

République



Togolaise

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Le Premier Ministre

Lomé, le 14 JUN 2010

NR 201/10/PM/CAB

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***Monsieur le Coordonnateur
du Global Agriculture and Food
Security Program (GAFSP)
WASHINGTON (USA)***

Objet : Requête de financement du Gouvernement togolais

Monsieur le Coordonnateur,

Je voudrais, au nom du Gouvernement togolais et en mon nom personnel, vous témoigner toute ma gratitude pour toutes les actions d'accompagnement que vous avez entreprises dans la mise en œuvre des politiques nationale et régionale ECOWAP/PDDAA en vue de la réduction de la pauvreté dans nos pays.

Le Togo, comme vous le savez, est le premier pays de la CEDEAO à élaborer son programme national d'investissement agricole et de sécurité alimentaire (PNIASA) qui a fait l'objet de la signature d'un pacte PNIA/ECOWAP/PDDAA à l'issue de la table ronde organisée en juillet 2009. Ce pacte a été suivi de la signature d'un cadre partenarial avec les partenaires techniques et financiers lors de la conférence internationale organisée, le 4 février 2010 à Lomé.

Pour opérationnaliser rapidement ce programme d'ensemble qui récapitule les axes de développement de l'agriculture togolaise à l'horizon 2015, un premier programme d'actions prioritaire a été élaboré en collaboration avec la Banque Mondiale et la FAO, et a d'ores et déjà reçu l'appui de certains partenaires techniques et financiers.

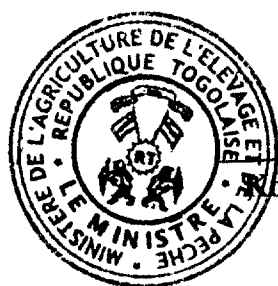
Évalué à environ 150 millions de dollars US, le financement de ce premier programme présente un déficit d'environ quarante neuf (49) millions de dollars US.

Afin de permettre à notre pays de boucler ce financement et de mettre en œuvre ces actions prioritaires dans les meilleurs délais au bénéfice des paysannes et paysans togolais,

j'ai l'honneur de venir, par la présente, solliciter auprès du Global Agriculture and Food Security Program (GAFSP) dont vous avez la charge, un financement de quarante neuf (49) millions de dollars US, conformément au dossier élaboré et joint en annexe.

Dans l'attente que vous accorderez une attention particulière à ma requête et en vous réitérant mes remerciements, je vous prie d'agréer, **Monsieur le Coordonateur**, l'assurance de ma considération distinguée.

LE MINISTRE DE L'AGRICULTURE,
DE L'ELEVAGE ET DE LA PECHE



Bossi Messan EWOVOR

LE MINISTRE DE L'ECONOMIE
ET DES FINANCES



Adji Othèth AYASSOR

LE PREMIER MINISTRE



Gilbert Fossoun HOUNGBO

GLOBAL AGRICULTURE AND FOOD SECURITY PROGRAM

REQUEST FROM THE GOVERNMENT OF TOGO

Lomé – June 14, 2010

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PART I: Summary of Togo's overall agriculture and food security strategy and associated investment plan.

1.1 Government Agricultural Strategy and Investment Plan

The long-term vision of agricultural/rural development in Togo is to have an agricultural sector that contributes to sustainable food security and growth and will halve poverty, hunger and malnutrition by 2015. The overall objective is to transform agriculture into a competitive sector using efficient production techniques and well trained, dynamic and professional farmers and farmer organizations and sustainable production techniques, while integrating conservation and management of environment and natural resources. The sector development approach will be equitable and integrate gender concerns as well as promote the development of marginal regions and support vulnerable and poor rural households.

As a result of the crisis experienced by the country in recent years, Togo does not have a single consolidated framework document for agricultural policy. The interventions in the agricultural sector are primarily governed by the Policy Document on Agriculture and Rural Development (PBD) prepared for the period 1993-1997 and then readjusted for 1996-2000, Other policy documents of relevance to the agricultural sector include: the Strategy for Agricultural Growth (SCSA), developed in 2002 and validated during national workshop in 2004, after a long design process; the Agricultural Policy Note (NPA) developed and adopted in 2006 to cover the period 2007-2011; and the Strategy to Boost Agricultural Production (AFS), developed and adopted in July 2008 to cover the period 2009-2010

The strategic approach for development of the agricultural sector puts a lot of emphasis on improving crop, livestock and fisheries production. In addition however to these sub-sectors, there are a number of cross-cutting issues that Government proposes to address. Land reform is needed to encourage investments which preserve soil fertility and improve productivity. Better rural roads and market information systems are needed. Research and extension services have to be renewed, including incorporating measures to ensure client responsiveness. There are new efforts made to ensure adequate input distribution through promotion of private suppliers and the adoption of a voucher system. The strategy envisages initiatives to encourage greater rural credit from private banks. In all these areas government will have to make careful choices on where it must play a central role and where it can rely on the private sector, once an appropriate regulatory framework is in place.

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The National Agricultural and Food Security Investment Program (PNIASA)

The Government of Togo (GoT) has formulated a national investment program for agricultural development and food security (PNIASA) that lays out the investment requirements of the sector over the medium term (2011 – 2015). The effective implementation of the PNIASA will help promote a sustained level of economic growth, which will contribute to a significant reduction of poverty and food insecurity, by improving the incomes of farmers and the country's trade balance.

The main objective of the PNIASA is to help restore the productive capacity of the agricultural sector, in order to increase food security and economic growth, and reduce poverty. It is expected to help the country achieve an annual agricultural growth of at least 6% over the next 5 to 6 years.

The PNIASA is structured around five sub-programs, fourteen components and thirty lines of action. The components are divided into projects structured around a series of actions and budgeted. Of the five sub-programs, the first three focus on the sub-sectors agriculture, livestock and fisheries, the fourth on agricultural research and extension, and the fifth on capacity building and sector coordination. The main objective of the PNIASA will be achieved through targeted investments in the main sub-programs to create an environment conducive to increased production, technological innovation and efficiency.

The specific objectives for the sub-programs of the PNIASA are:

- Improve domestic supply of agricultural products and increase agricultural exports
- Improve domestic supply of livestock products
- Improve domestic supply of fish (products)
- Develop and disseminate improved technologies for sustainable intensification of agricultural production systems
- Ensure efficient management of the agricultural sector and improve the delivery of public services to users

In the three sub-programs dealing with agricultural, livestock and fisheries production, the main actions are related to: (i) investments to address key structural constraints, such as irrigation schemes, mechanization, production and distribution of improved seeds, land protection, development of marketing and commercial facilities, etc. ; (ii) support for farmers and professional organizations in each of the sectors; and (iii) the promotion of small and medium enterprises and an environment conducive for the development of agribusiness. The research and extension sub-program will facilitate the development and diffusion of improved

technical packages and improve the management of the agricultural research and extension system. The fifth sub-program will strengthen the institutional environment and sector coordination. This will facilitate the development of mechanisms for policy planning, coordination, monitoring and evaluation and inter-sector dialogue.

Key Indicators of the PNIASA

The overall objective of the PNIASA as indicated is to contribute to improving food security and economic growth in Togo. Key indicators that would be used to track the impact of the PNIASA would include: annual rate of growth of agricultural GDP (expected to be at least 6%); the rate of improvement of the agricultural trade balance; the evolution of the index of food security for vulnerable households; the share of the national budget resources allocated to agriculture; the rate and prevalence of child malnutrition; the rate of improvement of income of producers in the various sub-sectors; index of accumulation of property in vulnerable households; etc. There are also key indicators that have been defined for the sub-programs, research and extension and the institutional strengthening sub-program.

1.2 Key elements of the policy environment

Recognizing the vital contribution of agriculture to the national economy and given the significant challenges in the fight against poverty and food insecurity, especially at this time where the country is facing the external shocks created by the food crisis followed by the financial crisis, the Government of Togo is committed to strengthening and supporting the sector by focusing on a consolidated approach of the various sub-sectors. The Government regards the agricultural sector as a key engine of economic growth in the macroeconomic framework of its Poverty Reduction Strategy Paper (PRSP), which represents a coherent framework for the implementation of all its economic and social development programs.

Institutional and Regulatory Environment

The Government's *Agricultural Policy Note* makes it clear that the Government's priority for improving the sector's institutional and legal framework focus on: (a) completing the liberalization of agricultural sector and harmonization of regulations within WAEMU and ECOWAS, (b) strengthening systems for sanitary and quality control in food, (c) establishing improved information services and communication; (d) supporting the restructuring of the rural world, the professionalization of agricultural sectors and the emergence of rural entrepreneurship, and (e) reforming the Ministry of Agriculture, Livestock and Fisheries (MAEP) to improve supply of agricultural services to meet demand from beneficiaries, while opening up the supply of such services to the private and NGO sectors.

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The liberalization of the agricultural sector (prices, state monopolies) was a key national policy decision taken in 1996. Today, the Togolese economy is an open economy for trade within WAEMU and ECOWAS, cross-border trade. The government has disengaged from most public sector enterprises in the agricultural sector, and foreign trade regulations have been streamlined with the elimination of export and import restrictions (except for food crops). These principles have been reaffirmed in Government's new strategy, summarized in the *Agricultural Policy Note* and in the *Poverty Reduction Strategy Paper (PRSP)*.

The key measures that Government has started discussing with its partners include a review of the tariff policy, especially for agricultural input imports such as for day-old chicks for poultry, and farm equipment. These currently attract a cumulative tax rate of 29 %, which is quite heavy and hinders the acquisition of technologies that would improve the competitiveness of producers. Within the framework of the ECOWAS common agricultural policy (CAP), adopted in 2005, the Government is looking at recommendations of a recent ECOWAS study that has proposed: (i) reclassification to Category 0 (i.e. 0% duty) on all imports of agricultural seeds, breeding stock, and inputs and equipment used in agriculture, fisheries and forestry, (ii) re-classification as Category 3 (20% of duty) on agricultural and food imports that compete with West African production. Government is also expected to: eliminate non-tariff barriers which still exist on the export of food, contrary to the provisions the Common External Tariff (CET) adopted by all countries of WAEMU; complete the disengagement from trade in inputs of agricultural and veterinary inputs and to promote the full support of importation and distribution by the private sector and/or umbrella organizations of farmers; and complete liberalization of food prices at all stages.

1.3 Plan components to achieve the objectives

The main institutional constraints facing the agricultural sector in Togo include: (i) weak capacity of institutions and individuals due to their long inactivity following the socio-economic crisis the country has gone through; (ii) aging technical personnel that has not benefited from very little training for over ten years, (iii) absence of adequate legal and regulatory texts governing the functioning of the sector; and (iv) development of the agricultural profession that is positioned increasingly as a key negotiator in the sector management, etc..

To be able to give a renewed positive impetus to the agricultural sector, it is important to deal with the constraints above. The institutional sub-program aims to establish an enabling policy, legal and institutional framework to create conditions conducive to the development of a strong and competitive agricultural sector. The main results and outcomes that are expected from the sub-program would be: (i) improved service delivery by the public administration; (ii) preparation and adoption

of an agricultural development policy, (iii) pooling of information on sector performance, (iv) improvement in the planning, implementation, and monitoring and evaluation of investment operations, (v) improvement in the absorptive capacity of the sector; and (vi) improved food security and nutrition.

Finally, for each of the sub-programs, particular efforts are being taken to ensure that environmental, social and gender issues are incorporated. Activities that are gender sensitive and emphasize areas important to women and facilitate their work are included as priorities in the sub-programs. The sub-programs also include measures to help farmers sustainably manage the natural resources and limit environmental impacts of agricultural activities. In the preparation of the sub-programs, technical consultation meetings were held with the environmental technical services to identify safeguards to better take into account environmental issues in the PNIASA. Thus ecological activities have been included in the various sub-programs to promote the sustainable management of natural resources and the environment. In order to preserve the environment and conserve natural resources, Government has agreed to activate, as part of the PNIASA, three operational policies: (i) Environmental Assessment (OP 4.01), (ii) the Policy on Pest and Pesticide Management (OP 4.09) (iii) and Involuntary Resettlement Policy (OP 4.12).

1.4 Planned composition and level of spending to implement the components

Given the absence of any major investments in Togo's agriculture over more than a decade and a half, due to serious social and political tensions that kept out most foreign donors, the priority needs of the sector are obviously very high. The total cost of PNIASA over the next 5 years has therefore been estimated at 569 billion FCFA (about US\$ 1.07 billion).

The Medium-Term Investment Program

The PNIASA lays out the medium-term investment requirements of MAEP. It includes all programs currently funded, as well as new and extensions of programs for which additional funding would be required during the plan period (2011 – 2015). It is organized by packages to be realized sequentially.

The Absolute Priority Program

Togo has developed an operational plan for the PNIASA and consulted with donors based in Lomé to identify resources that can be mobilized immediately. This would allow for prioritization and sequencing of actions and a transition to a sector wide approach. The first phase of the PNIASA has now been developed and costed; it covers the absolute priorities in the five sub-programs. This first program phase, to be implemented following a sector wide approach, outlines a vision and overall

program goals and shows the specific outputs to be achieved under each of the activities included per sub-program during this first phase. More details on the specific activities and outcomes of the first implementation phase of the PNIASA will be provided in part 2. Based on the activities retained, Government has made an inventory of available resources to start implementation, taking into account expressions of interest by Development Partners on their areas of intervention. Annex 1 presents, broken down by sub-program, the total cost of this first phase priority program, which is estimated at USD 150 million.

The sub-program focusing on agricultural production (including vegetal and animal value chains and rural infrastructures) and is by far the largest in terms of budgetary requirements and makes up over half of the total costs (57%). Fisheries, the second largest sub-program, represent approximately 18% of the total costs. The cross-cutting sub-programs related to research and extension and institutional strengthening, make up around 11 and 14 percent, respectively.

Public spending on agriculture

Public spending on agriculture has virtually collapsed due to the consequences of the socio-political crisis which affected Togo. The capital budget allocated to agriculture went from 10 billion CFA francs on average in 1988-90, to 0.6 billion CFA francs on average between 2002 and 2005. In addition, the capital budget for agriculture remains heavily dependent on foreign aid, which has contributed more than 85% of total agricultural investment during the past 10 years.

However, as part of the CAADP process, Togo has committed to allocate at least 10 percent of its public expenditure to the agriculture sector and make the investments necessary to achieve an agricultural growth rate of at least 6 percent.

1.5 Financing sources and gaps

Financing Sources

As part of the CAADP (NEPAD) agenda, Togo held a round table conference on 29 and 30 July 2009 in Lomé. This meeting helped reach a consensus between the Government of Togo and its internal and external partners to: (i) to build the partnerships necessary to implement a coordinated National Agricultural Investment Programme (NAIP) – which later evolved into the Investment Plan named PNIASA, and (ii) secure commitment and resources to make appropriate investments to achieve a growth term of at least 6%. A compact, defining the obligations of various stakeholders in the implementation of NAIP, was signed to this effect between the

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Government and its partners¹. While Government committed to put resources in each of the five sub-programs, the West African Regional Development Bank (BOAD) and the ECOWAS Bank for Investment and Development (EBID), have committed to finance rural infrastructure under the Agricultural Production subprogram. The International Fund for Agricultural Development (IFAD) would put the bulk of its financing on the Food Crop Production component of Agricultural Production sub-program and would support part of the Institutional Strengthening subprogram. The World Bank, through its International Development Association and the possible use of trust funds, has committed to contribute resources for Food crop and Cash Crop production under the Agricultural Production Sub-program, the Fisheries Sub-program as well as for Institutional Strengthening. The World Bank is also committed to finance the Research & Extension Sub-program through a separate regional project called WAAPP (West Africa Agricultural Productivity Project).

Financing Gap

As indicated, the first five year phase of implementation of the PNIASA totals USD 150 million. Planned contributions from Government and Development Partners are estimated respectively to be USD 20 million and USD 81 million, leaving a financing gap of USD 49 million for which GAFSP is requested.

1.6 Process by which the strategy and investment plan was developed

The process by which investment plan were developed followed the CAADP-recommended approach and guidelines. Using the regional agricultural policy developed by ECOWAS in January 2005 (ECOWAP) as a framework, Togo's approach was primarily an exercise in ensuring consistency of existing policies and strategies – in this case the PRSP and other national-level programs and policies on Agriculture and Food Security – with the objectives and principles of the CAADP. In the process, Togo committed to allocate at least 10 percent of its public expenditure to the agriculture sector and make the investments necessary to achieve an agricultural growth rate of at least 6 percent. The Government's main objective was to improve food security for a population expected to double by 2030 and ensure a decent income for producers. This political will resulted in the development of the PNIASA (with technical support from FAO and the World Bank), which, since the donor roundtable in July 2009, has become the reference document for ensuring sector partnership for the next five to six years.

The formulation of the program has included the following major steps:

¹ Though several donors and Partners represented in Lomé took part in the meeting, the partners who committed to fund the first phase of the Government Priority program include: BOAD, EBID, IFAD, and the World Bank. The African Development Bank (AfDB) has later shown interest in participating in financing.

- A review of the state of the agricultural sector and participatory identification of priority investment areas for food security and agricultural growth;
- Definition and costing of the main intervention areas, currently regrouped into the five subprograms, put together under the National Agriculture Investment Program (NAIP);
- Organization of the Donor Roundtable end July 2009 on the financing of the NAIP. The goal was to reach a consensus on the program, strengthen partnerships and to secure commitment and resources for its implementation. The roundtable resulted in the endorsement of the compact by the Government, the African Union, ECOWAS, the Financial and Technical Partners, the farming community, the private sector and civil society to support implementation;
- A technical review of the program, based on the recommendation of the round table meeting, in order to ensure consistency of the program with the PRSP and the National Programme for Food Security (NPFS) and to prepare an operational plan that would ensure emphasis on productive activities, eliminate duplication, and identify and analyze the key structural constraints. After this exercise, which was conducted by the Investment Centre of FAO in September-October 2009, a national technical workshop validated the new configuration of the program, which was renamed PNIASA, and helped to reduce the initial cost by about a third. Five sub-programs were retained namely: (i) crop production, (ii) animal production, (iii) fish production, (iv) agricultural research and extension, (v) institutional strengthening and sector coordination.
- Organization of a second large meeting including Donors, all national entities involved in the CAADP process and the regional economic communities (ECOWAS and WAEMU) for the adoption of a Partnership Framework. The goal was to confirm the operational involvement of all parties concerned by PNIASA implementation, including the confirmation of Donor support, as well as to agree on operational and sector coordination principles to pave the way for a Sector Wide Approach (SWAp).
- An Independent Technical Review of the Togo Investment Plan, that just took place in Dakar, between June 4 and 9, 2010, under the auspices of AUC/NEPAD as part of the post-roundtable CAADP process. Major recommendations deriving from this review have been taken into account for the preparation of the present GAFSP request.

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Part 2. Specific proposal for GAFSP financing

2.1 Specific objectives and targeted results

The Government is seeking GAFSP financing to complete the Financing Plan for the first phase of the PNIASA. The proposed financing would support implementation of a first phase of the Togo PNIASA, by complementing the funds committed by an alliance of donors under a SWAp arrangement to support a common set of priority operations, which will be integrated in the mid-term expenditure plan of MAEP. The specific objectives of the GAFSP financing would be the same as the main objectives of the first phase of the PNIASA, as described in part 1. The overall development objective of the priority program is to support GoT in achieving its medium-term objectives of restoring the productive capacity of the agricultural sector, in order to increase food security and economic growth, and reduce poverty. For that purpose, the project will also strengthen the capacity of MAEP to manage the implementation of its national investment plan. The main areas where the GAFSP financing would intervene are:

- Providing support for improving agricultural production of food crops, to increase exports of traditional products for an agricultural workforce in 2009 estimated at 1,5 million smallholder producers cultivating an estimated area of about 45,000 ha. The main expected results from this intervention would include: increased agricultural growth, improved food security, increased incomes for farmers, gender equity, and improved environmental practices. These would be achieved through support for intensification of food crop production under small scale irrigation and dryland farming, use of improved technical packages for horticulture, cash crops, rootcrop and other smallholder activities;
- Improving livestock production through the intensification of traditional livestock production and promotion of small and medium scale enterprises in the sub-sector (animal feed, cheese making, etc.). The activities of this subprogram target a herder population estimated at about 1 million in 2009 and includes traditional husbandry related to poultry (mostly undertaken by women), small ruminants, cattle (milk, cheese making), pig and special livestock activities (rabbit, agouti, honey);
- Promoting of freshwater fish farming by making small and medium size investments aimed at facilitating access to production technologies, training, critical inputs, land security, etc., with the objective to increase availability of animal protein through increased production of tilapia and catfish. This sub-program is expected to have a particular impact to provide employment for

youth in rural areas, as well as to generate further processing and marketing opportunities for woman;

- Developing and disseminate improved technologies for sustainable intensification of farming systems for increased production for food security and for products with growth potential. This will be realized by supporting technology development and dissemination, and management of research and extension systems. The technologies would take account of the ecological conditions in the country, as well as crop adaptation to changing climatic conditions
- Establishing an enabling policy, legal and institutional framework to create conditions conducive to the development of a strong and competitive agriculture for growth and for improving food security.

2.2 Activities to be financed

An alliance of four donors (World Bank, IFAD, BOAD EBID) has been formed to finance the initial program phase in support the implementation of PNIASA. The funds committed by the donors would contribute to activities under four of the five sub-programs of PNIASA. The activities are organized primarily around two projects namely: (i) Support to Agricultural Development in Togo (PADAT) proposed to be financed by IFAD, BOAD and EBID, and (ii) Support to the Agricultural Sector (PASA) proposed to be financed by the World Bank. For the moment, only the sub-program related to "promotion of animal value chains" has not been identified for funding by traditional donors in Togo, despite the great interest shown in this area by the Togolese authorities. Livestock activities are, however, widely recognized to benefit vulnerable populations and contribute to food security. Unfortunately, at this stage, Togo has not yet formulated a project document promoting the development of the livestock sector that could be presented as part of this proposal. The formulation of a project to support the development of the traditional livestock sector and the promotion of small and medium-sized livestock farmers is scheduled for 2011. An initial provision of USD 10 million to support the livestock sector in Togo, has been included into this proposal.

Project to Support Agricultural Development in Togo (PADAT)

Objectives and expected results. The development objective of the project is to contribute to improving food security and incomes of small farmers. This will be achieved through increasing the productivity of small farms growing rice, maize and cassava, as well as through the promotion of value addition and marketing of the targeted agricultural produce.

Areas of intervention. The project will have a national mandate, but will be implemented in a sequenced manner in specific areas based on the dominance of

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selected food crops (maize in all five regions; rice in the Savanna, Kara, Central Plateau areas; and cassava in the regions Maritime, Plateaux and Centrale). It is envisaged that the project will be implemented in 18 of the 34 prefectures in the country.

Target group and beneficiaries. The priority target group of PADAT is composed primarily of smallholder producers growing the three targeted food crops (rice, maize and cassava). Four main subgroups have been identified: (a) smallholder producers, either individuals or in organized in producer groups (b) women, individuals or organized in groups (women represent a large share of the agricultural workforce and are often involved in post-harvest processes), (c) youth (women and men) graduates or drop-outs, who are often forced to migrate to urban areas or abroad to escape unemployment and/or poverty, and (d) the most vulnerable groups, such as chronic food insecure households. It is estimated that PADAT will reach about 2,000 farmer organizations and will work directly with 76,000 farmers, benefiting some 400,000 people.

Activities to be funded. In addition to coordination and management of the project, two types of activities will be financed: (a) support to agricultural production and productivity and (b) support to value addition.

(a) Support to production and productivity. This component aims to improve the productivity of the target crops rice, maize and cassava, through the following actions: (a) strengthening the capacities of smallholder farmers (about 50,000), (b) technical support to farmers to optimize the use of technological packages (i.e. technical assistance, introduction of new production techniques and technologies), (c) development of small-scale support infrastructure, and (d) development of rural financing mechanisms, tailored to the needs of local stakeholders. The main activities to be undertaken will be: (i) Operation "Quick Start" to supply inputs to vulnerable households to support the recovery of agricultural production; (ii) providing support to the acquisition and production of certified seed, (iii) supporting the construction of small-scale infrastructure (4000 ha of basic soil and water conservation, 1500 ha of inland valley swamp rehabilitation, approximately 180 warehouses and marketing outlets, and 300 km of rural roads); (iv) training of producer groups and their umbrella structures, and (v) capacity building of project officers providing support and advice, as well as MAEP staff involved in the implementation of the project.

(b) Value addition. This component aims to increase producers' income, through promoting value addition to the produce. This is particularly relevant for women as they often play a leading role in post-production. The component focuses specifically on the three target crops (rice, maize and cassava) and aims to (a) reduce the rate of post-harvest losses and improve the quality of consumer products; (b) improve labour productivity and reduce the workload related to post-harvest and processing, which is typically the

responsibility of women (by supporting the acquisition of processing equipment); (c) promote value addition through processing (by promoting processing technologies such as shellers, etc.); (d) enhance market access and promote market opportunities for the selected crops for the project's target population; and (e) construct appropriate infrastructure (rehabilitation of 300 km of rural roads, construction of 100 small bridges and 200 culverts to link production areas to markets, and the construction of bulking and storage facilities).

(c) Coordination and Management. The coordination and management component aims to create the conditions necessary for successful project implementation in terms of coordination, management, monitoring and evaluation, supervision and knowledge management, by establishing a national coordination unit and five regional offices. To realise this, the project will finance the salaries of national experts, equipment, costs related to specific studies and the operating costs of the Project Coordination Unit (PCU).

The total project costs are estimated at USD 51,5 million, over a six year period. These costs are broken down as follows: an International Fund for Agricultural Development (IFAD) grant of USD 11 million; a loan of 15 million \$US from the West African Development Bank (BOAD); a loan of USD 15 million from ECOWAS Bank for Investment and Development (EBID); beneficiaries' contribution of USD 2 millions, and a contribution of the Government of Togo of 8 million \$US (see annex 2).

Project to support the agricultural sector (PASA)

Objective and expected results. The overall development objective of the project is to strengthen the capacity of MAEP to manage the implementation of its national investment plan and rehabilitate the productive capacity of the strategic food and export crops, as well as to develop freshwater fish farming. This will contribute to supporting the GoT in its over-reaching goal to increase food security and reduce poverty. The proposed outcome indicators are: (i) increased levels of production for three strategic food crops (rice, maize and cassava); (ii) increased levels of production for the three traditional exports crops (cotton, coffee and cocoa); (iii) increased level of freshwater aquaculture production (tilapia and catfish); and (iv) increased rates of sector budget allocation to agriculture and PNIASA activity implementation.

Project description. The project is expected to be a Specific Investment Lending (SIL) implemented over a period of 5 years (2011-2016), financed by a World Bank IDA grant of up to US\$10 million and a GFRP² grant of US\$15 million from the Spanish resources dedicated to ECOWAS countries. It will include three components: (1) support the promotion of food and export crops; (2) promotion of freshwater fish farming; and (3) support to MAEP's reform process and capacity building. In addition, the West African Agriculture Productivity Project (WAAPP) regional project would provide US\$9 million to strengthen the national agricultural research system

² Global Food Response Program

and extension services and cover the relevant PNIASA sub-program. Annex 4 presents the project costs, per component, and outlines proposed additional GAFSP financing.

Area of intervention. The project will have a national mandate and will be implemented throughout the country based on the regional potential.

Activities to be funded

Component 1: Promotion of Strategic Food and Export Crops (total Bank channeled contribution of US\$10 million). Food crops production and traditional export crops are both considered essential for poverty reduction in the Togo context. Two separate sub-components have been identified.

Sub-component 1.1: Support to food crops development (GFRP contribution of US\$5 million): Bank support will articulate with IFAD “quick start packages” and support building innovative market based mechanisms for access of cereal (maize, rice) and cassava crop producers to requested agricultural goods and services (fertilizers, certified seeds, finance services, equipments, extension services, access to market...). Such mechanisms would be based on partnerships between producer organizations, wholesalers, input distributors, financial institutions and other service providers.

Sub-Component 1.2: Promotion of Export Crops (IDA contribution of US\$5 million): the World Bank will continue to follow the policy dialogue between GoT and its internal/external partners and will support MAEP, in collaboration with the private sector, for the design and implementation of necessary reforms for the three traditional cash crops value chains (cotton, coffee and cocoa). For cotton, the Bank project would help to find a strategic private investor, and would also help by strengthening the capacities of the government initiate an action plan “inter-profession” to access a quality premium for the Togo origin, through addressing the downgrading issue of lint contamination by non-vegetal foreign matter. In the case of coffee and cocoa, the Bank would support the GoT to undertake a phyto-sanitary plan against common pests and help orchards renovation through farmers’ access to improved certified varieties.

Component 2: Promotion of Freshwater Fish Farming (total Bank channeled contribution of US\$10 million through GFRP). A nation-wide plan will be designed to maximize impact on food security (through the development of an additional high quality protein source) with quick returns on investments. Priority is the promotion of freshwater fish farming (for short cycle tilapia and catfish production) through the development of small scale aquaculture ponds and/or basins. The project will encourage the establishment of fish farmers, facilitating access to production technologies, training, critical inputs, land security and to financial resources through local banks. This will be done through a partnership with existing leading enterprises specialized in alevins and feed production. The network of fish farms would be

connected to downstream fish processing, conservation and commercialization enterprises.

Component 3: Support to Capacity Building, Sector Coordination and PNIASA Implementation (total Bank channeled contribution of US\$5 million). GoT is committed to implement a reform of the Ministry and has already started fulfilling its pledge to allocate at least 10% of its budget to the agriculture sector. This component will help strengthen the capacity of MAEP to manage the sector and efficiently coordinate the implementation of the PNIASA SWAp. It will lead to increase the physical and financial execution rate of agricultural investments in Togo. The component will work through two sub-components.

Sub-component 3.1: Reform and capacity building of MAEP (IDA contribution of US\$3 million): the project will support the implementation of this reform that would include restructuring MAEP and its subsidiary agencies (at central and regional/local levels) and strengthening MAEP's capacities (human and technical resources, financial resources, equipments, , management tools, agent motivation measures) to enhance service delivery. The project will also assist in regular audits and public expenditure review of the agricultural sector, including in-depth studies for critical sub-sectors.

Subcomponent 3.2: Sector coordination and program management (IDA contribution of US\$2 million): the project will strengthen the capacity of MAEP to coordinate the implementation of its food security and agricultural sector investment plan, through the (i) Cabinet adoption of a policy document, (ii) the implementation of sector coordination tools (planning, monitoring, evaluation, dialogue with other sectors), (iii) the strengthening of fiduciary capacities (procurement, financial management), and (iv) the improvement of the targeting and quality of public expenditures. This sub-component will also help GoT organize annual sector reviews with the donor community. In addition, the Bank will finance a few studies, such as irrigation/water development potential and a study to assist GoT establish a financial mechanism to be used to cover public expenditures required in PPP schemes for value chains promotion.

2.3 Amount of financing requested

PADAT

The activities financed by this project are well within scope of the PNIASA sub-programs: (1) agricultural production; (4) research and extension; and (5) institutional strengthening and sector coordination (as supported by all Development Partners). Because of limited available funding, in the current design the project will only be implemented in parts of the country. More specifically, the project activities will be developed in 18 of the 34 prefectures. The government has

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expressed strong interest to expand the project activities to the entire country and is looking to supplement current funding with funds from GAFSP.

The funding requested from GAFSP would be utilized to: (i) expand the intervention area of PADAT to prefectures not covered by current funding; (ii) and increase the quantitative targets. The proposed geographic expansion would contribute to eliminating regional disparities and promote equity at the national level. The additional GAFSP funds would furthermore be used to support the intensification of production of the target food crops (rice, maize and cassava), development of rural infrastructure, natural resource management and dissemination of improved technologies.

The amount requested from GAFSP is USD 20 million. In addition to the contributions of the other financiers, the financing for PADAT would be supplemented by a USD 8.2 million contribution from the national budget (see annex 3).

PASA

PASA is a highly ambitious project, while financial commitments of the financing institutions are relatively modest. The government wants to take advantage of the implementation of the PNIASA and intends to boost cooperation with its traditional partners, in order to revitalize the agricultural sector of Togo. The Government would like request GAFSP funds to scale up interventions proposed under the PASA. By doing so, it expects to boost agricultural production, in particular with regards to diversification of agricultural exports.

The amount requested from GAFSP is USD 19 million to supplement the contribution of the World Bank.

The Togolese government, with the support of the alliance of the four donors formed after the signing of the CAADP compact, has developed the first phase of the program to support the implementation of PNIASA. The requested GAFSP contribution to this priority program is vital to complement financing already mobilized and will allow absolute priority actions to be undertaken in all five PNIASA sub-programs needed to revive Togo's agriculture sector and contribute significantly to food security and poverty alleviation.

As indicated earlier, in the absence of funding currently committed to the development of the livestock sector, an initial provision of USD 10 million to support the livestock sector in Togo, has been included into this proposal. Considering the importance and potential of this sector this amount is requested in full to be financed by GAFSP.

Annex 1 presents a breakdown of the costs of the 5 sub-programs, broken down by financier (including Government). This effectively constitutes the total costs of the first phase of implementation of the PNIASA for the period 2011 – 2015. The total amount requested from GAFSP amounts to USD 49 million.

2.4 Preferred supervising entity

The World Bank and/or any other funding partner providing the fund may be given supervising responsibility. The World Bank would be preferred as they are already involved in the financing of the PASA project and leading the local agriculture donor group. FAO could be considered as an implementation entity.

2.5 Time frame of proposed support

The programme, effectively the first phase of implementation of the PNIASA, is expected to be implemented over a 5 year period, starting from 2011.

2.6 Risk analysis/safeguards and M&E.

Two major risks have been taken into account with regards to the implementation of the projects. These are: (a) the effective functioning of the alliance, and (b) the establishment of an effective institutional framework. In addition the project recognizes the risk related to corruption.

(a) The functioning of the alliance due to problems related to the different disbursement procedures for external funding. The challenge will be to agree on a disbursement mechanism that (a) facilitates a smooth flow of disbursements from and to various sources; (b) is acceptable to all parties involved, meaning it is compatible with their specific procedures; and (c) helps to prepare the transition to the agriculture SWAp. The complexity of the issue would require undertaking a joint study, as a risk mitigation measure, to be implemented before the appraisal missions of the two projects. The objectives of this joint study would be to: (a) describe the standard procedures of each donor, as well as those of the government; (b) identify points of convergence as well as issues that would require negotiation/adaptation; and (c) propose a administration and financial management manual acceptable to all parties, describing, among other things, the guiding principles for the transition to the agriculture SWAp and the gradual transfer of responsibilities to national structures within the PNIASA.

(b) The establishment of an institutional framework that provides both coordination/management and effective project support to the transition

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towards the SWAp. The challenges at this level include ensuring proper fiduciary management of the project to ensure the achievement of agreed outcomes; facilitating dialogue between and within sectors; and helping to create favourable conditions for the transition to SWAp. In order to support the establishment of an effective institutional framework, it is proposed that: initially fiduciary functions will be separated from sector coordination; and a comprehensive capacity building program is designed and implemented to prepare institutions to effectively fulfil their management and coordination functions. These aspects will mainly be covered by the World Bank financed activities related to institutional strengthening of MAEP and support activities in the context of support to the transition towards the agriculture SWAp.

(c) Risks related to corruption have been identified. In this respect, the project proposes a number of mitigation measures. These include: (i) the establishment of a PIU of the PNIASA for a limited time period (until mid-term) with an independent management structure, recruited through a competitive process and employed on the basis of performance contracts, which are evaluated annually, (ii) the use of a limited number of suppliers and service providers (one per region) with proven track records and solid reputations, for the implementation of field activities in order to limit the number of contacts and, subsequently, the risk of collusion.

Matching funds. Unlike previously, availability of matching funds is no longer, a major risk for the project. Since the 2010 financial year, the Government of Togo has rolled out an agricultural public investment program, allocating 10 percent of the budget to the agricultural sector, in line with the Maputo agreement.

M&E Framework to be used to assess Progress. A Results framework has been established for the PNIASA that defines the overall objective of the program plus the main outcome indicators for the program (see annex 5). The Results framework also covers each sub-program, giving the activities under the subprogram, their objectives and outcome indicators. This consolidated information will subsequently feed into the monitoring system of the PRSP.

The progress made on the implementation of the agricultural investment plan will be assessed during biannual review meetings that will include representatives of the Ministry of Agriculture (MAEP), Sector donors, producer organizations and private sector. Program monitoring and evaluation will be jointly carried out by all partners financing the PNIASA, who will harmonize their implementation and M&E processes. Supervision missions will be conducted jointly. A detailed allocation of tasks between the different partners will be described in a Memorandum of Understanding. All components of the project will be evaluated through a specific instrument (randomized and controlled) funded by the Bank. Surveys will be conducted every

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year in all the 5 regions. That will allow to monitor very closely and precisely the progress for the overall project.

Institutional arrangements. The two projects will be coordinated by the existing PNIASA-NCU (National Coordination Unit) under the responsibility of MAEP's General Secretariat. Day to day management of the running of the projects will be undertaken by PNIASA's Project Implementation Unit (PIU). Initial institutional arrangements could be revisited at the time of mid-term review.

Planning, budgeting and disbursements: activities to be financed through the PNIASA SWAp will be defined in an overall 5-year expenditure plan, with annual work plans and budgets providing further details. Since MAEP has no experience in sector approach, the initial 5-year plan and the following three annual work plans and budgets will be prepared with technical assistance. Disbursements will be based on annual reviews.

2.7 Consultation with local stakeholders and development partners

Togo led the way in West Africa by adopting its National Agriculture Investment Plan in July 2009 and signing the first CAADP Compact in the sub-region; and Togo was still pioneering with the preparation of the subsequent Investment Plan (with strong and much appreciated support from FAO and the World Bank) and its adoption in November 2009. In February 2010, the GoT convened a large national Conference which included the participation of the Donor community to sign a formal "Partnership Framework" among all PNIASA partners; it figures implementation principles and responsibilities, through the general principle of a sector wide approach. This partnership notably articulates the work of the Agriculture Sector Donor Working Group (GPTFSA) with the National Agriculture Sector Committee (*Comité sectoriel agricole*), before decision making takes place at an inter-ministerial level through CIPS (*Comité interministériel de pilotage stratégique*). The partnership framework also stresses the linkages and complementariness between the Togo PNIASA and the regional common agriculture policy adopted as ECOWAP under the leadership of the ECOWAS Commission.

The ongoing identification of a large agricultural support priority program following the adoption of the PNIASA is giving credibility to the whole CAADP process in Togo. The PNIASA is the result of a long participatory process of dialogue and constructive and iterative interaction on food security and agricultural development. The process involved all stakeholders including, in addition to official institutions, farmers and farmer organizations, women groups, the private sector, and civil society organizations. Launched in March 2007, during a national workshop,

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This process has raised awareness among stakeholders on the CAADP agenda and the need to agree on a consolidated sector investment program that can generate growth and improve food security. The PNIASA emphasizes productive activities for the many smallholders that make up the agricultural sector in Togo, including activities that are particularly gender sensitive and/or are traditionally undertaken by women. For example, within the first three subprograms there is a lot of emphasis on food crops, roots and tubers, horticulture, milk production, and marketing. The fifth sub-program has a special activity promoting the right to food and good governance around nutrition and food security, which are areas that typically concern and affect women.

Improved Coordination and alignment. Among other provisions, the CAADP Compact instituted the creation of a Donor Working Group in the Agriculture Sector to liaise with GoT, better coordinate, align and harmonize donor support, as well as provide a policy forum on issues related to agriculture development in Togo. This group has now been formally set-up (GPTFSA: *groupe des PTF du secteur agricole*) and is meant to meet regularly under the co-Chairmanship of MAEP (General Secretary) and of the World Bank (who was designated to sign the compact and other PNIASA documents in the name of financial & technical partners).

The first formal meeting of GPTFSA took place at the beginning of May 2010. It provided ample discussions of the agriculture SWAp under consideration to implement a priority program deriving from PNIASA. The basic principles of the SWAp were adopted, consistent with the terms of the partnership framework. The Donor Community welcomed the idea that an absolute priority investment plan would start implementing all PNIASA sub-programs on a country-wide basis. The meeting acknowledged that a GAFSP contribution of around 40 to 50 million USD would probably be necessary to complement contributions from donors and from GoT in order to secure such a priority action plan and hoped that funds would be available soon. Donor's concerns were related to the present aid absorption capacity of Togo in the agriculture sector, recommending the SWAp to be realistic and in the range of 150 million USD over a period of 5 years. The group considered that such resources would already represent an important scale-up of agricultural investments and donor assistance in Togo. The next meeting of GPTFSA is scheduled take place in July 2010, once the GAFSP funding decision regarding this proposal will be known.

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Annex 1

Table 1: Program Cost by Source of Financing including Government (US\$ 000)/a

Components	IFAD	%	BOAD	%	BIDC	%	WB	%	GOV	%	TOTAL
Sub-Program 1 - Vegetal Production											
. Rural Infrastructure (rural roads, irrigation...)			15000	38	15000	38					40000
. Production of Food Crops	16000	66					5000	19			26000
. Promotion of Export Crops							5000	42			12000
Sub-Program 2 - Animal Production											
. Traditional Animal Husbandry									10000	100	10000
. Development of Small/Medium Size Enterprises											4000
Sub-Program 3 - Fish Production											
. Promotion of Freshwater Fish Farming							10000	67			15000
. Fisheries Development (marine and continental)											
Sub-Program 4 - Agric. Research & Extension											
. Technology Development											
. Technology Dissemination							9000	69			13000
. Management of Research and Extension Systems											
Sub-Program 5 - Capacity Building & Management											
. Institutional Environment Enhancement		10					5000	50			10000
. Management Strengthening and Sector Coordination											
. Government of the Right for Food											
Government Contribution to the Program/a									20000	100	20000
Total Program Cost	17000	11	15000	10	15000	10	34000	22	20000	14	150000

/ If the same Government contribution ratio is maintained as used for the PADAT (14%) the national budget contribution to PNIASA will be USD 20 million

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Annex 2

Table 2: PADAT Project Cost by Financer (US\$ 000)/a

Components	IFAD	%	BIDC	%	BOAD	%	GVT	%	BENEF	%	TOTAL
A. Support to Production and Productivity											
1. Support to Farmer Organizations	315	23,4	564	44,4	175	13,8	214	16,9			1270
2. Crop Production and Diversification	4601	54,7	1188	14,1	1920	22,8	697	8,3			8406
3. Rural Infrastructure Rehabilitation and Development	3264	16,5			11741	59,5	3556	18	1168		19729
Sub-total	8180	27,8	1753	6	13836	47,1	4467	15,2	1168	5,9	29405
B. Value Addition											
1. Transformation					1053	95,1	54	4,9			1107
2. Support to market access	34	6,1	203	36,2	172	30,6	153	27,1			563
3. Development of Support Infrastructure			13086	77,3			3048	18	798		16931
Sub-total	34	0,2	13289	71,4	1225	6,6	3254	17,5	798	4,7	18601
C. Project Coordination and Management											
1. Project Coordination Unit	2532	52,7	222	6,3	222	6,3	562	15,9			3538
Total Project Cost	10746	20,82	15264	29,6	15283	29,68	8284	16	1966	3,9	51544

/a Current project costs will only allow for a project coverage of 18 out of 34 prefectures

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Annex 3

Table 3: PADAT - Program Expansion (including GAFSP contribution) - Program Cost by Financer (US\$ 000)/a

Components	IFAD	%	BIDC	%	BOAD	%	GVT	%	BENEF	%	TOTAL
A. Support to Production and Productivity											
1. Support to Farmer Organizations	297	23,4	564	44,4	175	13,8	214	16,9			5250
2. Crop Production and Diversification	4601	54,7	1188	14,1	1920	22,8	697	8,3			10406
3. Rural Infrastructure Rehabilitation and Development	3264	16,5			11741	59,5	3556	18			24561
Sub-total	8162	27,8	1753	6	13836	47,1	4467	15,2	1168	4	28218
B. Value Addition											
1. Transformation					1053	95,1	54	4,9			3107
2. Support to market access	34	6,1	203	36,2	172	30,6	153	27,1			3562
3. Development of Support Infrastructure			13086	77,3			3048	18			18134
Sub-total	34	0,2	13289	71,4	1225	6,6	3254	17,5	798	4,7	17802
C. Project Coordination and Management											
1. Project Coordination Unit	1865	52,7	222	6,3	222	6,3	562	15,9			3871
Total Project Cost	10062	13	15264	20	15283	20	8284	10	1966	3	68893

/a With GAFSP contribution the project will be able to be implemented in 34 prefectures and will have a national coverage

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Annex 4

Table 4: PASA: Program Cost (With GAFSP) by Source of Financing (US\$ 000)/a

Components	WB/b	%	TOTAL
Component 1 - Promotion of Strategic Food and Export Crops			
1.1 Food Crops Development	5000	50	10000
1.2 Promotion of Export Crops	5000	50	10000
Component 2 - Promotion of Freshwater Fish Farming			
2.1 Promotion of Freshwater Fish Farming	10000	100	10000
2.2 Fisheries Development (marine and continental)			5000
Component 3 - Capacity Building, Sector Coordination and PNIIASA Implementation			
3.1 Institutional Strengthening			5000
3.2 Management Strengthening and Sector Coordination			
3.3 Government of the Right for Food			
3.4 Agricultural Research and Extension	9000	69	13000
Total Project Cost	34000	60	53000

/a The GAFSP contribution will allow the project to scale-up activities within the country.

/b Financing includes IDA grant of USD 10 million, GFRP grant of USD 15 million and a contribution from WAAPP for USD 9 million

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Annex 5

PNIASA - Structure of the Results Framework

Objectifs de Développement du programme	Indicateurs d'impact du programme	Situation de référence (2005- 2010)	Cible					Contribution des partenaires (Millions de Dollars US)
			2011	2012	2013	2014	2015	
Contribuer à l'amélioration de la sécurité alimentaire et à la croissance économique du Togo	Evolution du taux annuel de croissance du PIB agricole							
	Evolution du taux d'amélioration de la balance commerciale agricole							
	Evolution de l'indice de sécurisation alimentaire des ménages vulnérables							
	Evolution du taux de prévalence de la malnutrition infantile							
	Evolution de l'indice d'accumulation des biens au niveau des ménages vulnérables							•

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Sous-programme 'Promotion des filières végétales'

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 GIFFSA

Objectifs de développement du sous-programme	Indicateurs d'impact (intermédiaires) du sous-programme	Situation de référence (2005-2010)	Cible					Contribution des partenaires (Millions de Dollars US)
			2011	2012	2013	2014	2015	
Améliorer la couverture des besoins du pays en produits vivriers, et accroître les exportations agricoles	Evolution du taux annuel de croissance du PIB du sous-secteur de la production végétale							
	Evolution du taux d'amélioration de la balance commerciale agricole du sous-secteur de la production végétale							
	Evolution du taux de couverture des besoins en produits vivriers par la production nationale							
	Evolution du taux d'amélioration des revenus des producteurs dans les filières végétales							

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Sous-programme 'Promotion des filières animales'


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 GPT FSA

Objectifs de développement du sous-programme	Indicateurs d'impact (intermédiaires) du sous-programme	Situation de référence (2005-2010)	Cible					Contribution des partenaires
			2011	2012	2013	2014	2015	
Améliorer la couverture des besoins du pays en produits d'élevage	Evolution du taux annuel de croissance du PIB du sous-secteur de la production animale							
	Evolution du taux d'amélioration de la balance commerciale agricole du sous-secteur de l'élevage							
	Evolution du taux de couverture des besoins en produits en viande, œufs et lait par la production nationale							
	Evolution du taux d'amélioration des revenus des producteurs dans les filières animales							

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Sous-programme 'Promotion des filières halieutiques'


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 CRP/SA

Objectifs de développement du sous-programme	Indicateurs d'impact (intermédiaires) du sous-programme	Situation de référence (2005-2010)	Cible					Contribution des partenaires
			2011	2012	2013	2014	2015	
Améliorer la couverture des besoins du pays en produits halieutiques	Evolution du taux annuel de croissance du PIB du sous-secteur de la production halieutique							
	Evolution du taux d'amélioration de la balance commerciale agricole du sous-secteur halieutique							
	Evolution du taux de couverture des besoins en produits halieutiques par la production nationale							
	Evolution du taux d'amélioration des revenus des producteurs dans les filières halieutiques							

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Sous-programme 'Recherche et conseils agricoles'

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GIRARD

Objectifs de développement du sous-programme	Indicateurs d'impact (intermédiaires) du sous-programme	Situation de référence (2005-2010)	Cible					Contribution des partenaires
			2011	2012	2013	2014	2015	
Développer et diffuser des technologies améliorées pour l'intensification durable des systèmes de production agricole	Nombre de technologies améliorées mises au point et diffusées Taux d'accroissement de la productivité agricole, découlant de ces technologies.							

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Sous-programme 'Renforcement institutionnel et coordination sectorielle'

Objectifs de développement du sous-programme	Indicateurs d'impact (intermédiaires) du sous-programme	Situation de référence (2005-2010)	Cible					Contribution des partenaires
			2011	2012	2013	2014	2015	
Assurer une gestion efficiente du secteur et améliorer l'offre des services publics aux usagers	Evolution de l'efficience et de la qualité des dépenses publiques du secteur agricole Niveau de satisfaction des usagers du secteur							

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