.C of Schedule 2 to the Financing Agreement.

PROJECT TEAM

Bank Staff



Name	Role	Specialization	Unit
John Van Dyck	Team Leader(ADM Responsible)		GSP07
Gbetoho Joachim Boko	Team Leader		GSP07
Mathias Gogohounga	Procurement Specialist(ADM Responsible)		GGO07
Alain Hinkati	Financial Management Specialist		GGO26
Abdoul Ganyi Bachabi Alidou	Environmental Specialist		GEN07
Abdoul Wahabi Seini	Safeguards Specialist		GSU01
Armande Tatiana S. Mensah	Team Member		AFMTG
Diego Angel-Urdinola	Team Member		GSP05
Mariam Denise Brain	Team Member		GSP01
Matthieu Louis Bonvoisin	Counsel		LEGAM
Nadia Mireille Zenia Amoudji Agnegue	Team Member		AFMTG
Pamela Mulet	Team Member		GED07

Extended Team

Name	Title	Organization	Location
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TOGO
SAFETY NETS AND BASIC SERVICES PROJECT

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I. STRATEGIC CONTEXT

A. Country Context

1. Togo is one of the smaller countries in Africa, with an estimated land surface area of 56,600 square km and an estimated population of 7.3 million with an annual population growth of about 2.6 percent. After gaining independence in 1960, Togo's per capita GDP rose from US\$272 (in 1960) to US\$534 (in 1980) (2005 PPP). However, per capita income in 1980 represented Togo's peak, and Togo has now fallen behind many previously poorer countries in both living standards and social indicators. Togo's ranking in the UN's Human Development Index has fallen to 162nd out of 188 countries in 2015, and extreme poverty ranks among the highest in Africa at over 28 percent.
2. As Togo's average incomes have declined, the estimated poverty headcount rate rose -- from 32.8 in 1987 to 61.7 percent in 2006 (World Bank 1996, QUIBB 2006). Growth over the past decade, averaging nearly 5.5 percent per year, has been associated with a decline in the poverty rate to 55.1 percent in 2015. Nonetheless, without a rapid acceleration of poverty reduction, Togo will remain wide of the target with respect to the Sustainable Development Goals (SDGs) and the World Bank's Twin Goals.
3. Access to basic services in Togo has improved over the past years as the Government increased its social spending, but remains far from what is required to achieve the SDGs. For example, access to potable water increased by eleven percentage points between 2006 and 2015, but still barely seven in ten Togolese on average have access. In rural areas, as in other sectors, the situation is more difficult, with less than five in ten having access to potable water.
4. While Togo enjoyed strong economic growth averaging over 5% per year between 2012 and 2015, the macroeconomic situation has worsened, with increased indebtedness and an increasing fiscal deficit. Economic growth between 2012 and 2015 was mainly fueled by strong public investments in infrastructure, but also good performance in the agricultural sector. However, public investment is expected to slow as public debt reached 74.5 percent of GDP in 2015, while the fiscal deficit was 7.8 percent. In January 2017, Togo initiated discussions on a new program with the International Monetary Fund (IMF) under an Enhanced Credit Facility.

B. Sectoral and Institutional Context

5. Despite a reduction to 58.7 percent in 2011 and 55.1 percent in 2015, poverty remains a widespread phenomenon that is especially severe in rural areas. Indeed, about seven out of ten rural households (69 percent) were living under the poverty line in 2015. At the same time, the contribution of rural populations to the national poverty stood at 78.9 percent between 2006 and 2015. On average, female-headed households are hit harder (57.5 percent) than male-headed households (54.6 percent). Moreover, poverty has increased in the capital city of Lomé and its periphery from 28.5 percent to 34.3 percent between 2011 and 2015, as poorer households moved from rural areas to the outskirts of the city in search of better economic and job opportunities. Extreme poverty remains of concern, especially in rural areas, despite a decline between 2011



and 2015. Overall, extreme poverty decreased from 30.4 percent in 2006 to 28.7 percent in 2015, compared to around 15 percent in neighboring countries (except for Niger). Despite some improvement, the situation in rural areas is of great concern, as four in ten households live below the extreme poverty line. Along with extreme poverty, inequality remains high, as the Gini index was 0.380 in 2015, a slight decrease from its 2011 level (0.393).

6. The Government of Togo has laid out its development priorities in the Accelerated Growth and Employment Promotion Strategy (SCAPE 2013-2017). Four priorities were identified in the SCAPE: (i) the acceleration of economic growth, (ii) the promotion of employment and social inclusion; (iii) the strengthening of governance; and (iv) the reduction of regional disparities and community development (*développement à la base*). Five strategic axes have been identified to achieve the priorities: (i) development of high growth potential sectors; (ii) strengthening of economic infrastructure; (iii) development of human capital, social protection and employment; (iv) strengthening of governance; and (v) promotion of participative, balanced and sustainable development. With the SCAPE expiring in 2017, the Government launched in early 2016 the preparation of a five-year National Development Plan (*Plan national de développement – PND*) for the period 2018-2022 which will replace the SCAPE and guide government's action towards reducing poverty and inequalities. The process is still ongoing, but priorities of the PND focus on increasing access to basic services with the objective of reducing poverty, as the plan fully endorses the Sustainable Development Goals (SDGs).

7. Community development not only figures prominently in SCAPE, but also is further elaborated in a National Grassroots Development Policy. The Policy which was adopted in 2012 has the objective of providing each community in Togo a minimum of socio-economic basic services, such as primary education, health care, water and sanitation, electricity, social protection, and income generating activities. The Policy has guided the Government's actions towards reducing poverty and increasing income generating opportunities for the poorest communities. The Government created the *National Community Development Support Agency (ANADEB)* to spearhead all grassroots development initiatives and ensure the implementation of the Policy. Since its creation in 2013, ANADEB has launched several projects and programs to that end. Among the most important are the : (i) *Community Infrastructure Micro-project Support Program (PSMICO)* supporting the provision of basic community infrastructure ; (ii) *Community Development Project in Urban Zones(PDC-ZU)* focused on urban settings; and (iii) *Economic Activity Support for Groups Project (PSAEG)*, supporting income generating activities of organized economic groups in rural areas. In the same vein, the *Community Development Support Program (PRADEB)* was launched in 2014 with support from the Togolese Government and the West African Development Bank (*Banque Ouest-Africaine de Développement – BOAD*). The objective of the PRADEB is to contribute to poverty reduction and improve living conditions in in targeted communities. Except for the PRADEB which has a substantial budget of about 12 million dollars over five years, most of the other programs and projects are small in scale. Separately, the Government and the UNDP have developed an *Emergency Community Development Project (PUDC)* which aims to support the increased use of community approaches in implementing a range of government investments.

8. The Government's commitment to improve access to basic services has been translated into several other policies and programs, among which, the 2012-2015 Health Sector Development Plan (*Plan national de développement sanitaire – PNDS 2011-2015*), the Education Sector Plan (*Plan sectoriel de l'éducation 2010-*



2020). These policies are largely endorsed by most donors, who support their implementation. The preparation of a new PNDS over the period 2016-2022 was recently launched.

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

10. The central government lacks the capacity and resources to scale up basic service delivery rapidly, and the decentralization that is embodied in the Constitution has not yet been implemented. In this context, one important way in which the Government aims to enhance its capacity to deliver services is through empowering local communities to execute small-scale development projects. World Bank-financed community-driven interventions have had a good record of success since the World Bank re-engaged with Togo in 2004, first through the LICUS TF-funded Emergency Program for Poverty Reduction (PURP) (2005-2009), and later with the Community Development Project (PDC) (2008-2013) and the Community Development and Safety Nets Project (PDCplus) (2012-2017). Furthermore, the Education and Institutional Strengthening Project (PERI) (2010-2014) and its successor, PERI II (2015-2018) have used the community-driven approach for rural school construction. PERI developed and successfully implemented a system (Grassroots Management Training, GMT) relying on training of trainers to empower communities for service delivery. The GMT approach allows community associations to carry out the entire project cycle for the construction of a primary school. This approach was also launched under the Community Development and Social Safety Nets Project (PDCplus) in 2015, which had previously trained communities through local NGOs.

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

C. Higher Level Objectives to which the Project Contributes

12. A new Country Partnership Framework (CPF) for the World Bank's support to Togo is under preparation, building on a Systematic Country Diagnostic (SCD) which examines the main constraints and opportunities to



accelerate inclusive and sustainable growth and reduce poverty. The SCD notes that a fundamental constraint to reducing poverty is low effectiveness in setting policy priorities for, and delivering, public goods and services. The draft CPF aims to help Togo to pave the way to a more sustainable and inclusive growth, led both by a more dynamic private sector and more effective government policies, public investments, and services. Under the draft CPF's second Focus Area on Economic and social inclusion, the World Bank will aim to support improved social and basic infrastructure services, and improved incomes and safety nets for the most vulnerable. The operation is also in line with the most recent World Bank strategy for Togo, the Interim Strategy Note (ISN) covering FY 12-13. The ISN has three main objectives: (i) deepening the economic recovery process and promoting sustainable development; (ii) supporting economic governance and transparency; and (iii) addressing urgent poverty reduction and social needs. The proposed project will contribute primarily to the third objective, and in particular to outcome 3.1 "Improved access of communities to basic social and local development services." The project is also in line with the 2011 World Bank strategy for Africa, which has "Vulnerability and resilience" as its second pillar.

13. The SCAPE (2013-2017), the Government's poverty reduction strategy, contains five pillars. This project is closely aligned with the third pillar, "Development of Human Capital, Social Protection, and Jobs." The strategy calls for increased construction of schools, water points, and other basic services infrastructure, as well as increased coverage of school feeding and cash transfer programs for the poor and vulnerable.

II. PROJECT DEVELOPMENT OBJECTIVES

A. PDO

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

B. Project Beneficiaries

14. All components of the project will seek to benefit the poorest communities and households in all five regions of Togo. For the infrastructure component, resources will be allocated proportionally to regions according to the size of their population with incomes under the poverty line. Beneficiary communities will be targeted up front based on an index measuring their poverty and/or access to basic service infrastructure, depending on data availability. For the school feeding sub-component, beneficiaries would be primary school students in schools in targeted poor geographic areas. For the cash transfer sub-component, households will be targeted using the national targeting strategy for the poorest adopted by the Togolese Government in December 2015. This strategy is based on community targeting with verification through a proxy means test (PMT) survey.

15. In total it is expected that about 131,000 individuals will benefit from the project.



C. PDO-Level Results Indicators

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

- Direct project beneficiaries (number), of which female beneficiaries (percentage) (core);
- Students enrolled in rehabilitated or constructed schools under the project (number);
- People in rural areas provided with access to Improved Water Sources under the project (number);
- Community infrastructures functioning one year after completion (percentage);
- Beneficiaries of Safety Nets programs (number) (core); disaggregated by:
 - a. Beneficiaries of Safety Nets programs – Female (number) (core)
 - b. Beneficiaries of Safety Nets programs -- Unconditional cash transfers (number) (core)
 - c. Beneficiaries of Safety Nets programs -- School feeding programs (number) (core)

III. PROJECT DESCRIPTION

A. Project Components

17. The project will focus on continuing and strengthening the community infrastructure and safety net program started under PDC and PDCplus. By placing an increasing focus on strengthening country systems, the project seeks to help Togo make a step forward in how it supports safety nets and access to basic services for the poor. The project will support the building of national systems for targeting poor households and storing household information in a national social registry, which would be expected to be used across multiple programs. The project will also support country systems by shifting the responsibility for implementation of the project from the dedicated project implementation unit (PIU) that was used under PDC and PDCplus to a government agency, the National Agency for Grassroots Development (*National Community Development Support Agency – ANADEB*). Finally, the project will support the development of a national multi-program system of community capacity building around the Grassroots Management Training (GMT) approach.

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



Component 1: Infrastructure Sub-projects (US\$8.4 million)

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

20. The component will finance about 200 basic infrastructure micro-projects in all of the five regions of the country. Micro-projects are expected to have an average value of about US\$40,000. Implementation of activities at the community/village level will be based on the principles of the community-driven development (CDD) approach, in which targeted communities will select, plan and implement their subprojects.

21. Targeting will follow a two-step process. First, project resources will be divided among regions according to each region's contribution to national poverty. Second, in order to target at the community level, the World Bank will work with the National Institute for Statistics and Economic and Demographic Studies (*Institut national de la statistique et des études économiques et démographiques* -- INSEED) to create a composite index measuring lack of access to basic socio-economic infrastructure (or a similar indicator, depending on data availability), since poverty data does not exist at the level of each village. Villages will be ranked in the order of their lack of access to basic infrastructure and selected up to the limit of available resources for each region.

Component 2: Social safety nets (IDA US\$15 million)

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

Sub-component 2.1: School feeding (US\$5 million)

23. This sub-component aims to support the access of children in the poorest communities of Togo to regular school meals, which is in turn expected to increase attendance and retention in schools in the targeted areas. The sub-component will continue for two school years the school feeding program previously supported under the PDC and PDCplus, with IDA resources covering the 164 beneficiary schools supported under PDCplus. These schools were identified on the basis of a poverty map which measured poverty at the canton level, with all villages in the poorest cantons having been selected for the program. The project thus expects to reach about 38,000 students to whom a hot meal will be offered every school day. Given the amount of resources available for the sub-component, it will be implemented for two school years. In the meantime technical assistance will be provided to the Government to identify resources to continue supporting the school feeding program after resources of the sub-component are exhausted.

24. The approach of the school feeding program is based on the existing system of village women who prepare and distribute meals under the aegis of the Parent -Teacher Association (PTA) and with support and supervision from trained and experienced local NGOs. All food is purchased on the local market. This system is



well-tested and reasonably efficient, is far less expensive than building and running formal canteens, and generates additional income that remains in the community. The World Bank and Government will evaluate the current unit cost of 165 FCFA per student/day to see if it remains sufficient to cover a full meal plus a piece of fruit. Twice a year, deworming of all school children covered will be provided at the cost of 50 CFA per student per year.

25. The Government has earmarked 1 billion CFA Francs (US\$1.7 million) in co-financing for the PDCplus school feeding program each year for the past three years. For the proposed project, it is anticipated that the Government would commit the same level of resources for the next two years, and then take over the full financing of the program following the end of IDA financing.

Sub-component 2.2: Cash transfers (IDA US\$10.0 million)

26. The aim of this sub-component is to increase income and consumption of targeted households and thus increase their ability to cope with shocks. This component will build on the experience of the implementation of a pilot conditional cash transfer program under PDCplus, but with a focus on a broader group of beneficiaries. The PDCplus pilot program targeted pregnant mothers and children between 0-24 months of age, limiting its potential for application to all poor households. The pilot also operated in tandem with a UNICEF community nutrition program in Kara and the Savanes, which prevents the extension of the pilot's model to other regions of the country where UNICEF does not have a community nutrition program. The pilot provided beneficiaries with a monthly cash transfer of CFA 5,000 CFA Francs and also provided the opportunity to earn a bonus of 10,000 CFA Francs for attending informational sessions related to child nutrition and child protection.

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

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

29. Resources will be distributed geographically following the same two-step process as under component 1, i.e. i) dividing resources among regions according to each region's contribution to national poverty; and ii) selecting communities based on an index of access to socio-economic infrastructure (or a similar indicator, depending on data availability). After the selection of villages, targeting of households will follow the national targeting strategy adopted by the Government and partners in December 2015. This combines a first level of community targeting with a PMT survey to confirm the eligibility of households selected by the communities.



Choosing communities on the basis of the same methodology as under component 1 creates the opportunity for savings on community training costs and a greater combined impact.

Component 3: Capacity building and project management (US\$5.6 million).

Sub-component 3.1: Grassroots Management Training (GMT) (US\$500,000)

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

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

32. In collaboration with the education sector, the project will support the development of a national system for Grassroots Management Training by supporting a national focal point for GMT in the Ministry of Community Development, training materials that can be used across sectors, and a registry of consultants with expertise and experience in the GMT approach.

Sub-component 3.2: Support for safety net systems building (US\$500,000)

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

Sub-component 3.3: Project management (US\$4.6 million)

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

B. Project Cost and Financing

35. Total project cost is US\$29 million financed by an IDA grant. The Government is expected to contribute resources alongside the project though they will not be formally considered as counterpart financing. The table below summarizes project costs by component and provides the share of each component on the total IDA budget.

Project Components	Project cost	IDA Financing	Trust Funds	Counterpart Funding
Total Costs				
Total Project Costs	29.0	29.0	0	0
Component 1: Infrastructure Sub-projects	8.4	8.4	0	0
Component 2: Social safety nets	15.0	15.0	0	0
Sub-component 2.1: School feeding	5.0	5.0		
Sub-component 2.2: Cash transfers	10.0	10.0		
Component 3: Capacity building and project management	5.6	5.6	0	0
Sub-component 3.1: Grassroots Management Training (GMT)	0.5	0.5	0	0
Sub-component 3.2: Support for safety net systems building	0.5	0.5	0	0
Sub-component 3.3: Project management	4.6	4.6	0	0
Front End Fees				
Total Financing Required	29.0	29.0	0	0

C. Lessons Learned and Reflected in the Project Design

36. A number of lessons learned from the previous projects (PDC and PDCplus) have informed the design of the current project, including:

- (a) **Streamlining the project:** The previous IDA-funded community development projects over the past years have been complex to manage, because of the high number of activities included in their design. The large number of discrete activities in the projects was a significant tax on management attention



and capacity. For this reason, the current project covers only three of the five activities of the PDCplus, the remaining two being covered under a separate project.

(b) **Targeting of beneficiary communities for the infrastructure component.** While improved from PDC to PDCplus, targeting of beneficiary community under PDCplus remained less than ideal due to lack of data. Using existing data, under the PDCplus geographic targeting went as far as designating eligible *cantons* in each region. But there was no means of identifying the poorest communities within each canton, and communities were asked to apply for support, which could have favored less poor communities. In the new project, this bias will be corrected by targeting eligible communities upfront, on the basis of their lack of access to basic social services infrastructure, using a special index to be created for the project by the INSEED.

(c) **Targeting of beneficiaries of cash transfers.** The previous project, the PDCplus, combined a geographical and a categorical targeting methodology under which, pregnant women and mothers of children under 5-year old and mothers of children severely malnourished living in treatment villages were eligible to receive a cash transfer. This targeting, while favoring early childhood development, left behind poor households without young children. The new cash transfer program will target more broadly all of the poorest households in targeted communities, through a combination of community targeting and a PMT verification survey.

(d) **Managing incentives for civil servants involved in the implementation of the project.** In the PDCplus, there was a major role for the regional branches of the Ministry of Social Affairs (MASPFA), whose staff were public servants and thus not eligible for compensation (salaries) under IDA funds. Frustrations arose given the discrepancies between public sector salaries and the salaries of consultants paid from project funds. This created a difficult atmosphere for the smooth implementation of project activities. With the Government having announced a counterpart fund to support the scale up of the cash transfer program, some of these funds could be used for compensation and incentivation of civil servant involved in the implementation of activities at all levels. This also applies for the school feeding program, but to a lesser extent. Most activities are carried out by NGOs and PTAs, with civil servants in a monitoring and supervision role.

IV. IMPLEMENTATION

A. Institutional and Implementation Arrangements

37. Following the successful implementation of two consecutive IDA-funded projects (PDC and PDCplus), the Ministry of Community Development has developed extensive experience in implementing World Bank financed projects. Responsibility for implementation of this project will remain with the Ministry, but the project will not be implemented through a PIU dedicated only to the project. To build sustainable national capacity, the Ministry has created the National Community Development Support Agency (*Agence Nationale d'Appui au Développement à la Base -- ANADEB*). The ANADEB, which is operational since 2013, has developed experience in managing small community infrastructure projects modeled after those under PDC and PDC plus, and will be the entity under the Ministry of Community Development responsible for day-to-day implementation. The ANADEB was also recently appointed as the focal point for the implementation of a new



UNDP-supported Emergency Community Development Project (*Projet d'Urgence de Développement Communautaire -- PUDC*). Implementation of the project by ANADEB will ensure coherence and coordination with the PUDC and other similar Government community development programs. To prepare for increased volume of activity, ANADEB has recently recruited additional staff, including at regional level—and is expected to recruit additional personnel in coming months, including certain personnel with experience and good performance from PDCplus. The World Bank has evaluated ANADEB's procurement and financial management capacities and found them satisfactory, pending compliance with recommendations.

38. ANADEB was established under Decree No. 2011-017/PR dated January 19, 2011. It has its own legal personality and financial autonomy. Therefore, in addition to the Financing Agreement to be signed between the World Bank and Government, ANADEB will sign a Project Agreement with the World Bank describing its obligations in the implementation of the project. Furthermore, as a condition of effectiveness of the project, the Government will also sign a Subsidiary Agreement with ANADEB describing how the latter will implement the project on behalf of the former, and the rights and responsibilities of each party. The legal texts establishing ANADEB should not be amended, suspended, abrogated, repealed or waived in a manner that affects ANADEB's ability to implement the project.

39. At the national level, ANADEB will create a project unit to be staffed with a Coordinator, financial and procurement specialists, an M&E specialist, and specialists in infrastructure, school feeding and cash transfers, among other personnel. ANADEB's staff consists of consultants whose salaries can be eligible in principle for World Bank financing, assuming their recruitment followed procurement procedures acceptable to the World Bank. The World Bank will analyze the procedures used for already recruited staff before agreeing to finance such salaries.

40. With its increased responsibilities, ANADEB is opening regional offices (*Coordinations Régionales – CR*). These CR, for which recruitment is underway, will be staffed with individual consultants with significant project implementation experience. As a minimum, each CR will comprise a regional coordinator, an infrastructure specialist with procurement experience, a safety nets specialist, a grassroots management training specialist, and an administrative accountant (*Gestionnaire comptable*), as well as consultant community facilitators. With this basic structure each CR will be at the forefront of the implementation of the project at the regional level. Once the geographical targeting of beneficiary communities is completed, the CRs, will be responsible, each in its respective region, for facilitating the implementation of Component 1 activities using a CDD approach whereby targeted beneficiary communities identify, plan and implement their own subprojects. In practice, they will (a) assist communities in determining their needs, preparing proposals and implementing subprojects; (b) guarantee the technical soundness and viability of proposed subprojects; (c) work closely with Government officials, members of the Regional Approval Committee (*Comité Régional d'Approbation – CRA*), under the leadership of the Prefet of the regional capital (*Prefet du Chef-lieu de region*)¹ to ensure subproject

¹ This arrangement is consistent with art. 16 of Law 2007-001 related to the organization of the deconcentrated territorial administration in Togo, which creates in each region a Regional Administrative Conference (*Conférence Administrative Régionale*). In absence of an appointed Governor or Region as provisioned by the law, in practice, it is the Prefet of the regional capital (*Préfet de Chef-Lieu de Région*) who play the role of Governor by gathering other regional directors. The Project, by creating a Regional Approval Committee in the forms mentioned above is aligned with legal provision of art. 16 of Law 2007-001.



sustainability and consistency with sector policies and plans; (d) to ensure that funds are transferred to beneficiaries account and (e) retain responsibilities monitoring compliance with fiduciary requirements by beneficiary communities, at the regional level. For the safety nets component, the CR will monitor the NGOs responsible for the school feeding program, and supervise the implementation of the cash transfer subcomponent.

41. Unlike under the previous community development projects (PDC and PDCplus), in which the Community Development Support Agency (AGAIBs) had fiduciary responsibilities, the CR/ANADEB will not have any such responsibilities other than ensuring that fiduciary requirements are met by communities.

42. Communities will play the central role in implementation on the ground in regard to both component 1 and 2, primarily through their Village Development Committees (*Comités Villageois de Développement – CVDs*). CVDs will be the main conduit for the implementation of community infrastructure, as they will prepare and submit to the CR/ANADEB their subproject proposals, sign a subproject grant agreements with CR/ANADEB, open and operate a bank account to receive subproject funding, hire and supervise contractors, and overall see to the correct use of the funding made available. Through PTAs, communities will implement the school feeding activities in their targeted schools. Communities will also play a key role in the community targeting of beneficiaries of the cash transfer subcomponent. A specific module on community targeting will be included in the grassroots management training curriculum to equip them with the required capacities for beneficiary targeting.

B. Results Monitoring and Evaluation

43. The results monitoring framework assesses progress towards the PDO through key indicators, focusing on improving community access to basic socio-economic infrastructure and increasing access to safety nets. In addition, intermediate indicators will monitor the progress of each component over the life of the project. Monitoring and evaluation (M&E) arrangements will be centralized at the level of the ANADEB, which will establish a dedicated M&E system for the Project. This system will include an exhaustive database that will be regularly updated based on the M&E strategy that is being developed. Through this strategy, the CRs of ANADEB will be expected to share a specific set of data with the ANADEB on a regular basis, and the M&E specialist will randomly visit sites to verify the accuracy of the data shared, accompanied by the Internal Auditor as needed. Monitoring will occur at each stage of project implementation, in order to identify arising problems and issues and to promptly consider and adopt corrective measures.

44. The project will conduct a number of mid-term and end of the project evaluations to gauge progress towards the PDO, to assess the impact of the project on the beneficiaries, to assess the quality of the works carried out, as well as overall project efficiency. These evaluations will include: technical audits of infrastructures built under component 1, and process evaluations of the school feeding and cash transfer components.

45. To achieve the goal of establishing a strong M&E system for the project, a highly qualified professional M&E specialist will be recruited by the ANADEB. This specialist will also help establish a broader M&E system for the ANADEB for the monitoring of all its programs and projects.



C. Sustainability

46. Given its budgetary constraints, Togo requires World Bank assistance to support project activities. However, the Government has made important strides toward ensuring financial sustainability of the activities supported by the project. This includes the large financing for PUDC as well as Government's contributions to the school feeding and the pilot cash transfers programs since 2014.

47. The outlook for institutional sustainability is positive, as the Government has been pro-active in moving from a projectized approach to a more systematic approach. The Technical Secretariat which implemented PDC and PDCplus will give way to the National Community Development Agency (ANADEB). The ANADEB, along with its regional office will take over the role previously played by the Technical Secretariat and the (Agences d'Appui aux Initiatives de Base) AGAIBs, which are autonomous NGOs. After about ten years of implementation of community development projects, the Government has embraced a vision with a central role for the CDD approach in increasing access to basic services. This will be further strengthened, with the establishment of a focal point for community grassroots management training in ANADEB to coordinate community training initiatives.

48. To the extent possible, some technical staff from the Technical Secretariat and AGAIBs are expected to be recruited into ANADEB to ensure continuity and knowledge transfer from the PDC and PDCplus to the current project.

D. Role of Partners

49. **The Ministry of Social Affairs, Women's Promotion and Alphabetization (MASPFA)** will be closely involved in the implementation of the Cash Transfer Subcomponent, particularly through its regional offices (*Direction Régionale des Affaires Sociales – DRAS*) and prefecture-level offices (*Direction Préfectorale des Affaires Sociales – DPAS*) offices in all of the five Regions, as well as the heads of zones (*Responsables de Zones – RZ*). Their responsibilities will include facilitating the community targeting of beneficiaries and supervision of the PMT survey and the identification of beneficiaries. The Ministry of Social Affairs through its decentralized structures will also be responsible for supervising the implementation of accompanying measures of the cash transfer program.

50. **The Ministry of Primary and Secondary Education (MEPS)** will be closely involved in the implementation of the school feeding program through its representatives at the school and School District level. Togo is currently preparing its National School Feeding policy which is expected to propose greater responsibility for school feeding for the MEPS, which already has a Directorate for School Feeding (*Direction de l'alimentation scolaire – DAS*). It is expected that the MEPS will work closely with the Ministry of Community Development, ANADEB, and the implementing NGOs to take a larger role in implementation of school feeding under the project. The project will also provide capacity building to MEPS to that end.

51. **UNICEF Togo** will continue to be a partner for the cash transfers sub-component under the new project, particularly in regard to the informational activities around early childhood development. A memorandum of



understanding signed between UNICEF Togo and Ministry of Community Development, Handicraft, Youth and Youth Employment (MDBAJEJ) will clarify roles and responsibilities.

52. **World Food Program in Togo (PAM Togo)** will also be a key implementing partner for the school feeding program. PAM Togo has worked a lot with the MPES over the past years to build capacities, and in preparing the National School Feeding Policy. Likewise it has facilitated training for the NGOs supervising the school feeding program under the PDCplus. PAM Togo will continue supporting the capacity building of key actors across ministries to ensure that proper transfer of capacities is completed between the ANADEB and the future structure responsible for implementing school feeding programs.

53. **National NGOs** will continue to play the implementation partner role in regard to school feeding. A number of qualified NGOs will be competitively selected at the beginning of the program to supervise school feeding implementation in defined geographic areas. Performance of each NGO will be assessed at the end of each school year against clear performance criteria, before renewal of their contracts for supervising the program the next year.

54. **Other relevant sectoral ministries** (e.g., education, health, transport, and water and sanitation) will be involved in the project at the national and at the regional level to ensure that subprojects are consistent with sectoral policies, regulations and plans. Hence, they will have a role to play when deciding on the funding of proposals in their sectors as well as in supervising their implementation (in collaboration with ANADEB CR staff). At the national level, the role of sector ministries will consist in providing general guidance on the Government's choices and strategies, through the Steering and Orientation Committee (*Comité d'Orientation et de Pilotage* – COP). At the regional level this role will be played through the Regional Approval Committee (*Comité Régional d'Approbation* - CRA), under the leadership of the Prefet of the Chef-lieu de Région, as described in the Project Implementation Manual.

V. KEY RISKS



A. Overall Risk Rating and Explanation of Key Risks

55. The overall risk level is judged to be moderate. Risks rated substantial include macroeconomic risks related to Togo's debt and fiscal position, fiduciary risks, and low institutional capacity for implementation and sustainability.

56. **Macroeconomic risk.** With the deteriorating macroeconomic framework over the past few years, characterized by the deepening of fiscal deficits and increasing public debt, pressure on the Government to stabilize the macroeconomic framework will increase. As a consequence, public spending will likely be cut in the coming years. This presents a risk for sustained government support to the safety nets program. The risk posed by possible cuts in public spending will be mitigated by the inclusion of indicators on social sector spending, including safety nets, under the new Enhanced Credit Facility Program in discussion with the International Monetary Fund (IMF).

57. **Fiduciary risk.** The World Bank has assessed ANADEB's fiduciary capacities and found them to be largely satisfactory, while providing some recommendation for strengthening these capacities. The World Bank will provide support in developing clear implementation procedures, M&E, MIS and in providing capacity building and training on fiduciary aspects and management for implementing agency staff. To ensure that resources are received by the intended population, the World Bank will also provide technical assistance for targeting and beneficiary identification. This will help to mitigate the overall level of risk.

58. **Implementation capacity.** While MDBAJEJ has experience with World Bank projects and knowledge of World Bank procedures, the ANADEB has little such experience. This risk will be mitigated by the recruitment of staff with experience in implementing PDC and PDCplus, technical assistance, and training in World Bank procedures.

VI. APPRAISAL SUMMARY

A. Economic and Financial (if applicable) Analysis

59. The project is expected to make an important contribution toward improving the living conditions of targeted communities and individual beneficiaries.

60. The community infrastructure to be supported under Component 1 will address major deficits in basic services infrastructure (primary schools, health posts, water points, market infrastructure, and secondary roads). While the exact investments under the community infrastructure component depend on community priorities, prior evidence shows that the CDD approach is the most cost-effective means of constructing such infrastructure. According to Togo's 2014 Report on the State of the National Education System, primary schools built under the Community Development Project (PDC), which closed in 2013, cost significantly less than those built through any other approach. PDC schools cost on average US\$116 per square meter, whereas other approaches ranged from US\$131 to US\$230 per square meter. The technical audit of infrastructure constructed under PDCplus at the mid-term review found that infrastructure built by the project remained cost-effective: the average cost of a three classroom school (with office and storage room) remained at about



FCFA 15 million (US\$25,000), about the same as under the World Bank Education and Institutional Strengthening Project (PERI). The economic benefits that will accrue from these activities will include improved access to education, health water, and transport for poor rural communities.

61. The continued expansion of the CDD approach also supports greater allocative efficiency in public expenditure. Like in the PDC and PDCplus, the proposed project will empower communities to allocate scarce resources across sectors through the promotion of participatory decision making at the local level (the participatory community planning process), thereby ensuring that such resources are applied most efficiently in response to local priorities. Broad-based participation creates local ownership which, combined with other complementary activities that the project provides (such as capacity building, etc.), makes the subprojects sustainable and extends the life of the investment's benefits.

62. The cash transfer sub-component will provide support to poor households to increase their income and consumption and improve their ability to cope with shocks. Empirical evidence indicates that cash transfers have a significant development impact, leading for example to increased spending on health, education and food security, as well as to economic investment. In a forthcoming review of existing independent evaluations of cash transfer programs (Bastagli et al, 2016), seventy-one percent of programs had a statistically significant positive impact on household expenditure, whereas 60 percent of cash transfer programs examined had a statistically significant positive impact on poverty – with poverty headcount reductions ranging from four percent in Zambia to nine percent in Mexico. Similar numbers of studies found positive impacts on educational attendance (52 percent) and health service use (60 percent). Forty percent found positive impacts on saving, 71 percent found statistically significant increases in livestock assets, 21 percent found increases in work participation, and 86 percent found decreases in domestic violence. Of course, the design of the programs evaluated varied greatly and not all programs aimed to have an impact on every dimension examined. Fears that cash transfer recipients will misuse the transfers have proven largely unfounded. Evans and Popova (2014) examined data on 19 programs and found almost without exception no significant evidence of increased spending on temptation goods such as alcohol and tobacco.

63. The School Feeding sub-component is expected to continue to have the same positive impact on poor households that has already been observed. The economic benefits of the School Feeding program go well beyond the immediate substitution effect in the expenditures of households of providing meals to children. A 2011 assessment of the PDC school feeding program showed a significant impact on poor families, school enrollment and overall health conditions. In particular: i) the net transfer of the project through meals was estimated at about 20 percent of households' yearly food consumption (based on the 2006 QUIBB survey); ii) the enrollment of new students in beneficiary schools in 2009-2010 increased by 9 percent, well above the average increase experienced in non-beneficiary schools; and (iii) it was estimated that more than US\$1,500 a month has been injected in communities as a result of the project approach to meal preparation, which relies on the local community, local food products and the work of village women.

64. The World Bank can provide an important value-added by supporting this project given its expertise and international experience with building safety net systems and using the CDD approach. Specifically, World Bank support will help the Government to adopt best practices in safety net system design, targeting of safety nets beneficiaries, making payments to safety net beneficiaries, training of poor communities to implement basic services sub-projects and safety nets activities, and monitoring and evaluation. Furthermore, domestic



resources to finance such activities are highly limited. Implementing a World Bank project will also increase the capacity of national government agencies to design and manage large scale projects with adequate procurement and financial procedures, clear implementing manuals and a well-developed M&E system.

B. Technical

65. The proposed technical design is the most appropriate to support the borrower objectives of extending access to basic service and alleviating poverty in rural areas. The use of the CDD approach for small basic services infrastructure follows international best practice, especially when government implementation capacity at lower levels is weak. Decentralization is foreseen by Togo's constitution but has not yet been implemented. In the absence of local elected authorities, the approach provides a valuable means for local communities to express their needs. Furthermore, even after decentralization the CDD approach should remain relevant as the implementation capacities of local governments are likely to remain low, and delegation of execution by local governments to communities could enhance local authorities' ability to fulfill their responsibilities. Indeed, much of the literature on CDD speaks of the potential benefits of linking the approach closely with decentralization (Guggenheim and Wong, 2005; Serrano, 2005). This literature has highlighted CDD's potential role in improving the quality of decentralization by promoting greater civic participation, voice, and accountability in local governance; delivering cost-effective and timely services within a decentralized context; and CDD's possible role in informing and formulating decentralization regulations.

66. The project will continue the emphasis placed by the PDCplus on Grassroots Management Training (GMT). GMT, which was initially developed by the World Bank Institute in 1997, is designed such that: (i) the low levels of literacy in many communities are not a constraint; (ii) control of the project is protected against elite capture; and (iii) women and vulnerable groups (including the handicapped) participate heavily in local management arrangements. The GMT modules comprise: (i) information and communication; (ii) community organization and dynamics; (iii) participatory poverty and needs assessments; (iv) participatory planning; (v) participatory monitoring and evaluation; (vi) community procurement; (vii) community financial management; and (viii) maintenance of infrastructure assets.

67. Social safety nets are also an important public service whose delivery can benefit significantly from the involvement of communes and communities. The combination of community-executed basic services infrastructure sub-projects with social safety nets (cash transfers and school feeding) pilot in this project is warranted, among other factors, by the synergies in community training through GMT, which will be extended to help in the delivery of social safety nets. Community associations will be trained and empowered to target beneficiaries for cash transfers, to implement community-based school feeding, and to act as the first line of responders in the resolution for grievances.

C. Financial Management

68. A FM assessment of the implementing unit ANADEB designated to manage the Safety Nets and Basic Services Project, was carried out in December 2016. The objective of the assessment was to determine whether

ANADEB has acceptable FM arrangements in place to ensure that the project funds will be used only for intended purposes, with due attention to consideration of economy and efficiency. The financial management assessment was carried out in accordance with the Financial Management Practices Manual issued by the Financial Management Board on March 1, 2010 and retrofitted on February 4, 2015.

69. The FM arrangements are acceptable if they are capable of recording accurately all transactions and balances, supporting the preparation of regular and reliable financial statements, safeguarding the Project's assets, and are subject to auditing arrangements acceptable to the World Bank. These arrangements should be in place when project implementation starts and be maintained as such during project implementation. The assessment concluded that the financial management of ANADEB satisfies the World Bank's minimum requirements under OP/BP 10.00, and therefore is adequate to provide, with reasonable assurance, accurate and timely financial management information on the status of the project required by the World Bank.

70. The overall fiduciary risk rating is assessed as Substantial and mitigation measures proposed (see FM Action Plan) will strengthen the internal control environment and maintain the continuous timely and reliability of information produced by ANADEB and an adequate segregation of duties.

Table 1: FM action plan

No.	Activity/Action	Target Completion Date	Responsibility
1	Recruit one additional Accountant ANADEB's headquarters for managing the additional workload which will be generated by this new project.	Not later than three (3) months after effectiveness	ANADEB
2	Recruit for each ANADEB's regional offices (Maritime, Plateaux, Centrale, Kara, and Savanes) an Accountant to manage project funds received from its designated account	Not later than three (3) months after effectiveness (covenant)	ANADEB
3	Recruit one short-term experienced and qualified Financial Management Expert to assist ANADEB's FM team familiarize with the World Bank's FM procedures	Within one month after effectiveness	ANADEB
4	Update the Financial and Accounting manual of procedures to reflect the new project specificities	Not later than three (3) months after effectiveness	ANADEB
5	Purchase a multi-project version of the accounting software (TOM2PRO) ANADEB is currently using.	Not later than three (3) months after effectiveness	ANADEB
6	Appointment of external auditor acceptable to IDA	Not later than three (3) months after effectiveness	ANADEB

Country issues

71. The 2016 PEFA assessment revealed the following main weaknesses in Togo's public financial management system: (i) poor budget credibility, particularly concerning expenditures (ii) budgetary coverage



and transparency is limited by the high level of off-budget operations (over 10 percent of total expenditures) (iii) budgeting experience based on public policies still needs to be improved and (iv) predictability and supervision of budget execution is still limited. The capacities of the State internal audit entities are still generally weak, given the scope of their missions and their areas of responsibility. The accounting and recording of financial data was reorganized in 2009 but the system still requires improvement. The independence of the supreme audit institution (Cour des Comptes) is hindered by jurisdictional limitations in the Constitution and the lack of freedom to publish an annual report.

72. The Overall Inherent Risk of the public financial management (PFM) system in Togo is rated as “High”. However, actions are being taken to address all these issues. The government of Togo (GoT) is updating the PFM actions plan based on recommendations resulting from various recent studies (PEMFAR, PIMA) to address the main weaknesses inherent to the country PFM system.

Financial Management and Disbursements arrangements

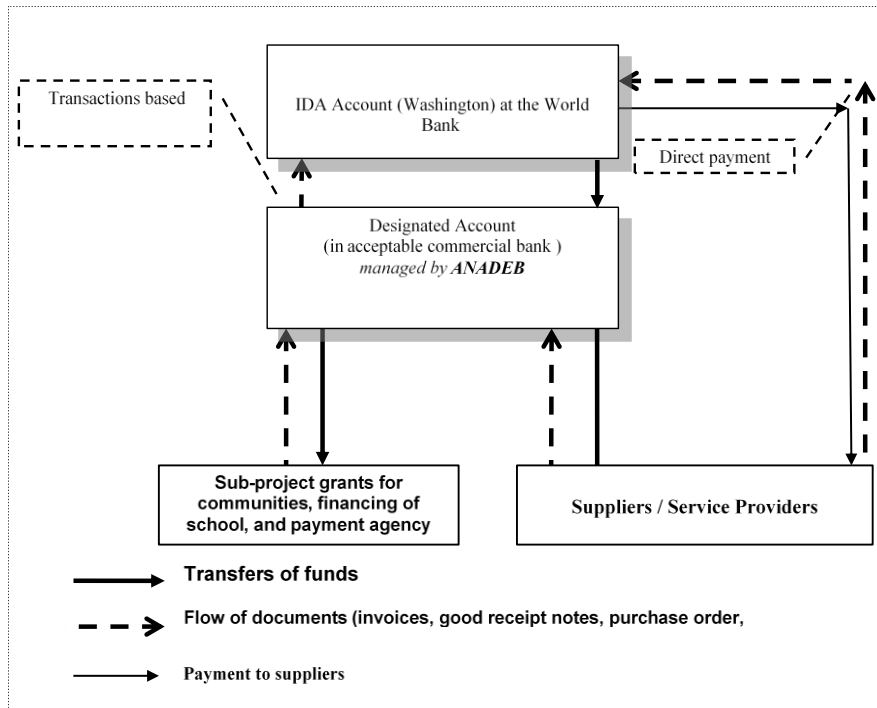
73. ANADEB will handle the overall responsibility of FM aspects of the project including budgeting, disbursement, financial management, reporting, supervision, management of the Designated Account, and auditing.

74. **Governance and Anti-corruption (GAC) arrangements:** ANADEB will follow existing anti-corruption legislations when dealing with fraud and corruption. FM arrangements will ensure that there are internal control systems and audits conducted to prevent and detect fraud and corruption. In addition, the project will be implemented in accordance with the “Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants”, dated October 15, 2006 and revised in January 2011.

75. **Budgeting.** The project budgeting process will be clearly defined in the Project financial management manual and the budget will be reviewed and adopted by the Steering Committee before the beginning of the year. Annual draft budgets will be submitted to the World Bank’s non-objection before adoption and implementation. The Recipient shall create, and thereafter maintain throughout each calendar year of project implementation, a specific budget line entry in the state budget (especially in the targeted sectorial budgets) to keep track of the corresponding expenditures incurred during project implementation.

76. **Funds Flow and Disbursement Arrangements.** Flow of funds arrangements are shown in Figure 1.

Figure 1: Funds Flow and Disbursement Arrangements



77. **Designated account.** One Designated Account (DA) will be opened at a commercial bank acceptable to IDA. Its ceiling will be determined in the disbursement letter based on the disbursement forecast for the first four months. The project Coordinator and the FM specialist will be the signatories of the DA. The account is set up to fund eligible expenditures based on the approved annual activity plans. Five (5) regional sub-accounts will be opened to finance activities to be executed at decentralized level. Disbursements from these sub-accounts will comply with specific procedures to be included in the project manual.

78. **Disbursement methods and processes.** Disbursements under the Project would be transaction based. In addition to making advances to the DA, other disbursement methods (reimbursement, direct payment and special commitment) will be available for use under the Project, for example, direct, reimbursement, and special commitment methods. Further instructions on disbursement and details on the operations of the Withdrawal Applications and Direct Payments will be outlined in the disbursement letter.

79. Table 2 below specifies the categories of eligible expenditures to be financed out of the proceeds of the Grant, the amounts under each category, and the percentage of expenditures to be financed for eligible expenditures in each category.

Table 2: Expenditure categories

Category	Amount of the financing allocated (expressed in DTS)	Percentage of expenditures to be financed (inclusive of taxes)
1) Goods, works, non-consulting services, consultants' services, Training and Operating Costs	6,800,000	100%



for Parts B.1, B.2(b) and C of the Project		
2) Sub-project Grants under Part A of the Project	6,200,000	100% of amounts paid by the Recipient under the Sub-project Grant
3) Cash Transfers under Part B.2(a) of the Project	7,400,000	100% of amounts paid by the Recipient under the Cash Transfer
4) Refund of Preparation Advance No. V0650-TG	1,000,000	Amount payable pursuant to Section 2.07 of the General Conditions
TOTAL AMOUNT	21,400,000	

80. **Accounting and Reporting.** SYSCOHADA is the assigned accounting system in West African Francophone countries. Project accounts will be maintained on a cash basis, supported with appropriate records and procedures to track commitments and to safeguard assets. Annual financial statements will be prepared by ANADEB in accordance with the SYSCOHADA but taking into account specificities related to external financed investment projects. Accounting and control procedures will be documented in the FM Manual. ANADEB will prepare Quarterly Interim Un-audited Financial Reports (IFRs) reflecting operations of the designated account and submitted to the World Bank within 45 days after the end of each quarter. The IFR format will comprise the following: i) report on the sources and use of funds cumulative (project-to-date; year-to-date) and for the period, showing budgeted amounts versus actual expenditures, including a variance analysis; and ii) forecast of sources and uses of funds. The current ANADEB's accounting software TOM2PRO with mono-project will be replaced by TOM2PRO multi-projects, multi-sites, and multi-donors for managing both its current projects and the new project.

81. **Internal control and internal auditing arrangements.** Internal Control Systems: The updated version of ANADEB's current FM and administrative procedures will document the financial management and disbursement arrangements including internal controls, budget process, assets safeguards, and clarify roles and responsibilities of all the stakeholders. The internal audit function will be assumed by ANADEB's internal audit unit. In line with the Togo Use of Country System (UCS) Report, the project's internal control system could be strengthened by establishing a close collaboration between the General Inspectorate of Finance (Inspection Générale des Finances-IGF) and the project's internal audit unit for conducting periodical internal audit review on the project activities.

82. **Annual Financial Audit.** An external independent and qualified private sector auditor will be recruited to carry out the audit of the Project's financial statements under the supervision of the supreme audit institution. Therefore, annual audits will be conducted based on Terms of References (TOR) agreed with the supreme audit institution and that are satisfactory to the World Bank. The auditor will express an opinion on the Annual Financial Statements, and perform his audit in compliance with International Standards on Auditing (ISAs). He will be required to prepare a Management Letter detailing observations and comments, providing recommendations for improvements in the accounting system and the internal control environment. The



external auditor will especially review each year a reasonable sample of the subsidized concession operations to ensure that activities were completed pursuant to the agreed procedures and that funds were used for the purposes intended.

83. The audit report on the annual project financial statements and activities of the Designated Account will be submitted to the IDA within six months after the end of each project fiscal year.

84. **Implementation Support Plan.** Based on the outcome of the FM risk assessment, the following implementation support plan is proposed. The objective of the implementation support plan is to ensure the project maintains a satisfactory financial management system throughout the project's life.



Table 3: Implementation Support Plan

FM Activity	Frequency
Desk reviews	
Interim financial reports review	Quarterly
Audit report review of the project	Annually
Review of other relevant information such as interim internal control systems reports.	Continuous as they become available
On site visits	
Review of overall operation of the FM system	Twice per year (Implementation Support Mission)
Monitoring of actions taken on issues highlighted in audit reports, auditors' management letters, internal audit and other reports	As needed
Transaction reviews (if needed)	As needed
Capacity building support	
FM training sessions	During implementation and as and when needed.

D. Procurement

85. **Capacity Assessment and Remedial Actions.** A full Procurement assessment of the main implementing agency, the ANADEB was conducted prior to project appraisal. The overall project risk for procurement is rated High before mitigation. The assessment concluded that the basic requirements for ensuring acceptable quality of procurement largely exist already within the agency. However, a number recommendations were made to strengthen procurement capacity. These include:



- a) updating the procurement manual of procedures to include : (i) the delegation of implementation responsibility to communities, and (ii) any new procurement methods identified by the new project;
- b) preparing a new procedures manual and simplified procurement and project implementation documents for communities;
- c) recruiting and appointing in each Regional agency, a qualified staff responsible for procurement, to provide direct and proximity assistance to community;
- d) training the ANADEB management and all staff responsible for procurement activities on prequalification of providers (enterprises, consultants, etc.), and on the selection of consultants, on monitoring and management of community procurement, and on project management following World Bank procedures;
- e) preparing and implementing a support and training mechanism on procurement for the first year of project implementation;
- f) performing each year an audit and a posteriori review of all procurements conducted by the ANADEB and the communities;
- g) creating a registry for the management of all information related to claims and complaints;
- h) improving the filing and archiving system at the ANADEB.

86. **Guidelines and procurement documents.** As the PCN review was held in June 2016, procurement activities will be carried out in accordance with the World Bank's 'Guidelines: Procurement of Goods, Works, and Non-Consulting Services under IBRD Loans and IDA Credits & Grants by World Bank Borrowers', dated January 2011 and revised in July 2014, or the World Bank's 'Guidelines: Selection and Employment of Consultants', dated January 2011 and revised in July 2014 with a Procurement Plan (PP) acceptable to IDA.

87. Procurement will be carried out using the World Bank's Standard Bidding Documents or Standard Request for Proposal (RFP) for all International Competition Bidding (ICB) for goods and for the selection of consultants, respectively. For National Competitive Bidding (NCB), the Borrower should submit a sample form of bidding documents to the World Bank for prior review and will continue to use this type of document throughout the project once this has been agreed upon. The Sample Form of Evaluation Reports published by the World Bank will be used. Community procurement will be carried out using the current documents included in the Project Implementation Manual.

88. **Advertising.** A comprehensive General Procurement Notice will be prepared by the borrower and published in the United Nations Development Business (UNDB) online following the Board approval, to announce major consulting assignments and any International Competitive Bidding (ICB). The General Procurement Notice shall include all ICB for works, goods and non-consulting services contracts and all large consulting contracts (that is, those estimated to cost US\$100,000 or more). In addition, a specific procurement notice is required for all works, goods to be procured under ICB in UNDB online. Requests for Expressions of Interest (EOIs) for consulting services expected to cost more than US\$100,000 shall be advertised in UNDB online. An EOI is required in the national gazette or a national newspaper or on an electronic portal of free access for all consulting firm services regardless of the contract amount. In the case of National Competitive Bidding (NCB), a specific procurement notice will be published in the national gazette or a national newspaper or on an electronic portal of free access. Contract awards will also be published in UNDB online, in accordance with the World Bank's Procurement Guidelines (paragraph 2.60) and Consultant Guidelines (paragraph 2.28).



89. **Procurement of Works:** Contracts for Works estimated to cost US\$5,000,000 equivalent or more per contract shall be procured through ICB. Contracts estimated to cost below US\$5,000,000 but greater than US\$200,000 equivalents may be procured through NCB. Relevant NCB works contracts, which are deemed complex and/or have significant risk levels, will be prior-reviewed. Such contracts will be identified in the procurement plans. Contracts estimated to cost less than US\$200,000 equivalent per contract may be procured using shopping procedures in accordance with Para. 3.5 of the World Bank Procurement Guidelines and based on a model request for quotations satisfactory to the World Bank. At the minimum, this could be achieved by soliciting quotations through written invitations from not less than three qualified contractors. Direct contracting may be used in exceptional circumstances with the prior approval of the World Bank, in accordance with paragraphs 3.6 and 3.7 of the Procurement Guidelines

90. **Procurement of goods.** Contracts for goods estimated to cost US\$500,000 equivalent or more per contract shall be procured through ICB. To the extent possible and practicable, goods orders shall be grouped into larger contracts wherever possible to achieve greater economy, at the procuring entity level. Contracts estimated to cost less than US\$500,000 but equal to or above US\$100,000 equivalent per contract may be procured through NCB. Contracts for goods and commodities estimated to cost less than US\$100,000 equivalent per contract and contracts for the purchase of vehicles and fuel estimated to cost less than US\$300,000 equivalent per contract may be procured using shopping procedures in accordance with paragraph 3.5 of the Procurement Guidelines and based on a model request for quotations satisfactory to the World Bank. Direct contracting may be used in exceptional circumstances with the prior approval of the World Bank, in accordance with paragraphs 3.6 and 3.7 of the Procurement Guidelines.

91. **Selection of consultants.** Each contract estimated to cost US\$500,000 equivalent or more will be awarded following the procedure of Quality- and Cost-Based Selection (QCBS). Consulting services estimated to cost less than US\$300,000 per contract under the project will be procured following the procedures of Selection Based on the Consultants' Qualifications (CQS). Selection under a Fixed Budget (FBS) and Least-Cost Selection (LCS) methods will be applied in the circumstances as respectively described under paragraphs 3.5 and 3.6 of the Consultant Guidelines. For all contracts to be awarded following QCBS, LCS, and FBS, the World Bank's Standard Request for Proposals will be used. Procedures of Selection of Individual Consultants will be followed for assignments that meet the requirements of paragraphs 5.1 and 5.3 of the Consultant Guidelines. LCS procedures will be used for assignments for selecting the auditors. Single-Source Selection (SSS) procedures will be followed for assignments that meet the requirements of paragraphs 3.10–3.12 of the Consultant Guidelines and will always require the World Bank's prior review regardless of the amount.

92. Consultancy assignments estimated to cost the equivalent of US\$100,000 or more and engineering design and contract supervisions estimated to cost the equivalent of US\$300,000 or more will be advertised for EOIs in UNDB and the World Bank's external website through Client Connection and in at least one newspaper of wide national circulation. In addition, EOIs for specialized assignments may be advertised in an international newspaper or magazine. In the case of assignments estimated to cost less than US\$100,000 for consultancy assignments and US\$300,000 for engineering design and contract supervisions, the assignment will be advertised nationally. The short list of firms for assignments estimated to cost less than US\$100,000 for consultancy assignments and US\$200,000 for engineering design and contract supervisions may be made up



entirely of national consultants. However, foreign consultants who wish to participate should not be excluded from consideration

93. **Operational costs.** These costs financed by the project are incremental expenses arising under the project and based on PTAs and budgets approved by the Association. Such costs may include office rent and maintenance; utilities (including electricity, water, and gas); communications (including telephone and Internet charges); equipment rent, operation, and maintenance; office materials and supplies (stationery and other consumables but not the purchase of equipment); lease of vehicles, operation, maintenance, and repair; and travel and transport cost of the staff associated with project implementation. These items will be procured by using the procedures detailed in the manual of procedures, which was reviewed and found acceptable to the World Bank.

94. **Capacity building, training programs, workshops, seminars, conferences, etc.** A number of target trainings and workshops are anticipated under the project to build capacity of implementing agencies to ensure efficient implementation, provide required knowledge, and ensure sustainability. All training and workshop activities will be carried out based on approved annual programs that will identify the general framework of training activities for the year and approved TOR, including (a) the type of training or workshop; (b) the personnel to be trained; (c) the selection methods of institutions or individuals conducting such training; (d) the institutions that will conduct the training; (e) the justification for the training and how it will lead to effective performance and implementation of the project and or sector; (f) the duration of the proposed training; and (g) the cost estimate of the training. A report by the trainee upon completion of training will be required.

95. **Procurement Prior Review Thresholds.** The Procurement Plan (PP) shall set forth those contracts that shall be subject to the World Bank’s prior review. All other contracts shall be subject to post review by the World Bank. However, relevant contracts below prior review thresholds listed in table 4, which are deemed complex and/or have significant risk levels, will be prior reviewed. Such contracts will also be identified in the PP. A summary of prior review and procurement method thresholds for the project is given in table 4. All TORs for consultants’ services, regardless of contract value, shall also be subject to the World Bank’s prior review.

Table 4: Thresholds, Procurement Methods, and Prior Review

No	Expenditure Category	Contract (C) Value Threshold* [eq. US\$]	Procurement Method	Contracts Subject to Prior Review /[eq. US\$]
1	Works	$C \geq 5,000,000$	ICB	$\geq 10,000,000$
		$200,000 < C < 5,000,000$	NCB	None
		$C \leq 200,000$	Shopping	None
		No Threshold	Direct contracting	All



No	Expenditure Category	Contract (C) Value Threshold* [eq. US\$]	Procurement Method	Contracts Subject to Prior Review / [eq. US\$]
		-	Community participation	-
2	Goods, IT and non-consulting services	C ≥ 500,000	ICB	≥ 2,000,000
		100,000 < C < 500,000	NCB	None
		C ≤ 100,000	Shopping	None
		No Threshold	Direct contracting	All
3	National shortlist for selection of consultant firms	C < 100,000	QCBS; LCS; CQS; Other for Consulting Services	None
		C ≤ 200,000	QCBS; LCS; CQS; Other for Engineering and Construction Supervision	None
4	International shortlist for selection of consultant firms	C ≥ 100,000	QCBS; LCS; CQS; Other for Consulting Services	≥ 1,000,000
		C > 200,000	QCBS; LCS; CQS; Other for Engineering and Construction Supervision	≥ 1,000,000
5	Selection of Individual consultants	All Values	IC	≥ 300,000
6	Direct contracting	All Values		As agreed in the Procurement Plan
7	Training, Workshops, Study Tours	All Values	Based on approved Annual Work Plan & Budgets (AWPB)	

Note: QCBS = Quality-Cost Based Selection; CQS = Selection Based on the Consultants' Qualification (for contracts below US\$200,000); SSS = Single-Source Selection; IC = Selection of Individual Consultants.

96. **Shopping and CQS Thresholds.** The threshold for shopping is defined under para. 3.5 of the Guidelines and should normally not exceed US\$100,000 for off-the-shelf goods and commodities; and US\$200,000 for simple civil works. Based on country-specific needs and circumstances, shopping thresholds for the purchase of vehicles and fuel may be increased up to US\$500,000. The threshold for the use of CQS shall not exceed US\$300,000 other than in exceptional situations in accordance with para. 3.7 of the Guidelines: Selection and Employment of Consultants.

97. **Revision.** The prior review thresholds and other measures to be taken to mitigate procurement risk should be reevaluated once a year with a view to adjusting them to reflect changes in the procurement risk that may have taken place in the meantime and to adapt them to specific situations. In case of failure to



comply with the agreed mitigation measures or World Bank guidelines, a reevaluation measure of both types of thresholds, ICB and prior review, may be required by IDA.

98. In addition to prior reviews to be carried out from IDA offices, the capacity assessment recommended two field supervision missions and at least one procurement post review per year. The procurement specialist in Lomé Country Office will provide continuous support to implementing agencies. Independent procurement reviews will be carried out if necessary.

99. **Procurement Plan.** A PP for the first 18 months of project implementation has been prepared and approved. During implementation, the PP will be updated in agreement with the project team as required, at least annually, to reflect actual project implementation needs and improvements in institutional capacity. It will be available in the project's database and a summary will be disclosed on the World Bank's external website once the project is approved by World Bank's Board of Directors.

Table 5: Procurement plan with methods and time schedule

(a) Goods

1	2	3	4	5	6	7	8
Ref. No.	Contract (Description)	Estimated Amount (US\$ 000)	Procurement Method	Prequalification (yes/no)	Domestic Preference (yes/no)	Prior Review (yes/no)	Comments
1	IT equipment		NCB	no	no	no	
2	Tablets for survey		NCB	no	no	no	
3	Office furniture		NCB	no	no	no	
4	Office and maintenance supplies		NCB	no	no	no	
5	Insurance for project staff		NCB	no	no	no	
6	Upkeep of airconditioning equipment		shopping	no	no	no	
7	Vehicle insurance		NCB	no	no	no	
8	Materials for launch workshop		shopping	no	no	no	
9	Signage for project building		shopping	no	no	no	
10	Contract for phone and internet service		NCB	no	no	yes	
11	Security services		shopping	no	no	yes	

(b) Works

1	2	3	4	5	6	7	8
Ref. No.	Contract (Description)	Estimated Amount (US\$ 000)	Procurement Method	Prequalification (yes/no)	Domestic Preference (yes/no)	Prior Review (yes/no)	Comments
1	Community microprojects	40 000 each	Community participation	no	no	no	



(c) Consultancy Assignments with Selection Methods and Time Schedule

1	2	3	4	5	6	7
Ref. No.	Description of Assignment	Estimated Cost	Selection Method	Prior Review (yes/no)	Expected Proposal Submission Date	Comments
1	Project staff in ANADEB		IC	yes	8/15/2017	
2	Community Development Facilitators		IC	yes	9/15/2017	
3	Graphic artist for training materials		IC	no	8/15/2017	
4	Consultant for evaluation of community training		IC	no	1/15/2018	
5	Creation of Project logo		IC	no	NA	
6	Development of project website		IC	no	9/3/2017	
7	Communications agency		CQS	no	10/15/2017	
8	Contracts with community radios		IC	yes	9/15/2017	
9	Payment agency		CQS	yes	8/15/2017	
10	Development of MIS for cash transfers		CQS	no	8/29/2017	
11	Implementation of PMT survey		CQS	no	8/15/2017	
	NGOs for supervision of school feeding program		CQS	yes	8/15/2017	
	Environmental and social safeguards consultant		IC	no	9/15/2017	

E. Social (including Safeguards)

100. Social impacts of the community subprojects are expected to be mainly positive, as the implementation approach aims at building self-reliance and strengthening social capital in addition to providing better access to a range of social services. This is ensured by the Grassroots Management Training approach that will be used in identifying community subprojects. Experience with subproject implementation under the PDCplus suggests the risk of only very marginal negative impacts on local populations.

101. Under component 1, the Community sub-projects will support the rehabilitation and construction of social and economic infrastructure such as schools, markets, small scale water infrastructure, secondary roads



and health centers. These activities could lead to restriction of access to assets or sources of livelihood and they could also entail some acquisition of land and/or losses of assets and thus the OP 4.12 is triggered. Although the project will be implemented in the five regions, the selection of communities will only be known after the start of the project following selection on the basis of an index created by the national statistics institute. Therefore, the project has built upon the Resettlement Policy Framework (RPF) of the PDCplus, which has been updated, consulted upon and disclosed in Togo and by the World Bank. During project implementation, the policy framework will provide the roadmap for preparing Resettlement Action Plans as necessary.

F. Environment (including Safeguards)

102. The environmental category of the Project is B; consequently OP/BP 4.01 (Environmental Assessment) is triggered. For the infrastructure component it is estimated that the majority of the financing of subprojects will be for the construction and rehabilitation of physical infrastructures and other tangible assets such as schools, markets, small scale water infrastructure, roads and health centers. These interventions have the possibility to trigger small scale and site specific environmental impacts that are manageable. At this stage of project preparation, the locations of these interventions are not known. The safety nets component on cash transfers and school feeding is expected to have no environmental impact.

103. To address the possible impacts mentioned above, an Environmental and Social Management Framework (ESMF) which builds on the experience of the implementation of similar activities under PDCplus has been prepared and disclosed. During implementation, these environmental screening and risk mitigation tools will be used by communities in project implementation and will be the object of training for Government officials, the ANADEB and its Regional Agencies, Village Development Committees (CVDs), consultants, and other stakeholders.

G. Other Safeguard Policies

104. OP/BP 4.11 on Physical Cultural Resources is triggered because of the digging that will occur during the civil works. The ESMF states that if cultural resources are found during civil work a "chance find procedure" will apply in accordance with national regulation and OP/BP 4.11.

H. World Bank Grievance Redress

Communities and individuals who believe that they are adversely affected by a World Bank (WB) supported project may submit complaints to existing project-level grievance redress mechanisms or the WB's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's



attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate Grievance Redress Service (GRS), please visit <http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service>. For information on how to submit complaints to the World Bank Inspection Panel, please visit www.inspectionpanel.org.



VII. RESULTS FRAMEWORK AND MONITORING

Results Framework

COUNTRY : Togo

Safety Nets and Basic Services Project

Project Development Objectives

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

Project Development Objective Indicators

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Name: Direct project beneficiaries	✓	Number	0.00	131000.00			
Female beneficiaries	✓	Percentage	0.00	50.00			
<p><i>Description:</i> Direct beneficiaries are people or groups who directly derive benefits from an intervention (i.e., children who benefit from an immunization program; families that have a new piped water connection). Please note that this indicator requires supplemental information. Supplemental Value: Female beneficiaries (percentage). Based on the assessment and definition of direct project beneficiaries, specify what proportion of the direct project beneficiaries are female. This indicator is calculated as a percentage.</p>							
Name: Students enrolled in rehabilitated or constructed schools under the project		Number	0.00	15000.00			
<p><i>Description:</i></p>							



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Name: Number of people in rural areas provided with access to Improved Water Sources under the project	✓	Number	0.00	32000.00			
<p>Description: This indicator measures the actual number of people in rural areas who benefited from improved water supply services that have been constructed under the project. Guidance on "improved water sources": "Improved water sources" include piped household connection (house or yard connections), public standpipe, boreholes, protected dug well, protected spring and rainwater collection. Hence, "Improved Water Sources" do not include, inter alia, water provided through tanker truck, or vendor, unprotected well, unprotected spring, surface water (river, pond, dam, lake, stream, irrigation channel), or bottled water. The definition of what is considered an "improved water source" follows the UNICEF-WHO Joint Monitoring Program definition. Note that "Improved Water Sources" does not refer to the question of new versus rehabilitated water sources, but is the standard definition used to track progress on the Millennium Development Goals. Guidance on people with access: The data on the number of people provided with access can be estimated by TTLs by multiplying i) the actual number of piped connections with an estimate of the number of people per household connection; and/or ii) the actual number of community water points with an estimate of the number of people per community water point. The assumptions made regarding number of people per connection made should be carefully documented in the comments' section of the indicator when data is entered in the ISR. Guidance on rural classification: The classification should follow the official definition used in the country.</p>							
Name: Community infrastructures functioning one year after completion		Percentage	0.00	80.00			
Description:							
Name: Beneficiaries of Safety Nets programs (number)	✓	Number	0.00	78000.00			
Beneficiaries of Safety Nets programs - Female (number)	✓	Number	0.00	39000.00			
Beneficiaries of Safety Nets	✓	Number	0.00	40000.00			



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
programs - Unconditional cash transfers (number)							
Beneficiaries of Safety Nets programs – School feeding programs (number)	✓	Number	0.00	38000.00			
<p>Description: This indicator measures the number of individual beneficiaries covered by safety nets programs supported by the Bank. Safety nets programs intend to provide social assistance (kind or cash) to poor and vulnerable individuals or families, including those to help cope with consequences of economic or other shock.</p>							

Intermediate Results Indicators

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Name: Basic socio economic infrastructure rehabilitated or constructed under the project		Number	0.00	200.00			
<p>Description:</p>							
Name: Number of additional classrooms built or rehabilitated at the primary	✓	Number	0.00	300.00			



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
level resulting from project interventions.							
<p>Description: This indicator measures the number of additional classrooms constructed or rehabilitated at the primary level through the Bank-funded program. In most cases, it is expected that the baseline value for this indicator will be zero ('0'). The baseline might not be zero, for example, for an additional financing IL operation. This indicator will be used to calculate the "decline in shortfall of classrooms at the primary level". TTLs should report on the progress of this indicator only if it is relevant to the project, that is, if the project aims to reduce the shortfall of classrooms at the primary level. Please visit the EdStats database to view the shortfall of classrooms at the primary level by country.</p>							
Name: Health facilities constructed, renovated, and/or equipped (number)	✓	Number	0.00	20.00			
<p>Description: This indicator measures the cumulative number of health facilities constructed, renovated and/or equipped through a Bank-financed project.</p>							
Name: Improved community water points constructed or rehabilitated under the project	✓	Number	0.00	40.00			
<p>Description: Number of improved community water points constructed or rehabilitated under the project in rural and urban areas. A community water point is defined as a public outlet for the provision of water supply to a number of households. Improved community water points refer to standpipes, protected dug well, borehole, or protected spring. Hence, improved community water points do not include, inter alia, unprotected wells or unprotected springs.</p>							
Name: Basic socio economic infrastructure assessed as having satisfactory technical quality		Percentage	0.00	80.00			



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Description:							
Name: Schools benefitting from school feeding program		Number	0.00	160.00			
Description:							
Name: Meals provided to students in schools targeted for the school feeding program		Number	0.00	13000000.00			
Description:							
Name: Schools benefitting from school feeding that are in the poorest 20% of cantons in their region		Percentage	0.00	90.00			
Description:							
Name: Cash transfer beneficiaries in the bottom two quintiles of the national consumption distribution		Percentage	0.00	80.00			



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Description:							

Name: Communities that have received Grassroots Management Training (GMT)		Number	0.00	200.00			
Description:							

Name: Beneficiaries participating in Grassroots Management Training		Number	0.00	20000.00			
Beneficiaries participating in Grassroots Management Training that are women		Number	0.00	7000.00			
Description:							

Name: Registry of potential beneficiaries of safety nets programs		Yes/No	N	Y			
Description:							

Name: Project funds used		Percentage	0.00	16.00			
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Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
for project management							

Description:

Name: Cash transfer payments received with five days of scheduled date		Percentage	0.00	80.00			
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Description:

**Target Values****Project Development Objective Indicators**

Indicator Name	End Target
Direct project beneficiaries	131000.00
Students enrolled in rehabilitated or constructed schools under the project	15000.00
Number of people in rural areas provided with access to Improved Water Sources under the project	32000.00
Community infrastructures functioning one year after completion	80.00
Beneficiaries of Safety Nets programs (number)	78000.00
Female beneficiaries	50.00
Beneficiaries of Safety Nets programs - Female (number)	39000.00
Beneficiaries of Safety Nets programs - Unconditional cash transfers (number)	40000.00
Beneficiaries of Safety Nets programs – School feeding programs (number)	38000.00

Intermediate Results Indicators

Indicator Name	Baseline	End Target
Basic socio economic infrastructure rehabilitated or constructed under the project	0.00	200.00
Number of additional classrooms built or rehabilitated at the primary level resulting from project interventions.	0.00	300.00



Indicator Name	Baseline	End Target
Health facilities constructed, renovated, and/or equipped (number)	0.00	20.00
Improved community water points constructed or rehabilitated under the project	0.00	40.00
Basic socio economic infrastructure assessed as having satisfactory technical quality	0.00	80.00
Schools benefitting from school feeding program	0.00	160.00
Meals provided to students in schools targeted for the school feeding program	0.00	13000000.00
Schools benefitting from school feeding that are in the poorest 20% of cantons in their region	0.00	90.00
Cash transfer beneficiaries in the bottom two quintiles of the national consumption distribution	0.00	80.00
Communities that have received Grassroots Management Training (GMT)	0.00	200.00
Beneficiaries participating in Grassroots Management Training	0.00	20000.00
Registry of potential beneficiaries of safety nets programs	N	Y
Project funds used for project management	0.00	16.00
Cash transfer payments received with five days of scheduled date	0.00	80.00
Beneficiaries participating in Grassroots Management Training that are women	0.00	7000.00