Fighting Hunger Worldwide

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http://www.wfp.org/countries

SPR Reading Guidance

Community - Based School Feeding Programme in Togo
World Food Programme in Togo, Togolese Republic (TG)
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Country Context and WFP Objectives

Country Context

Togo is a least developed, low-income and food-deficit country in West Africa. The population is estimated at 6.2 million according to the 2010 census. Togo has experienced a series of socio-political unrests and on-going economic slumps which has contributed to high food insecurity and undernutrition levels in the country. Other crises include severe flooding in 2007, 2008 and 2010, and the high global prices for food and fuel since 2008. These have severely affected the economy and hampered the capacity of the Government to deliver basic social services. Togo is ranked 162 out of 188 in the 2015 United Nations Development Programme (UNDP) Human Development Index (HDI) and the gross domestic product (GDP) per capita is estimated at USD 415 in 2011 and at USD 555 in 2015 [1]. The ranking for Togo in the HDI has not improved in recent years, even dropping from 152th in 2007 to 162th in 2015.

Togo's economy relies on subsistence agriculture. The sector employs nearly 70 percent of the country's workforce and produces 20 percent of the country's export earnings according to the Politique Nationale Agricole (PNA, National Agricultural Policy) and Plan Stratégique pour la Transformation de l'Agriculture au Togo à l'horizon 2030 (PA-PSTAT, Strategic Plan for the Transformation of Agriculture in Togo to 2030). However, significant structural difficulties constrain the agricultural sector. To address these, the Government developed the Programme National d'Investissement Agricole et de Sécurité Alimentaire 2010–2015 (PNIASA, National Investment Programme for Agriculture and Food Security). More recently, the Programme National d'Investissement Agricole et de Sécurité Alimentaire et Nutritionnelle 2016-2025 (PNIASAN, National Investment Programme for Agriculture and Food and Nutritional Security) developed by all stakeholders for the period 2016–2025, constitutes a frame of reference for investments in the agricultural sector.
Although the economic status of Togo has improved since 2006 after thirteen years of economic decline due to political crises and donor disengagement, the incidence of poverty is still very high, with 73 percent of the rural population living below the poverty line [2]. In 2015, poverty level was estimated at 55.1 percent compared with 58.7 percent in 2011 [3], making a very slow increase in growth over a period of five years.

Despite the fact that Togo has cereal surpluses, food insecurity at household level is prevalent across the country with nearly 34 percent of Togolese households facing difficulty meeting their food needs according to the 2015 Questionnaire on Basic Indicators of Well-Being (QUIBB).

In 2014, the results of Enquête Démographique et de Santé au Togo (EDST-III, Demographic and Health Survey) showed that more than 28 percent of children under 5 were suffering from chronic malnutrition and 6.5 percent from acute malnutrition (1.5 percent suffering from severe acute malnutrition and 5 percent from moderate acute malnutrition). The acute malnutrition rate still remains high, particularly in the regions of Kara (5.3 percent) and Savannah (7.6 percent), according to the United Nations Children's Fund (UNICEF) Standardized Monitoring and Assessment of Relief and Transitions (SMART) survey of July 2012. The 2012 Multiple Indicator Cluster Survey (MICS) revealed a stunting prevalence rate amounting to around 30 percent nationwide.

In the education sector, the abolition of school fees for primary schools in 2008 resulted in an increase in gross enrolment rates from 98 percent in 2007/08 to 125 percent in 2014/15 [4]. Net enrolment also improved, at 91 percent in 2014/15 [5]. However, completion rates are at 85 percent [6]. Gender disparity in primary schools is 0.94 in 2015. Other challenges to education include: poor or non-existent infrastructure (school premises are substandard and in deplorable condition), lack of books and didactic equipment for teachers and students, lack of basic hygiene facilities (water, toilets), lack of qualified teachers and insufficient number of teachers.

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

Response of the Government and Strategic Coordination

Togo is beginning a Zero Hunger Strategic Review which will provide a comprehensive analysis of the challenges in achieving Sustainable Development Goal 2 (SDG2) by 2030, through extensive analysis and consultations involving a wide range of government stakeholders as well as civil society, private sector, donors and international organizations. The purpose of the Strategic Review is to support efforts of the Government of Togo and other partners to eliminate food insecurity and malnutrition consistent with SDG2. The Strategic Review will offer a common and comprehensive view of national food security and nutrition challenges and priority actions, thus benefiting multiple stakeholders and informing their action plans. The process will bring together line ministries to strengthen a multi-sectorial approach to food security and nutrition, promote better coordination, provide a solid analytical foundation for discussions on SDG2 and foster synergies between programmes of various partners.

The Government of Togo is implementing the Strategy for Accelerated Growth and Employment Promotion (SCAPE) 2013–2017, a poverty reduction strategy that lays out Togo's vision on moving towards sustainable growth and development. Consultations with the main stakeholders have been engaged in by the Government with support from the United Nations country team, since the first quarter of 2016, in view of elaborating the National Development Plan (NDP) 2018–2022.

Within its social protection plan, the Government of Togo has prioritised school meals to encourage enrolment and retain children in primary schools. Since 2014, the Government has demonstrated its financial commitment to the national school meals programme through a yearly allocation of USD 2 million to support school meals activities in Togo. The June 2016 System Approach for Better Education Results (SABER) exercise showed that policy formulation and financial capacities remain at the emerging stage, and reaffirmed the Government's engagement in school meals as a safety net to promote linkages between agriculture, nutrition and education. To turn the school meals initiative into a long-lasting programme embedded in the national institutions, policies and financial systems, WFP was identified by the Government and other partners as the institution with the necessary expertise in the
areas of school meals policy and planning, procurement (including Purchase for Progress techniques) and logistics to catalyse this change.

In support of a more multi-sectorial approach, WFP will work alongside the ministries of local development, agriculture, and education to strengthen coordination mechanisms and governance of school meals.

The National Investment Programme for Agricultural and Food and Nutritional Security (PNIASAN) 2016–2025 described above and developed by all stakeholders, constitutes a frame of reference for investments in the agricultural sector. In line with SDG1, SDG2, SDG5, SDG10, SDG13 and SDG17, this new programme, which is aimed at generating and promoting a competitive and sustainable agriculture, breaks down the strategic objectives of the SCAPE and the Agricultural Policy into priority actions at the sectorial level along the lines of the Comprehensive Africa Agriculture Development Programme (CAADP).

On 11 March 2014, the Republic of Togo became the 48th country to commit to the Scaling Up Nutrition (SUN) movement. The Government of Togo is committed to addressing the issue of high child mortality rates caused by malnutrition. In addition to their efforts to integrate nutrition into multiple strategic documents, Togo has developed a National Policy for Food and Nutrition (PNAN) in 2010, and a National Strategic Plan for Food and Nutrition (PSNAN) 2012–2015. The PNAN takes into account the double burden of malnutrition, gender and human rights and the PSNAN requires increased support from technical and financial partners.

WFP activities are incorporated in the United Nations Development Assistance Framework (UNDAF). In addition, the Delivering as One platform approach agreed between the Government of Togo and United Nations (UN) agencies aims at enhancing development results and impact by bringing together the comparative advantages of the UN system within a single strategic platform.

Summary of WFP Operational Objectives

In response to the government's social protection plan which has prioritized school meals as a means to encourage enrolment in pre-school and primary schools, WFP focused its contribution on identifying sustainable solutions for a nationally-owned school meals programme through: (i) increasing institutional and human capital development at central and local levels; and (ii) strengthening linkages between local agricultural production and school meals. Furthermore, WFP is actively involved in logistics and port operations in order to facilitate the transit of shipments to countries in the Sahel region.

The Development Project 200304 is aligned with WFP Strategic Plan 2014–2017. It contributes to its Strategic Objective 3, "Reduce risk and enable people, communities and countries to meet their own food and nutrition needs" as well as Strategic Objectives 4, "Reduce undernutrition and break the intergenerational cycle of hunger". The project is also aligned with the Strategy for Accelerated Growth and Employment Promotion (SCAPE) through axis 3, “Development of human capital, the social safety net, and employment” and Outcome 2 of the United Nations Development Assistance Framework (UNDAF) 2014–2018, "Populations, mainly the most vulnerable have equitable access to quality basic social services”.

In collaboration with the WFP Centre of Excellence against Hunger based in Brazil, the country office has been working with the Government of Togo to establish an appropriate institutional framework to manage the school meals programme. Together with the Centre of Excellence, WFP Togo continues to provide technical assistance to the Government in implementing a pilot initiative “Schools of Excellence” based on the model of the Purchase from Africans for Africa (PAA) project.
Country Resources and Results

Resources for Results

In 2016, WFP Togo pursued a funding mobilization plan to support planned activities for the Development Project 200304 and undertake a Comprehensive Food Security and Vulnerability Analysis (CFSVA) in the country. The purpose of the CFSVA is to understand better the food security situation at the country level in order to help developing appropriate networks between smallholder farmers associations and linking them to school canteens. These activities were not realized due to lack of funds. The main financial partners based in Togo such as the African Development Bank, World Bank, Germany Cooperation, Embassies of Italy, USA and China as well as other United Nations (UN) agencies – United Nations Development Programme (UNDP), United Nations Children's Fund (UNICEF), International Labour Organization (ILO) – and government officials involved in food security and social protection were contacted several times for support. Only the German Cooperation responded positively and committed to contribute resources for the CFSVA although the funds have not yet been transferred. Other partners expressed their willingness but did not yet engage resources to conduct the CFSVA. The total budget required for the CFSVA is estimated at USD 250,000.

Two budget revisions (BR3 and BR4) submitted by WFP Togo to pursue capacity augmentation activities undertaken in the past years were approved, but the funds mobilized for these were not sufficient. This situation affected the implementation of some activities planned for 2016 and the expected results. As a consequence of these funding constraints, the training plan for actors involved in schools canteens in the Northern region did not take place.

WFP continues to face serious difficulties with respect to funds mobilization and more efforts need to be made to support the school meals work plan adopted by Togo following the 2016 Systems Approach for Better Education Results (SABER) exercise. The Togo country office will work closely with and seek support from the regional bureau, and from partnership and resource mobilization units in WFP Headquarters to improve its fund-raising strategy in 2017.

Achievements at Country Level

WFP provided financial and technical support to the Government to implement the recommendations from the Systems Approach for Better Education Results (SABER) exercise conducted in 2016. Achievements include:

- The revised national school meals policy should be aligned with the Sustainable Development Goals and the Zero Hunger challenge. The revised framework moves towards a national integrated school meals programme;
- The development of a national multi-sectorial framework and a national plan for resource mobilization were established. SABER results revealed that the Togo national school meals capacity index increased from 1.4 in 2012 to 1.8 in 2016;
- The sustainable school meals policy has been integrated in the updated social protection and safety net national strategic plan; and
- A Memorandum of Understanding (MOU) with the Government to develop and implement an integrated school meals programme by 2018 was signed.

In December 2016, WFP Togo organized four national school meals focal points of the Government to visit some schools of excellence in Benin. WFP Benin piloted a “school of excellence” project in partnership with the Government of Benin and with the support of the WFP Centre of Excellence against Hunger, to improve school meals through a multi-sectoral approach that combines education, local food production, nutrition and hygiene. The visit allowed the government officials from Togo to learn and share experiences and challenges on the integrated and multi-sectoral approach in the school meals programme.

The first edition of the school meals forum in Togo was organized in November 2016 with support from WFP, the World Bank and the Centre of Excellence against Hunger in Brazil. More than 600 participants from several countries (Benin, Niger, Cape Verde, Burundi, Brazil) including schoolchildren attended the forum and shared their views on school meals activities and benefits for recipient communities.
Supply Chain

The Supply Chain unit based in Togo focuses its activities on corridor management. Since the Development Project 200304 has no food component, supply chain activities are exclusively oriented towards the corridor providing logistical support to land-locked countries in the region through the ports of Ghana, Togo and Benin. This support includes the reception and delivery of food commodities for land-locked countries in the region, and the management of the Global Commodity Management Facility (GCMF) stock at the port of Lomé.

The port of Lomé is equipped with modern infrastructure which makes it the most popular port of West Africa. With 15 m of depth, this port is the deepest one in the West African coast. As such, it can handle large vessels and ensures its vocation as a port for berthing and transhipment for the sub-region. The port of Lomé has 1,752 m of platform to accommodate between 8 and 10 ships at the same time. The Sahel terminal of 40,000 m² includes a parking space for the freight transport to Burkina Faso, Mali, Niger, Benin and Nigeria. A state-of-the-art container terminal provides a very good facility for international commodity arrivals. The construction of a new road of 14.4 km contributed to facilitating the corridor operations. The investment programme in Togo includes the crossing of the “Faille d’Alédjo” (19.8 km), of mountains of “Défalé” (12.2 km) and the trade route between Togo, Burkina Faso and Niger (65.5 km).

GCMF activities in Lomé involved: 1) port formalities and shunting performed by DAMCO, the awarded forwarding agent for all GCMF commodities in Lomé port; 2) reception of GCMF commodities in DAMCO warehouse in Lomé port (DAMCO is also responsible for food commodities storage); and 3) deliveries of the tonnage sold to various destinations from DAMCO warehouse.

Implementation of Evaluation Recommendations and Lessons Learned

Two Systems Approach for Better Education Results (SABER) exercises were carried out and resulted in concrete recommendations. The following are highlights from SABER 2 exercise organized in June 2016:

- Togo national school meals policy adopted in 2014 was reviewed and updated in line with the new development agenda; and
- The Government launched a rapid evaluation process to establish an institutional framework to guide the design and the implementation of the reviewed school meals policy.

Other recommendations related to the involvement of communities, the establishment of an institutional body for school meals activities and the establishment of a national integrated school feeding programme are being implemented.

As highlighted by the June 2016 SABER exercise, the involvement of communities, including schoolchildren, teachers, farmer and women associations is essential for the development and implementation of the home grown school meals model.
Project Objectives and Results

Project Objectives

The Government views school meals as an investment of public resources in the most vulnerable population for human capital development. The school meals programme is part of a response package to advance sustainable development in targeted areas by increasing access to food, reducing hunger and maintaining children’s access to education. In support of this goal, the Government, World Bank and other partners identified WFP as the actor best qualified to convert scattered pilot school meals experiences into a long-term sustainable programme linking national institutions, policies and financial contributions. Through this project, WFP has the opportunity to help shape the emerging national school meals programme through sustainable improvement of government logistics, procurement, quality assurance, reporting, and monitoring and evaluation capacities.

In line with WFP Strategic Objective 3, Reduce risk and enable people, communities and countries to meet their own food and nutrition needs, and Strategic Objectives 4, Reduce undernutrition and break the intergenerational cycle of hunger, the objectives of the project are to: increase institutional and human capital development at central and local levels related to policy and management of the school meals; and to strengthen linkages between local production/agriculture and school meals through the provision of technical assistance to the Government and partners.

Approved Budget for Project Duration (USD)

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<td><strong>3,210,910</strong></td>
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</table>

Project Activities

WFP provided support for reinforcing national capacities for the implementation of an integrated school meals programme, to align capacity strengthening activities with findings from the Systems Approach for Better Education Results (SABER) exercise, including revision of the school meals policy in line with the Sustainable Development Goals (SDG) 2030 agenda.

In 2016, WFP reinforced advocacy work and technical guidance to participating stakeholders, and sharpened targeting criteria for the engagement of women’s groups. Sensitisation of school meals management committees on minimum standards and training in food quality control and nutritional education were conducted in order to maximise the nutritional impact. The Ministry of Social Action, Promotion of Women and Literacy is strongly engaged with this approach.

WFP continued advocating for a clear definition of roles to gradually implement sustainable home-grown school meals and strengthen coordination mechanisms and governance of school meals.

Operational Partnerships

WFP Togo, supported by the Centre of Excellence against Hunger in Brazil, worked with the Government to build a successful model based on an integrated approach. In July 2016, WFP and the Government signed a Memorandum of Understanding (MOU) for the period 2016–2018 which clarifies respective roles and responsibilities for WFP technical assistance in delivering sustainable school meals and social safety net programmes. WFP worked with:
- Ministry in charge of Grassroots Development which is the lead entity for the implementation of the school meals programme;
- Ministry of Education which is in charge of the implementation of monitoring and evaluation mechanisms and data management/analysis; and
- Ministry of Agriculture which provides support regarding food procurement and storage.

Moreover, WFP worked in partnership with other United Nations agencies including the United Nations Children's Funds (UNICEF), Food and Agriculture Organization of the United Nations (FAO), International Labour Organization (ILO) and United Nations Development Programme (UNDP) to provide technical assistance and capacity augmentation in delivering sustainable school meals and social protection, and to contribute to achieving zero hunger in the country.

WFP developed partnership with Gesellschaft für Internationale zusammenarbeit (GIZ, Germany Cooperation) for resources mobilization and joint technical assistance to promote food security and nutrition through the home grown school meals model. GIZ has among its interventions in Togo a development project Programme pour le développement rural y compris agriculture (ProDRA), and works closely with WFP country office to disseminate tools and guides related to the mapping of agricultural producers and processing actors.

WFP also engaged discussions with the African Development Bank for funding of capacity augmentation through an integrated school meals programme including Schools of Excellence.

Through the Development Project 200304, WFP worked closely with the Projet de Développement Communautaire et des Filets Sociaux (PDCplus, Community based Development and Social Safety Net Project) supported by the World Bank and the National Institute of Agriculture to enhance national capacities by providing adequate trainings to non-governmental organizations (NGOs) and local committees involved in school meals management. The mapping of farmers' organizations established in collaboration with GIZ and the Ministry of Agriculture allowed WFP and the Government to support the development of a national home grown school meals programme in which smallholder farmers organizations will play a predominant role in providing food to school canteens.

**Performance Monitoring**

In line with the Stratégie de Croissance Accélérée et de Promotion de l'Emploi (SCAPE), WFP held monitoring trainings for 65 school meals operators of the Projet de Développement Communautaire et des Filets Sociaux (PDCplus), facilitators of local non-governmental organizations (NGOs) and 40 education operators. To enhance the monitoring system in 2016, WFP provided regional education authorities with monitoring tools, including information technology to gather and analyse data collected from school meals. WFP also provided training on monitoring to 30 government officials and supported the design of the monitoring database. It also trained different stakeholders on school meals management tools (government officials, parent associations, women's organizations, NGO partner staff, and members of schools meals committees, both men and women). Ten staff of the ministries involved in school meals activities benefitted from exchange visits to learn from similar experiences of national school meals programmes linked with the local food production. During 2016, the senior staff from the Government (Minister of Grassroots Development and Minister of Education), WFP Head of office and the World Bank representative conducted two joint missions to visit school meals in Amoussime and Sikakondji primary schools in Maritimes region (Tabligbo) and provided technical support to actors involved in school canteens.

**Results/Outcomes**

The main outcome pursued by the Development Project 200304 is in relation with "ownership and capacity strengthened to reduce undernutrition and increase access to education at regional, national and community level". According to the results of the System Approach for Better Education Results (SABER) held in June 2016, the national school meals capacity index increased from base line of 1.4 in 2012 to 1.8 reaching its target for 2016. A national multi-sectorial framework was established and a national plan for resource mobilization developed.

The number of government staff trained by WFP in nutrition programme design, implementation and other nutrition related areas was 66 in 2016 compared to 35 planned. With support from WFP, the school meals policy document was reviewed in 2016.

The assessment of existing government capacities shows that the school meals programme in Togo is a latent stage in meeting standards for (i) financial capacity, (ii) institutional capacity and coordination, and (iii) design
and implementation; while the country is emerging on standards for (iv) policy frameworks and (v) community participation. Efforts are still needed to link school meals and local agriculture production.

**Progress Towards Gender Equality**

Throughout the implementation of capacity development activities and consultations with government authorities and officials at central, community and local levels, WFP continuously advocated for gender equality. Gender issues are raised with the communities to encourage girls’ enrolment.

Capacity strengthening of 30 women involved in school meals management was conducted in order for them to be able to cook adequately school meals using recipe books developed in collaboration with WFP. Out of the total of 616 women targeted for training following a request from the ministry in charge of school meals, 30 women were trained on how to set up and manage school canteens. Currently, about 500 women are targeted in 308 schools for training sessions. These training sessions will be conducted pending the mobilization of adequate funding for the recently approved fifth budget revision.

In monitoring and evaluation (M&E), five women out of ten identified as education inspectors in the northern region to supervise M&E activities at local level. The five inspectors are working closely with non-governmental organization (NGO) staff to ensure the effectiveness of school meals distribution and quality control. They are also in charge of data collection, analysis and data transmission to the office of regional education statistics.

There are three women from departments in charge of Social protection, Health and Planning, in the technical committee formed by representatives of eight ministries (Rural Development, Education, Agriculture, Finance and Health among others) involved in school meals activities.

**Protection and Accountability to Affected Populations**

During 2016, the Development Project 200304 reinforced the capacity of the Government and main stakeholders on the protection of people benefitting from the school meals programme. These sensitisation sessions focused on the rights of people involved in the national school meals programme.

**Story Worth Telling**

Afanahin Afiwa Dede is a mother of five children living in Alati village located 15 km from the town of Notsè in Togo. In October 2015, she joined the group of women in charge of preparing and distributing school meals to the 205 schoolchildren of the public primary school of Alati-Marché. The primary school of Alati-Marché is one of the schools in the Plateaux region benefiting from the World Bank Projet de Développement Communautaire et des Filets Sociaux (PDCplus). During the first edition of the school meals forum held from 23 to 25 November 2016, Afanahin Afiwa Dede shared with the public how their group increased their profit margins by linking with local food production associations.

“We used to buy food daily from the markets near the town of Notsè, which is far from our village Alati and pay transportation fees for the food purchased. This was costing us a lot of money and the expenditures were not reimbursed by the PDCplus project, reflecting significantly on our profit margins; we earn 160 CFA francs (about USD 0.26) per meal served. This was a constant source of conflict between us and the staff of AVOCH, the non-governmental organization (NGO) in charge of supervising the school meals activities.

Recently, Gomele Komlan, a member of the school canteens management committee attended a workshop organized by WFP in Lomé to validate the list of farmer associations and the local food production mapping report. Upon his return home, Gomele Komlan shared his learning from the workshop and encouraged us to link with local farmer associations to procure maize, rice and beans. In 2016, we bought 300 kg of beans and 500 kg of maize from Lolongnon association of Alati. It was difficult to procure rice locally so we continued to purchase rice from Notsè town. Buying food commodities through a local agricultural organization helped us to considerably reduce food expenditure. There is now a little more money to share between the seven of us. We really encourage WFP to collaborate with the World Bank and the Government to improve the linkage between school canteens and local farmer associations.”
Figures and Indicators

Data Notes
Cover page photo © WFP/ Agron Dragaj
Children eat school meals provided by WFP.

Project Indicators

Outcome Indicators

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<tr>
<th>Outcome</th>
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<th>Base Value</th>
<th>Previous Follow-up</th>
<th>Latest Follow-up</th>
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NCI: School Feeding National Capacity Index

COUNTRYWIDE. Project End Target: 2014.12, System assessment for benchmarking education results (SABER), Base value: 2012.12, Joint survey, System assessment for benchmarking education results (SABER), Latest Follow-up: 2016.12, WFP programme monitoring

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Partnership Indicators

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<th>Latest Follow-up</th>
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