

**PROJECT INFORMATION DOCUMENT / INTEGRATED SAFEGUARDS DATA  
SHEET (PID/ISDS)  
CONCEPT STAGE**

Report No.:PIDISDSC17325

Date Prepared/Updated: 08-Dec-2016

**I. BASIC INFORMATION**

**A. Basic Project Data**

<b>Country:</b>	Togo	<b>Project ID:</b>	P157036
		<b>Parent Project ID (if any):</b>	
<b>Project Name:</b>	Togo Youth Employment Project (P157036)		
<b>Region</b>	AFRICA		
<b>Estimated Appraisal Date:</b>	12-Sep-2016	<b>Estimated Board Date:</b>	16-Feb-2017
<b>Practice Area (Lead):</b>	Social Protection & Labor	<b>Lending Instrument:</b>	Investment Project Financing
<b>Borrower(s)</b>	Republic of Togo		
<b>Implementing Agency</b>	Unité de Coordination du Projet		
<b>Financing (in USD Million)</b>			
<b>Financing Source</b>			<b>Amount</b>
BORROWER/RECIPIENT			0.00
IDA Grant			15.00
Financing Gap			0.00
Total Project Cost			15.00
<b>Environmental Category</b>	B-Partial Assessment		
<b>Concept Review Decision</b>	Track I - The review did authorize the preparation to continue		
<b>Is this a Repeater project?</b>	No		
<b>Is this a Transferred project? (Will not be disclosed)</b>	Yes		
<b>Other Decision (as needed)</b>			

**B. Introduction and Context**

**Country Context**

Togo is one of the smaller countries in Africa, with an estimated land surface area of 56 600 square km and, according to the 2010 census, a population of 6.2 million with an annual population growth of

about 2.7%. After gaining independence in 1960, Togo's per capita GDP rose from USD 272 (in 1960) to USD 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 166th out of 187 countries in 2013, and extreme poverty ranks among the highest in Africa at over 52 percent.

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.

### **Sectoral and Institutional Context**

The Togolese population contains a high proportion of youth - 75% below the age of 35, 60% below the age of 25 and 42% below the age of 15. Youths, aged between 15 and 24, are more likely to be unemployed (10.7% of youth in 2014 compared to 6.9% of the labor force in general). Unemployment rates are more severe in urban areas (14.3% of youth unemployment in urban areas versus 3.1% in rural areas). In this context, the capital of Lome is an outlier, displaying a 29.7% youth unemployment rate. Labor force participation, which stands at 82.3% for those aged 15-60, is at 65.8 percent for youth aged 15-24 (64.2 percent for young men and 67.4% for young women). Although youth poverty rates are lower than the national average (52.7% for youth compared to 57% nationally, in 2012), the severity of poverty is higher for this demographic.

Though the high youth unemployment in Lome is concerning, the problem for many workers in Togo- especially youth- is more one of underemployment and opposed to unemployment. Underemployment can be described in three ways: i) involuntarily working part time (underemployment by hours); ii) working full-time but earning less than a minimal salary, such as the minimum wage or poverty line (underemployment by earnings); and iii) a mismatch between one's job and education, training and experience (underemployment by mismatch). Reliable figures on underemployment are currently unavailable but are expected to be available soon. Furthermore, the annual population growth rate is 2.6%; which means that while between 2008 and 2012, approximately 32,000 people entered the job market per year, it is projected that this number will have increased to 35,000 in 2017.

The Government of Togo (GoT) has adopted several strategic documents that aim to improve youth employment indicators, attesting to strong political will and the prioritization of this issue in the overall socio-economic development of the country. Documents such as the National Employment Policy (PNE, 2013 - 2017), National Youth Policy (PNJ, 2014 - 2017), Strategy for Boosting Growth and Promoting Employment (SCAPE, 2013 - 2017), Youth Employment Program (PEJ, 2013 - 2017) and the National Strategic Plan for Youth Employment (PSNEJ 2013 - 2017) all lay out concrete policy measures, intending to combat youth unemployment and under-employment in the medium term.

The documents above are based on principles of improved youth entrepreneurship; strengthened employability through provision of labor market adapted vocational training; improved education quality; access to finance and decentralization of services. PEJ, PSNEJ and SCAPE also contain strategic goals to increase the supply of jobs by improving the business climate of Togo and attracting additional investment, as well as to provide incentives for the private sector to increase the number of employees. Various sectorial policies (Education Sector Policy, Grassroots development policy etc.) are complimentary to all aforementioned youth employment planning documents. The Ministry of

Community Development, Artisanship, Youth, and Youth Employment has the main mandate for youth employment in Togo. The National Employment Promotion Agency (ANPE), under the Ministry of Civil Service, Labor, and Administrative Reform, has the mandate of promoting employment for all age groups.

### **Relationship to CAS/CPS/CPF**

A new Country Partnership Framework (CPF) for the Bank's support to Togo is in the early stages of preparation, building on the Strategic Country Diagnostic (SCD) which examines the main constraints as well as the most important opportunities the country faces for accelerating economic growth, expanding opportunities, and sustaining progress toward the goal of ending extreme poverty. The new Country Partnership Framework (CPF) is expected to identify youth employment as a priority area. 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 (including youth employment).' The project is also in line with the 2011 World Bank strategy for Africa, which has 'Competitiveness and Employment' as its first pillar and notes the particular challenge of youth unemployment in fragile states.

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

### **Development Objective(s) (From PCN)**

The objective of the proposed project is to provide access to income generating opportunities to targeted poor and vulnerable youth in Togo. For the purpose of the PDO, vulnerable is defined as a person living with a disability or a person not having finished primary school.

### **Key Results (From PCN)**

The key results of the project will be measured using the following indicators:

- Direct project beneficiaries (number), of which female (percentage) (core)
- Number of person-days of short term employment provided in productive public works
- Targeted youth initiating or expanding household enterprises with support from the project (number)
- Operationalization of a national targeting methodology for identifying poor youth/households
- Beneficiaries of components 1 and 2 under the national poverty line, living with a disability, or not having finished primary school (percentage)
- Share of project beneficiaries satisfied with project interventions (percentage)

## **D. Concept Description**

Component 1: Labor Intensive Public Works (LIPW) (\$7 million)

Government has requested that Labor Intensive Public Works (LIPW) form the entry point for this project, as LIPW is expected to: 1) reduce youth underemployment, at least on a temporary basis; 2) provide poor and vulnerable youth, who generally have limited work experience, with a structured work opportunity; 3) provide a vehicle for provision of soft skills and financial literacy training to youth; and 4) provide supplemental layer of targeting through self-selection based on a below-market wage (in addition to the primary targeting tool which is based on community targeting complimented by a PMT). Beneficiaries for this component and component 2 are expected to be poor and vulnerable (persons living with a disability or not having finished primary school) youth aged 15-35 living in

urban or rural areas of Togo, with a target that at least 50% of beneficiaries should be women.

Subcomponent 1.1: Public Works. Continuing the successful experience in implementing labor-intensive public works under the PDC and PDCplus, this component will provide temporary employment opportunities through labor-intensive public works subprojects to targeted poor and vulnerable youth. The LIPW subprojects would finance payment of wages for the youth beneficiaries and a limited amount (maximum 30% of total sub-project amount) to cover inputs and administrative costs incurred by the communities in the implementation of the subprojects. Beneficiaries would be provided a bank account and a specified portion of their earnings would be retained in the account to provide part of the seed capital for launching an income-generating activity under Component 2. As in PDC and PDCplus, the subprojects would be implemented using a community-driven approach. Activities would be selected by communities from a menu of eligible options requiring high percentages of unskilled labor, such as restoration of degraded lands, water and soil conservation, agriculture and agribusiness, maintenance of public places and trash collection, and feeder road maintenance. Communities would be encouraged to select and design subprojects that are attractive to young women, so that a minimum of 50 percent of beneficiaries are female.

Subcomponent 1.2: Life skills and financial literacy training. During the course of the implementation of LIPW, youth will also receive one to two days of life skills and financial literacy training per week paid at the same wage as a normal work day. The training would be oriented towards youth with low levels of education, and would be expected to include some or all of the following skills: decision-making (e.g. critical and creative thinking, and problem solving); interpersonal dynamics (e.g. effective communication, resisting peer pressure, building healthy relationships, group dynamics and consensual decision-making, and conflict resolution); personal awareness and management (self-awareness, self-esteem, time management, managing emotions, assertiveness, stress management, and sexual and reproductive health behaviors and attitudes); marketing and business planning; and money management (saving, opening a bank account, preparing a simple household budget). In order to reach the target audience, the modules will likely include role-playing, pictures and images, group work and discussions, educational games, story-telling, and plays or skits. Gender specific themes or even separate modules for both young women and men will be created to take into account gender-specific life skills. The modules would be prepared in French and translated to local languages.

#### Component 2: Support for Income Generating Activities (\$4.75 million)

Beneficiaries who have successfully completed the activities under Component 1 will be eligible to receive support to launch or enlarge an income generating activity. Support will consist of the following:

- a) Support for preparation of a rudimentary business plan. Beneficiaries will receive support tailored to their educational and literacy status to prepare a simple business plan describing their proposed business activities and how they plan to operate. The plan would cover areas such as sourcing of inputs, a simple projected profit/ loss calculation, marketing, and determining the location of the business, as needed.
- b) A matching grant to top-up the savings realized by beneficiaries during the LIPW component of the project, in order to provide start-up capital for their business.
- c) Mentoring to help youth address problems that may confront them as they establish or scale up their business, market themselves, and identify opportunities, followed by ongoing periodic follow-up of the income generating activity.

#### Component 3: Capacity Building (\$1.0 million)

Subcomponent 3.1. Key operational building blocks. This component will support the development of key operational tools required for the implementation of the project, which are at the same time key building blocks for a basic safety net system. These building blocks include: (a) improving the process of targeting extremely poor households with youth through the introduction of targeting mechanism using community-based targeting and a proxy means test (PMT); (b) improving operational efficiency by strengthening ICT systems, particularly MIS and electronic payments systems; (c) ensuring the design and implementation of a functional M&E system, including an impact evaluation using a regression discontinuity design (RDD) approach; and (d) strengthening of social accountability and grievance redress systems. The Bank and project team would work in coordination with other Ministries, programs, and partners to ensure that they are developed in such a way that they are harmonized with national policy and other interventions in order to promote a coherent national social protection system.

Subcomponent 3.2. Community capacity-building. Capacity building and empowerment of communities to i) take a key role in implementing project activities and ii) promote accountability and transparency is a key element of the project's approach. This sub-component will support the training of communities through the Grassroots Management Training approach (GMT), which has already been successfully utilized in the Education and Institutional Strengthening Project (PERI) and the PDCplus. The GMT will largely follow the methodology used under PDCplus, with modules covering: 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) community procurement of inputs, 6) financial management, 7) participatory monitoring and evaluation, and 8) servicing and maintenance of infrastructure. The participatory poverty and needs assessment module will be revised to include training on community identification of poor youth, following the experience of the Benin Decentralized Community Driven Services Project (PSDCC).

#### Component 4: Project Management (\$2.25 million)

The objective of this component is to support activities related to project management and coordination. This includes staff-related costs, equipment, vehicles, fuel, office space, and communications costs, and operating costs related to the procurement, supervision, auditing and evaluation of project activities.

## **II. SAFEGUARDS**

### **A. Project location and Salient physical characteristics relevant to the safeguard analysis (if known)**

The project will be implemented in five main regions of Togo (Kara, Plateaux, Maritime, Centrale, and Savanes) but the exact locations of the investments/subprojects will not be known before the presented is presented to the Board.

### **B. Borrowers Institutional Capacity for Safeguard Policies**

The overall national level oversight performed by the public environmental assessment Agency (ANGE) is acceptable in terms of safeguards implementation but it needs to be strengthened. ANGE has experience of implementation of other World Bank financed projects. Capacity building efforts to support project implementation will be done by implementing recommendations contained in the safeguards instruments prepared for the project. The project will also receive guidance from the Bank's environmental and social specialists in the Project team.

### C. Environmental and Social Safeguards Specialists on the Team

Paivi Koskinen-Lewis (GSU01)

Abdoul Ganyi Bachabi Alidou (GEN07)

### D. POLICIES THAT MIGHT APPLY

Safeguard Policies	Triggered ?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	The project triggers OP4.01 due to potential negative impacts that might occur under activities to be financed in Component 1: Labor-Intensive Public Works. These impacts are likely to be small-scale and site specific typical of category B projects. Labor intensive public works sub-projects are expected to involve creation or improvement of priority community infrastructure including feeder road rehabilitation and maintenance, community agricultural projects; and environmental management. The activities will follow the model established under component 2 of the ongoing Community Development and Safety Nets Project (PDCplus). The existing ESMF of PDCplus will be updated, and disclosed in-country and by the Bank prior to appraisal.
Natural Habitats OP/BP 4.04	No	The project activities would not result in any conversion or degradation of critical natural habitats.
Forests OP/BP 4.36	No	The project will not finance activities related to forest exploitation, harvesting, direct or indirect forest degradation, and increase access to forest. Instead, community initiatives to replant trees may be support.
Pest Management OP 4.09	YES	The project will not finance acquisition transport, distribution, storage or use of pesticides or similar chemicals that could threaten environmental and human health. The ESMF will have a dedicated section on pest management.
Physical Cultural Resources OP/BP 4.11	Yes	The ESMF states that if physical cultural resources are found during civil works, a "chance find procedure" will apply in accordance with national regulation and OP/BP 4.11.
Indigenous Peoples OP/BP 4.10	No	There are no indigenous people in the project intervention areas.
Involuntary Resettlement OP/BP 4.12	Yes	Some sub-project activities under Component

		1: Labor-Intensive Public Works and Beneficiary Training are expected to include community level farm production and road rehabilitation. These activities may involve land acquisition which may have an impact on the livelihoods/assets of those previously using the land. The location and type of sub-project will be selected by the local communities at the start of implementation phase. Since the exact locations and activities are not known, the project will build upon the existing Resettlement Policy Framework (RPF) prepared for PDCplus, which included similar activities. The RPF will be updated, consulted upon and disclosed in-country and by the Bank prior to appraisal. The RPF will include templates for sub-project screening to identify any adverse social impacts and it will guide the preparation of subsequent Resettlement Action Plans (RAPs) as and when necessary.
Safety of Dams OP/BP 4.37	No	The project will not finance dam works or activities associated to existing dam.
Projects on International Waterways OP/BP 7.50	No	The project will not finance activities that will interfere with international watercourses; either in terms of water withdraw or discharge of pollutants.
Projects in Disputed Areas OP/BP 7.60	No	The project intervention areas are not under dispute.

## E. SAFEGUARD PREPARATION PLAN

### 1. Tentative target date for preparing the Appraisal Stage ISDS:

15-Dec-2016

### 2. Time frame for launching and completing the safeguard-related studies that may be needed. The specific studies and their timing should be specified in the Appraisal-stage ISDS.

The existing safeguards instruments of PDCplus, i.e. the Environmental and Social Management Framework (ESMF) and the Resettlement Policy Framework (RPF), will be revised, updated, consulted upon and disclosed in-country and by the Bank prior to appraisal.

## III. Contact point

### World Bank

Contact: John Van Dyck

Title: Sr Social Protection Specialist

### Borrower/Client/Recipient

Name: Republic of Togo  
Contact: S.E.M. Sani Yaya  
Title: Ministre de l'Economie et des Finances  
Email: contact@mofgt.net

### Implementing Agencies

Name: Ministry of Community Development, Artisanry, Youth, and Youth Employment (MDBAJEJ)  
Contact: Victoire Tomegah-Dogbe  
Title: Minister  
Email: mindevbase@yahoo.fr

### IV. For more information contact:

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### V. Approval

Task Team Leader(s):	Name: John Van Dyck	
<i>Approved By:</i>		
Safeguards Advisor:	Name: Maman-Sani Issa	Date: 12/8/16
Practice Manager:	Name: Stefano Paternostro	Date: 12/8/16
Country Director:	Name: Pierre Laporte	Date: 12/10/16

<sup>1</sup> Reminder: The Bank's Disclosure Policy requires that safeguard-related documents be disclosed before appraisal (i) at the InfoShop and (ii) in country, at publicly accessible locations and in a form and language that are accessible to potentially affected persons.