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Report No: ICR00005405

IMPLEMENTATION COMPLETION AND RESULTS REPORT

(Grants Nos.: IDA-H6640; TF-99275; TF-99289; IDA-60160)

ON

A GRANT FROM THE INTERNATIONAL DEVELOPMENT ASSOCIATION IN THE AMOUNT OF SDR 5.8 MILLION (US$9 MILLION EQUIVALENT)

A GRANT FROM THE GLOBAL AGRICULTURE AND FOOD SECURITY MULTI DONOR TRUST FUND IN AN AMOUNT EQUAL TO US$19 MILLION

A GRANT FROM THE FOOD PRICE CRISIS RESPONSE CORE MULTI DONOR TRUST FUND IN AN AMOUNT EQUAL TO US$9 MILLION AND

AN ADDITIONAL INTERNATIONAL DEVELOPMENT ASSOCIATION CREDIT IN THE AMOUNT OFUS$20 MILLION EQUIVALENT

TO THE

REPUBLIC OF TOGO

FOR THE

TOGO AGRICULTURAL SECTOR SUPPORT PROJECT

June 17, 2021

Agriculture and Food Global Practice
Africa West Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective May 31, 2021)

Currency Unit	CFAF, EURO
CFAF536,90 =	US$1
EURO 0.82 =	US$1
US$1.4616 =	SDR1

FISCAL YEAR
July 1 - June 30

Regional Vice President:	Ousmane Diagana
Country Director:	Coralie Gevers
Regional Director:	Simeon Kacou Ehui
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ABBREVIATIONS AND ACRONYMS

AF	Additional Financing
CAADP	Comprehensive Africa Agricultural Development Program
CARGS	Competitive Agricultural Research Grant Schemes
CAS	Country Assistance Strategy
FM	Financial Management
EAs	Environmental Assessments
EMPs	Environmental Management Plans
ESIA	Environmental and Social Impact Assessment
ESMF	Environmental and Social Management Framework
ESMPs	Environmental and Social Management Plans
ESOP	*Entreprises Services et Organisations Paysannes* (Business Services and Producer Organizations)
ECOWAP	Economic Community of West African Agricultural Policy
ECOWAS	Economic Community of West African States
FAO	Food and Agriculture Organization
FNGPC	*Fédération Nationale des Groupements de Producteurs de Coton du Togo* (Togo Federation of Cotton Producers' Groups)
GDP	Gross Domestic Product
IBRD	International Bank for Reconstruction and Development
ICAT	*Institut de Conseil Agricole et d'Appui Technique du Togo* (Togo Institute for Agricultural Extension)
ICF	International Consultancy Firm
IDA	International Development Association
IFAD	International Fund for Agricultural Development
ITRA	*Institut Togolais de la Recherche Agricole* (Togo Institute for Agricultural Research)
ISR	Implementation Status and Results Report
MAEH	*Ministère de l'Agriculture, de l'Elevage et de l'Hydraulique* (Ministry of Agriculture, Livestock and Water Resources)
PAD	Project Appraisal Document
PADAT	*Projet d'Appui au Développement Agricole au Togo* (Togo Rural Development Support Project)
PASA	*Projet d'Appui au secteur Agricole du Togo* (Togo Agriculture Sector Support Project)
PDO	Project Development Objectives
PIM	Project Implementation Manual
PMP	Pest Management Plan
PNIASA	*Programme National d'Investissements Agricoles et de Sécurité Alimentaire* (National Agriculture and Food Security Investment Program)
PNIASAN	*Programme National d'Investissements Agricoles et de Sécurité Alimentaire et Nutritionnelle* (National Agriculture and Food and Nutrition Security Investment Program)
RAP	Resettlement Action Plan
RBMAS	Results Based Management and Accountability System
SORT	Systematic Operating Risk Tool
TA	Technical Assistance
TTL	Task Team Leader
UTCC	*Unite Technique Café Cacao* (Coffee and Cocoa Technical Unit)
WAAPP	West African Agricultural Productivity Program
WAEMU	West African Economic and Monetary Union

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DATA SHEET

BASIC INFORMATION

Product Information

Project ID	Project Name
P118045	Togo Agricultural Sector Support Project
Country	**Financing Instrument**
Togo	Investment Project Financing
Original EA Category	**Revised EA Category**
Partial Assessment (B)	Partial Assessment (B)

Organizations

Borrower	Implementing Agency
Government of Togo	Ministere de l' Agriculture de l' Elevage et du Developpement Rural

Project Development Objective (PDO)

Original PDO

The objectives of the Project are to (i) rehabilitate and reinforce productive capacities among targeted beneficiaries across Selected Value Chains, and (ii) foster an enabling environment for the development of the agricultural sector, in the Recipient's territory.

Project Beneficiaries (within all five administrative regions of Togo)
1) 60,000 crop farmers
2) 13,000 animal herders
3) 1,600 fish producers
4) 500 fish merchants
5) 650,000 households raising poultry and/or small ruminants will benefit from dedicated animal vaccination campaigns

PDO Level Results Indicators
1) Farm output subject to project supported post-harvest value-adding schemes (rice,corn);
2) Increase of crop (coffee, cocoa) and continental fisheries output, and of livestock population (small ruminants, poultry) among project beneficiaries;
3) Rates of PNIASA financial execution (for PASA, PADAT and WAAPP altogether) and;
4) Number of direct beneficiaries.

FINANCING

	Original Amount (US$)	Revised Amount (US$)	Actual Disbursed (US$)
World Bank Financing			
IDA-H6640	9,000,000	8,896,507	8,472,499
TF-99275	9,000,000	8,167,823	8,167,823
TF-99289	19,000,000	18,230,297	18,230,297
IDA-60160	20,000,000	19,896,247	21,098,237
Total	**57,000,000**	**55,190,874**	**55,968,856**
Non-World Bank Financing			
Borrower/Recipient	7,900,000	11,300,000	11,300,000
Total	**7,900,000**	**11,300,000**	**11,300,000**
Total Project Cost	**64,900,000**	**66,490,874**	**67,268,855**

KEY DATES

Approval	Effectiveness	MTR Review	Original Closing	Actual Closing
12-Apr-2011	14-Dec-2011		15-Dec-2016	15-Dec-2020

RESTRUCTURING AND/OR ADDITIONAL FINANCING

Date(s)	Amount Disbursed (US$M)	Key Revisions
20-Jun-2014	14.14	Reallocation between Disbursement Categories
11-Aug-2016	31.43	Change in Loan Closing Date(s) Reallocation between Disbursement Categories
14-Apr-2017	34.61	Additional Financing
25-May-2020	52.04	Change in Loan Closing Date(s)

KEY RATINGS

Outcome	Bank Performance	M&E Quality
Satisfactory	Satisfactory	Substantial

RATINGS OF PROJECT PERFORMANCE IN ISRs

No.	Date ISR Archived	DO Rating	IP Rating	Actual Disbursements (US$M)
01	21-Sep-2011	Satisfactory	Satisfactory	.32
02	25-Jan-2012	Satisfactory	Satisfactory	.59
03	08-May-2012	Satisfactory	Satisfactory	2.55
04	28-Nov-2012	Satisfactory	Moderately Satisfactory	3.15
05	09-Jun-2013	Satisfactory	Moderately Satisfactory	6.01
06	15-Dec-2013	Satisfactory	Moderately Satisfactory	8.92
07	11-Oct-2014	Satisfactory	Moderately Satisfactory	16.25
08	16-Jan-2015	Satisfactory	Moderately Satisfactory	20.07
09	28-Jul-2015	Satisfactory	Satisfactory	24.96
10	16-Jan-2016	Satisfactory	Satisfactory	28.38
11	25-Jul-2016	Satisfactory	Moderately Satisfactory	31.43
12	24-Jan-2017	Satisfactory	Satisfactory	33.68
13	05-Sep-2017	Satisfactory	Satisfactory	35.07
14	26-Mar-2018	Satisfactory	Moderately Satisfactory	36.93
15	17-Oct-2018	Satisfactory	Moderately Satisfactory	38.15
16	08-May-2019	Satisfactory	Moderately Satisfactory	41.78
17	28-Aug-2019	Satisfactory	Satisfactory	45.71
18	06-Mar-2020	Satisfactory	Satisfactory	50.99
19	26-Aug-2020	Satisfactory	Satisfactory	54.27
20	14-Dec-2020	Satisfactory	Satisfactory	55.80

SECTORS AND THEMES

Sectors

Major Sector/Sector	(%)
Agriculture, Fishing and Forestry	**100**
Public Administration - Agriculture, Fishing & Forestry	47
Other Agriculture, Fishing and Forestry	53

Themes

Major Theme/ Theme (Level 2)/ Theme (Level 3)	(%)
Private Sector Development	**100**
Jobs	100
Finance	**25**
Finance for Development	25
Agriculture Finance	25
Human Development and Gender	**30**
Nutrition and Food Security	30
Food Security	30
Urban and Rural Development	**45**
Rural Development	45
Rural Markets	25
Rural Infrastructure and service delivery	20

ADM STAFF

Role	At Approval	At ICR
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I. PROJECT CONTEXT AND DEVELOPMENT OBJECTIVES

A. CONTEXT AT APPRAISAL

Context

1. **Appraisal of the Agricultural Sector Support Project (PASA) coincided with the emergence of Togo** from a decade-long political and economic crisis. This long crisis had severely affected the economy of Togo and weakened the capacity of the government to deliver basic social services to the majority of its population. Togo ranked 142 out of 178 countries according to the 2009 Human Development Index and about 62 percent of its the population was living below the national poverty line.

2. **Togo's economic recovery had been dampened by the global recession in 2009, the surge in global food and fuel prices, and the heavy flooding in the summer of 2010**. Government was eager to regain the momentum in economic recovery and had adopted a new Poverty Reduction Strategy Paper (PRSP 2009, 2011), whose ultimate objective was to achieve effective and sustainable improvement of peoples living conditions by addressing the principal causes of poverty. The PRSP considered agriculture as one of the critical focus areas in recognition of the lead role that the sector plays in the economy and poverty reduction.

3. **The Government had also developed a national agriculture and food security investment plan (*Programme National d'Investissement Agricole et de Sécurité Alimentaire- PNIASA*)**, with an overall goal of improving food security and economic growth in Togo. PNIASA had five specific objectives: (i) improve the coverage of the country's food needs and increase agricultural exports; (ii) improve the coverage of the country's needs in livestock products; (iii) improve the coverage of the country's needs in fishery products; (iv) develop and disseminate improved technologies for the sustainable intensification of agricultural production systems and; (v) ensure an efficient management of the sector and improve the provision of public services. PNIASA covered five subprograms: (i) promotion of food crops; (ii) animal production; (iii) fishery production, (iv) agricultural research and extension; and (v) institutional strengthening and sector coordination. Under the arrangements, all ongoing national and area-based projects and programs in agriculture would be mainstreamed into the PNIASA framework, as a first step towards laying the groundwork for a Sector-wide Approach (SWAp).

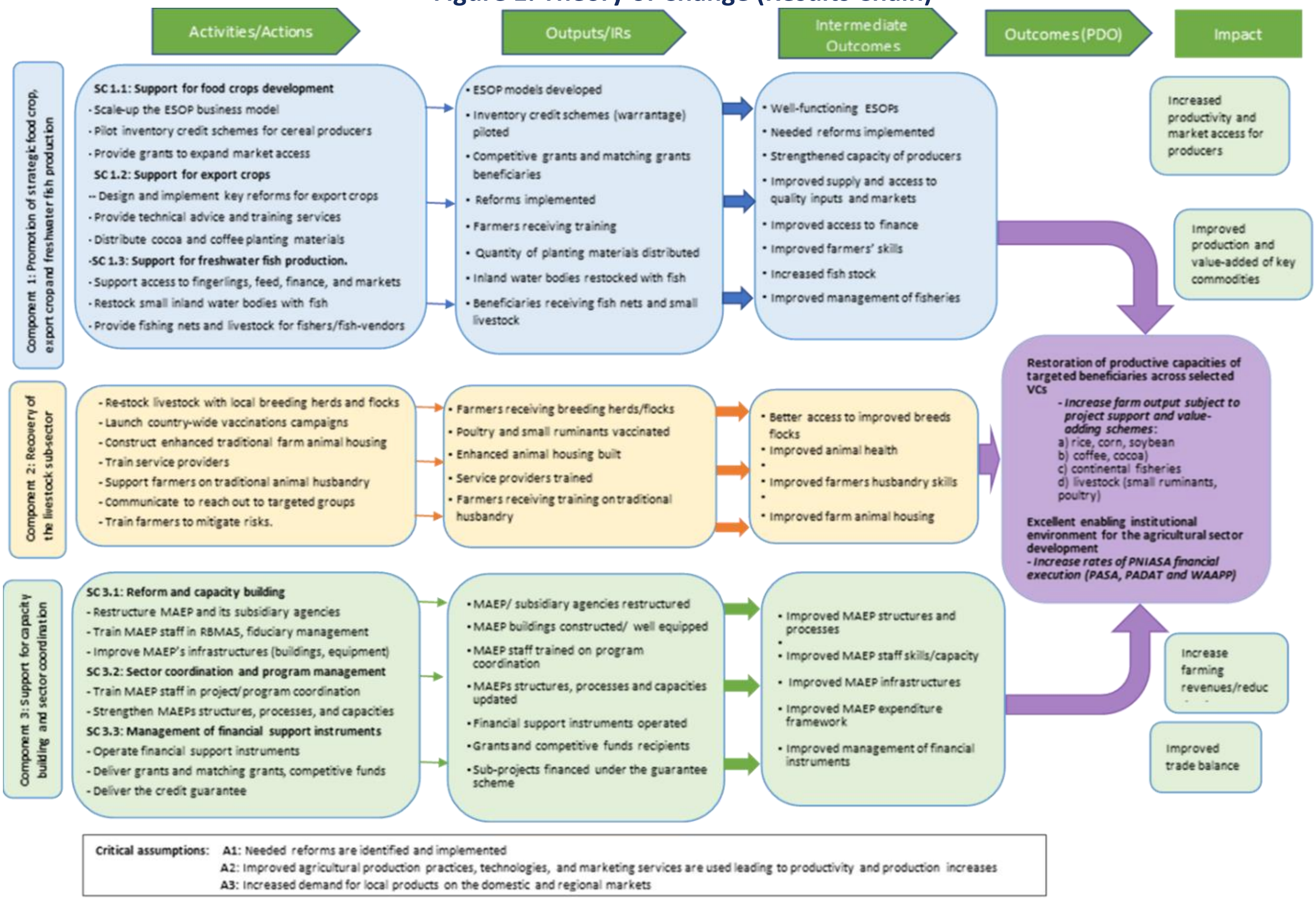
4. **On its part, the World Bank had responded to the global food price crisis by setting up a Global Food Crisis Response Program (GFRP), which consisted of fast-track funding from its IDA resources and from trust funds, to help clients address the immediate food crisis, while promoting agricultural policies and investments for increasing resilience in the long term**. Because of the limited fiscal space to finance PNIASA as well as to effectively respond to the food crisis, GoT invited the World Bank to contribute to these two initiatives. This formed the basis for the World Bank's support in the form of PASA. The project combines emergency activities for the recovery of the livestock subsector (small ruminants and poultry) with medium to long term structural actions to support other productive sub-sectors and as well as provide critical capacity building to MAEH.

5. **Alignment with GoT and Bank strategies**. PASA was consistent with the Bank's Interim Strategy Note and with the Poverty Reduction Strategy Paper (PRSP) 2nd pillar (Consolidation of the foundation for strong and sustainable growth) and increase agricultural productivity (including production and diversification) of food crops, cash crops, livestock, and fisheries, and with the overall policy declaration of the GoT. The project also supported the implementation of the findings of the Sources of Growth Study and the Country Economic Memorandum (CEM) undertaken in FY09. The CEM emphasized the promotion of food production for export to the sub-region and for efficient import substitution and to renew confidence in the cotton sector through improved governance, capacity-building of producer organizations, and attraction of a strategic investor in order to regain former levels of production.

Theory of Change (Results Chain)

6. A theory of change was not developed for PASA at appraisal, but one is proposed for the purpose of the evaluation (Figure 1). The project sought to: (i) restore farmers' productive capacities and (ii) create an enabling institutional environment for agricultural sector development in Togo. Restoration of productive capacity would be achieved through the provision of agricultural production inputs, provision of advisory services to farmers, and strengthening post-harvest produce management and marketing – provided through direct support to farmers and through the ESOPs; the replenishments of the stocks of small livestock with improved breeds and of inland water bodies. An enabling institutional environment for agricultural sector development would emerge through support to reforms and capacity building for producers and their organizations and MAEH/its affiliated agencies, and the modernization of MAEH's infrastructure. A key assumption underlying the theory of change is that the overall rate of budget execution of PNIASA was an adequate proxy for improvements in the enabling institutional environment for agricultural sector development as this reflects the rate at which planned activities are implemented – which is a function of the enabling environment.

Figure 1. Theory of Change (Results Chain)



Project Development Objectives (PDOs)

7. **The objectives of the Project were to:** (i) rehabilitate and reinforce productive capacities among targeted beneficiaries across selected value chains, and (ii) foster an enabling institutional environment for the development of the agricultural sector, in the recipient's territory.

Key Expected Outcomes and Outcome Indicators

8. The primary outcomes of the project were improved productive capacities of farmers as evidenced by increases in farm output and value addition; and an improved enabling environment for sector growth – measured by improvements in budget performance. The four indicators proposed to measure the PDO are: (i) farm output subject to project supported post-harvest value-adding schemes (rice, corn); (ii) increase of crop (coffee, cocoa) and continental fisheries output, and of livestock population (small ruminants, poultry) among project beneficiaries; (iii) rates of PNIASA financial execution (for PASA, PADAT and WAAPP altogether), and (iv) number of direct beneficiaries of which 20% are women.

Components

9. The project was designed with the following three components.

10. **Component 1:** Promotion of strategic food crop, export crop and freshwater fish production (appraisal: US$17.5 million under GAFSP; Actual: US$26.60 million). The component provided support for improved production and value-added of key commodities chosen for their growth potential and poverty reduction impact. Project support included: (i) the scaling-up of the already piloted ESOP model1 (Entreprises de Services et d'Organisation des Producteurs) for producing and processing key strategic products, providing them with equipment for food processing, matching grants for the purchase of inputs, and training and technical advice to strengthen their network (RESOP). This support was complemented by PADAT, which funded the construction of warehouses for the ESOPs. (ii) piloting inventory credit schemes (warrantage) for cereal producers; (iii) competitive matching grants to expand domestic and regional market access for local products. The component also supported export crops promotion through: (i) institutional strengthening and restructuring of cotton, cocoa, coffee producers' organizations, the creation of the cotton inter-professional board and private sector promotion, (ii) regeneration of the existing plantations of cocoa and coffee and provision of good quality planting materials; (iii) matching grants to promote export diversification into non-traditional export crops. Lastly, the component supported freshwater fish production, by increasing supply and access to five "critical inputs" required for aquaculture development: information, fingerlings, feed, finance and markets and re-stocking of small inland-water bodies with fish.

11. **Component 2:** *Recovery of the livestock sub-sector (Appraisal: US$9 million under the GFRP; Actual: US$16.4 million).* Component 2 supported restocking, productivity enhancement for short cycle species (small ruminants and poultry) and sector sustainability by: (i) re-stocking with locally-available breeding herds and flocks of higher genetic potential for growth and disease resistance; (ii) supporting animal health and disease control programs (country-wide de-worming and vaccinations campaigns); and (iii) supporting the provision of enhanced traditional farm animal housing using readily available techniques and local materials.

12. **Component 3:** *Support for capacity building and sector coordination (Appraisal: US$10.5 million, of which US$9.0 million IDA funds and US$1.5 million GAFSP funds; Actual: US$18 million).* This component aimed at strengthening the capacity of MAEH to coordinate the implementation of PASA and as well as other PNIASA investments. Project support was expected to lead to an increase in the physical and financial execution rate of sound agricultural investments in Togo. Component 3 supported: (i) reform and capacity building of MAEH, including the restructuring of MAEH and its subsidiary agencies at central and regional/local levels; (ii) the introduction of a results-based management and accountability system (RBMAS); (iii) the strengthening of fiduciary management capacities in all MAEH structures, and the modernization of MAEH infrastructures and equipment; and (vi) sector coordination and program management through the hiring of an International Consultancy Firm (ICF) to assist in project implementation and supervision and to strengthen MAEH structures, processes and capacities through the transfer of competencies. Component 3 also supported the refinement and operation of financial support instruments for service delivery to beneficiaries (grants and matching grants, competitive funds, credit guarantee).

[1] ESOP is a partnership between organized agricultural producers, processors and traders of food products. The model facilitates producers' access to production inputs, product quality and value-addition services, as well as better markets.

B. SIGNIFICANT CHANGES DURING IMPLEMENTATION (IF APPLICABLE)

13. **Reallocation of proceeds.**

i. In 2014 and during the midterm review, the project was restructured with a level 2 restructuring that consisted of a reallocation of resources between different categories in order to make up for the increased costs of some of the inputs (vaccines, deworming medicines) and veterinary services, the underestimations in the initial provisions of categories, and the costs overrun resulting from the lack of partners' funding to co-finance component 3 of the project as planned. However, this reallocation of resources was minor as it had only a small impact on the initial funding allocated to the components of the project (see Table 2).

ii. In 2016, the project was restructured with a level-2 restructuring that consisted mainly of reallocating resources between different categories The main purpose of the reallocation among disbursement categories under GAFSP Grant TF 99289 was to make up for the increased costs of some of the activities (under component 1) as well as for the underestimations in the initial provisions of categories. The reallocation also allowed the implementation of activities related to fish farming and cocoa and coffee value chains where some results indicators were lagging**.**

14. **Closing date extension.** The closing date of the projects was extended in 2016 and 2020.

i. In August 2016, the project closing date was extended from December 15, 2016 to June 15, 2017 to allow completion of project activities (initially delayed by the slowdown in procurement process and in selecting the beneficiaries of the third batch of the subprojects under the competitive grant scheme) and the achievement of the PDO.

ii. In May 2020, the project closing date was extended from June 15, 2020 to December 15, 2020 to compensate for the COVID-19 induced slowdown in project, implementation – especially the construction and rehabilitation of warehouses and food processing facilities in support of women beneficiaries.

15. **Additional financing.** The project benefited from an additional IDA financing of US$20 million to consolidate and scale up its achievements and enhance the developmental impact for beneficiaries. Component 1 cost increased by US$9.10 million equivalent from IDA. Component 2 cost increased by US$6.40 million equivalent from IDA. Component 3 cost increased by US$4.50 million equivalent from IDA. The implementation schedule also changed as the closing date of the original project was extended to implement the activities under the proposed Additional Financing. Indicator targets in the results framework were also revised to reflect the increased overall financing. Tables 1 and 2 show the changes made to the project throughout the various restructurings.

Table 1: Changes made to PASA during the various restructurings and additional financing

PDO		
Initial	***Proposed 2017***	***Comments/ Rationale for Change***
The objectives of the project are to (i) rehabilitate and reinforce productive capacities among targeted beneficiaries across Selected Value Chains, and (ii) foster an enabling institutional environment for the development of the agricultural sector, in the recipients' territory	No change	N/A
PDO indicators		
Initial	***Proposed 2017***	***Comments/ Rationale for Change***

Direct project beneficiaries Baseline – End target 0 – 75,100 20 percent of whom are female	Increase in the end-target from 75,100 to 200,000 for direct beneficiaries and from 20 to 30 percent for percentage of female beneficiaries	Taking into account the achievements to date and adding the expected additional results under the AF
Farm output subject to project supported post-harvest value adding schemes Baseline - End-target Corn: 0 - 1,500 tons Rice: 0 - 5,000 tons	Increase in the end-targets for Corn: from 5,000 tons to 15,000 tons; Rice: from 1,500 tons to 14,000 tons and Soybeans: from 0 to 4,200 tons	Taking into account the achievements to date and adding the expected additional results under the AF
Increase of crop and fisheries output, and of livestock population among project beneficiaries Baseline - End-target Coffee: 13,000 --16,000 tons Cocoa: 6,000 – 9,000 tons Small ruminants; 70,000 – 85,000 heads Poultry: 60,000 – 75,000 heads Fish: 600 – 2,500 tons	Increase in the end-targets for Coffee: from 16,000 tons to 18,000 tons; Cocoa: from 9,000 tons to 11,000 tons; Small ruminants from 85,000 to 87,000 heads; Poultry: from 75,000 to 250,000 heads; and Fish from 2,500 tons to 7,500 tons	Taking into account the achievements to date and adding the expected additional results under the AF
Rate of PNIASA financial execution Baseline - End-target 0 - 70%	Increase in the end-targets for the rate of PNIASA financial execution from 70% to 75%	

Table 2: Funds reallocations during the restructurings and additional financing of PASA

Initial Project	***Proposed changes in 2014***	***Proposed changes in 2016***	***Proposed change in 2017***	***Comments/ Rationale for Change***
Total funding: US$ 59.3 million, incl.: - GoT: US$7.9 million - Beneficiaries: US$9 million - IDA, GAFSP, GFRP funding: US$37 million, of which: ✓ Component 1: Promotion of strategic food crop, export crop and freshwater fish production (Appraisal: US$17.5 million under GAFSP). ✓ Component 2: Recovery of the livestock sub-sector (Appraisal: US$9 million under the GFRP). ✓ Component 3: Support for capacity building and sector coordination (Appraisal: US$10.5 million, of which US$9.0 million IDA funds and US$1.5 million GAFSP funds).	Reallocation (minor) of funding between components Component 1: US$18.045 million (under GAFSP). Component 2: no change Component 3: US$10.014 million (of which US$9.0 million IDA funds and US$954,831 GAFSP funds).	Reallocation (minor) of funding between components Component 1: US$17.83 million (under GAFSP). Component 2: no change Component 3: US$10.17 million (of which US$9.0 million IDA funds and US$1.7 million GAFSP funds).	Additional IDA financing (AF) of US$ 20 million of which: Component 1: US$9.10 Component 2: US$6.40 Component 3: US$4.50	The main purpose of the reallocation of GAFSP funds in 2016 was to make up for the increased costs of some of the activities and for the underestimations in the initial provisions of categories and to allow the implementation of activities related to fish farming and cocoa and coffee value chains where some results indicators were lagging behind. The AF is to consolidate and scaling up the project's achievements and enhance its developmental impact

Revised PDOs and Outcome Targets

16. There were no changes to the PDO, but the outcome targets were revised upward during the life of the project. Following the Additional Financing in 2017, the PDO targets were revised upward and a new crop (soybean) was added to be monitored under the indicator on “farm output subjected to project supported post-harvest value-adding schemes.” Under the same indicator, the end-targets for corn were increased from 5,000 tons to 15,000 tons, and those of rice from 1,500 tons to 14,000 tons. Likewise, under the indicator on “increase of crop (coffee, cocoa) and continental fisheries output, and of livestock population (small ruminants, poultry) among project beneficiaries”, the end-targets for coffee were increased from 16,000 tons to 18,000 tons, and those for cocoa from 9,000 tons to 11,000 tons. Under the same indicator, the end-targets for small ruminants were raised from 85,000 to 87,000 heads, those for poultry from 75,000 to 250,000 heads and those for fish from

2,500 tons to 7,500 tons. In addition, the end-target of the indicator on the rates of PNIASA financial execution (for PASA, PADAT and WAAPP altogether), was increased from 70% to 75%. Finally, the number of direct project beneficiaries was expanded from the end-target of 75,100 to 200,000 for direct beneficiaries and from 20 to 30 percent for the percentage of female beneficiaries.

Revised PDO Indicators

17. There were no changes to the PDO indicators.

Revised Components

18. The Additional Financing in 2017, added three new activities to component 1 including: (i) the consolidation of existing 20 ESOPs (*Entreprises de Services et Organisations Paysannes*) developed under the original project with the construction of small infrastructure (warehouses and drying areas); (ii) the provision of equipment to improve the quality of processed products, capacity building for better management, marketing of final products, and increased profitability; (iii) the provision of technical assistance to beneficiaries of sub projects to improve profitability of their businesses; (iv) the selection of new beneficiaries under the competitive and matching grant scheme; (v) the transformation of successful sub projects into small or medium enterprises with a specialized service provider and facilitating access to finance. Further assistance was given to the recently created coffee and cocoa inter-profession. The project promoted, in collaboration with WAAPP, the dissemination of improved technologies for fish farming.

19. Component 2 was complemented in the AF of 2017 with support for processing, quality improvement and increased access to markets for animal products through the establishment of small-scale culling areas in key livestock rearing regions in the country as well as capacity building of livestock producers for better organization of marketing (consolidated sales) of animal products (especially for poultry and small ruminants).

Other Changes

20. There were no further changes.

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

21. The reallocations of proceeds were made to make up for the increased costs of some of the activities, inputs and services, the underestimations in the initial provisions of categories, and the costs overrun. The closing dates were extended to provide additional time to catch up with implementation delays (2016) and the slowdown experienced by the project with the government-imposed restrictions following the Covid-19 pandemic (2020). The additional financing was to consolidate the solid achievements and take advantage of the momentum that had been created by the original project to expand the project targets and help position the sector for further growth. The AF also served as a financing bridge by carrying out analysis that may provide an entry to the future engagement of the Bank in the agriculture sector to carry Togo's agriculture productivity and competitiveness to a higher and more sustainable growth path. None of the changes and restructurings undergone by the project alter the original theory of change. They rather reinforced it.

II. OUTCOME

A. RELEVANCE OF PDOs

Assessment of Relevance of PDOs and Rating

22. The PDO remains relevant at completion. The PDO is aligned with the country strategy documents, especially with Pillar 2 of the National Development Plan (PND 2018-2020) focusing on creating poles of agricultural processing, manufacturing, and mining in various regions of the country. The project is also aligned

with the PNIASA, which specifically aims at achieving five specific objectives: (i) improve the coverage of the country's food needs and increase agricultural exports; ii) improve the coverage of the country's needs in livestock products; (iii) improve the coverage of the country's needs in fishery products; (iv) develop and disseminate improved technologies for the sustainable intensification of agricultural production systems and; (v) ensure an efficient management of the sector and improve the provision of public services. The PDO was relevant for objectives 1, 2, 3, 4 and 5 of the PNIASA as well as for the updated version of the PNIASA (2017-2026). The PDO is also coherent with the Bank's Interim Strategy Note, which was in place at the project preparation, the extended CPF(FY17-FY22) and contributed to the focus area 1 related to private sector performance and job creation and focus area 3 on environmental sustainability and resilience of the extended CPF. Based on the afore mentioned reasons, the ***relevance of the PDO is rated Substantial.***

B. ACHIEVEMENT OF PDOs (EFFICACY)

Assessment of Achievement of Each Objective/Outcome

23. The project had two outcomes**: improved productive capacities of farmers** as evidenced by increases in farm output, and value addition; and an **improved enabling environment for sector growth** – measured by improvements in budget performance. The results reported were mainly drawn from the project M&E system, which relied on several validation methods to ensure the reliability of the reported results. The results as they relate to the PDO are summarized in Table 3 and the achievement of each outcome of the PDO is discussed below.

Table 3: PASA key indicators (status as December 15, 2020)

PDO Indicators	Unit	Target	Achievements	% achieved
Farm output subject to Project-supported postharvest value-adding schemes				
Rice	Ton	14,000	21,797.6	155
Corn	Ton	15,000	18,131.76	120
Soybean	Ton	4,200	5,349.50	127
Increase of crop and fisheries output, and of livestock population among Project beneficiaries				
Coffee	Ton	18,000	21,316	118
Cocoa	Ton	11,000	14,264	129
Fish	Ton	7,500	18,058	240
Small ruminant	Head	87,000	105,218	120
Poultry	Head	250,000	394,240	157
Rate of PNIASA financial execution	%	75,00%	78,32%	104
Direct Project beneficiaries	Person	200,000	282,921	141

Source: PASA/M&E

24. **Outcome 1: Improved productive capacities.**

i. *Support for food crops*. The project supported the establishment of 20 new ESOPs along the rice, pineapple, cassava, honey, soybean and groundnut value chains. Through the ESOPs, , the project facilitated producers' access to agricultural inputs and training on product quality improvements and value addition through the provision of inventory credits (warrantage) and matching grants with some 191 innovative subprojects funded by the project, including 103 subprojects for the development of food crops. These subprojects covered three areas: the diversification and processing of food crops (109 subprojects), the promotion and marketing of locally processed produces (05 subprojects), and the promotion of the warrantage scheme (09 subprojects). These activities have led to significant increases in the processing of the above-mentioned value chains:

21,797.6 tons for rice (155% of the PDO target), 18,131.76 tons for corn (120% of the PDO target), and 5,349.50 tons for soybean (127% of the PDO target).

ii. *Support for export crops.* The project provided advisory support and training to cooperative organizations, input supports to cocoa, coffee and cotton producers, and supported the establishment of the inter-professional bodies of coffee and cocoa value chains. Some 592 cooperatives totaling 16,582 producers of coffee and cocoa and 2,500 cooperatives totaling 80,529 cotton producers, were trained. Two (02) inter-professional bodies (one for coffee and one for cocoa) were established. Some 4.3 million units of rootstocks of coffee were replaced and almost 390,000 seedlings of cocoa were distributed to farmers. Under the project support, 44,079 ha of coffee and 25,473 ha of cocoa plantations were pruned, and a total 70,233 ha were regenerated or newly planted to coffee and cocoa against a target of 62,000 ha. In addition, eight (08) subprojects on coffee and cocoa were supported under the matching grant scheme. These supports have led to increases of coffee and cocoa production, from 10,843 tons to 21,316 tons or 118% of PDO target for coffee and from 6,126 tons to 14,264 tons or 129% PDO target for cocoa. These results were reported by the Technical Unit Coffee-Cocoa of the Ministry of Agriculture, Livestock production and fisheries in its report of April 2020. They were also confirmed by the periodic reports of the Statistics Directorate of the Ministry of Agriculture.

iii. *Support for the fish subsector*. The Project supported (i) the development and implementation of fisheries management plans for main national lakes and rivers; (ii) training of fishermen; (iii) technical capacity building of civil servants in charge of advisory support; (iv) access to fish feed and fingerlings, promoted fish processing, especially among women, and improving market access for fish farmers and fishermen; (v) the production of highly productive fingerlings by the project-rehabilitated national aquaculture research and fingerling rearing center; and (vi) private hatcheries. Some 24,800 ha of water areas were covered by new management plans adopted by fishermen themselves and 206 fish farms were either established or upgraded as a result of project support, against a target of 186 fish farms. In addition, sixty (60) subprojects on aquaculture and fisheries were supported under the matching grant scheme. As a result of these activities, fish production has risen from 600 tons to 18,058 tons or 240% of the PDO target at project closing. These figures were taken from the periodic reports of the Fish and Aquaculture Directorate of the Ministry of Agriculture. They were also reported in the 2020 report of the “Institut de conseil et d’appui technique.”

iv. *Support for the livestock subsector*. The project facilitated access to improved livestock breeds and improved animal housing. Some 3,679 improved genitors of small ruminants and 5,300 improved poultry genitors were sourced from the Togolese institute of agricultural research and private breeders and distributed to livestock producers. The project also provided support for the construction of 3,800 and 2,500 improved housing for poultry and small ruminants, respectively. Some 7,479 animal growers are now using improved breeds and 13,244 growers are using improved animal husbandry practices as results of project support. The project financed country-wide vaccination campaigns. Some 16.8 million chickens were vaccinated and treated for parasites, while 3.8 million small ruminants where also treated for PPR and other afflictions to improve animal health and reduce the mortality rate. These figures were drawn from the final assessment report of the component 2 of the project, which was funded by the Global Food Response Program (GFRP). The overall impact of these activities has been positive with significantly increased numbers of both chickens and small ruminants by 20 percent (120% of the end-project target of 87,000 heads) and 60 percent (or 157% of the project end target of 250,000 heads), respectively. These figures are substantially above what natural growth of stock would entail and point to overall better animal health and husbandry. The project supported commercial livestock production with some 481 commercial farms of poultry and small ruminants farms financed with matching grants against an end target of 470 farms, leading to an increase in the number of animals marketed by commercial farms to 109,211 heads of small ruminants and 748,415 of chickens against project end-targets of 14,100 and 530,000, respectively. The project also supported processing, quality improvement and increased access to markets for animal products through the establishment of small-scale culling areas (of 100-120 animals per day) in key livestock rearing regions of the country (Kara, Sokodé et Kpalimé). This support resulted in the improvements of food safety standards and quality and a better hygiene for the meat sold on the domestic markets.

v. PASA was the only source of funding for the above activities in the project areas. **Based on the above results, the achievements of the first outcome of the PDO is rated Substantial.**

Outcome 2: Enabled institutional environment.

i. *Support for reforms and capacity building for MAEH.* PASA funded the restructuring of the MAEHH and its subsidiary agencies, as well as upgraded its infrastructures. Ten (10) sub-sectoral policies and implementation plans have been adopted with PASA support, against an end project target of nine (9) reforms. PASA also provided training support to MAEH staff on FM, PR, M&E, RBMAS. Some 8,500 man-day training were provided to MAEH staff, against an end project target of 7,500 (113% of the target).These activities resulted in all (100%) of the MAEH structures using annual work plans and budgets in line with the RBMAS manual and submitting activity reports following the manual format, against an end project target of 95%. Likewise, all of the staff in MAEH structures are participating in performance agreements in line with the RBMAS manual, against an end project target of 75%. All core transversal functions of the Ministry have been strengthened. Moreover, all the projects within the Ministry are monitored through the common platform of Monitoring and Evaluation System.

ii. *Support for sector coordination and program management.* The project had a significant impact on the institutional strengthening of the Ministry of Agriculture, its directorates and regional entities (General Secretariat of the Ministry, Planning, Monitoring and Evaluation Directorate, Livestock Directorate, Fisheries Directorate, Agriculture Extension Directorate, Agencies in charge of Management of Slaughter houses, food reserves, regional directorates) and farmers' apex organizations (Federation of cotton producers, Federation of cocoa and coffee producers). Specifically, the project had improved the management of the Ministry's resources and it manages its delivery against the line items defined in the annual Agriculture Investment Plan of the government. These results were reported in the project completion report. The capacity building activities helped the Ministry to efficiently manage the PNIASA as a sector-wide program and secure a transition to a full-fledged SWAp in the future through the implementation and coordination of the three complementary projects (PASA, PADAT and WAAPP). The Ministry even developed its SWAp agenda with technical assistance from FAO in August 2013. As results of strengthened capacity, improved infrastructures, reforms and better sector coordination, the Ministry was able to implement 78% of its PNIASA budget against a target of 75%. This result is even more impressive when one takes into consideration that this achievement is without the continued technical assistance by an outside consultant (SOFRECO) to support the management of the process. The challenge will be to maintain this level of execution without outside project supporting the process past project closure. The project supported the management of grants, competitive funds, and credit guarantee through contracting with an independent agency under the Ministry of finance. The project was able to deliver 379 grants to beneficiaries. In the end, the project reached 282,921 direct beneficiaries, against an end target of 200,000 beneficiaries.

iii. ***Based on the above results, the achievement of outcome 2 of the PDO is rated Substantial.***

Justification of Overall Efficacy Rating

25. ***The overall efficacy is rated Substantial because the two outcomes were achieved.***

C. EFFICIENCY

Assessment of Efficiency and Rating

26. At appraisal for the Initial Financing in 2011, the economic rate of return (ERR) of the project has been evaluated at 16.4 percent. At appraisal of the Additional Financing, the Economic Rate of Return (EIRR) for the project was estimated at 21 percent. Both ERRs as the result from production increases following: (i) the adoption of improved production techniques; (ii) an expansion of production area; and (iii) the availability of market facilities provided by the project.

27. The ex-post EIRR of PASA is 23.1 percent, the NPV at US$ 43.5 million and the Benefit-Cost Ratio at 1.9, over a 20-year period, with a social discount rate of 6 percent against Project expenditures of US$ 64 million. The sensitivity analysis reveals that even under the most severe scenario, where costs increase by 25 percent or benefits decrease by 25 percent (prices or yields of the crops decrease by 25percent), the EIRR is still positive, above the 6 percent social cost of capital, respectively at 15.8 percent with the NPV at US$ 31 million and, at 14 percent with the NPV at US$ 20 million. Even in a scenario where benefits are delayed by 2 years due to a crisis linked with conflict or disease, the EIRR remains positive at 13.8 percent with US$ 27.5 million. In conclusion, the Project offers value for money and is cost efficient, compared with the appraisal assessments. Due to the specific nature of the project (wide scope of project interventions, including support to food crops, cash crops, livestock, fisheries, and institutional support), it was not possible to find a suitable comparator for cost efficiency comparisons. Annex 4 provides the details of the EFA.

28. The Project achieved and exceeded its quantitative and qualitative targets set in the results framework. With a PDO rate of achievement around 139 percent and a disbursement rate of 99.71 percent as of April 2021, PASA efficiency rate reached 1.39. The project expenditure by component shows that the project targets were achieved with an efficient use of the resources allocated.

29. Coupled with the budget utilization and the above results, overall Project Efficiency is rated as substantial. The two major restructurings of the project involved: (i) the extension of the closing date in 2016 to allow enough time to process the additional financing while the original project was still active, (ii) the 2nd restructuring was brought about by the restrictive measures of the Covid-19 pandemic and enabled to catch up with delays in project implementation. Also, delays did not necessarily affect the efficiency negatively.

D. JUSTIFICATION OF OVERALL OUTCOME RATING

30. ***The overall outcome is rated Substantial because the relevance, efficacy and efficiency of the project were rated substantial.***

E. OTHER OUTCOMES AND IMPACTS (IF ANY)

Gender

31. The project reached 36,65 percent of women-beneficiaries, against the end-target of 30%. Assessment of the roles of women in the targeted value chains was undertaken to design specific activities to boost women's employment or participation in entrepreneurship activities. About 38 percent of the matching grants beneficiaries were women. The matching grant schemes included training tailored to women beneficiaries, focused on helping subprojects grow into successful SMEs, led either by women entrepreneurs or to create more jobs for youth and women. As a result, women were empowered to successfully implement their subprojects. Women were also the key beneficiaries of the nutrition-related activities (promotion of nutrient-rich food crops, such as soybean, iron-

fortified cowpea and sweet potatoes; gardening, among others), which were complemented by nutrition education and awareness under the AF, with the aim of impacting positively the nutrition status of women and children.

Institutional Strengthening

32. Some 8,500 man-day training (113% of the target) were provided to the staff of the Ministry of Agriculture, its directorates and regional entities on FM, PR, M&E, RBMAS, resulting in the strengthening of all core transversal functions of the Ministry, with all (100%) of the MAEH structures using annual work plans and budgets and all of the MAEH staff participating in performance agreements in line with the RBMAS manual. In addition, ten (10) sub-sectoral policies and implementation plans have been adopted with PASA support. Farmers' apex organizations (Federation of cotton producers, Federation of cocoa and coffee producers) were also supported through training and technical assistance and some 3,092 cooperatives, including a total of 97,111 producers of coffee, cocoa, and cotton were trained. Two (02) inter-professional bodies (one for coffee and one for cocoa) were established.

Mobilizing Private Sector Financing

33. At closing, the project mobilized some private sector financing within the targeted value chains through the matching grant scheme (about US$2 million) and the guarantee funds set up by the government.

Poverty Reduction and Shared Prosperity

34. The project targeted the poorest areas and the food crops (corn and rice), cash crops (cocoa, coffee, and cotton) and livestock (poultry and small ruminants) produced by a significant number of poor and smallholder farmers in Togo. The project interventions impacted the beneficiaries' livelihoods positively and significantly. A poverty assessment conducted by the National Statistics Office (INSEED-Togo, 2017) with support from the World Bank and UNDP indicated that poverty was reduced significantly in the regions covered by the project, such as the Savannes, Kara, Centrale, and Plateaux regions. Between 2011 and 2015, the poverty rates declined from 87.3% to 65.0% in the Savannes region and from 68.9% to 58.2% in the Kara region. Likewise, between 2011 and 2017, these rates declined from 76.0% to 59.9% in the region of Centrale and from 65.9% to 56.6% in the Plateaux region. The project contributed to improving employment, incomes and the living conditions of the beneficiaries as indicated in the 2019 and 2020 subproject monitoring reports, and the 2020 study commissioned by the Ministry of Agriculture on the impacts of the project on the livelihoods of beneficiaries. The project has created 393 permanent jobs and about 900 temporary jobs. Average incomes of project beneficiaries improved by 43.4%, 35.7%, and 97.9% for rice, soybeans, and cassava, respectively. A 2014 study of GAFSP by ActionAid indicated that the incomes of fish traders and fish smokers has increased as a result of PASA implementation, and their working conditions have improved through costs and time saving. They also reported having used this additional income for various purposes, including to open savings accounts, fund the building of permanent houses, and to increase their financial contribution to household expenses.

Other Unintended Outcomes and Impacts

35. There were no significant unintended outcomes or impacts noted resulting from the project.

III. KEY FACTORS THAT AFFECTED IMPLEMENTATION AND OUTCOME

A. KEY FACTORS DURING PREPARATION

36. During the project preparation, the Bank set up the team with the required expertise and enough specialists with extensive experience in the agricultural sector, to assist the counterpart in preparing the project. This, coupled with the good relationship and consistent engagement with the borrower, stakeholders, and beneficiary groups, resulted in a well prepared and appraised project with realistic objectives, an adequate design, a coherent results framework, and an appropriate monitoring plan. Embedding government entities in project preparation streamlined coordination and ownership of project activities, ensuring that the project was an integral part of the PNIASA, the priority government program in the agriculture sector. The FM and procurement systems were adequately designed with a clear identification of risks and effective mitigating measures. The identification of environmental and social risks associated with the project activities was clear and mitigation measures were well prepared before implementation.

37. **The project design considered its complementarity with other relevant projects and incorporated the lessons learned from the Bank's previous operations in the sector.** Indeed, complementarity with other projects (PADAT, WAAPP) within the PNIASA was key in designing the project, which consisted of clearly structured components with a consistent operational logic. PASA combined emergency activities for the recovery of the livestock sub-sector (small ruminants and poultry) with medium to long term structural actions to support other productive sub-sectors (strategic food and export crops, freshwater fisheries) through better organized food chains, processing and related market access; provided critical capacity building to MAEH to monitor the PNIASA overall and its supporting projects (PADAT, WAAPP), thereby fostering an enabling environment for agricultural development, in both public and private sectors.

B. KEY FACTORS DURING IMPLEMENTATION

38. In general, implementation of PASA went according to plan, except for some delays observed with administrative and procurement issues. PASA benefited from ownership and commitment by the government authorities. This high-level interest created both incentives and pressures for the project implementation teams and agencies to deliver, and it helped to speed disbursement. The project was approved on April 12, 2011, but the effectiveness was declared in December 2011, due to delays in meeting the effectiveness conditions, especially the condition on ensuring that "*the Technical Advisory Agreement has been executed and delivered by the parties thereto and all conditions precedent to its effectiveness (other than the effectiveness of the Agreement)* have been fulfilled". Additionally, the recruitment of the International Consulting Firm (SOFRECO) took longer than expected, leading to observed delays in meeting effectiveness condition (c).

39. Implementation was slow at the early stages of the project due to the weak administrative and procurement capacity of MAEH. MAEHs directorates and agencies were expected to receive critical assistance in key areas such as RBMAS, financial management, procurement, M&E, and relevant agricultural expertise, including policy guidance from SOFRECO in the early stage of implementation, and take up their roles incrementally. The SOFRECO was to put the MAEH in the driver seat at year 3 of the project and reduce it presence gradually until the project closes. These activities took time to complete.

40. The Bank team provided adequate expertise and monitoring through regular support missions (at least twice per year) to support project implementation and ensure safeguards compliance. These missions ensured that progress was properly tracked, while issues were identified early enough and quick corrective measures were taken. With the change in TTLship, the supervision of the project was even intensified thanks to the geographical

proximity of the TTL who made frequent visits to Togo to provide tailored support on key project issues. The appointment of a dedicated social development specialist was delayed on the bank's side due to staffing reasons.

41. Procurement challenges such as cumbersome administrative procedures, limited knowledge of public procurement and contracting as well as the tardy replacement of the procurement specialist delayed implementation. Likewise, the delay observed by the contractors in completing some of the infrastructure works affected project implementation and disbursements, especially in the early years of project implementation.

42. The project implementation benefited from a strong coordination and engagement of participating entities with a clear definition of roles and responsibilities of different stakeholders in order to reduce conflicts of interests and administrative barriers. The good working relationship, strong commitment and collaboration with the borrower, stakeholders and beneficiaries, as well as the quality of support provided by the Bank team during supervision missions enabled the project implementation team to gradually correct the low disbursement rate observed in the first years of the project to reach an overall final disbursement rate of 99.5 percent at project closing.

43. Citizen engagement was embedded in the project implementation. Civil society organizations and farmers' apex organizations conducted twice a year field missions to assess the implementation of the project during which project beneficiaries had the opportunities to voice their concerns and appreciation of the project. In addition to that, the project had a GRM mechanism in place to handle complaints and grievances from beneficiaries.

44. The Covid-19 pandemic inevitably affected project implementation. As a result of Covid-19 pandemic, and subsequent restrictions imposed by Government on mobility to prevent the spread of the disease, the project experienced a slowdown in the implementation of activities. This was particularly noted for the ongoing construction and rehabilitation of warehouses, as well as food processing facilities in support of women beneficiaries. Thus, some of the ongoing works under the project could not be completed before the original closing date of June 15, 2020. To catch up and complete all ongoing activities, the Government sent a formal request for extension of closing date up to December 15, 2020.

45. In preparation for project closing, the Bank team provided adequate support to ensure that (i) the Government moves on with the preparation of their completion report, including hiring a consultant for the work; (ii) the Government takes the actions needed to ensure the sustainability of project outcomes; and (iii) the project team reviews the quality of the M&E system and identifies any gaps or shortcomings that may need to be addressed in preparation for the Implementation Completion and Results Report (ICR). A FAO consultant was brought on board by the Bank team early to conduct the ex-post Economic and Financial Analysis of the project.

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

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

M&E Design

46. During appraisal, PASA developed the requisite results framework, implementation guidance, and M&E arrangements. However, there were some shortcomings that plagued the M&E design. For example, the costs of component 1.1 were underestimated leading to a reallocation between disbursement categories. The project team was proactive in quickly addressing the identified shortcomings taking appropriate corrective measures.

47. The results framework is consistent with the project's theory of change and adequate indicators were identified to monitor implementation progress as well as the progress toward the achievement of the project outcomes. The Project Implementation Manual clarified the roles and responsibilities of the technical institutions involved in the

project and the M&E arrangements, among other implementation arrangements. The results framework was comprehensive, and most of the indicators were quantitative and measurable. A well-thought-out M&E operations manual was prepared, and all key concepts and variables were clearly defined, including who was eligible to be counted as a beneficiary. The manual also specified: (i) data sources, (ii) method of data collection, including rapid appraisals and various survey methods, (iii) frequency of data collection, and (iv) entities responsible for data collection and processing. Monitoring and evaluation activities were linked to the implementing partners responsible for collecting M&E information and supplying it to the PIU for compilation.

M&E Implementation

48. M&E implementation was taken very seriously by the project team. As discussed, adequate human and financial resources were deployed for the M&E system. This was to ensure a common understanding of the definitions of indicators and data to be collected, and to make sure that data were collected and analyzed in a methodological sound and a professional manner. During implementation support missions, all reports on project implementation and achievements were discussed and vetted to ensure that reliable data was provided. Regular Bank field visits carried out spot checks and verification of reported progress. The technical discussions and joint field missions that were carried out with other PNIASA partners (IFAD, FAO, German Cooperation) allowed the triangulation and vetting of the results reported by the project team. In addition, the client closing evaluation included final outcome figures, verification methodology, links to country reporting, and a beneficiary survey that were fully in line with reporting throughout the life of the project. An assessment of the beneficiary satisfaction carried out by an independent consultant during the preparation of the final project report found out that the project has led to substantial improvements in the incomes and living conditions of the beneficiaries. These validation methods comforted the reliability of the results reported through the M&E system.

M&E Utilization

49. Throughout implementation, and especially in its last two years, the project routinely produced and used information from the M&E system for operational decisions. The GIS localization of project investments (under GEMS initiative) made it possible to monitor progress in implementation more closely. The Central Monitoring Unit of the Ministry of Agriculture conducted field visits to project activities and provided technical advice for project M&E. The M&E information was used for decision making and to refine the implementation strategy of the project. In some cases, adequate strategies were designed by the project team to catch up with indicators that were lagging expected values. The assessment and information collected through the M&E system helped the Government and Bank teams to make timely and well-informed decisions and provide adequate and timely implementation support on many issues including, but not limited to project design issues, reallocation of funds, procurement, and financial management issues.

Justification of Overall Rating of Quality of M&E

50. **The overall rating of quality of M&E is Substantial**. PASA had a reasonably simple and well-prepared results framework that allowed to report progress consistently. M&E results were fed back into the operation and corrective actions were taken as appropriate. Despite weaknesses mainly related to framing the second element of the PDO, the M&E system was generally adequate to assess the achievements of the project.

B. ENVIRONMENTAL, SOCIAL, AND FIDUCIARY COMPLIANCE

51. **The overall environmental safeguards compliance under PASA was adequate.** No outstanding environmental safeguards issues were reported. The project was Environmental ‘Category B (Partial)’ as no significant irreversible environmental and social impacts from proposed project activities were predicted. The following environmental safeguard polices were triggered: (i) Environmental Assessment (OP/BP 4.01); (ii) Pest

Management (OP/BP 4.09); and (iii) Involuntary Resettlement (OP/BP 4.12). The Environmental and Social Management Framework (ESMF), the Integrated Pest Management Plan (IPMP), and the Resettlement Policy Framework (RPF) were prepared, approved, and disclosed.

52. To strengthen technical and institutional capacity in environmental safeguards, training sessions were conducted for decentralized technical services. For beneficiary groups, additional training, awareness-raising, and communication operations at various stages of implementation covered the environmental and social challenges of subprojects, methods for taking environmental risks into account, and measures to mitigate those risks. The project successfully conducted environmental monitoring of activities in the field, based on established protocols and the systematic application of environmental and social screening for activities supported by the project, and mitigation measures were identified and recommended to the beneficiaries. The effective implementation of these measures is monitored through regular field missions by the project as well as the bank environmental and social teams during implementation support missions.

53. The project was implemented with attention to requirements for social safeguards, including the development, approval, and public release of a Resettlement Policy Framework. During the additional financing, the project conducted a stock taking study to assess compliance with the safeguard policies. The resulting report indicated that in general, project activities were implemented according to World Bank standards for environmental and social safeguards. The Establishment of a fully operational project grievance redress mechanism (GRM) was delayed by the late recruitment of a fully dedicated project social safeguard specialist. A formal and functioning GRM was established under the project and complaints received are timely addressed. No complaints were pending at project closing. The project complied with the requirements of OP 4.10 by ensuring that the implementation arrangements at the field level embed its basic principles of a free, prior, and informed consultation leading to a broad community support for the project. Thus, the project complied with all applicable environmental and social safeguard policies.

54. **Project financial management performance**. The project complied with the relevant financial covenants and ensured regular and timely submission of financial reports and annual audits. The 2019 audit report was received by the Bank and the auditors issued an unqualified opinion. The final audit report is being finalized and will be available by end June 2021. During preparation, the project developed an FM plan to ensure that the PIU would have the capacity to implement the project. The project had a final disbursement rate of 99,71 %. and no ineligible expenditures were recorded during implementation.

55. Procurement performance for the project activities. Procurement was foreseen to be a major challenge during implementation, given the project's national coverage, the wide scope of activities supported, and the nature of investments, including infrastructure investments. The low capacity of local entrepreneurs and complexity of the national procurement system are acknowledged constraints for operations in Togo and often delay the implementation and termination of contracts. Although procurement on PASA has been quite challenging, the PIU has conducted procurement activities in line with agreed World Bank procedures. Post procurement reviews were conducted regularly, and recommendations were implemented. As the contract of the international firm (SOFRECO) hired to provide specialized procurement training and on-the job coaching ended, measures to strengthen the PIU procurement capacity were put in place by the Project: i) the procurement counterpart was maintained, and ii) a procurement consultant was hired to support and coach the procurement counterpart.

C. BANK PERFORMANCE

Quality at Entry

56. **The Bank's performance in the identification, preparation, and appraisal of the project was Satisfactory**. The project preparation was carried out with an adequate number of specialists with appropriate experience and expertise to address sector concerns. These specialists ensured high quality of preparation and appraisal of the

project. The project design considered its complementarity with other relevant projects and incorporated the lessons learned from the Bank's previous operations in the sector. The Bank also had a good working relationship with the borrower, and consistently engaged with the borrower during project preparation and appraisal. Embedding the project in government implementing institutions was a key step to streamline coordination and ownership of project activities and ensure that the project was an integral part of priority government programs. The FM system was adequately designed, with clear prior identification of FM risks and effective mitigating measures. As PASA was a Category B project, the environmental risks associated with project activities were clearly identified and mitigation measures understood before implementation.

Quality of Supervision

57. **The quality of supervision is rated Satisfactory**. The World Bank team undertook regular support missions at least twice per year. These missions mobilized the expertise required to support implementation of PASA across all components as well as compliance with safeguards. The FM system was adequate throughout implementation and the quality of financial reporting was satisfactory. Periodic Implementation Status Reports (ISRs) and aide-memoires provided an accurate picture of progress and highlighted issues that required special attention, which were closely monitoring.

58. There was a change in project TTLship, but the transition was smooth, and supervision did not falter. World Bank team support was remarkable, driven by the need to foster team spirit, knowledge sharing, and the desire of the project team to showcase their results and improve performance. Close supervision was made possible by the geographical proximity of the TTL who could make frequent visits to Togo between two implementation support missions to provide customized support on key issues as needed. Procurement was sometimes challenging and, in some cases, delayed implementation. The project had difficulties to replace procurement specialists who left the project. Second, procurement challenges (particularly in cases where local enterprises failed to complete infrastructure on time) delayed implementation and affected disbursement. Owing to strong government commitment and support by the World Bank team, however, delays were mostly superseded by close monitoring, which occurred weekly over the last six months of implementation. In the end, the project closed with an overall final disbursement rate of 99 percent.

Justification of Overall Rating of Bank Performance

59. **The Bank's performance during project implementation was Satisfactory.** The Bank allocated adequate budget and staff resources for effective project supervision and monitoring. Low turnover of TTLs was key in smooth implementation of the project. There were only two TTLs throughout the life of the project. The task team carried out regular ISMs, interim technical missions, and consistently responded to the needs of project. The missions were followed up by timely and regular ISRs and briefing notes.

D. RISK TO DEVELOPMENT OUTCOME

60. The risk to development outco**me 1 of the project is rated as moderate because** project design incorporated sustainability mechanisms. Those mechanisms included: (**i)** Organizing and **supporting** producer's **apex organization**s: The project strived to build strong local **organizations** by **supporting interprofessional bodies, cooperatives,** federation of cooperatives within the targeted value chains (cocoa, coffee, cotton, rice, corn, poultry, small ruminants, fish) so that they could be capable of providing support to beneficiaries after the project ended; (ii) **C**apacity building: The project provided extensive capacity building, including training producers **associations** and **ICAT extension agents**. The investment**s** in training w**ere** to **improve beneficiaries' technical and managerial skills for the** maintenance and growth of their businesses and as well as ensur**ing an efficient of** the assets provided by the project; (iii) **Support and capacity building** for **public entities. The project provided support** (training, technical assistance, infrastructures, equipment) to public entities, such as ANPGF, ITRA, ICAT, DE, DPA and decentralized entities of the Ministry so that they can continue providing quality inputs,

capacity building, advisory services and other supports to beneficiaries with government-funded operational costs even after project closing**; (iv)** Establishment of **various** revolving fund**s**: **Funds collected from the beneficiaries'** contributions on livestock vaccinations, fish feeds and fingerlings, fertilizers, and planting materials are secured and earmarked to facilitate **the continuation of support activities** and maintenance of assets **funded** by the project **and** ensure that benefits endure **beyond project;** and (v) Sustainability of subprojects **supported.** Some factors could potentially erode the sustainability of the project gains, and increase the risk to the development outcomes:

i. The failure to maintain infrastructure and equipment acquired under the project, aggravated by the absence of agricultural credit for future development and access to adequate production support services (training, extension, and counseling). As indicated above, there is a strong potential to mitigate this risk, however, through the institutional mechanisms deployed by the project, including the various funds revolving established.

ii. Sustainability of the ESOPs. Twenty ESOPs were established in various production areas and value chains (rice, soybean, peanut, honey, cassava, pineapple) as planned. To ensure continued operation of ESOPs their governance arrangements need to be improved through a greater participation of producers and the private sector in the enterprise ownership. Some ESOPs also faced several operational challenges, such as difficulties in securing enough funds to purchase the required quantities of raw materials and cover their operating costs, maintaining the required quality standards, accessing markets to sell their products throughout the year. These risks can be mitigated by improving: (a) access to financing by using the guarantee funds set up by the Government, to timely secure raw materials through contracting with producers prior to production, (b) access to local and regional markets, (c) building ESOP capacity for entrepreneurship.

iii. Sustainability of the warehouse receipt system (warrantage). The warehouse receipt system worked well where the ESOP had effective economic activities and producers took advantage of the ESOPs for marketing their produce. The sustainability of this mechanism is dependent upon of an adequate presence of financial institutions with sufficient capacity to lend to producers in response to demand.

61. **Fostering an enabling institutional environment.** The risk to the second development outcome **is rated as moderate.** With the support provided by the project, all core cross-cutting functions of the Ministry of Agriculture (FM, PR, M&E) have been strengthened and all agriculture sector projects under the Ministry are now being monitored through its monitoring and evaluation system platform (Tom²monitoring). The challenge is for the Ministry to maintain or even improve upon this performance. This risk can be mitigated through the continued implementation of the WAEMU medium term expenditure framework, which provides a better forecast and planning of the budget allocated to the Ministry. The ongoing policy dialogue with the government to improve public funding to the agriculture sector and meet the CAADP commitment of 10% would help in maintaining the performance achieved at project closing.

62. **External factors that could impede the progress made with PASA include:** (i) the restriction of economic activities brought about by the Covid-19 pandemic (and possibly future animal or human outbreaks), (ii) significant drop in government revenues and the inability to maintain or increase its allocations to the agricultural sector, (iii) a fall in the demand of agriculture products on the local, regional, and international markets, and (iv) natural disasters and climatic shocks that could negatively affect the level of production and stability of supply within the targeted value chains.

V. LESSONS AND RECOMMENDATIONS

63. **Project implementation by existing government entities can foster ownership, capacity building, and lays the foundation for improved institutional capacity beyond the project lifecycle.** PASA was implemented by the Ministry of Agriculture with initial technical support from an ICF, that was later phased out**.** The project

implementation benefited from a strong government commitment and engagement of all stakeholders. The capacity built remains within the Ministry so that they can continue providing quality support, capacity building and advisory to services to beneficiaries even after project closing. To be effective however, the implementation of projects by government entities must consider the adequacy of human resources in charge of project implementation and the required workload and provide the right incentives (better working conditions, training and attractive compensations) to compensate the staff and retain them to prevent a high turnover. The building up of capacities in institutions needs to be based on a strategic vision and resources commitment for continuous institutional improvements to be viable.

64. **In a context of a weak capacity and high procurement risk, alternative solutions must be considered and embedded in project design.** PASA was implemented in a context of weak capacity of government entities in the agricultural sector. An external technical assistance was hired to support the project team in procurement matters, but this assistance came in late. This situation was complicated by delays in setting up the evaluation committees and in finalizing evaluation reports. The impact of these delays was mitigated by stepping up capacity building, increasing the number of evaluation committees, reducing timelines for finalizing procurement process and awarding contracts, and closer monitoring by the bank team, leading to improvements in the procurement performances of the project. To mitigate the risk of procurement for future projects in similar contexts, it is important to appoint the required staff, train them and set up an adequate number of evaluation committees to assess bidding proposals timely in order to speed up the procurement process.

65. **Innovative natural resource management measures that involve beneficiaries as stakeholders of depleted systems can contribute to restoring the productive potential of these ecosystems**. During the implementation of PASA, initiatives such as the enforcement a biological recovery period for fish stocks, the restocking of water bodies with fish, the prohibition of harmful fishing practices coupled with the distribution of fishing nets that comply with authorized standards, and the promotion of alternative income-generating activities. These measures led to increase population of fish and volume of fish captures contributing to sustainable fishing in a context of Togo, which was characterized by a growing pressure on halieutic resources. Organizing fishermen into groups that help foster the understanding of their role in maintaining the resource have better chances of success than strict enforcement. In such a context. Projects seeking to improve the sustainability of resource use in similar contexts could consider implementing the above-mentioned initiatives.

ANNEX 1. RESULTS FRAMEWORK AND KEY OUTPUTS

A. RESULTS INDICATORS

A.1 PDO Indicators

Objective/Outcome: Rehabilitate and reinforce productive capacities among targeted beneficiaries across value chains

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Farm output subject to project supported post-harvest value-adding schemes.	Metric ton	0.00 12-Apr-2011	33200.00 15-Dec-2020		45,279.00 15-Dec-2020
Soybeans	Metric ton	873.50 15-Dec-2016	4200.00 15-Dec-2020		5,349.50 15-Dec-2020
Corn	Metric ton	0.00 12-Apr-2011	15000.00 15-Dec-2020		18,131.76 15-Dec-2020
Rice	Metric ton	0.00 12-Apr-2011	14000.00 15-Dec-2020		21,797.60 15-Dec-2020

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Increase of crop and fisheries output, and of livestock population among project beneficiaries	Number	19,600.00 12-Apr-2011	36500.00 15-Dec-2020		53,638.00 15-Dec-2020
Poultry	Number	60,000.00 12-Apr-2011	250000.00 15-Dec-2020		394,240.00 15-Dec-2020
Small Ruminants	Number	40,000.00 12-Apr-2011	87000.00 15-Dec-2020		105,218.00 15-Dec-2020
Fish (Tons)	Number	600.00 12-Apr-2011	7500.00 15-Dec-2020		18,058.00 15-Dec-2020
Coffee (tons)	Number	13,000.00 12-Apr-2011	18000.00 15-Dec-2020		21,316.00 15-Dec-2020
Cocoa (tons)	Number	6,000.00 12-Apr-2011	11000.00 15-Dec-2020		14,264.00 15-Dec-2020

Comments (achievements against targets):

Objective/Outcome: Foster an enabling institutional environment for the development of the agricultural sector

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Direct project beneficiaries	Number	0.00 12-Apr-2011	200000.00 15-Dec-2020		282,921.00 15-Dec-2020
Female beneficiaries	Percentage	0.00	30.00		36.65

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Rate of PNIASA Financial Execution	Percentage	0.00 12-Apr-2011	75.00 15-Dec-2020		78.32 15-Dec-2020

Comments (achievements against targets):

A.2 Intermediate Results Indicators

Component: Promotion of strategic food crop, export crop and freshwater fish development

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised	Actual Achieved at

				Target	Completion
Area regenerated or newly planted (Coffe, Cocoa)	Hectare(Ha)	0.00 15-Dec-2016	62000.00 15-Dec-2020		70,233.00 15-Dec-2020
Coffee	Hectare(Ha)	0.00 12-Apr-2011	40000.00 15-Dec-2020		44,427.00 15-Dec-2020
Cocoa	Hectare(Ha)	0.00 12-Apr-2011	22000.00 15-Dec-2020		25,806.00 15-Dec-2020

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Water area covered by new management plans adopted by fishers	Hectare(Ha)	0.00 12-Apr-2011	24800.00 15-Dec-2020		24,800.00 15-Dec-2020
Lake NangbÃ©to	Hectare(Ha)	0.00 12-Apr-2011	18000.00 15-Dec-2020		18,000.00 15-Dec-2020
Other water bodies	Hectare(Ha)	0.00 12-Apr-2011	6800.00 15-Dec-2020		6,800.00 15-Dec-2020

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
New or upgraded fish farms	Number	0.00 12-Apr-2011	186.00 15-Dec-2020		206.00 15-Dec-2020

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of targeted clients who are members of created ESOP	Number	0.00 12-Apr-2011	17000.00 15-Dec-2020		22,079.00 15-Dec-2020

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Farmer's organizations participating in the warrantage scheme	Number	0.00 12-Apr-2011	28.00 15-Dec-2020		28.00 15-Dec-2020

Comments (achievements against targets):

Component: Support for livestock sub-sector development

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Animal growers using superior breeding stock	Number	0.00 12-Apr-2011	7479.00 15-Dec-2020		7,479.00 15-Dec-2020
Small ruminants	Number	0.00 12-Apr-2011	3679.00 15-Dec-2020		3,679.00 15-Dec-2020
Poultry	Number	0.00 11-Apr-2011	3800.00 15-Dec-2020		3,800.00 15-Dec-2020

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of commercial farms (poultry and small ruminants) promoted under the matching grant scheme	Number	170.00 15-Dec-2016	470.00 15-Dec-2020		481.00 15-Dec-2020
Commercial small runinants	Number	84.00	204.00		211.00

farms promoted		15-Dec-2016	15-Dec-2020		15-Dec-2020
Commercial poultry farms promoted	Number	86.00 15-Dec-2016	266.00 15-Dec-2020		271.00 15-Dec-2020

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of animals marketed by the commercial farms (poultry and small runimants)	Number	0.00 15-Dec-2016	544100.00 15-Dec-2020		849,034.00 15-Dec-2020
Small ruminants	Number	0.00 15-Dec-2016	14100.00 15-Dec-2020		109,211.00 15-Dec-2020
Poutry	Number	0.00 15-Dec-2016	530000.00 15-Dec-2020		748,415.00 15-Dec-2020

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion

Farmers adopting improved animal husbandry practices	Number	0.00 12-Apr-2011	13000.00 15-Dec-2020		13,244.00 15-Dec-2020
Poultry	Number	0.00 12-Apr-2011	7000.00 15-Dec-2020		7,000.00 15-Dec-2020
Small ruminants	Number	0.00 12-Apr-2011	6000.00 15-Dec-2020		6,244.00 15-Dec-2020

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Animals Participating in the vaccination campaign ('000)	Number	0.00 12-Apr-2011	19900.00 15-Dec-2020		20,596.00 15-Dec-2020
Poultry	Number	0.00 12-Apr-2011	16234.00 15-Dec-2020		16,790.00 15-Dec-2020
Small ruminants	Number	0.00 12-Apr-2011	3666.00 15-Dec-2020		3,806.00 15-Dec-2020

Comments (achievements against targets):

Component: Support for capacity building and sector coordination

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Resultsbased management and accountability system developed and implemented	Percentage	0.00 12-Apr-2012	85.00 15-Dec-2020		100.00 15-Dec-2020
MAEP structures using annual work pland and budgets in line with the RBMAS manual, and submitting activity reports to the Secretariat General in line with the RBMAS manuel	Percentage	0.00 12-Apr-2012	95.00 15-Dec-2020		100.00 15-Dec-2020
Staff in MAEP structures participating in performance agreements in line with the RBMAS manual.	Percentage	0.00 12-Apr-2012	75.00 15-Dec-2020		100.00 15-Dec-2020

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion

Number of sub-sectoral policies and implementation plans adopted	Number	0.00 12-Apr-2011	9.00 15-Dec-2020		10.00 15-Dec-2020

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Training delivered to MAEP staff	Number	0.00 12-Apr-2011	7500.00 15-Dec-2020		8,579.00 15-Dec-2020
RBMAS	Number	0.00 12-Apr-2012	2500.00 15-Dec-2020		2,759.00 15-Dec-2020
FM	Number	0.00 12-Apr-2011	2500.00 15-Dec-2020		2,861.00 15-Dec-2020
M&E	Number	0.00 12-Apr-2011	2500.00 15-Dec-2020		2,959.00 15-Dec-2020

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised	Actual Achieved at

				Target	Completion
Number of reports published by project-supported organizations on findings of beneficiaries' feedback	Number	0.00 15-Dec-2016	6.00 15-Dec-2020		8.00 15-Dec-2020

Comments (achievements against targets):

A. KEY OUTPUTS BY COMPONENT

Objective/Outcome 1 **Rehabilitate and reinforce productive capacities among targeted beneficiaries across selected value chains**	
Outcome Indicators	1. Farm output subject to project supported post-harvest value-adding schemes (rice, corn, soybean) 2. Increase of crop (coffee, cocoa) and continental fisheries output, and of livestock population (small ruminants, poultry) among project beneficiaries
Intermediate Results Indicators	1. Area regenerated or newly planted (coffee, cocoa) 2. Number of targeted clients who are members of created ESOP 3. Farmers adopting improved animal husbandry practices
Key Outputs by Component (linked to the achievement of the Objective/Outcome 1)	1. By the end of the project, the areas regenerated or newly planted to coffee and cocoa were 44,427 ha and 25,806 ha against the end targets of 40,000 ha and 22,000 ha, respectively. 2. By the end of the project, 22,079 clients who were members of created ESOP were reached, against the end target of 17,000 clients 3. By the end of the project, 13,244 small livestock producers adopted improved animal husbandry practices, against the end project target of 13,000.
Objective/Outcome 2 **Foster an enabling environment for the development of the agricultural sector, in the Recipient's territory**	
Outcome Indicators	1. Rates of PNIASA financial execution 2. Number of direct beneficiaries.
Intermediate Results Indicators	1. Results-based management and accountability system developed and implemented 2. Number of sub-sectoral policies and implementation plans adopted 3. Training delivered to MAEH staff

Key Outputs by Component (linked to the achievement of the Objective/Outcome 2)	1. By the end of the project, all (100%) of the entities of the Ministry of Agriculture had developed and implemented the Results-based management and accountability system, against the end target of 95%. 2. By the end of the project, ten (10) sub-sectoral policies and implementation plans were adopted, against the end target of nine (09) 3. By the end of the project, 8,579 ministry staff were trained on RBMAS, Fiduciary management, and monitoring and evaluation, against the end target of 7,500.

ANNEX 2. BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION

A. TASK TEAM MEMBERS

Name	Role
Preparation	
Supervision/ICR	
Erick Herman Abiassi	Task Team Leader(s)
Kouami Hounsinou Messan	Procurement Specialist(s)
Angelo Donou	Financial Management Specialist
Gbangi Kimboko	Procurement Team
Esinam Hlomador-Lawson	Procurement Team
Fatoumata Diallo	Social Specialist
Komlan Kpotor	Environmental Specialist
Senou Idrissou Nazaire Houssou	Team Member

B. STAFF TIME AND COST

Stage of Project Cycle	Staff Time and Cost	
	No. of staff weeks	US$ (including travel and consultant costs)
Preparation		
FY10	27.387	144,401.35
FY11	45.814	387,375.80
FY12	0	0.00
Total	**73.20**	**531,777.15**
Supervision/ICR		
FY10	0	0.00
FY12	67.402	265,934.81
FY13	41.188	254,348.54
FY14	29.249	166,702.71

FY15	29.075	98,697.82
FY16	25.587	98,277.72
FY17	31.327	111,673.69
FY18	8.990	36,719.42
FY19	18.734	107,887.05
FY20	24.344	141,712.04
Total	**275.90**	**1,281,953.80**

ANNEX 3. PROJECT COST BY COMPONENT

Components	Amount at Approval (US$M)	Actual at Project Closing (US$M)	Percentage of Approval (US$M)
Promotion of strategic food crop, export crop and freshwater fish development	0	26.60	0
Support for livestock sub-sector development	0	16.40	0
Support for capacity building and sector coordination	0	18.00	0
Total	**0.00**	**61.00**	**0.00**

ANNEX 4. EFFICIENCY ANALYSIS

1. This Annex presents the ex-post Economic and Financial Analysis (EFA) of **Agriculture Sector Support Project** (PASA) that was implemented from 2011 to 2020 in Togo. This ex-post EFA was undertaken in March-April 2021. It assesses whether the costs / investments involved in achieving the Project Development Objective (PDO) were reasonable and efficient compared to the achieved benefits (PDO, outcomes and outputs), and whether the allocation of funds was efficient. The ex-post EFA also analyses whether there is significant deviation from the original EFA, whether distribution of benefits is equitable for on-farm and off-farm investments of the Project and considers changes during implementation.

A. Background of the Project

2. The Agriculture Sector Support Project (PASA) was approved by the World Bank Executive Board on April 18, 2011 and was closed in December 15, 2020. The Project was implemented in two phases, the initial phase running from December 2011 to June 2017, and the additional phase covering the period 04 August 2017 to 15 December 2020.

3. Several sources of financing were mobilized for the Project. The initial financing was US$ 53.9 million, including US$ 9 million IDA financing, US$ 9 million from the Global Food Response Program (GFRP), US$ 19 million from the Global Agriculture and Food Security Program » (GAFSP), US$ 7.9 million from the Government of Togo and US$ 9 million from the project beneficiaries. The Project benefited from an additional financing of US$ 20 million from IDA and US$ 3.4 million from the Government of Togo.

4. PASA was designed as an implementation tool of Togo's National Agriculture and Food Security Investment Program (PNIASA[2]) adopted in February 2010 to rehabilitate and reinforce productive capacities among targeted beneficiaries across selected value chains, and foster an enabling institutional environment for the development of the agricultural sector. The overall ambition of PASA was to remove the major constraints to agriculture in Togo identified at appraisal stage, as follows[3]: (i) typical low-input, low-output coping strategies, which results in low productivity and weak agricultural integration with upstream and downstream activities; (ii) lack of processing industries, while marketing of agricultural products faces constraints within the country and across ; (iii) inadequate research and extension, as well as services, limiting dissemination and adoption of new technology; (iv) limited funding for agricultural development ; (v) cross-cutting issues such as poor access to financial services; and (vi) weak institutional capacities, insufficient coordination and weak services delivery due to a deteriorated business climate.

5. The three components of PASA were: (i) Promotion of strategic food crop, export crop and freshwater fish production to support productive sub-sectors through improved productivity and value-added of key commodities chosen for their growth potential and poverty reduction impact; (ii) Recovery of the livestock sub-sector to provide emergency short term support to rehabilitate small ruminant and poultry production ; (iii) Support for capacity building and sector coordination to enable the institutional setup implement sound agricultural investments through PNIASA. PASA was implemented under the strategic overview of the Ministry in charge of Agriculture, while Project Coordination (PC) for day-to-day implementation was set up and reinforced under the technical guidance of Permanent Secretary of Ministry in charge of Agriculture.

[2] A six-year investment plan from 2010 to 2015, which making Togo the first country in West Africa to start implementing the outcome of the Comprehensive Africa Agriculture Development Program (CAADP)
[3] PASA PAD, 2011, page 2.

B. Return to Investments in Agricultural Sector

B.1. Return on investments in Strategic Value Chains

6. **For food crops**. PASA has supported the development of *Entreprises de services et organisations de producteurs (ESOPs)* which are a commercial partnership between producers' organisations and the private sector (input distributors, traders, processors, financial institutions, service providers, etc.) in order to satisfy consumer demands. Twenty (20) ESOPs have been promoted in the rice, pineapple, cassava, honey, soybean and groundnut value chains to (i) facilitate producers' access to agricultural inputs, (ii) improve product quality, (iii) increase value addition through processing facilities building, and (iv) ensure market access for food products through quality improvement and better packaging. PASA has also set up a competitive and a guarantee funds to finance agricultural entrepreneurship through 191 innovative sub-projects for processing strategic products for about USD 3 million.

7. **For export crops.** PASA has contributed directly to the doubling of national coffee[4] and cocoa production (from 10,843 T to 21,316 T for coffee and from 6,126 T to 14,264 T for cocoa from 2015 to 2020) through (i) the strengthening of the advisory support system, (ii) the reinforcement of cooperative organisations, (iii) the establishment of the Inter-professional bodies for Coffee and Cocoa Sectors, (iv) the distribution of high-performance coffee and cocoa planting material, (v) the pruning of old plantations; and (vi) the supply of fertilisers.

8. For fish production. The Project supported the increase in national fish production, particularly from Lake Nangbeto, which has risen from 600 tons in 2012 to 3,193 tons in 2020. These gains have been achieved through (i) the development and implementation of fisheries management plans for main national lakes and rivers, (ii) training of fishermen, (iii) technical capacity building of civil servants in charge of advisory support, (iv) facilitating market access for fish farmers and fishermen and (vi) rehabilitating the national research and fry rearing centre[5].

B.2. Spill-over effects

9. **Jobs creation effect**. With over 93,936 direct jobs created[6], mainly in the livestock, freshwater fishing and rural entrepreneurship sub-sectors, the Project has led to a sustainable improvement in the livelihoods of rural households and contributed significantly to poverty reduction in rural areas.

10. **Resources mobilization for Agriculture Sector' Development Agenda**. By strengthening the capacities and supporting the implementation of the organisational and structural reform of the ministry in charge of agriculture, the project contributed to the improvement of the agriculture sector projects implementation performance and deliveries and, for mobilising resources for PNIASA implementation[7].

C. Methodology of the Ex-post Economic and Financial Analysis

11. Investments in strategic food crops, export crops and freshwater fish production (Component 1), in recovery of the livestock (Component 2) and the institutional capacities building (Component 3) are very much interrelated, and if they are successful, they lead to increases in farm production and revenues of farmers, which is extrapolated in the ex-ante EFA on the basis of assumptions, and measured in the ex-post EFA on the basis of M&E data. Although the costs of Project components are easy to disaggregate, their benefits for farmers are much harder to separate, especially because the

[4] Coffee and Cocoa Technical Unit
[5] And three (03) hatcheries
[6] PASA, Internal Implementation Completion Report, August 2020 version
[7] From the appraisal target of 75% to final achievement of 104%

incremental benefits are complementary. The joint efforts should lead to greater production and competitiveness of agriculture sector. This analysis thus assumes that the three types of investment have a compounding effect on the agriculture commodities supported under PASA and, cannot be separated.

12. **Data collection**. The ex-post EFA is based on the following sources of information: (i) the Internal Project Completion Report (IPCR) prepared by the national implementation team; (ii) information collected during virtual meetings with the technical units of the Ministry in charge of agriculture, in April 2021; (iii) data from the PASA M&E, provided by the Project Coordination Unit; and (iv) all other relevant reports that were made available by the World Bank Team. Impact studies were not done yet at the time of the ICR EFA mission. Consequently, availability of some data to the ICR-EFA mission in April 2021 was limited. Benefits from the Project were calculated mainly based on the incremental agriculture production through direct support of the Project, as stated in the Internal Project Completion Report.

13. **Project benefits**. The ex-post EFA is based on an analysis of the incremental cash flows resulting from the costs/investments of the Project and associated benefits at the level of the beneficiaries. The benefits considered are those generated by productive investments at the level of enterprises / farms. Key indicators are: (a) Farm output subject to project supported postharvest value-adding schemes; (b) Increase of crop and fisheries output, and of livestock population among project beneficiaries. The benefits from Component 3 are multiple and positive but could not be quantified separately.

14. The main non-quantifiable benefits are: i) the development of sub-sectoral policies and preparation of several key[8] studies ; ii) training of 411 community health workers, including 273 women on good nutritional practices ; iii) 783 women leaders trained on the processing and transformation of soybean into different dishes (milk, cheese, meat, paste and sauce) to improve their families diet and nutritional status of family members ; iv) the development of a guide on good practices for sustainable land management and adaptation to climate change and its publication in 500 copies and 3,000 technical sheets for dissemination in rural areas.

15. **Project costs**. The Project costs correspond to those related to the implementation of the three Project Components. They include: (i) the Initial Financing of US$ 53.9 million, and (ii) the Additional Financing of US$ 23.4 million. It is assumed that the investments under Components 1 and 2 are preconditions for a successful implementation of Component 3. Consequently, all costs related to Components 1, 2 and 3 were taken into account in the ex-post EFA.

16. **Ex-ante EFA**. At appraisal for the Initial Financing in 2011, the economic rates of return (ERR) of the Project has been evaluated at 16.4 percent. At appraisal of the Additional Financing, the Economic Rate of Return (EIRR) for the Project was estimated at 21 percent. Both ERRs as the result from production increases following: (i) the adoption of improved production techniques, (ii) an expansion of production area, and (iii) the availability of market facilities provided by the project.

17. The focus of the ex-ante EFAs at appraisal was on a number of productive investments (rice, maize, soybean, coffee, cocoa, small ruminant and poultry) that received the main support during

[8] including (i) the study on the fertilizer sector in Togo, (ii) the study on inter-professional bodies of the agricultural sector, (iii) the capacities building and infrastructures development strategy of the National Slaughterhouse Office (ONAF), (iv) the reinforcement of the legal and institutional framework for the marketing of food products, (v) the three- and five-year plans for the training of Ministry in charge of agriculture staff , (vi) reviews of public expenditure in the agricultural sector, (vii) the cotton sector development strategy, (viii) Togo's 2015-2030 agricultural policy, (ix) the 2016-2020 national agricultural investment and food and nutrition security program (PNIASAN) and its detailed operating manual, (x) the agricultural orientation law (LOA), (xi) the operational plan for Togo's agricultural insurance scheme, (xii) the second generation of the National Rice Development Strategy (SNDR 2) and (xiii) the study on the creation of an agricultural commodities exchange.

implementation. The ex-post EFA at implementation completion stage is also built on these main crops included at appraisal stage at for which a baseline was available.

D. Achievement of PDO-level Indicators

18. The key indicators of the Project, as defined in 2011, were (i) Farm output subject to project supported postharvest value-adding schemes; (ii) Increase of crop and fisheries output, and of livestock population among project beneficiaries; (iii) Rate of PNIASA financial execution; (iv) Total number of direct Project beneficiaries. Overall, the initial targets of the Project were achieved and even exceeded, as summarized in the table below.

19. At appraisal of the Additional Financing in 2017, key indicators targets were increased to reflect the additional financing impact.

Table 1: PASA key Indicators (situation on August 2020)

PDO Indicators	Unit	Target	Achievements	% achieved
Farm output subject to Project-supported postharvest value-adding schemes				
Rice	Tonne	14,000	21,797.6	155
Corn	Tonne	15,000	18,131.76	120
Increase of crop and fisheries output, and of livestock population among Project beneficiaries				
Coffee	Tonne	18,000	21,316	118
Cocoa	Tonne	11,000	14,264	129
Fish	Tonne	7,500	18,058	240
Small ruminant	Head	87,000	105,218	120
Poultry	Head	250,000	394,240	157
Rate of PNIASA financial execution	%	75,00%	78,32%	104
Direct Project beneficiaries	Person	200,000	282,921	141

Source: PASA PC

E. Summary of the Financial Analysis

E.1. Methodology

20. Based on data available/collection, the financial analysis focuses on crop and livestock production, with a quantifiable revenue and cost flow. The assumption of the financial analysis is that sustainability of the investments requires a financial or commercial sustainability.

21. The analysis is based on seven models that are representative for crop and livestock production systems. They include namely five crop models (rice, maize, coffee, cocoa and soybean) and two livestock models (small ruminant and poultry). The parameters (prices of outputs and inputs, yields) of the ex-ante EFA were updated, based on information from Project officials, implementation partners and national statistics offices. The table below summarizes the results of the financial analysis based on a comparison of "with-project" and "without-project" situations. The core performance indicators are summarized in the table below. More details can be found in the EFA excel sheets.

E.2. Summary of Financial Results

22. **Food crop production.** As result of the Project interventions related the promotion of ESOP[9], rice yields increased by 87 percent in average mainly in the production lowland system, maize yields

[9] Internal Project Implementation Completion Report

increased about 23 percent and soybean yields by 114 percent, which lead an increase of farmers' revenues respectively of 87 percent for rice, 26 percent for maize and 125 percent for soybean.

23. **Cash crop production**. As result of regeneration and new planting, coffee yields increased about 45 percent and cocoa yields 76 percent in average for a farmer revenue increase of 99 percent and 38 percent respectively.

24. Livestock production[10]**.** As result of restocking with genetically improved stocks of the small ruminant herds and chicken flocks, vaccination and parasite treatment of small ruminants and poultry and, improvement of small-scale rural animal husbandry techniques, the revenue of small ruminant producers increase about 94 percent and the poultry producers around 99 percent.

Table 2: Summary of Financial Analysis

Financial Model	Yields (kg/ha or number of heads)			Gross revenue ($US/ha)	
	WOP	WP	incremental	WP	incremental
Rice	800	1500	87.5%	341	87%
Maize	1,300	1,600	23%	239	26%
Soybean	700	1500	114%	441	125%
Coffee	310	450	45%	227	99%
Cocoa	321	567	76%	383	38%
Small ruminant	79	135	70%	163	94%
Poultry	360	960	166%	589	99%

Source: Project coordination and implementation data

F. Economic Analysis

F.1. Efficiency Analysis

25. As suggested by the World Bank ICR guidelines, the Efficiency Analysis goes beyond the economic and financial analysis and looks also at the allocation and use of Project resources. Efficiency is a measure of how economically project resources are converted into results and is therefore related directly to economic analysis. Overall, PASA was considered as an efficient investment operation, as demonstrated by the following aspects of its implementation: i) full disbursement within Project duration; ii) implemented without extension[11] of duration or cost overruns; iii) PASA achieved and exceeded a number of quantitative and qualitative targets set in the results framework, as summarized in Table 1; iv) actual costs versus those planned at appraisal stage. With a PDO rate of achievement around 139 percent and a disbursement rate of 99.71 percent as of April 2021, PASA efficiency rate reach 1.39.

26. **The rational for the PASA Additional Financing** was to consolidate and strengthen the results of the Initial Project and speed up its achievements. These objectives have been achieved through the achievement and exceed of the quantitative and qualitative targets set in the results framework (see table 1).

27. **Cost per beneficiary**. The Project benefited directly to 282,921 farmers and agriculture sector stakeholders. This corresponds to a cost of US$ 201 per beneficiary.

28. Coupled with the budget utilization, **the overall Project Efficiency is rated as satisfactory.**

[10] The freshwater fish production was valued at market prices and included in economic analysis
[11] Except the one in 2020 in COVID-19 spread context

F.2. Project Expenditures

29. The data on Project expenditures, available to the ICR mission, were insufficiently detailed to provide an in-depth analysis expenditure, in particular at sub-component level and related to various crosscutting activities. Yet, the information summarised in the Table below provides some interesting insights:

i. Under Components 1, 2 and 3, the Project targets were achieved with an efficient use of the resources allocated; Component 3 is representing 33 percent of the total cost of the Project.

ii. Under Component 2, the Project spend less (from 25.2 to 22.6 percent) than planned at appraisal. This is mainly due to the favourable exchange rate between FCFA and US$ and, the shift from external sourcing to local sourcing for livestock inputs.

30. The overall disbursement rate was 99.71 percent as of April 30, 2021. Based on its achievements, the Project expenditures is rated satisfactory.

Table 3: Project Expenditures by Component (FCFA)

	Allocation		Disbursement	
	F CFA (milliards)	**%**	**F CFA (milliards)**	**%**
Component 1: Promotion of strategic food crop, export crop and freshwater fish production	15,06	42.4	15,3	43.2
Component 2: Recovery of the livestock sub-sector	8,9	25.2	8,0	22.6
Component 3 Support for capacity building and sector coordination	11,5	32.4	11,8	33.5
Project disbursement rate (Total)				99.71

Source: Author calculation as of April 30, 2021 from Project data

F.3.Economic Analysis

31. Assumptions of the Economic Analysis. The financial models were used as starting point for the economic analysis. For productive investments, economic or shadow prices of investments, labour, inputs and outputs were used to calculate the economic incremental cash flow. The discount rate is 6 percent for the economic analysis. Conversion factors are 0.80 on average for the economic benefits, and economic costs were computed via Costab. Cost of maintenance and replacement of equipment has been taken into account. Lifespan is typically 20 years for infrastructure. In addition, labour costs were included to ensure the maintenance. Real ex-post disbursements were used as project costs.

32. Results of Economic Analysis. The ex-post EIRR of PASA is 23.1 percent, the NPV at US$ 43.5 million and the Benefit-Cost Ratio at 1.9, over a 20-year period, with a social discount rate of 6 percent against Project expenditures of US$ 64 million[12]. As conclusion, the Project offers value for money and is cost efficient, compared with the appraisal assessments, namely an EIRR of 16.4 percent for the Initial Financing and 21 percent for the Additional Financing.

33. **Sensitivity analysis.** The sensitivity analysis assesses the impact of the main risks on Project results and the adverse situations that may arise in terms of benefits and costs. The sensitivity analysis reveals that even in the most severe scenario, where costs increase by 25 percent or benefits decrease

[12] For 10 years, 12 years and 15 years, the EIRR (and NPV) are respectively 9 % (and US$ 2.3 million); 16 % (US$30.9 million) and 20.8 % (US$ 25.9 million)

by 25 percent[13], the EIRR maintains positive, above the 6 percent social cost of capital, respectively at 15.8 percent with the NPV at US$ 31 million and, at 14 percent with the NPV at US$ 20 million. Even in a scenario where benefits are delayed by 2 years due to a crisis linked with conflict or disease, the EIRR remains positive at 13.8 percent with US$ 27.52 million.

34. The sensitivity analysis also tested for an increase in the social discount rate (SDR), to arrive at the break-even point of the Project. The NPV remains positive up to a point where the SDR is 12 percent, suggesting robust results.

Table 4: Sensitivity Analysis

	EIRR	**NPV**	**NPV**
	%	**F CFA (milliards)**	**US$ (Million)**
Base case (NPV = 0)	23.1	23.9	43.5
Costs overrun by 10%	19.7	21.3	38.8
Costs overrun by 25%	15.8	17.4	31.7
Decrease in benefits by 10%	19.4	18.9	34.4
Decrease in benefits by 25%	14.0	11.4	20.8
Delayed benefits of 1 year	17.3	19.4	35.3
Delayed benefits of 2 years	13.8	15.1	27.5
Increase in social discount rate to 10%	23.1	12.6	22.9
Increase in social discount rate to 12%	23.1	9.0	16.3

[13] This scenario reflected the cases were prices or yields of the crops decrease by 25 %.

ANNEX 5. SUPPORTING DOCUMENTS (IF ANY)

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