



Report Number : ICRR0021203

## 1. Project Data

**Project ID**  
P123922

**Project Name**  
TG-Integrated Disaster and Land Mgt

**Country**  
Togo

**Practice Area(Lead)**  
Environment & Natural Resources

**L/C/TF Number(s)**  
TF-11010,TF-13715,TF-98701

**Closing Date (Original)**  
18-Feb-2016

**Total Project Cost (USD)**  
16,447,408.00

**Bank Approval Date**  
20-Dec-2011

**Closing Date (Actual)**  
30-Jun-2017

	<b>IBRD/IDA (USD)</b>	<b>Grants (USD)</b>
Original Commitment	10,790,000.00	10,790,000.00
Revised Commitment	7,722,436.86	7,722,436.86
Actual	7,722,436.86	7,722,436.86

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**Project ID**  
P124198

**Project Name**  
TG-PSG-Integr.Disaster & Land Mgmt (PSG) ( P124198 )

**L/C/TF Number(s)**

**Closing Date (Original)**

**Total Project Cost (USD)**  
9,157,408.00



<b>Bank Approval Date</b>	<b>Closing Date (Actual)</b>	
20-Dec-2011		
	<b>IBRD/IDA (USD)</b>	<b>Grants (USD)</b>
Original Commitment	0.00	9,157,407.00
Revised Commitment	0.00	8,881,794.81
Actual	0.00	8,881,794.81

## 2. Project Objectives and Components

### a. Objectives

According to the legal agreements of 2012 and amendments of 2013, the objectives of the project were “to strengthen the institutional capacity of targeted institutions to (i) manage the risk of flooding and (ii) land degradation in the targeted rural and urban areas” (TerrAfrica Grant No.TF098701 – Amended and Restated Integrated Disaster and Land Management Project 2013, p 3).

In addition, the project had a Global Environmental Objective (GEO) which was “to expand sustainable land management (SLM) in targeted landscapes and in climate vulnerable areas in Togo” (PAD, p 5). Activities to attain the GEO objective were integrated into the overall project. As a result, the ICRR will only be assessing the overall project objective.

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

No

### c. Will a split evaluation be undertaken?

No

### d. Components

**Component 1: Institutional Strengthening and Awareness Raising** (Appraisal cost was estimated at US\$3.1 million. At closing the total cost was US\$3.04 million). This component aimed at increasing capacity of key national, regional, local and community organizations engaged in disaster risk and sustainable land management through the provision of equipment and training. It also aimed to increase awareness of the risks of flooding and land degradation through targeted information campaigns at national and local levels (PAD, p ix and p 8, ICR, p 13).

**Component 2: Community-Based Activities and Adaptation and Sustainable Land Management** (Appraisal cost was estimated at US\$6.81 million. At closing the total cost was US\$6.89 million) This



component sought to fund a series of activities at the community level in order to: (i) better manage disaster risk and land degradation (canals, rivers, and reservoirs) related to watershed in flood prone areas, (ii) increase resilience of agriculture to climate change and promote land productivity and water use efficiency in cropland and grazing land; and (iii) create sustainable financing plans and income-generating activities related to forest and wetland management in order to reduce pressure on forest resources and restore the ecosystem (PAD, p ix and pp 8-9, ICR, p 13).

**Component 3: Early Warning, Monitoring and Knowledge Systems** (Appraisal cost was estimated at US\$5.8 million. At closing the total cost was US\$5.24 million) This component aimed to develop a nation-wide Early Warning System (EWS) to alert communities of upcoming possible flood events in order for them to take appropriate actions to protect lives and property. It also sought to create a country-owned climate and land monitoring system, including geospatial data, to monitor vegetation cover and land use. The monitoring system would provide carbon sequestration estimates in selected project areas. Finally, this component also intended to update the national cartography and undertake targeted risk assessments to identify disaster mitigation investments and/or risk mechanisms (PAD, p x and p 9, ICR p 13).

**Component 4: Project Management** (Appraisal cost was estimated at US\$1.12 million. At closing the total cost was US\$1.18 million) This component sought to ensure effective project management by funding activities related to fiduciary management, monitoring and evaluation, technical supervision, reporting, and audits (PAD, p x and p 9, and ICR p 13).

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

**Project Cost.** At appraisal, the total cost of the project was estimated at US\$16.95 million (PAD, p ii). At closing the total project cost was US\$16.71 million (ICR, p 53).

**Financing.** This project was created by merging two projects which were under-identification in 2010:

- The National Disaster Risk Management (DRM) Plan (P123922) funded by the Global Facility for Disaster Reduction and Recovery (GFDRR) and the Global Environment Facility and the Least Development Country Fund (GEF/LDCF) and
- The Ecological Support to Agricultural Activities in the National Agriculture and Food Security Investment Program (PNIASA: Programme National d'Investissements Agricoles et de Sécurité Alimentaire) (P124198) funded by the Global Environment Facility (GEF) (PAD, p 2).

During the project preparation, additional financing was obtained from the Least Developed Countries Fund (LDCF) and the TerrAfrica Leveraging Fund (TLF).

As a result, the financing of the project was as follows:

- Global Facility for Disaster Reduction and Recovery (GFDRR), grant in the amount of US\$7,200,000



- (Global Facility for Disaster Reduction and Recovery Grant No. TF011010 and TF013715),
- Global Environment Facility, grant in the amount of US\$5,434,704. (Global Environment Facility Agreement No. TF11243),
  - Least Developed Countries Fund, grant in the amount of US\$3,703,703. (Least Developed Countries Fund Agreement No. TF11245),
  - TerrAfrica Leveraging Fund, grant in the amount of US\$500,000 (TerrAfrica Grant No. TF098701 Agreement).

The project underwent two restructurings. The first one, a Level Two restructuring in June 2013 revised the project financing mechanism. The initial GFDRR Trust Fund was in the amount of US\$7.29 million and during the restructuring it was split into two Trust Funds: (i) one in the amount of US\$4.29 million from the Umbrella Carbon Facility (TF11010) and (ii) the other one in the amount of US\$3 million from the Africa Caribbean Pacific- European Union Natural Disaster Risk Reduction Program, ACP-EU (TF 13715) (Restructuring Paper, 2013, p 6 and ICR, para 28). The total financing provided to the project from the GFDRR remained the same, but the split was made because of unforeseen funding availability in the Trust Fund (ICR, para 28). The closing date of the TerrAfrica leveraging trust fund was also extended from 06/30/2013 to 12/31/2014 to allow for completion of activities financed through this fund (ICR, para 28). There were no other significant changes made during this Level Two restructuring.

A second restructuring took place on February 2016. It granted a project closing extension. It also reallocated funds between components, changed the disbursement ceiling, and enabled each activity to be funded 100% by one source.

The actual disbursement at the end of the project was US\$16,345,853 million (ICR, p 54) from the following sources: GFDRR Umbrella Carbon Facilities (US\$4,200,745), GFDRR Africa Caribbean Pacific European Union Natural Disaster Risk Reduction Program (US\$2,933,802), Global Environment Facility (US\$5,225,679), Least Developed Countries Fund (US\$3,502,927), and TerrAfrica Leveraging Fund (US\$491,681)

**Borrower Contribution.** The PAD states that no counterpart funds were required for the project (PAD, p ii). At the end of the project, the borrower contributed US\$400,000 (ICR, p 54).

**Dates.** The project was approved on 12/20/2011 and became effective on 09/19/2012. It underwent a midterm review on 01/27/2015.

The second restructuring on February 2016, granted a 16-months extension to the project to allow for additional time to complete activities and the closing date was moved from 02/18/2016 to 06/30/2017.

### 3. Relevance of Objectives



## Rationale

Togo experienced widespread and devastating floods between 2006 and 2010 which led to severe socio-economic consequences including loss of human life, destruction of infrastructure, and loss of cultivated land (PAD, p 2). In addition, Togo is also facing land degradation, which affects at least 85% of arable land. Unsustainable forest management practices have exacerbated erosion and intensified the negative results of climate change.

The Government of Togo developed a National Investment Program for Environment and Natural Resources (PNIERN) in 2010. This investment program created a path to address some of the environmental risks that Togo faces. The Strategy for Accelerated Growth and Employment Promotion (SCAPES by its French acronym) for 2013-2017 also took into account the impact, effects, and risks that poor environmental management had on the country's employment situation. In late 2015, the Government launched a process to create a National Development Plan (PND) for 2018-2022. According to the Country Partnership Strategy, early drafts of the PND included a national priority to promote sustainable management of the environment, including the improvement in the management of natural resources and adaptation to climate change (CPS, 2017, p 10).

The objective of the project aligns with the Interim Strategy Note for the Republic of Togo FY2012-13. The project was in line with the third Pillar of Addressing Urgent Poverty Reduction and Social Needs and with the sub-objective of improved management of the environment and natural disasters (Interim Strategy Note FY2012-13, p 45).

The PDO also aligns with the World Banks' current Togo Country Partnership Strategy (CPS) 2017-2022, which outlines that its three focus areas are (i) private sector performance and job creation, (ii) inclusive public-sector delivery, and (iii) environmental sustainability and resilience. The project contributes to the third focus area and in particular to strengthening the management of productive natural resources and the strengthening of resilience and adaptation to climate change. The project also contributes to the Strategy's cross-cutting theme of improved governance.

## Rating

Substantial

## 4. Achievement of Objectives (Efficacy)

### Objective 1

#### Objective

To strengthen institutional capacity of targeted institutions to manage risk of flooding in the targeted rural and urban areas.

#### Rationale



The project was well designed with clear and measurable project objectives. The objectives were supported by an adequate amount of targeted activities that enabled the achievement of strengthening institutional capacity at different levels and of different stakeholders, for example, the government, regional and local institutions, NGOs, and the overall population (journalists, students, etc.). At the outcome level, capacity was broadly defined to include enhancing capacity for flood reduction, reducing vulnerabilities and severities of flooding, enhancing preparedness and response, and creating an early warning system. Moreover, to reduce the severity of flooding, initiatives at the local level were implemented to tackle land degradation and reforestation. Intermediate result indicators were relatively weak and were unable to fully capture the wide range of achievements of the project. The project team attempted to compensate for this weakness in the results framework by collecting additional quantitative and qualitative data.

### **Outputs**

The following outputs were achieved under the first objective (ICR, pp 16-19, p 37-49):

- 32 rural and urban community sub-projects had enhanced management of natural waterways in a watershed and flood-prone areas. No target value was provided in the PAD or in the ICR.
- An Early Warning System was developed and managed by the Togolese Red Cross and the Department of Meteorology and Hydrology covering an area of 23,864 km<sup>2</sup> – 40% of Togo land area (Target 16,000 km<sup>2</sup>, Target exceeded, ICR p 37).
- 16 new hydrological stations and 14 synoptic meteorological stations received new equipment (Baseline 2, Target 15; Target achieved, ICR p 40).
- A partial update of the topography map of the Great Lomé Area was completed and it covers an area of 582 km<sup>2</sup> and Maritime and Savanes regions covering 9000 km<sup>2</sup>, for a total of 9582 km<sup>2</sup> (Target: 9000 km<sup>2</sup>, Target achieved, ICR p 44 and PAD p 36).
- 560,000 hectares have a monitoring system of land use and vegetation for future measurement of carbon sequestration (Target: 450,000, Target exceeded, ICR p 44).
- National Disaster Risk Management communication network was established with 60 radios and 2 relay antennas (Baseline 0 radios, Target: 40 radios, Target exceeded).

In addition to the formal indicators, the ICR reported on other outputs achieved throughout the life of the project. The outputs were:

- National Environment Agency (ANGE) worked on the first map of bushfires with the Monitoring for Environment and Security in Africa (MESA) Project. No target value was provided in the PAD or in the ICR.
- 136 automatic rainfall posts and 14 beacons were installed in vulnerable localities identified by the Red Cross (Target: 50 rainfall gauges, Target: exceeded, PAD, p 28).
- 352,000 people were informed on adaptation and reduction of risk from land degradation and flooding (Target: 75,000, Target exceeded, ICR p 41).
- 19 local risk reduction platforms were functional covering 112 localities in all five regions of Togo. These platforms received 70 beacons and 850 local Red Cross Volunteers and focal points were trained. The



platforms received a total of 190 bicycles to enable data collection (Training targets: 56 rain monitors, 570 field agents, 43 focal points (Total 669 people), Target Exceeded ICR, p 46 and PAD, p 34-35). (Target: 10 Disaster Risk Reduction platforms, Target Exceeded, ICR p 46 and PAD p 38).

- Awareness campaigns included: biannual disaster risk reduction awareness campaigns, 5 documentaries, 5 TV and 8 radio programs, 6,500 comic books, and 19,000 guides for teachers (Target 15,000 comic strips, Target not met, PAD p 40 and ICR, p 45).
- 4 new fire brigade units were operational (with a dedicated building, water pumping capacities, ambulance, radios, fire extinguishers and hose, and 150 trained staff and volunteers) in Dapaong, Sokodé, Atakpamé, and Lomé. No target value was provided in the PAD or in the ICR.
- A civil protection regional storage unit was rehabilitated and provided with humanitarian equipment and water pump (100 m<sup>3</sup>/hr). No target value was provided in the PAD or in the ICR.
- Water quality monitoring equipment, and one (1150 m<sup>3</sup>/hr) water pump, to prevent overflow of the Lomé University Basin was provided to the Sanitation Department. No target value was provided in the PAD or in the ICR.
- A Disaster Relief Plan (Plan ORSEC) was updated and tested in 2016. No target value was provided in the PAD or in the ICR.
- Process for digitization of records of affected victims of natural disasters was started. Distribution mechanism tested with 60 wheelchairs, 60 tricycles, 1,750 solar lamps for remote communities, and 1,895 rooftops. No target value was provided in the PAD or in the ICR.

### **Outcomes:**

The project enhanced community capacity to prevent flooding. The 32 rural and urban community sub-projects addressed specific community needs to prevent flooding during rainy seasons. The projects included: cleaning 6 kilometers of Canal Gbaga to establish a natural flow of waterway, community improvement of rainwater drainage canals in Tsevié; stabilization of the Bombouaka reservoir through de-silting and reforestation of the area surrounding the reservoir; reforestation of hillsides and bushfire controls on watersheds; and construction of a drainage canal (400 m) (ICR, para 36). These sub-projects helped reduce the impact of floods in their area. For example, in the Boko Canal (Gbaga) thirty households felt safe to return to their homes along the canal. They had vacated their homes during previous floods (IEG meeting with project staff, May 9, 2018). After the completion of the sub-project in Tsévié, destruction of homes was reduced in two neighborhoods of more than 1200 inhabitants (IEG meeting with project staff, May 9, 2018). Projects in EPP Kpondjodjo and EEP la Barrière in Tchamba helped double the number of students enrolled in September 2017-2018 (IEG meeting with project staff, May 9, 2018). Therefore, as a result of these sub-projects, the impact of floods was reduced.

Moreover, the sub-projects also had socio-economic impact and benefits. For example, by utilizing a High-Intensity Labor Approach (HIMO), which emphasis hiring local residents to build infrastructure, the community received temporary income. Community ownership of the project also increased as a result of this approach. The project financed income-generating activities (beekeeping, fish farming, processing of local products) for 2,479 people (ICR, p 59). Each participant received approximately US\$200 to implement



its activity (ICR, p 59).

Several initiatives implemented throughout the life of the project led to improved capacities in terms of preparedness, which helps manage the risk of occurrence of flooding. For instance, the Early Warning System (EWS) is used to raise awareness of the risk of flooding and manage flood response. More than 150 alerts were transmitted and quarterly provisional bulletins were produced since June 2016 (Target to set up Early Warning System, Target achieved). Texts for operating the EWS at the national level were validated through four coordination meetings (ICR, p 46). According to the ICR, only one death was recorded in 2016 rainy season, compared to an average of 17 per year between 2007 and 2010. While the EWS was made up of 24 multi-risk platforms (including 5 regional platforms), at the time of the project closure none of the 5 regional platforms were functional (ICR, p 46).

At the community level, local risk reduction platforms received training, equipment, and SIM cards, to collect and transmit data to local and national disaster risk reduction platforms. New equipment (such as hydrological stations, rainfall posts, and beacons) improved data collection which led to more accurate flood predictions. In fact, these initiatives have raised the national coverage of hydrometeorology information from 33% to 65% (No target value was provided in the PAD or in the ICR) (ICR, p 40).

There was improved awareness of flood reduction and climate change through trainings targeting students and media journalists, including local radio journalists. The awareness campaigns aimed to increase knowledge about the causes of floods, how to reduce the risk of floods, and how to avoid damage (IEG meeting with project staff, May 9, 2018). In the last rainy season, the National Civil Protection Agency sent a total of 241 warning messages (IEG meeting with project staff, May 9, 2018). The Red Cross volunteers supported by disseminating the messages (IEG meeting with project staff, May 9, 2018). The ICR did not provide sufficient evidence to assess increased awareness of project participants. That said, the ICR included evidence of reduction of destruction and reduced loss of life as a result of the numerous activities implemented in this project.

The project also built a Climate and Environment Geographic Information System (GIS) monitoring system and infrastructure that enabled the government of Togo to have the information necessary to enable decision making for future investments in urban planning, housing, and flood prevention infrastructure (ICR, para 43). Overall, the new information system helped systematize data collection including definitions, classification, and use (ICR, para 43).

The project also enhanced capacities to respond to disasters and recover more quickly. The operationalization of the fire brigades reduced response time. For example, before the project, it took six hours for the Fire Brigade to reach Dapaong City from Lomé. By the end of the project, any remote area could be reached in less than 2 hours; and, more than 3,650 m<sup>3</sup> per hour water pumping capacities were added to the country's national capacity (Baseline: 396 cm<sup>3</sup>, Target: 2960, Target Met) (ICR, para 45 and p 39). A test of the new Disaster Relief Plan also showed "good response times and preparedness" (ICR, para 45). This simulation was scheduled as a yearly exercise. Finally, the Ministry of Social Action developed a database to record victims affected by the disaster-related crisis in order to improve transparency of services and governance (ICR, para 46).





The management of flood risks is multi-faceted. It involves mitigating vulnerabilities to flooding and severity of the impact of floods. It requires preparation for the risk of occurrence of flooding and improving response and recovery efforts once floods have occurred. Overall, the project strengthened community and national capacities to prevent and mitigate the risk of flooding occurrences while improving awareness of flood reduction and climate change. It has enhanced capacities to respond to disasters and recover more effectively.

**Rating**  
Substantial

## **Objective 2**

### **Objective**

To strengthen institutional capacity of targeted institutions to manage land degradation in the targeted rural and urban areas.

### **Rationale**

#### **Outputs**

The following outputs were achieved under Objective 2 (ICR, pp 19-22 and pp 38-49).

- 83 km of rehabilitated drainage canals and length of river banks were protected (Target: 70, Target exceeded). This included 65.5 km of river banks protected with the creation of gallery forest and gabions, 7.25 km of drainage canals, and 8.3 km of restored natural water drainage (ICR, p 42).
- 903 individuals (staff, NGOs, farmers) were trained in technical adaptation themes, including flooding and resilience in agricultural practices (Target: 400, Target exceeded, ICR, p 41).
- 2,426,000 people were direct beneficiaries of the project, of which 42% were female (Target: 2.5 million target achieved; women beneficiaries Target 20%, target exceeded).
- 10 SLM best practices suitable for Togos agro-ecological zones were identified and 5,000 copies of a catalog were produced and disseminated (Target: 10 Guides, Target Met, PAD p 40).

In addition to the formal indicators, the ICR reported on other outputs achieved throughout the life of the project. The outputs were:

- A total of 58,407 hectares (made up of three protected areas, three wetland zones, 26 communities, and a sacred forest) benefitted from Sustainable Forest Management (SFM) practices in the form of an ecosystem management plan. No target value was provided in the PAD or in the ICR.
- Three forestry brigades were constructed to protect fauna and flora biodiversity. No target value was provided in the PAD or in the ICR.



- A study of vegetation cover and land degradation was completed and will serve as a baseline to operate the environmental information system and inform the REDD+ strategy implementation (ICR, p 48). No target value was provided in the PAD or in the ICR.
- Training material was created and disseminated to four institutions covering all four agro-ecological zones of Togo. No target value was provided in the PAD or in the ICR.
- 400 Staff from the Departments of Agriculture and Forestry were trained and provided with a database on sustainable land management, sustainable forest management, and disaster risk reduction, and Climate change mitigation practices (Target: 400, Target met, ICR p 38).
- The Ministry of Environment and Forestry Resources was trained to monitor over 1,000 forest inventory plots. No target value was provided in the PAD or in the ICR.
- 400 farmers and NGOs were trained in predominately utilizing hands-on teaching mechanisms (70% practical and 30% theoretical delivery) (Target 550 farmers, Target not met, PAD pg 38).
- An extended training at the scale of the Ministry of Environment and Forest Resource was developed for 794 staff (ICR, p 42). No target value was provided in the PAD or in the ICR.
- 98 sub-projects were carried out, benefiting 206,892 people (42% of participants were women), at a total cost of \$5.8 million (Target 20% female participation, Target Exceeded, ICR, para 65).
- Women were involved in sub-project activities for example in income generating activities (58%), temporary HIMO for disaster risk reduction (30%), gardens along water reservoirs (51%), nurseries (14%), sustainable land management sub-projects (30%). Women were also involved in management committees (ICR, p 39).
- The National Center of Forestry Research in Davie specialized on forestry species resistant to climate change and promotion of reforestation and sustainable land management. It has identified 5 local agro-forest species and trained 414 nursery specialists who have grown 10,000 plants (Target: 200 specialists and 5 variety/crops; Target Exceeded, PAD, p 38).
- 150 law enforcement staff were trained on the application of the Forest Code and manual for procedures on forestry control. No target value was provided in the PAD or in the ICR.

## Outcomes

The project improved knowledge of sustainable land management practices among diverse stakeholders including farmers, NGOs, law enforcement staff, and government staff. The project created key outputs that enabled sharing of information such as: trainings, the creation of ecosystem management plans, catalog distributions, and income-generating activities. During the trainings, participants were divided into groups to practice their skills on an average of 1 hectare per person (IEG meeting with project staff, May 9, 2018). They were supported and guided by the Institute for Advisory and Technical Support (ICAT) and local NGOs (IEG meeting with project staff, May 9, 2018). Key practices were also introduced through community sub-projects such as culture in corridor and terraces, reforestation of riverbanks and mountainsides, integration of pest management and soil fertility, and income generation through vegetable gardens along water reserves. The sub-projects enabled individuals an opportunity to practice what they had learned (ICR, para 49). As a result, 2,396 hectares of agricultural land areas benefitted from the combined introduction of seven sustainable land management practices, through 42 farmers' associations (Original Target: 1,200 hectares, Target Met) (Original Target: 5 practices, Target exceeded, ICR, p 42). During a recent census, it was



estimated that 503 farmers continued to use the Integrated Management of Fertility, Water, and Pests by Fungi (GIFERC) practice in their fields (IEG meeting with project staff, May 9, 2018).

The 98 sub-projects implemented at community level addressed disaster risk reduction (32 sub-projects), sustainable land management (42 sub-projects) and Sustainable Forest Management (26 subprojects). Sixty projects were rated highly satisfactory, 29 were satisfactory, five were moderately satisfactory, and only four were canceled due to non-ownership and inconsistency with agreed upon a plan (ICR, para 50). These projects had several tangible outcomes such as: improved yields and vegetation cover, land recovered for productive agriculture, improved management plans (borders and charts), pest management, integrated agro-pastoralism and agroforestry, protection of river banks, and construction of water reservoirs. In particular, the project estimates that 506 hectares have integrated management of fertility by pests and fungi (GIFERC), 51 hectares have terrace cultivation practices, 184 hectares have stony cords, lowland development, and contour plowing, 156 hectares have compost and other integrated management of soil fertility (GIFS), 200 hectares use fertilizer (mucuna, Cajanus cajan) and 71 hectares have restored banks (The Mangroves). In addition, 1,118 hectares introduced reforestation of degraded parcels (IEG meeting with project staff, May 9, 2018).

There were also 26 income generating activities associated with the sustainable forest management category. These activities included beekeeping, produce processing, mushroom, transformation of oil palm, apiculture, patrimonial museum, and eco-tourism. The income-generating activities sought to reduce the pressure on resource availability and acceptance of sustainable forest management practices (ICR para 48).

The project also aimed to improve management of targeted protected areas and forests. At the end of the project, the effective management METT Score for the protected areas was 65, while the target was 75 (Target not met, ICR p 43). Despite the fact that many output targets related to improved management of protected areas were achieved or exceeded, the outcome target was not fully met. The ICR reports that the target was not fully reached because the country needed to establish reforms in areas outside the scope of the project, for example, operational budgets and recruitment of staff (ICR, p 43).

Effective land management degradation involves restoring the ecosystem, rehabilitating natural waterways and adapting agricultural production practices to improve soil capacity to absorb water. It also involves improved vegetation cover to reduce wind and water erosion. The project was able to increase knowledge of many practices to improve the management of land degradation. Critical steps were also taken to identify sustainable land management practices for Togo's landscape (including local agro-forest species resistant to Climate change). The project almost achieved the forest management target, and good progress was made in this area. The project also supported community-driven development approaches through subprojects to introduce land management practices and to tackle Togo's land degradation.

**Rating**  
Substantial



## Rationale

Overall, the project's efficacy is rated substantial and the ICR has included qualitative and quantitative data to demonstrate the achievement of the project's expected outcome.

The project strengthened community and national capacities to prevent and mitigate the risk of flooding occurrences while improving awareness of flood reduction and climate change and enhanced capacities to respond to disasters and recover more effectively.

The project was able to increase knowledge of many practices to improve the management of land degradation. Critical steps were also taken to identify sustainable land management practices for Togo's landscape (including local agro-forest species resistant to Climate change). While the project was unable to fully meet the forest management target, good progress was made in this area. The project also supported community-driven development approaches through subprojects to introduce land management practices and tackle Togo's land degradation.

## Overall Efficacy Rating

Substantial

## 5. Efficiency

Efficiency in the design and implementation of the project is rated substantial.

During the project appraisal, no economic analysis was undertaken because (i) it was widely recognized that investing in disaster prevention is more cost-effective than post-disaster reconstruction and (ii) there was lack of reliable data and a need to rapidly prepare the project in order to manage upcoming floods (PAD, p14-15, and ICR, p 56). As a result, the efficiency of this project is determined through cost-benefit analysis for the overall project and selected activities.

The cost-benefit analysis estimated a net present value of US\$10.6 million over 30 years at a 6 percent discount rate, an economic rate of return of 13 percent, and a benefit/cost ratio of 1.8. The analysis included actual costs related to all project activities during 2012-2017 and future maintenance costs of project infrastructure. In terms of benefits, the analysis covered the value of lives saved and assets protected by the EWS. According to the Efficiency Analysis, the project generated a series of other benefits including (i) saved lives and reduction of injuries; (ii) improved sanitation, school attendance and mobility; and (iii) reduction of land degradation (ICR, 56-62).

There were administrative inefficiencies at the beginning of the project due to complex financial disbursement arrangements and delayed procurement processes (ICR, para 62a). There were also operational inefficiencies related to procurement delays.



**Efficiency Rating**

Substantial

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

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

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

**6. Outcome**

The outcome of this project is rated satisfactory.

The objective of this project was relevant to the country context and previous sector experience. It was also well aligned with the World Bank’s country strategy.

The project's efficacy is rated substantial and the ICR has included qualitative and quantitative data to demonstrate the achievement of the project’s outcome. The project strengthened community and national capacities to prevent and mitigate the risk of flooding occurrences while improving awareness of flood reduction and climate change and enhancing capacities to respond to disasters and recover more effectively. The project was able to increase knowledge of many practices to improve the management of land degradation. While the project was unable to meet the forest management target, progress was made in this area. Community-driven development approaches introduced new practices at the local level. Overall, there was an increase in institutional capacity at different levels to address Togo’s risk of flood and land degradation problems.

The project also achieved a substantial rating in the efficiency section. The cost-benefit analysis estimated a net present value of US\$10.6 million over 30 years at a 6 percent discount rate, an economic rate of return of 13 percent, and a benefit/cost ratio of 1.8.

**a. Outcome Rating**

Satisfactory

**7. Risk to Development Outcome**



The risk to development outcomes are low given the high commitment of the government of Togo to the project, institutional capacity of implementing agency, and overall ownership and community commitment to the implementation of the sub-projects. Furthermore, the West Africa Coastal Areas Project (WACA) and the REDD+ project, are likely to provide additional support to the communities (ICR, para 112). Some potential risks include:

**Economic Risk:** The government of Togo will have to continue to finance early warning systems, management of protected areas, equipment, and institutional support and capacities to mitigate the risk of flood and manage land degradation.

## 8. Assessment of Bank Performance

### a. Quality-at-Entry

The project's design process included the Government of Togo and multiple other stakeholders. This process helped to ensure that the project design was sound and practical (ICR, para 69). At the same time, the project aimed to tackle two separate but interdependent thematic and technical areas, such as disaster risk reduction and land degradation, which added some complexity to the shared understanding of the project design (ICR, para 71). That said, this approach was based on best practices and was implemented in Togo for the first time (ICR, para 102).

The project design benefited from the inclusion of lessons learned from previous global experiences in disaster risk management and land degradation. These lessons learned integrated into the design included an emphasis on capacity strengthening for public administration and community involvement in identifying sub-projects.

Project readiness could have been improved by focusing on creating implementation manuals (demand-driven initiatives, M&E, Safeguard tools for CDD projects) and providing initial training for PIU team members (ICR, para 77). The Bank provided support on fiduciary aspects including finance, procurement, and safeguards (ICR, para 102).

### Quality-at-Entry Rating

Satisfactory

### b. Quality of supervision

The project benefited from an in-country Task Team Leader (TLL), which provided timely technical support. There were several Bank team members that supported the project in the areas of financial management, procurement, and safeguards. The M&E Specialist joined the Bank team only in the last year of the project (IEG meeting with project staff, May 9, 2018).

According to the ICR, during the first few years of implementation, coordination was marked by "hesitation,



numerous adjustments, tension and design and learning of fiduciary procedures” (ICR, para 78). This led to procurement and implementation delays. To mitigate these challenges, the World Bank Specialist provided support and training to the implementing agency, project staff, and stakeholders involved in procurement (IEG meeting with project staff, May 9, 2018).

The Bank provided support to knowledge and information-sharing meetings organized by the implementing and coordinating agency. There were a total of nine formal implementation support missions, which were organized on a semiannual basis (ICR, para 103). Throughout the project, there were more than 30 technical field visits made by the project coordinator or the Task Team Leader.

The World Bank Team played an active role in preparing an adequate transition process. The team was involved in creating the Country Partnership Framework and in securing financing for a new project ‘The West Africa Coastal Areas Project (P162337) (ICR, para 103). The team also encouraged a participatory evaluation in order to harvest lessons learned, focus on ensuring the sustainability of sub-projects and maximizing project funding (ICR, para 103).

### **Quality of Supervision Rating**

Satisfactory

### **Overall Bank Performance Rating**

Satisfactory

## **9. M&E Design, Implementation, & Utilization**

### **a. M&E Design**

The Theory of Change was clear and convincing. The project had a clear objective and relevant components. The outcomes could have been strengthened by more clearly identifying whose capacity (government, NGO, community) or which type of capacity (institutional, functional, technical) were to be improved. While a list of 20 participating institutions was provided in the PAD, a more detail overview would have been useful.

The results framework included 13 result indicators designed to measure key changes resulting from the project. While some of the Intermediate Result Indicators aimed to capture outcome-level changes, others were focused on output-level, for instance “number of radios provided to civil defense department” or “area covered by updated cartography and topography”. The lack of appropriate outcome level indicators made it difficult for the project to report on and assess its achievements.

The M&E System was briefly described in the PAD (PAD, Annex 3 and para 59-62). The monitoring and evaluation system was not systematically introduced at the beginning of the project. In fact, the M&E manual was only prepared in the second year of the project (ICR, para 78). An M&E Specialist was added during the



last 18 months of the project. It was only in 2016 that the M&E rating was upgraded to satisfactory as more reliable data became available (ICR, para 88). According to the ICR, the M&E system progressively improved throughout the life of the project, but not having a sound system from the beginning was a weakness (ICR, para 89).

### **b. M&E Implementation**

Data collection took place during implementation and data was analyzed systematically, according to the ICR (ICR, para 89). A baseline was conducted and validated through field visits. A project database in Excel was used as the project's data depository.

The project could have benefited from more detailed Indicator definitions, data sources, quality validation mechanisms, and consolidation methods (ICR, para 89).

### **c. M&E Utilization**

On-site monitoring and field visits, in particular for the subprojects, were used to find practical solutions and improve quality of work (ICR, para 89). In particular, the sub-projects received daily, weekly and semi-annual monitoring support from different stakeholders (ICR, Annex 12, para 1). The ongoing managerial and technical support provided by the Bank helped to problem solve and improve quality programming. The participatory evaluation provided useful beneficiary feedback and lessons learned (ICR, para 52).

#### **Intermediate Res**

However, there were some weaknesses in the M&E design, particularly with the Intermediate Result Indicators. While some of the Intermediate Result Indicators aimed to capture outcome-level changes, others were focused on output-level, for instance "number of radios provided to civil defense department" or "area covered by updated cartography and topography". The implementation of an adequate M&E system was not prioritized and it improved only gradually. The M&E Specialist joined the team quite late in the project. That said, the ICR reports strong monitoring processes and quick feedback loops that led to improved program quality.

### **M&E Quality Rating**

Modest

## **10. Other Issues**

### **a. Safeguards**

The project was classified as Environmental Category B Partial Assessment. At appraisal, it triggered the





following safeguards: Environmental Assessment (OP 4.01), Natural Habitats (OP 4.04), Pest Management (OP 4.09), Involuntary Resettlement (OP 4.11) and Forests (OP 4.36) (PAD pp 17-18).

An Environmental and Social Management Framework (ESMF), site-specific Environmental Management Plans (EMPs), and a Pest Management Plan (PMP) were prepared as part of this project. A grievance redress mechanism was also established (ICR, para 97).

The National Agency for Environmental Management (ANGE) was responsible for the safeguards of the project. It received numerous trainings from the Bank. The Regional Department of the Environment, The National Environment Agency (ANGE), the Agency in Support of Grass Root Initiatives (AGAIB), as well as the PIU's safeguard specialist ensured the appropriate safeguard mechanism was in place.

Compliance with Safeguards policies was rated Satisfactory or Moderately Satisfactory throughout the life of the project. During the Bank's first implementation support mission in April 2013, the Bank recommended that an environmental assessment be conducted, and safeguard measures be put in place for the Boko pilot sub-project (ICR, para 96). Thereafter, environmental and social safeguards were systematically included in all community-level activities. It has been documented that 26 out of the 98 sub-projects benefited from safeguard procedures with positive social impacts recorded, in addition to the technical results (ICR, para 96). During the project implementation, there were no issues that led to complaints or compensation (IEG meeting with project staff, May 9, 2018).

## **b. Fiduciary Compliance**

### **Financial Management**

The Financial Management of this project was rated satisfactory during the life of the project and complied with legal covenants, audits, and the operational manual as per the legal agreement (ICR, para 99). External audits were conducted annually (ICR, p 80 and IEG meeting with project staff, May 9, 2018). There were no qualified opinions (IEG meeting with project staff, May 9, 2018). Financial Software was installed in January 2014. The complex system of disbursements with shared cost allocations for each activity was simplified at project restructuring in February 2016 to allow each trust fund to finance specific activities at 100%. The disbursement ceilings were also raised from half a million to US\$1.3 million to solve cash flow problems (ICR, para 99).

### **Procurement**

The responsibility of procurement at the central level was transferred from the Agency for Execution of Urban Works (AGETUR) to the Project Implementing Unit (PIU). The Agency in Support of Grass Root Initiatives (AGAIB) oversaw procurement process of 170 contracts at the central level and 275 contracts at the regional level.

The project experienced procurement delays, including contract amendments, and overall difficulties associated with: low technical specifications of goods or works purchased and weak country national procurement procedures with low ceilings and mandatory Ministry of Finance signatory requirements. As a



result, the procurement process was long and lowest-cost procurement criteria led to a loss of efficiency. For examples, bicycles provided were non-functional after 6 months because they were ill-suited for the terrain (ICR, para 16 and para 100).

The disbursement mechanisms slowed the implementation of the project during the first few years (ICR, para 62). Initially, the disbursements were pro-rated across different sources of funds, which slowed the transaction processing (ICR, para 79 and 15). This was remedied during the restructuring and afterward, each activity could be financed 100% from a single source of funding (ICR, para 15).

**c. Unintended impacts (Positive or Negative)**

None

**d. Other**

None

**11. Ratings**

Ratings	ICR	IEG	Reason for Disagreements/Comment
Outcome	Satisfactory	Satisfactory	---
Bank Performance	Satisfactory	Satisfactory	---
Quality of M&E	Substantial	Modest	M&E design, particularly intermediate results indicators was weak. M&E systems were not prioritized throughout the life of the project.
Quality of ICR		Substantial	---

**12. Lessons**

The following two lessons were derived from the ICR:

- 1. A community-based, participatory combined approach to disaster risk-reduction and sustainable land management is critical to reducing flood vulnerability.** For example, the identification, implementation, and sustainability of the subprojects by the community itself was an important entry point to mobilize communities around solving tangible problems, while improving their well-being and livelihood opportunities. As a result, the combined disaster risk-reduction and sustainable land management practices were appreciated by the communities (ICR, para 114).



**2. Efficiency analysis during project implementation might improve sustainability and scale-up of activities.** For example, the process of preparing the efficiency analysis at the time of completion suggested the need for a more structured and systemic use of financial and economic data during the project implementation. Cost-benefit analysis and the use of comparative data can support decision-making process to maintain or abandon an activity during the implementation process (ICR, para 120).

The following lesson was derived by IEG:

**3. Sustainability of community projects needs to be planned from the beginning.** For example, in Togo a few months after the operation was completed, an urban drainage canal started to fill with garbage and used water from neighboring houses or silting of water reservoirs. As a result, sustainability efforts were planned for and implemented. Some of these efforts included: establishing a local maintenance community, income-generating activities to support maintenance costs, and a process for continuous dialogue with local authorities and technical water sanitation and forest services to supervise any potential infrastructure to the canal after project completion (ICR, para 38).

### 13. Assessment Recommended?

No

### 14. Comments on Quality of ICR

The ICR was well written with a logical outline and presentation-style. Overall, the ICR was concise and it included a good quality of analysis. It included candid and detailed information that effectively discussed the areas and aspects of the project that needed improvement. The ICR also had a high quality of evidence. It made good use of selective qualitative data. It included anecdotal and outcome level data throughout the ICR. It included rigorous explanations and detailed indicator definitions, methodology, and disaggregated of data. Additional Annexes, including Efficiency Analysis, Result Framework, and IDLM Project Government Completion Report were appropriate and useful.

#### a. Quality of ICR Rating

Substantial