

TOGO DEVELOPMENT PROJECT 200304	
PROMOTION OF SUSTAINABLE SCHOOL FEEDING	
Duration of project	May 2012 – December 2013
Total cost to WFP	US\$1,082,702

EXECUTIVE SUMMARY



Economic turmoil in the past two decades has hampered the capacity of the Government of Togo to deliver basic social services. A low-income, least-developed and food-deficit country, Togo is in a transitional recovery phase following years of absence of international development partners and is now focused on setting an agenda and developing a policy framework for social protection activities. Household food insecurity and undernutrition remain pressing concerns, particularly in the northern regions.

Within its social protection plans, the Government has prioritised school feeding as a means to retain children and encourage enrolment in pre-school and primary schools. WFP’s international expertise in the areas of school feeding, procurement (including purchase-for-progress) and logistics has been requested to assist the Government in developing and leading a national home-grown school feeding programme.

This development project will contribute to sustainable solutions for a nationally-owned school feeding programme through:

- Increased institutional and human capital development at central and local levels related to policy and management of the school feeding programme.
- Strengthened linkages between local production/agriculture and school meals, by providing technical assistance to the Government and partners.

The proposed activities support WFP’s Strategic Objective 5 and are aligned to both the current United Nations Development Assistance Framework (UNDAF 2008-2013) strategic axis 2: “Development of the social sectors”, and the subsequent UNDAF (2014-2018) which is under preparation, and which will focus on “equitable and sustainable access by the poor to productive resources (inclusive growth) and to basic social services”. This project will also contribute to the achievement of Millennium Development Goals 1 and 2.

SITUATION ANALYSIS

1. The Togolese Republic is a small, low-income, least-developed, food-deficit country in West Africa with 6 million inhabitants. Over the past 20 years, Togo has experienced several periods of socio-political and economic turmoil. Following the withdrawal of international development partners from the country in the mid-1990s, and the lack of government investment in development, the country's economy collapsed. More recent crises included political unrest in 2005, severe flooding in 2007, 2008 and 2010, and the high global prices for food and fuel since 2008. These have severely affected the economy and hampered the capacity of the Government to deliver basic social services. Togo is ranked 162 out of 187 in the 2011 human development index and has a gross national income per capita of US\$440.¹ It is included among the list of fragile states.²
2. Togo's economy relies on subsistence agriculture and faces significant structural difficulties constraining the agricultural sector. To address these,³ the Government has prepared a comprehensive strategy for the agricultural sector, centred on the need to produce sufficient food for domestic consumption, as well as looking at the entire production, transformation, and marketing cycle to respond more systematically to food crises.
3. Nevertheless, food insecurity at household level is prevalent across the country, and is particularly high in the northern regions, where there is severe and moderate food insecurity in Savanes (11 percent severe, 43 percent moderate) and Kara (11 percent severe, 33 percent moderate).⁴
4. Over 60 percent of the population live below the poverty line and poverty is strongly correlated with under-nutrition. A Standardized Monitoring and Assessment of Relief and Transitions survey in December 2010 by the United Nations Children's Fund (UNICEF) showed chronic malnutrition (stunting) at 28 percent nationwide, and acute malnutrition (wasting) among children under 5 in Savanes at 8 percent compared to a national average of 5 percent. A follow-up assessment in May 2011 revealed stunting reaching 42 percent and wasting reaching 11 percent in Savanes during the lean season.⁵
5. In the education sector, the abolition of school fees for primary schools in 2008 resulted in an increase in gross enrolment rates from 98 percent in 2007/2008 to 112 percent⁶ in 2011. Net enrolment also improved (currently 86 percent) and average attendance is 89 percent, although it is lower in Savanes (81 percent). However, completion rates have stagnated at 63 percent, registering as low as 50 percent in Savanes.⁷ Gender disparity in primary schools is high: 0.88 nationwide and 0.80 in Savanes for enrolment; 0.73

¹ World Bank. 2011. http://devdata.worldbank.org/AAG/tgo_aag.pdf

² "Fragile states" is the term used for countries facing particularly severe development challenges: weak institutional capacity, poor governance, and political instability.

http://siteresources.worldbank.org/EXTLICUS/Resources/FCS_List_FY12_External_List.pdf

³ International Food Policy Institute. 2004. Agricultural Science and Technology Indicators. ASTI Country Brief No. 16. Washington DC: IFPRI. http://www.ifpri.org/sites/default/files/publications/Togo_CB16.pdf

⁴ WFP. 2010. *Enquête rapide sur la sécurité alimentaire des ménages dans les régions des Savanes et de la Kara*.

⁵ UNICEF January 2011. *Enquête Nutritionnelle Utilisant la Méthodologie SMART*; The Ministry of Health, UNICEF, May 2011, *Enquête SMART*.

⁶ The gross enrolment ratio can be greater than 100% as a result of grade repetition and entry at ages younger or older than the typical age at that grade level.

⁷ UNICEF and the Ministry of primary and secondary Education and Literacy *Annuaire National des Statistiques Scolaires 2010-2011*.

nationwide and 0.58 in Savanes for completion.⁸ Other challenges to education include: poor or non-existent infrastructure; lack of basic hygiene facilities (water, toilets); and poor quality and insufficient teachers - most of whom are volunteers with limited training who are paid with contributions from parents. An important proportion of schools in Togo are non-state schools called “*écoles communitaires*” organized by communities.

6. Togo is in the process of setting the agenda for its social protection activities and is working on a social protection policy. The Government’s Poverty Reduction Strategy’s (PRSP 2009–2011) main pillars are: (i) improving economic governance and transparency; (ii) promoting economic recovery and sustainable development; and (iii) addressing urgent social needs, particularly through improved social protection and developing human capital. Education, nutrition and school feeding are included under the third pillar. An updated PRSP for 2012-2016 is being developed and will have five pillars, prioritising the development of human capital, social protection and employment.
7. The Government recognises school feeding as an important safety net and has placed it high on its agenda as a means to retain children and encourage enrolment in pre-schools and primary schools. School feeding is clearly highlighted in the Government’s Declaration of Education Sector Policy (2009) and the Education Sectoral Plan (2010). School meals will become institutionalized under the Government’s new social protection scheme, and several studies have been initiated, led by the Government, to explore: (i) the sustainability of a school feeding programme strategy models; and (ii) a health and nutrition policy in schools.
8. Togo’s main school meals programme is implemented through the *Programme de Développement Communautaire* (PDC, Community Development Programme) funded by the World Bank. The programme was launched in 2008 to provide an emergency safety net to schoolchildren and currently reaches 182 schools (38,000 school children). It is highly decentralised and out-sources the purchase and preparation of food to mothers of the school children. Sustainability, capacity development, cost and quality control issues have been highlighted as areas requiring further focus. In addition, United Nations Development Programme (UNDP) supports a school meals pilot project in six schools in Savanes, as part of the United Nations joint project *Communes du Millenaire* (Millennium Villages), which is piloting the use of locally produced/purchased food. The Education for All⁹ Fast-track Initiative¹⁰ is supporting the creation of infrastructure (schools, roads, etc.) and the improvement in the quality of teachers in Togo. The inclusion of school feeding into this initiative is being explored at the request of the Government.

⁸ A gender parity ratio of 1 indicates parity between the sexes; between 0 and 1 means a disparity in favour of males; whereas greater than 1 indicates a disparity in favour of females.

⁹ Education For All (EFA) is a global movement led by UNESCO, aiming to meet the learning needs of all children, youth and adults by 2015.

¹⁰ EFA’s Fast-track Initiative is an evolving global partnership of developing and donor countries and agencies to support global EFA goals by focusing on accelerating progress towards the core EFA goal of universal primary school completion, for boys and girls alike, by 2015.

PAST COOPERATION AND LESSONS LEARNED

Past Cooperation

9. WFP first established a presence in Togo in 1968. Following a ten-year closure of its office, WFP resumed activities in Togo in 2005. Since then, WFP has intervened through several operations to help improve the population's food security and nutritional status, providing assistance to internally displaced persons, refugees and vulnerable populations affected by emergencies such as floods and the high food price crisis.
10. Most recently, emergency operation (EMOP) 200195 assisted Ghanaian refugees and host families in Savanes until September 2011. The EMOP aimed to: (i) reduce acute malnutrition among refugees who fled Ghana as a result of land tenure conflicts; (ii) protect and prevent the deterioration of the host population's livelihoods due to the refugees' presence; and (iii) mitigate the negative impact of the refugees' presence on the environment. An immediate response emergency operation (IR-EMOP) assisted Ivorian refugees in September 2011 for one month, reaching 3,000 beneficiaries.

Lessons Learned

11. The Government, the World Bank and United Nations sister agencies recognise that on-going pilot school feeding initiatives in Togo are limited in scope and would benefit from further focused assistance and expertise to turn these into a long-lasting programme embedded in the national institutions, policies, and financial systems. WFP has been identified by the Government and other partners as the institution with the necessary international expertise in the areas of school feeding policy and planning support, procurement (including Purchase for Progress techniques) and logistics to catalyse this change.
12. The weak and fragmented government capacity to deliver services to disadvantaged and vulnerable communities is acknowledged. A joint mission in June 2011 by the WFP and the World Bank concluded that WFP could play a role as a provider of both technical assistance and policy support to the Government and the PDC programme at this stage and contribute to shaping the future national school feeding programme and strategy:¹¹
 - The WFP-World Bank mission confirmed the need to ensure the continuity and sustainability of existing interventions, and to increase school feeding coverage.
 - WFP should build on and reinforce the current models (World Bank and Millennium Villages) based on direct involvement of beneficiary communities in the procurement of food and quality of meals while seeking a more balanced involvement of communities and government institutions.
 - WFP is regarded as the organization best-placed to increase the impact of school feeding by concentrating assistance on the neediest areas while enlarging coverage beyond the current interventions, which are scattered in all regions of the country.
 - WFP's experience in other parts of the world could assist Togo in moving forward quickly and achieving tangible results in the short-term to medium-term. WFP's work

¹¹ WFP-WB Joint Mission – School Feeding, Togo, 5-8 June 2011, Internal Report.

with the Centre of Excellence Against Hunger¹² in Brazil has attracted much interest from the Government and partners.

13. Amongst the Government and main stakeholders there is a general consensus on the priority areas for the future of school feeding in Togo: (i) increase school feeding coverage; (ii) improve targeting criteria based on food insecurity and educational indicators; (iii) increase harmonization of implementation models; (iv) formulate an institutional framework for school feeding; (v) promote capacity development at all levels; and (vi) transition from pilots to sustainable programmes and elaboration of a national school feeding policy/legal framework.

STRATEGIC FOCUS OF THE DEVELOPMENT PROJECT

14. Capacity development forms the cornerstone of this project's strategy, which will aim to support the Government in developing and leading a national home-grown school feeding programme (HGSFP). WFP will build on the current momentum of work, including: the pilot school feeding models; the Government-sponsored studies; and the new social protection, health and nutrition policies currently under development. In close coordination with the principal stakeholders already involved in on-going school feeding initiatives, WFP will contribute to finding sustainable solutions for a nationally-owned school feeding programme through:
 - Increased institutional and human capital development at central and local levels related to policy and management of the school feeding programme.
 - Strengthened linkages between local production/agriculture and school meals, by providing technical assistance to the Government and partners.
15. The project supports WFP's Strategic Objective 5 "Strengthen the capacities of countries to reduce hunger through hand-over strategies and local purchase". At national level, the project is aligned to both the current United Nations Development Assistance Framework (UNDAF 2008- 2013) strategic axis 2: "Development of the social sectors", and the subsequent UNDAF (2014-2018) which is under preparation and will focus on "equitable and sustainable access by the poor to productive resources (inclusive growth) and to basic social services". The project will also contribute towards the achievement of Millennium Development Goals (MDGs) 1 and 2.¹³
16. WFP support will be targeted to government officials at central and regional levels from the Ministry of Primary and Secondary Education, the Ministry of Rural Development, and other ministries involved in the implementation of school feeding programmes (agriculture, social affairs, gender, and health). Communities and schools (school teachers and parent-teacher associations) will also benefit from targeted capacity development. Initially this project will focus on regional capacity development in those areas covered under the on-going school feeding pilots being implemented through the World Bank/PDC and UNDP in Savanes, to refine the implementation and monitoring mechanisms.

¹² The WFP Centre of Excellence Against Hunger aims to: (i) develop capacity by arranging field visits to mature school meal programmes by government officials and programme managers; (ii) be a global reference and source of information on school meal programmes; and (iii) help provide direct technical support, in collaboration with WFP country offices, when national governments begin to design and run their own school meal programmes.

¹³ MDG 1: Eradicate extreme poverty and hunger; MDG 2: Achieve universal primary education.

17. Overall, WFP will provide:

- Advisory and technical assistance to the Government for the design and formulation of a sustainable national school feeding policy, programme and institutional framework.
- Technical assistance to explore procurement options for a sustainable school feeding programme that provides food produced and purchased within the country to the extent possible, including through national, private enterprises, local producers.

18. More specifically, WFP will:

- Promote the inclusion of school feeding in national policies and provide advice and technical expertise to develop a national school feeding policy based on the HGSFP model. This will include assisting the Government to analyse and incorporate the results of on-going studies into the design of a sustainable national school feeding programme. National and local stakeholder consultations are envisaged to reach consensus on modalities.
- Advocate for and support the creation of a dedicated school feeding unit in the Government which can implement the new school feeding policy. WFP will provide: expertise to help set-up the unit; staff capacity-development in procurement, logistics, and the supply chain; quality assurance; and training, reporting and accountability practices. Manuals and related tools in these areas will be developed and tested within this project's lifetime.
- Assist the Ministry of Primary and Secondary Education and other stakeholders to review current systems in place for monitoring, reporting and evaluation, and promote greater government ownership in supervision of the school feeding programme. This will include support to: (i) define performance indicators, and integrate education, performance and rural development indicators; (ii) adapt existing computer software at the PDC and the Ministry of Primary and Secondary Education; and (iii) train ministry staff at the central level, ministry representatives at the regional level, and implementing non-governmental organizations (NGOs), schools, parent-teacher associations (PTAs) at community level in data collection, data analysis, and reporting.
- Collaborate with UNICEF to ensure minimum hygiene conditions and the provision of water and sanitation facilities. WFP will also seek support from UNICEF and the Food and Agriculture Organization of the United Nations (FAO) for nutrition education sessions at schools and communities to increase the impact of school meals on nutritional status.

19. To strengthen linkages between local production, agriculture and school meals, WFP will:

- Assist the Government to develop a national sustainable model using local food production based on the HGSF model. WFP will work with the national institutions (including the Ministry of Agriculture, the Ministry of Primary and Secondary Education, and the Ministry of Rural Development) to identify leadership in championing this initiative. Project managers will be trained in procurement, logistics and identification of stakeholders in the procurement chain (production, crop collection, food processing, fortification and commercialization).

- Support in developing links with farmers' associations and private/national food sectors in order to ensure procurement of locally-produced food, including fortified food to the extent that it is available locally.
 - Train implementing NGO staff, PTA members and caterers in quality control and food storage. There will be sensitization on the need to focus on fortified foods to ensure a well-balanced diet to improve the nutritional status of school children (collaboration with FAO through Telefood funding¹⁴ will be crucial).
 - Engage with local partners to explain the role of school feeding management committees and ensure that all committees are trained. In schools, the support from parents will be solicited for a canteen management committee. Parents and the community caterers (*femmes maman*) - who currently handle most of the food procurement and preparation of school meals - will be trained in quality control, procurement processes, provision of storage/cooking/feeding facilities, and food handling, raising awareness of improving the nutritional value of meals.
 - Support the United Nations joint project for Millennium Villages which is piloting a de-centralized approach for the management of school feeding based on local food production from local farmers.
20. WFP will emphasize the importance of school feeding as a community-owned initiative under the continued support of the Government and will help the active participation and ownership of PTAs in the schools' management of the school feeding programme. This promotes the representation of women in schools and fosters their connections with farmers' associations. School feeding management committees will include at least three women out of five members in decision-making positions. Gender issues will be raised with the community to encourage girls' enrolment.
21. The project will confirm government readiness for longer-term commitment to a school feeding programme, as well as donor support for Togo. At project completion, it is expected that the Government will have the necessary instruments in place in term of policy, strategy, institutions, funding and management to guide decisions for the continuation and expansion of a national school feeding programme.
22. There will be close collaboration and direct support from the World Bank/PDC project and also from the Millennium Village schools project. Both projects will benefit from the innovations of this capacity-development project to improve their performance.

¹⁴ Donations to FAO's TeleFood are used to fund small, self-contained agriculture, livestock and fisheries projects that help poor families. Projects are designed to provide families and communities the tools necessary to increase the quantity and variety of their food production. The budget of each project does not exceed US\$10,000 and a duration of 12 months.

PROGRAMME MANAGEMENT, MONITORING AND EVALUATION

23. For the management of this project, WFP will build on existing structures and principal stakeholders involved in the on-going school feeding initiatives.
24. An inter-ministerial steering committee for school feeding has already been established within the World Bank-supported project and comprises representatives from the Ministry of Primary and Secondary Education (chair), the Ministry of Planning, the Ministry of Rural Development (co-chair), the Ministry of Agriculture, the Ministry of Social Action, the Ministry of Health, as well as representatives from the World Bank, UNICEF, UNDP, and FAO. The committee will oversee project implementation, provide the forum for discussions on innovations and tools to be proposed by WFP, provide strategic guidance, ensure harmonized and coordinated efforts across the different on-going interventions, and foster knowledge sharing. WFP will actively participate and pursue enhancement of the inter-ministerial steering committee.
25. Regional and local NGOs, local communities and PTAs responsible for the existing school feeding projects will continue to manage activities. WFP will extend capacity-development activities to these stakeholders, in consultation with the World Bank and UNDP.
26. WFP will reinforce its presence in country to assure capacity to influence and guide the capacity-development process at the highest levels of the Government, as well as to align the intervention to WFP policies and strategies. WFP staff with specific expertise in capacity development, school feeding design and procurement will support the project. The assistance of the Centre of Excellence against Hunger in Brazil will also be sought for the development of a sustainability strategy.
27. WFP staff will continue to be directly involved in the inter-ministerial working group for social protection and education.

Monitoring and evaluation

28. An operational plan for the implementation of this project will be jointly formulated with the Government and will provide the framework of reference for the necessary monitoring and evaluation (M&E) of planned activities at output and outcome levels.
29. An M&E toolkit, including checklists, will be used for revisions of planned activities at central and local levels. Monitoring and reporting will be undertaken by WFP together with relevant government units for monthly and quarterly reports. There will be joint monitoring missions with the Ministry of Primary and Secondary.
30. Regional de-centralized government officers and NGOs will be responsible for monitoring activities at community/school level and will be requested to report on the integration of new elements introduced by this project. School administrative bodies receiving WFP training and capacity development will be requested to report on achievements. PTAs will be interviewed regularly to ascertain the impact of training and capacity-development activities.

31. A dedicated WFP staff member based in Savanes will track progress, monitoring the implementation of the tools developed, skills transferred, and training conducted. A study in Savanes and Kara during the second year of implementation will inform planning for future support to the Government's sustainable school feeding programme.
32. A final evaluation before project closure will document performance and lessons learned in order to formulate recommendations for future interventions. A capacity assessment exercise will be part of the final evaluation to capture the increase in national capacity in the identified areas.
33. WFP will work alongside the Government to identify a funding strategy to bolster the Government's financial commitment to national school feeding and to provide for further longer-term school feeding efforts. Activities may include, but are not limited to, the following: (i) strengthening existing partnerships for the Ministry of Primary and Secondary Education in order to include school feeding in the budget; and (ii) widening the range of donors to emergent, non-traditional donors.

Risk analysis

34. *Contextual risks.* Legislative elections are scheduled for 2012 in Togo. There is a risk of socio-political unrest. WFP will monitor the evolution of the situation and adjust action if and as required.
35. *Programmatic Risks.* Government capacity is a major constraint. The successful execution of this project will depend upon the ability and availability of government personnel to be dedicated and fully involved in the implementation of this project to reach its objectives. Capacity development activities will be appropriately designed, noting that the project duration allows for laying foundations that will require further future investments. Some degree of flexibility is required, if necessary through an extension of the project.
36. Project implementation may encounter some challenges in arriving at a consensus for change in current institutional arrangements. WFP will build consensus from its participation in the steering committee, as well as its daily work with the technical ministries, to define a structure most suitable for Togo.

APPROVAL

The Deputy Executive Director approves, under the Executive Director's delegated authority, the proposed Development Project Togo 200304, subject to availability of resources.

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 Ramiro Lopes Da Silva
 Deputy Executive Director for Operations

Date:.....

ANNEX I

PROJECT COST BREAKDOWN	
Other direct operational costs	220 863
Direct support costs (see details below) ¹⁵	791 008
Total WFP direct costs	1 011 871
Indirect support costs (7.0 percent) ¹⁶	70 831
TOTAL WFP COSTS	1 082 702

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and staff-related costs	
Local staff – temporary assistance	254 525
International consultants	92 514
Staff duty travel	112 521
Subtotal	459 559
Recurring expenses	
Rental of facility	17 523
Utilities	36 742
Office supplies and other consumables	5 067
Communications services	23 188
Equipment repair and maintenance	2 352
Vehicle running costs and maintenance	28 809
United Nations organization services	20 000
Subtotal	133 681
Equipment and capital costs	
Vehicle leasing	56 100
Communications equipment	102 446
Local security costs	39 222
Subtotal	197 768
TOTAL DIRECT SUPPORT COSTS	791 008

¹⁵ The indicative figure for information purposes. The direct support costs allotment is reviewed annually.

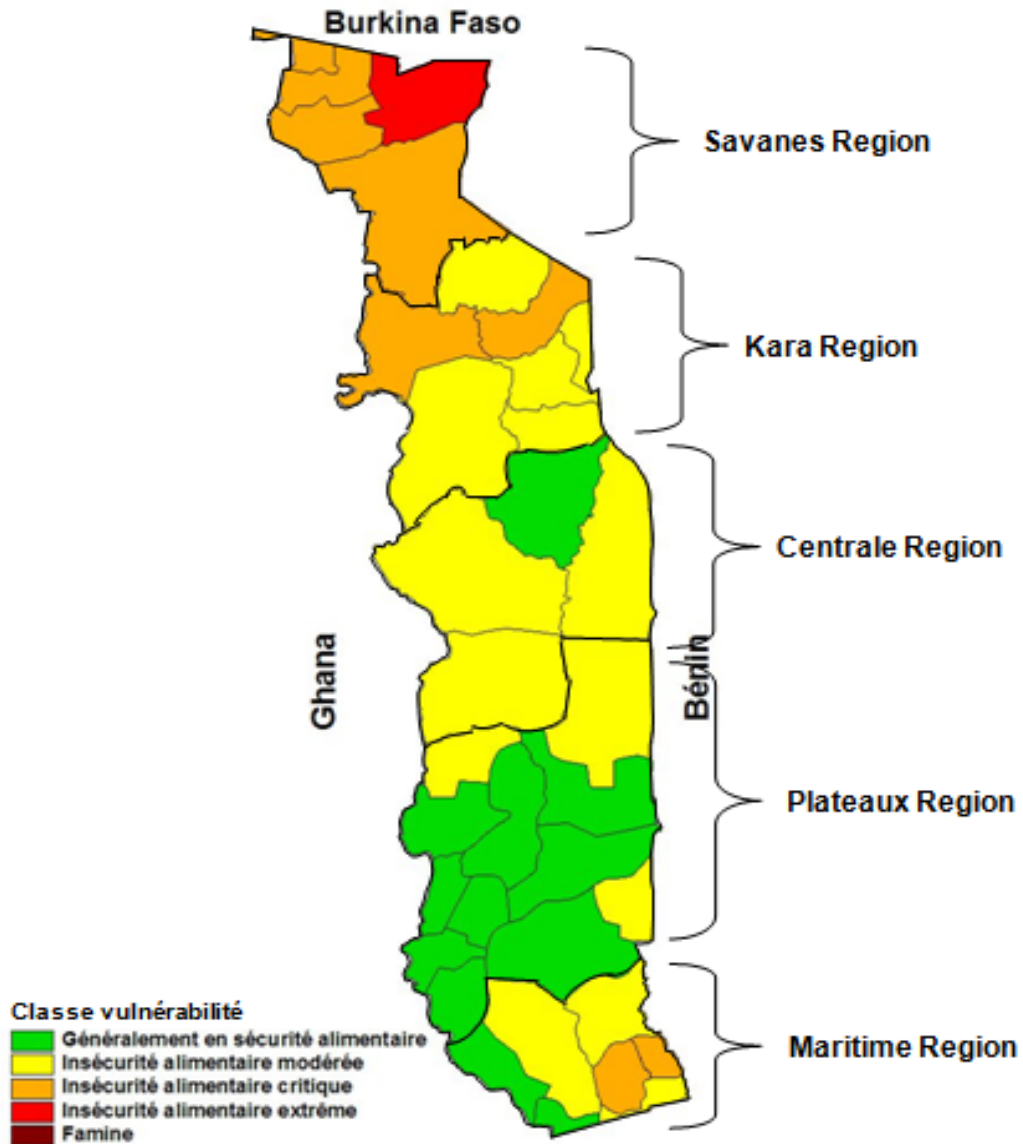
¹⁶ The indirect support cost rate may be amended by the Executive Board during the project.



ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Risks, assumptions
UNDAF Outcomes 1. By 2013, incomes for 25% of poor people in rural and peri-urban areas are improved 2. By 2013, access to quality basic social services is improved and fair particularly among the most vulnerable groups.	UNDAF Outcome Indicators ➤ Existence of a database on agricultural markets (Baseline: 0; Target: 1) ➤ Net Primary enrolment rate (Baseline: 73.4%; Target: 100%) ➤ Declaration of Primary Education free-of-charge Completion rate (Baseline: 57%; Target:70%)	➤ Difficulties in market data collection ➤ The Government's willingness to reinforce the bases of free primary education
Strategic Objective 5 - Strengthen the capacities of countries to reduce hunger through hand-over strategies and local purchase		
Outcome 5.2 Progress made towards nationally-owned hunger solutions	➤ National capacity Index (NCI) by hunger solution <i>Target: To be determined</i>	Commitment from the Government and partners
Output 5.2 Capacity and awareness developed through WFP-led activities	➤ Number of people trained in programme design and planning, implementation procedures and practices, and M&E disaggregated by category. <i>Government Target: 50, Partner Target: 50</i> ➤ Number of technical assistance projects conducted by WFP to strengthen national capacity. <i>Target: 1</i> ➤ WFP expenditures for technical assistance to strengthen national capacity (US\$) <i>Target: US\$991,871</i> ➤ Number of WFP managed hunger solutions, systems and tools handed over to the Government. <i>Target: 6</i>	➤ Availability of partners in assisted schools areas ➤ Availability of partners in assisted schools areas ➤ Sufficient funds are found ➤ Support of the Government

ANNEX III - MAP

CARTE DE LA VULNERABILITE ALIMENTAIRE COURANTE AU TOGO
PERIODE MAI 2010 - AVRIL 2011



LIST OF ACRONYMS & TERMS USED IN THE DOCUMENT

FAO	Food and Agriculture Organization of the United Nations
HGSFP	Home-Grown School Feeding Programme
M&E	monitoring and evaluation
MDG	Millennium Development Goal
NGO	non-governmental organization
PDC	<i>Projet de Développement Communautaire</i> (community development project)
PRSP	Poverty Reduction Strategy Paper
PTA	parent-teacher association
SMART	Standardized Monitoring and Assessment of Relief and Transitions
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund