



World Food Programme
Programme Alimentaire Mondial
Programa Mundial de Alimentos
برنامج الأغذية العالمي

Executive Board
Annual session
Rome, 10–14 June 2019

Distribution: General
Date: 21 March 2019
Original: English

Agenda item 8
WFP/EB.A/2019/8-A/11/DRAFT
Operational matters – Country strategic plans
For approval

Executive Board documents are available on WFP's website (<https://executiveboard.wfp.org>).

Draft Togo country strategic plan (2019–2023)

Duration	1 July 2019–31 December 2023
Total cost to WFP	USD 5,339,447
Gender and age marker*	3

* <http://gender.manuals.wfp.org/en/gender-toolkit/gender-in-programming/gender-and-age-marker/>.

Executive Summary

With per capita gross domestic product of USD 616 in 2017, Togo is a low-income country¹ that has reduced poverty and chronic malnutrition but still faces various development challenges. Food and nutrition security are undermined by factors such as population growth, land and environmental degradation and gender inequalities in access to resources. Limited access to nutritious food is exacerbated by a lack of reliable information on agricultural markets and cyclical climate shocks. In the 2018 Global Hunger Index Togo was ranked 80th of 119 countries. The level of hunger was classified as “serious” with 24.3 percent of the population suffering from hunger.²

The Government of Togo has laid out a cross-sector plan for the achievement of Sustainable Development Goal 2 and the national development plan for 2018–2022 serves as the framework for development in all sectors. The plan is consistent with most the attainment of the Sustainable Development Goals, and all five targets of Sustainable Development Goal 2 are ranked as national priorities.

WFP will enhance its role as an adviser and enabler of work on food and nutrition security by focusing on strengthening the capacities of national institutions in policy and programme management and the capacities of other stakeholders along the food value chain, including

¹ Countryeconomy.com. *Togo Gross Domestic Product* (<https://countryeconomy.com/gdp/togo>).

² Global Hunger Index. *Togo* (<https://www.globalhungerindex.org/togo.html>).

Focal points:

Mr A. Dieng
Regional Director
West Africa
email: abdou.dieng@wfp.org

Mr G. O. Adoua
Country Director
email: guy.adoua@wfp.org

through South–South cooperation. This approach is consistent with recommendations derived from the Togo zero hunger strategic review (2018) and lessons learned from past experience.

Gender-responsive and nutrition-sensitive programming will be mainstreamed, and WFP will work in partnership with other entities with a view to maximizing effectiveness and impact.

The country strategic plan for 2019–2023 will complement and support national efforts through two strategic outcomes:

- Strategic outcome 1: Vulnerable communities in Togo, including smallholder farmers, have efficient, equitable and inclusive food systems by 2023.
- Strategic outcome 2: National institutions in Togo have enhanced capacity to develop and manage equitable food and nutrition security policies and programmes by 2023.

The country strategic plan is aligned with the United Nations development assistance framework for 2019–2023 and the national development plan for 2018–2022, for which one of the main priorities is the reduction of poverty and inequalities. The main areas of intervention covered in the United Nations development assistance framework are sustainable and inclusive economic growth and the creation of decent jobs, human development and access to adequate social services, and sustainable management of the environment and natural resources.

Although focused on Sustainable Development Goal 2 on zero hunger, the country strategic plan will also contribute to the attainment of goal 1 on poverty, goal 3 on health, goal 4 on education, goal 5 on gender equality and women’s empowerment, goal 13 on climate change and goal 17 on partnerships.

The country strategic plan is also in line with the WFP Strategic Plan (2017–2021).

Draft decision*

The Board approves the Togo country strategic plan (2019–2023) (WFP/EB.A/2019/8-A/11) at a total cost to WFP of USD 5,339,447.

* This is a draft decision. For the final decision adopted by the Board, please refer to the decisions and recommendations document issued at the end of the session.

1. Country analysis

1.1 Country context

1. Togo is a West African low-income country with an estimated population of 7.18 million people,³ of whom 3.5 million are men and boys (49 percent), 3.7 million are women and girls (51 percent), 14.6 percent are under 5 years of age and 40.4 percent are under 15. Although 60 percent of the population currently lives in rural areas, the urbanization rate, which was 40.1 percent in 2017, is expected to increase to 43.5 percent by the end of 2019. The population is expected to double within 25 years, largely because of a high fertility rate.⁴ Twenty-five percent of households are headed by women.⁵ The proportion of households headed by men is higher in rural areas (75.1 percent) than urban ones (73.1 percent).⁶
2. The 2018 Human Development Report ranked Togo 165th of 188 countries, with a Human Development Index score of 0.503. Between 2011 and 2017, the poverty rate decreased from 58.7 to 53.5 percent. Decreases were recorded in most regions except for Maritime Region, where the poverty rate grew from 45.3 to 52.6 percent, and Lomé municipality, where it rose from 27 to 30.3 percent.⁷ Poverty is mainly a rural phenomenon, with 69 percent of rural households living below the poverty line. Poverty rates are higher in households headed by women (57.5 percent in 2015) than in those headed by men (55 percent).
3. Political tension has increased since the last presidential elections in 2015. At the end of 2017, the Economic Community of West African States (ECOWAS) called on the political parties in Togo to engage in dialogue on the implementation of political reforms, including limitation of the presidential mandate to two terms. These reforms should allow forthcoming elections, including local elections in 2019 and presidential elections in 2020, to be free and fair. They should also offer the potential for greater representation, given that women constitute only 17 percent of national parliamentarians.
4. The adult literacy rate is 67 percent: 41 percent for women against 77 percent for men.⁸ The abolition of fees for primary school in 2008 resulted in increased enrolment of both girls and boys in primary school.⁹ The national school feeding programme jointly funded by the Government and the World Bank is also playing a key role in improving primary school

³ National Institute of Statistics and Economic and Demographic Studies (*Institut national de la statistique et des études économiques et démographiques*). 2015. *Togo demographic perspectives 2011–2031 (Perspectives démographiques du Togo 2011–2031)*. Available (in French) from <https://www.worldcat.org/title/perspectives-demographiques-du-togo-2011-2031/oclc/962405517>.

⁴ *Ibid.*

⁵ Among women heads of household, 34.9 percent are married and 42.9 percent are widows. At the national level, the average age of women heads of household is 49.2 years against 44.2 years for men.

⁶ Ministry of Development Planning (*Ministère de la planification du développement*), 2016. *Unified Questionnaire on Basic Indicators of Well-Being 2015 (Questionnaire unifié des indicateurs de base du bien-être 2015)*. Available (in French) at <http://www.stat-togo.org/contenu/pdf/pb/pb-rap-final-QUIBB-tg-2015.pdf>.

⁷ National Institute of Statistics and Economic and Demographic Studies (*Institut national de la statistique et des études économiques et démographiques*). 2017. *Togo: Poverty map 2017 (Togo: Cartographie de la pauvreté 2017)*. Available (in French) from <http://www.tg.undp.org/content/togo/fr/home/library/poverty/cartographie-de-la-pauvrete.html>.

⁸ Ministry of Primary and Second Education (*Ministère des enseignements primaire et secondaire*). 2018. *Statistical yearbook of education in Togo, 2016–2017 (Annuaire statistique de l'éducation au Togo, 2016–2017), Rapport national 2018*. These data relate to girls and boys over 15 years of age and men and women.

⁹ Ministry of Development Planning (*Ministère de la planification du développement*). 2015. According to the 2015 unified questionnaire on indicators of well-being (Questionnaire unifié des indicateurs de base du bien-être 2015, available from <http://www.stat-togo.org/contenu/pdf/pb/pb-rap-final-QUIBB-tg-2015.pdf>, enrolment rates were 86.3 percent for boys and 83.6 percent for girls.

enrolment,¹⁰ retention and completion among children from poor households.¹¹ In 2017, primary school net enrolment was 93.8 percent among children aged 6–11 years (94.0 percent for boys and 93.6 percent for girls) and the completion rate was 93.6 percent (94.6 percent for boys and 92.6 percent for girls). However, completion rates for girls remained significantly lower in rural areas (83.5 percent in Savanes Region).

5. In 2017, HIV prevalence among adults aged 15–49 years was estimated to be 2.1 percent (2.7 percent for women and 1.5 percent for men).¹² An estimated 105,000 people were living with HIV/AIDS, of whom women accounted for 67 percent. In the same year, 63 percent of people living with HIV/AIDS were on anti-retroviral therapy and 66 percent of pregnant women living with HIV received treatment for the prevention of mother-to-child transmission.¹³
6. The greatest climate threats in Togo are flooding and droughts, with the worst damage recorded in Maritime Region following the overflow of River Mono in October 2018.

1.2 Progress towards SDG 2

Targets

7. The 2018 Global Hunger Index reports “serious” levels of hunger in Togo.¹⁴ The national zero hunger strategic review identifies progress towards the achievement of Sustainable Development Goal (SDG) 2 by 2030 as a priority.
8. *Access to food.* The zero hunger strategic review identifies links between food insecurity and poverty.¹⁵ Studies carried out during the formulation of the national agricultural investment programme for 2017–2026¹⁶ revealed that about 50 percent of the population is affected directly or indirectly by food insecurity, which is strongly associated with households’ income. Other underlying causes of food insecurity are insufficient harvests, soil degradation, low productivity, irregular rains, post-harvest losses, and high prices of food, which restrict access to food for the poorest population groups and put most households at risk, particularly those headed by women. Households spend an average of 63 percent of their total incomes on food. Overall, food insecurity is higher in rural areas (71 percent) than in urban areas (38.4 percent). In 2013 and 2014, households in Maritime, Centrale, Kara and Savanes regions were particularly vulnerable to food insecurity during lean seasons.
9. The monitoring of food and nutrition security in Togo is insufficient to allow projections of the impact of shocks on agriculture and food availability. The national early warning and social protection system is still underdeveloped and does not facilitate timely response to food security crises, which are caused mainly by natural disasters.
10. A study carried out by the Government, WFP and the Joint United Nations Programme on HIV/AIDS (UNAIDS) in 2014 revealed that 37.3 percent of people living with HIV were

¹⁰ Disaggregated data are not available.

¹¹ National Institute of Statistics and Economic and Demographic Studies (Institut national de la statistique et des études économiques et démographiques). 2016. *Togo poverty profile April 2016 (Togo: Profil de pauvreté, avril 2016)*. Available (in French) at <http://www.stat-togo.org/contenu/pdf/pb/pb-rap-profil-pauvrete-tg-2015.pdf>.

¹² National Council for the Fight against AIDS (*Conseil national de lutte contre le SIDA*. 2017. *2017 Annual Report (Rapport annuel 2017)*).

¹³ *Ibid.*

¹⁴ A situation is deemed “serious” when the score on the Global Hunger Index is higher than 19.9.

¹⁵ The unified questionnaire on indicators of well-being defines two levels of food insecurity: food needs met with difficulty; and food needs not satisfied over the last 12 months. In the 2015 report, 33.9 percent households were at the first level and 46.7 percent at the second.

¹⁶ Ministry of Agriculture, Livestock and Fisheries (*Ministère de l’agriculture, de l’élevage et de la pêche*). 2017. *National Agricultural Investment and Food Security Programme (Programme national d’investissement agricole et de sécurité alimentaire)*. Document adopted by the Council of Ministers.

- food-insecure, with higher prevalence in rural areas (35.8 percent) than urban ones (33.4 percent). The prevalence of food insecurity among people living with HIV was also higher in households headed by women (39 percent) than those headed by men (25.6 percent).
11. Togo imports 70 percent of its rice needs; rice consumption is high, particularly in urban areas. The country has deficits in livestock products (live animals, meat, milk, eggs and giblets) and sea products, most of which are imported according to the zero hunger strategic review.
 12. *End malnutrition.* A study conducted in 2012 by the Ministry of Health in collaboration with the United Nations Children’s Fund (UNICEF) showed that along with prevailing gender inequalities the main causes of malnutrition were lack of information and education resulting in inappropriate food management, inappropriate use of nutritious food and diets with low levels of protein and fruit.
 13. Chronic malnutrition (stunting), acute malnutrition (wasting) and anaemia are the main forms of malnutrition in Togo. The prevalence of chronic malnutrition remains persistently above the “acceptable” level set by the World Health Organization at 20 percent. At the national level, chronic malnutrition among children under 5 dropped from 29.8 percent in 2010 to 23.8 percent in 2017. Stunting affects more boys (26.2 percent) than girls (21.3 percent), with higher rates in rural (29.7 percent) than urban areas (14.2 percent) and among the poorest population groups (33.2 percent) than the wealthiest (10.9 percent).¹⁷ At the regional level, more children are affected in the regions of Savanes (29.6 percent), Maritime (28.5 percent) and Kara (28.2 percent) than in Plateaux (25.4 percent) and Centrale regions (26.7 percent) and Lomé municipality (11.4 percent).
 14. The prevalence of underweight among children aged 6–59 months is 18.0 percent, including 2.8 percent of children who are severely affected. At the national level, the prevalence of wasting increased from 4.8 percent in 2010 to 6.8 percent in 2017; the “acceptable” threshold is 5 percent. Results from the 2017 multiple indicator cluster survey revealed that boys aged 6–59 months are more affected by acute malnutrition (7.4 percent) than girls in the same age group (6.2 percent). The rates of global acute malnutrition among children aged 36–47 months (3.2 percent) and children aged 47–59 months (4.4 percent) are “acceptable”.
 15. Deficiencies in micronutrients including iron, vitamin A and iodine are a result of inadequate food consumption. More than 70 percent of children aged 6–59 months are anaemic: 25 percent mildly, 42 percent moderately and 2 percent severely. Boys are slightly more affected (71 percent) than girls (69 percent).¹⁸ More than 60 percent of pregnant and lactating women and girls and 48.8 percent of women and girls aged 15 to 49 years are anaemic, with higher rates in rural than urban areas. Fifty-three percent of children under 5 have vitamin A deficiency.¹⁹
 16. A 2018 nutrition assessment, counselling and support survey carried out in 2018 at 32 HIV treatment centres showed that 14 percent of people attending the centres suffered from wasting and 21 percent from anaemia. The highest rates of global acute malnutrition are found among children and adolescent boys and girls aged 5–19 years receiving anti-retroviral treatment (34.5 percent). Pregnant and lactating women and girls receiving anti-retroviral

¹⁷ *Ibid.*

¹⁸ Ministry of Planning, Development and Territorial Management. 2015. *Togo Demographic and Health Survey 2013–2014 2013–2014*. Available (in French) at <https://dhsprogram.com/pubs/pdf/FR301/FR301.pdf>.

¹⁹ Global Nutrition Report. *Togo country nutrition profile* <https://globalnutritionreport.org/nutrition-profiles/africa/western-africa/togo/#profile>.

- treatment are more affected by overweight and obesity (6.3 percent) than by acute malnutrition (3.9 percent).²⁰
17. *Smallholder productivity and incomes.* Despite its important contribution to gross domestic product (GDP) and employment, the agriculture sector in Togo is characterized by the coexistence of traditional, subsistence food production and the production of crops for export (cotton, cocoa and coffee). Food crops cover about 50 percent of cultivated land, with cereals accounting for 60.2 percent of this total.²¹ Food crop plots are small and scattered.²²
 18. Food production is dominated by smallholder farmers, of whom 51 percent are women, mainly labourers with limited access to land. Only 21.7 percent of women smallholders own land.²³ The use of inputs by smallholder farmers is very limited and 95 percent of them do not have access to extension services.²⁴ Although women constituted more than half of the agriculturally active population in 2013 (53.3 percent),²⁵ they have limited access to credit, inputs and agricultural equipment.
 19. Climate change – including climate shocks, especially floods, drought, uneven distribution of rain, late rains and violent winds – affects productivity and food production. Smallholders' productivity of all cereals (maize, sorghum, millet and rice) remains almost stagnant. In 2017, the productivity per hectare of the main food crops was lower than in neighbouring countries.
 20. As well as climate change, the main causes of low productivity in cereals are limited availability of farming technologies, limited access to credit and inputs such as improved seeds and fertilizers, soil degradation, land fragmentation, and uncertain land tenure, particularly for women and young people. Low agricultural yields affect the incomes and living conditions of farmers, resulting in high level of poverty. In 2014, 73 percent of the rural population had a daily income below the poverty line of USD 1.25 per day.²⁶
 21. *Sustainable food systems.* In addition to the factors that affect smallholders' productivity, the sustainability of food systems is also impeded by inadequate water control; gaps in infrastructure and conservation systems; a lack of storage facilities; and high post-harvest losses, which in 2016 were estimated at 40 percent of fruit and vegetables, 30 percent of milk and fish products and 20 percent of cereals.²⁷

²⁰ National Programme for the Fight Against AIDS and Nutrition Division (*Programme national de lutte contre le sida et Division de la nutrition*). 2018. *Report on nutrition consultations and screening for acute malnutrition among people living with AIDS and tuberculosis patients in Togo: October 2018 (Rapport sur les consultations nutritionnelles et le dépistage de la malnutrition aigue chez les PVVIH et chez les patients tuberculeux au Togo)*: Octobre 2018.

²¹ Ministry of Agriculture, Livestock and Fisheries (Ministère de l'agriculture, de l'élevage et de la pêche). 2014. *Fourth national agriculture census 2011–2014: principal characteristics of Togolese agriculture: August 2014 (quatrième recensement national de l'agriculture 2011–2014: principales caractéristiques de l'agriculture togolaise: août 2014)*. National report validated with the support of the WFP Togo country office.

²² The national average is 0.5 ha.

²³ Ministry of Women's Promotion. 2017. *Index of the status of women in Togo (Indice de la condition de la femme au Togo)*.

²⁴ Ministry of Agriculture, Livestock and Fisheries (Ministère de l'agriculture, de l'élevage et de la pêche). 2014. *Fourth national agriculture census 2011–2014: principal characteristics of Togolese agriculture: August 2014 (Quatrième recensement national de l'agriculture 2011–2014: principales caractéristiques de l'Agriculture Togolaise: Août 2014)*. National report validated with the support of the WFP Togo country office.

²⁵ 2013 National Agriculture Census (*Recensement national agricole 2013*).

²⁶ United Nations Development Programme. 2014. *Togo. Monitoring of the Millennium Development Goals: 4th report (2014) (Suivi des objectifs du Millénaire pour le développement: IV^{ème} rapport (2014))*. Available at <http://www.tg.undp.org/content/dam/togo/docs/programme/Rapports/UNDP-TG-RSOMD-IV-2014.pdf>.

²⁷ Vert Togo. 2018. *Post-harvest losses: FAO aims to help African countries – declaration of the FAO Director-General at the Malabo summit on African agriculture (Pertes d'après récolte: La FAO vise à aider les pays africains – Déclaration du Directeur général de la FAO au sommet de Malabo sur l'agriculture africaine)*. See <http://vert-togo.info>.

22. To ensure the sustainability of food systems, in line with the national development plan for 2018–2022²⁸ and addressing gender inequalities, the Government will focus on value chain development through the creation of “agropoles” aimed at increasing food crop productivity, creating decent employment in agriculture and consequently improving food security. The main objective of agropoles and “planned agricultural development zones”²⁹ is the development of value chains for agricultural products. As such, they could constitute an entry point for rice fortification activities in Togo, where rice is the main food staple.

Macroeconomic environment

23. Togo’s economic growth decreased from 5 percent in 2016 to 4.4 percent in 2017, reflecting political tensions. Growth is driven largely by the performance of the agriculture sector, which accounts for about 40 percent of GDP. Construction suffered from the retraction of public capital spending, but extractive industries (mainly phosphate, the principal source of foreign exchange) contribute significantly to the national economy. External current account deficits dropped from 11.1 percent of GDP in 2015 to 9.6 percent in 2016 and 8.2 percent in 2017 because of decreases in imports and increases in exports.³⁰

Key cross-sector linkages

24. Togo ranked 134th of the 189 countries on the 2017 Gender Inequality Index. Obstacles to gender equality include the marriage of girls and early and closely spaced pregnancies,³¹ which account for 17.3 percent of all pregnancies. Adolescent girls (some as young as 8–12 years of age) and unmarried women make up 7 percent of these early pregnancies. Many girls are forced to marry.³² Overall, the participation of women in public and political decision making is very low.
25. Despite the existence of legal instruments, violence against women and children persists. According to an analysis of the situation of street children in Togo conducted in 2015 by the Ministry of Social Affairs with technical and financial support from UNICEF, there were 5,594 street children in 2015, of whom 90 percent were boys. Street children are vulnerable to physical, psychological and other types of exploitation and abuse. Violence against women and children is related to socio-cultural and religious discrimination, which results in restricted exercise of legal and human rights, poverty, low levels of education, and the impunity of offenders.
26. Climate observations reveal an unmistakable rise in temperatures and a decrease in the frequency and regularity of rainfall, with fewer days of rain – a situation that is projected to worsen over the next 50 years.³³ In view of current projections, the development of a

²⁸ For more details on the national development plan, see section 1.4 on country priorities.

²⁹ Agropoles and planned agricultural development zones are large areas divided into plots and given to farmers. They are established by the Government for the integration of activities such as food crop production, aquaculture, processing, research, irrigation schemes and work on the establishment of land tenure security. The agropole initiatives will reinforce existing interventions in the planned agricultural development zones.

³⁰ World Bank. *The World Bank in Togo: Overview* (www.worldbank.org/en/country/togo/overview).

³¹ Institut national de la statistique et des études économiques et démographiques, United Nations Population Fund and World Bank. 2016. The fertility rate in Togo fell gradually from 6.9 births per woman in 1967 to 4.5 in 2016.

³² National programme to combat early pregnancy and marriage among adolescents in Togo (*Programme national de lutte contre les grossesses et mariages précoces chez les adolescentes au Togo*), 2015–2019. See <https://www.prb.org/wp-content/uploads/2018/04/Programme-National-de-Lutte-Contre-les-Grossesses-et-Mariages-chez-les-Adolescents-en-Milieu-Scolaire-et-Extrascolaire-au-Togo-2015-2019.pdf>.

³³ WFP. 2018. *Annual performance report for 2017*. Available from <https://docs.wfp.org/api/documents/5c0a93ecec0f4dcc9916c3978bae238e/download/>. The following are the associated impacts on the main sectors considered sensitive.

- In the energy sector the lowest capacity to respond would be in Savannah Region, which already faces the highest regional poverty rate and increasingly scarce wood resources, aggravating food and nutrition insecurity.
- Water resources would be severely affected, with decreases in water stocks.

framework for drought risk reduction is vital to building coping capacities at the local, regional and national levels. Such a framework would need to emphasize the importance of identifying drought risks, carrying out assessments of impacts, vulnerability and capabilities and developing early warning and communications systems.

27. Following adoption of the 17 SDGs, Togo became a voluntary pilot country for implementation of the 2030 Agenda and activities for the achievement of the SDGs.³⁴ All the SDGs and their targets and indicators are integrated into the national development plan, of which two of the three pillars – development of the agriculture and industrial sectors and inclusive social development – relate to all the SDGs.

1.3 Hunger gaps and challenges

28. The zero hunger strategic review identifies further drivers of food insecurity and malnutrition in Togo:
- Intersector coordination is weak.
 - A lack of sustainable financial resources results in national budget allocations to agriculture being lower than the recommended 10 percent.³⁵ Credit, insurance and financial services remain underdeveloped and access to them is difficult for smallholders.
 - Despite the Government's decentralization efforts, policies and programmes do not take sufficient account of regional differences.
 - Underdevelopment and gaps in infrastructure restrict market connectivity and private sector investments.
 - Inadequate basic social infrastructure, including school buildings without kitchens, water supplies or storage facilities, hampers implementation of school feeding activities. This is exacerbated by recurring constraints in terms of the number of qualified teachers and the availability of teaching materials and separate toilet facilities for boys and girls.
 - There are challenges in targeting and reaching the most vulnerable population groups, and monitoring and evaluation mechanisms are weak.
 - The scope and coverage of social protection programmes are limited.
 - A lack of adequate warehousing and weak post-harvest management in terms of infrastructure and the management of aflatoxins and insects impede food quality.
 - Pesticides are overused.
 - Measures for the promotion of diversified and fortified foods are lacking.
 - The national multisector platform for disaster risk management is weak.
 - The new national agency of civil protection is too weak to coordinate responses to emergencies, including social crises.

- In agriculture, forestry and land use, declines in the supply of vegetables, meat and fish and their availability in cities could lead to social tensions, socio-political crises, loss of income for producers, land degradation, pest invasions of crops, livestock and fishing stocks, wood shortages and the disappearance of wetlands.
 - In human settlements, massive rural exodus, the spread of infectious illnesses and other impacts would entail additional expenses and aggravate food insecurity.
 - In coastal zones erosion would cause the loss of goods and physical resources.

³⁴ *Coastal erosion and man's behavioural response in Togo (Erosion littorale et acteurs sociaux. L'exemple du Togo)*. Available at https://www.persee.fr/doc/bagf_0004-5322_1991_num_68_3_1578.

³⁵ New Partnership for Africa's Development. 2003. *Maputo Declaration on Agriculture and Food Security in Africa*. Available at <http://www.fao.org/3/AD120E/AD120E01.htm>; see also <http://www.nepad.org/resource/au-2003-maputo-declaration-agriculture-and-food-security>.

- Gender inequalities are rife.
29. The zero hunger strategic review includes recommendations aimed at achieving food security and addressing malnutrition: strengthening the perception of access to food as a right and reinforcing governance related to food security; encouraging sustainable school feeding, health and nutrition, with nutrition education and cash-based transfers targeting vulnerable people; strengthening the monitoring of food and nutrition security and information on agricultural markets; and promoting vocational training in agriculture and nutrition.

1.4 Key country priorities

Government

30. The Government has developed a cross-sector approach to the achievement of SDG 2. Its national development plan for 2018–2022 focuses on the reduction of poverty and inequalities; emphasizes leadership, partnerships, accountability, results-based management, equality and inclusion; and promotes gender equality and women's empowerment as central to the achievement of food security and nutrition. The plan is consistent with most SDGs and the five targets of SDG 2 are ranked as national priorities. The plan is articulated around three strategic pillars: development of a logistics hub and regional business centre in Lomé; development of the agriculture and industrial sectors; and inclusive social development. Sector policies developed in recent years articulate the Government's priorities in core sectors.
31. The national programme for agriculture for 2017–2026 has the aim of increasing the overall productivity of the agriculture sector by 10 percent, doubling the incomes of smallholder farmers and creating 15,000 new jobs in agriculture and a further 2 million in related sectors by 2026.³⁶ The national agricultural investment programme is a key driver of agricultural policy implementation and promotes women's empowerment, particularly through enhanced access to productive assets for food production, livestock and fisheries. Togo has been a member of the Comprehensive Africa Agriculture Development Programme since 2009.
32. The emergency community development programme for 2016–2018 (which has been extended to 2020) is funded by the governments of Togo and Japan and implemented by the United Nations Development Programme (UNDP). Its overarching objective is to transform the living conditions of the population and reduce social inequalities, including gender inequalities, through the improvement of basic socio-economic infrastructure, enhanced agricultural production, processing systems and access to credit, and capacity strengthening in rural entrepreneurship, the building of information systems and the strengthening of monitoring and evaluation.
33. The 2013 gender-responsive national policy on social protection was updated in 2018 with the support of UNICEF and the International Labour Organization. In response to the 2015 spikes in food prices³⁷ and recurrent floods, the Government decided to establish safety nets for the assistance of vulnerable people in order to alleviate poverty and food insecurity. Since 2017, the establishment of a single registry of vulnerable people for social programmes is being discussed under the leadership of UNICEF, the World Bank and the International Labour Organization.

³⁶ WFP. 2017. *Community-based school feeding programme in Togo. Standard project report 2017.*

³⁷ National Institute of Statistics and Economic and Demographic Studies (Institut national de la statistique et des études économiques et démographiques) and Ministry of Development Planning (Ministère de la planification du développement). 2016. *Indice harmonisé des prix à la consommation - Mai 2015.* Available at <http://www.stat-togo.org/content/pdf/pb/pb-mensuelle-ihpc-tg-2015-05.pdf>.

34. The Government has provided school feeding as a safety net for children and their families since 2008 and its school feeding programme currently covers 304 primary schools nationwide. With the support of WFP, a national school feeding policy has been developed and updated in line with the SDGs; a draft law on integrated school feeding was prepared in 2017. Both the updated school feeding policy and the draft law are currently under review by the Government before approval by the national assembly.
35. Currently, in addition to contributions from small-scale local initiatives, school feeding is funded by the Government, providing USD 1.7 million a year since 2014, and the World Bank, with USD 3.4 million a year since 2008. The *Agence nationale d'appui au développement à la base* manages implementation of the Government's school feeding activities. During the 2017/18 school year, school meals were provided to 91,319 primary schoolchildren aged 6–11 years (47,622 boys and 43,697 girls) in 304 of the country's 6,380 public schools.³⁸
36. The national environmental action plan, national environment management programme and national sustainable development strategy address challenges relating to high poverty rates, which are exacerbated by the negative impacts of climate change, which increases the vulnerability of productive sectors and the pressure on natural resources.³⁹
37. The national policy on gender equality adopted in 2011 is currently under review. It highlights the Government's commitments to the achievement of gender equality in Togo and provides the basis for WFP's pursuit of a gender-transformative approach to the attainment of food security in the country.⁴⁰
38. The first axis of the national health development plan for 2017–2022 is focused on nutrition-sensitive activities, along with with HIV and social protection mechanisms. The aim is to accelerate the response to HIV. The national health development plan and the national strategic plan for addressing HIV in 2016–2020 recommend enhancing the mainstreaming and integration of nutrition activities into the package of services offered to people living with HIV, particularly pregnant and lactating women and girls and children aged 6–59 months.

United Nations and other partners

39. The United Nations development assistance framework (UNDAF) for 2019–2023 supports the work in the economic, social and political pillars of the national development plan. Its main areas of intervention are sustainable and inclusive economic growth and the creation of decent jobs, human development, access to adequate social services, and sustainable management of the environment and natural resources. The UNDAF emphasizes collective outcomes and partnerships aimed at achievement of the SDGs and includes measures for mainstreaming protection and gender considerations into all aspects of United Nations support for the Government. WFP will collaborate with other United Nations agencies that have a role in food and nutrition security, including the Food and Agriculture Organization of the United Nations (FAO), UNICEF, UNDP, the Office of the United Nations High Commissioner for Refugees, UNAIDS and the United Nations Population Fund (UNFPA).

³⁸ National Basic Development Support Agency (*Agence nationale d'appui au développement à la base*). 2018. *Directory of schools benefiting from school canteens with Government and World Bank funding in 2017–2018, review report (Répertoire des écoles bénéficiaires des cantines scolaires pour l'année scolaire 2017-2018 sur financement État et Banque Mondiale, Rapport bilan)*.

³⁹ Government of Togo. 2015. *Intended nationally determined contribution (INDC) within the framework of the United Nations Framework Convention on Climate Change: September 2015*. Available at https://www4.unfccc.int/sites/submissions/INDC/Published%20Documents/Togo/1/INDC%20Togo_english%20version.pdf.

⁴⁰ WFP. 2018. *Togo transitional interim country strategic plan (year 2018)*. Available at <https://docs.wfp.org/api/documents/WFP-0000022258/download/>.

2. Strategic implications for WFP

2.1 WFP's experience and lessons learned

40. After a ten-year break during a period of political unrest, WFP reopened its office in Togo in 2005. With a clear focus on food security and nutrition, WFP initially provided assistance to internally displaced persons, refugees (from Ghana and Côte d'Ivoire in 2011) and vulnerable people affected by emergencies such as natural disasters or high food prices.
41. Following a World Bank and WFP joint mission in 2011, which recommended engaging in sustainable school feeding, WFP moved towards the pursuit of more sustainable outcomes focusing on the strengthening of institutional capacities in school feeding at the national and local levels.
42. In 2016, a national capacity assessment based on the System Approach for Better Education Results concluded that the school feeding programme in Togo contributed to the improvement of girls' access to and attendance in school and highlighted the need to direct more attention to sustainability, capacity strengthening, the financial framework, community participation, costs and quality control.
43. The assessment of the national school feeding project completed in 2016 with support from the World Bank indicated that results exceeded expectations in the 304 school canteens covered by the project. Findings showed positive effects on selected education indicators such as access to and retention and achievement in school, nutrition status and household incomes. The assessment also revealed that a gender-responsive integrated approach that links activities in the areas of education, health, hygiene, local production and food quality control would enhance the programme's impact.
44. Experience shows that strengthening the education and nutrition components of school feeding programmes has positive effects on food security, particularly when school feeding programmes incorporate deworming, hygiene and sanitation activities and are linked to the establishment and management of school or community gardens. The WFP home-grown school feeding (HGSF) approach, which fosters links to local production through work with smallholder organizations, has recently been tested at a small scale in Togo.⁴¹ It is now recognized that the promotion of local products, school gardens, exchange visits, the involvement of communities (teachers, caregivers and local management committees) in the management of school canteens, the participation of selected smallholders and the availability of management tools are prerequisites for an efficient approach to school feeding in which schools serve as entry points for local development interventions.⁴²
45. The regional synthesis report on operation evaluations in West and Central Africa from 2013 to 2017⁴³ included recommendations that provide strategic guidance for the country office, such as broadening support for national social protection mechanisms, investing in operation design for increased effectiveness, improving monitoring and information management systems, and enhancing WFP's enabling role. The Togo country strategic plan addresses these recommendations.

⁴¹ A joint initiative of ECOWAS, the *Agence régionale pour l'agriculture et l'alimentation* and WFP implemented by a local non-governmental organization in six schools in Savanes Region.

⁴² Samlaba, Y.W. and others. 2017. *Etude avantage couts des repas scolaires au Togo*. Etude réalisée en collaboration avec le Centre d'excellence du PAM contre la faim et le Gouvernement togalais. P.37 (not available online).

⁴³ Excerpts from a Regional Bureau for the West and Central Africa Region Synthesis of Operation Evaluation 2013–2017 (August 2017) prepared by Filippo Pompili (not available online).

46. One of the main findings of the 2016 evaluation of the capacity development policy was “If WFP [were] to achieve the vision laid out in the Strategic Plan 2017–2021, its commitment to addressing capacity strengthening must be sincere, systematic and sustained”.⁴⁴

2.2 Opportunities for WFP

47. The zero hunger strategic review identifies sustainable school feeding based on local production as a priority area for the achievement of zero hunger in Togo. The review also highlights two major systemic challenges: insufficient organization of the value chains for food crops; and poor regulation mechanisms. Consultations with stakeholders during the formulation of the country strategic plan (CSP) confirmed that school feeding and challenges in food systems, including gender inequalities, are areas where WFP could strengthen its position as the Government’s core partner in fostering gender-transformative approaches to the achievement of food and nutrition security.
48. Exploring the possibilities for developing HGSF in Togo, in 2018 the Government requested the support of WFP and the Centre of Excellence against Hunger in Brazil for the design and testing of a new HGSF model through a pilot involving 100 “schools of excellence”. The HGSF model will be based on and aligned with the national school feeding policy and will promote an integrated, multisector approach through the inclusion of agriculture, health (including HIV response), education, gender and rural development components. Lessons learned from the pilot will inform a Government-led roll out planned for 2022.
49. WFP has demonstrated experience in local sourcing having procured more than 50,000 mt of cereals in Togo between 2008 and 2012 through a national network of small producers identified by the national agency for food security. Strengthening the links among local production, support for agriculture and school canteens would provide an opportunity for strategically positioning WFP to foster a more systematic approach that enhances sustainable national food production systems while promoting resilient agricultural practices. This would entail the integration of actions such as cash-based transfer and marketing programmes aimed at addressing food shortages during the lean season, boosting incomes in good years and facilitating access to markets equitably for women and men. Priority will be given to farmers in planned agricultural development zones and agropoles, women smallholders who own land and women’s organizations located near schools.
50. A preliminary framework for early warning and social protection has been used since 2012. However, the framework does not have national coverage and does not cover certain operational functions. For example, delays in the communication of information result in slow responses. This gap provides an opportunity for WFP to work with the Permanent Inter-State Committee on Drought Control in the Sahel (CILSS) and FAO on the development of a more efficient decentralized framework. WFP’s expertise will enable it to integrate food security monitoring into the existing multisector early warning and social protection system, with particular attention to the collection, analysis and use of disaggregated data.
51. In line with the first strategic priority of the national development plan on development of the port of Lomé as a logistics hub of excellence, the country office has been using the port for decades as a point of entry and management facility for food assistance for Sahel countries. Leveraging its global supply chain expertise, WFP will explore opportunities for offering additional technical assistance and services to the Government and the

⁴⁴ WFP Office of Evaluation. *Evaluation of WFP’s Policy on Capacity Development: an Update on Implementation (2009)*.

Available at

https://docs.wfp.org/api/documents/4ab4ff7d3cb24a6791d7711ab59f90db/download/?_ga=1.195107884.1813024777.1466407627.

humanitarian community in Togo and neighbouring countries in support of the achievement of zero hunger.

52. United Nations agencies and national partners have been implementing successful initiatives for addressing malnutrition and its causes in Togo. During implementation of the CSP, WFP will therefore focus its support for the Government on school feeding and local development with a view to reaching SDG 2. Opportunities for partnerships on addressing malnutrition may be explored later.

2.3 Strategic changes

53. WFP will leverage its experience and comparative advantages in order to enhance its enabling and advisory role in support of the Government's achievement of national targets and priorities for zero hunger. During CSP implementation, WFP will support the Government and national stakeholders in:
- strengthening agricultural value chains, working in planned agricultural development zones with the aim of enhancing local production and conservation, promoting smallholders' networks and facilitating equitable access to markets;
 - designing, testing and rolling out a national, gender-responsive sustainable HGSP programme;
 - developing local and national emergency preparedness and response capacities and early warning systems; and
 - improving the shock-responsiveness of existing safety nets by focusing on consolidation and data analysis aimed at deriving the most accurate, disaggregated, relevant and timely information on food security, including through food security and vulnerability analysis and food security and nutrition monitoring systems.
54. The country office will serve as an interface in South–South cooperation, connecting national stakeholders to the WFP Centre of Excellence in Brazil in order to help implement national food security and nutrition programmes. WFP will also facilitate South–South cooperation on the development of systems for effective climate adaptation and resilience planning and programming.
55. In collaboration with headquarters and the Regional Bureau in Dakar, the country office will elaborate a capacity strengthening strategy in the first months of CSP implementation, ensuring the participation of government counterparts and other stakeholders in an inclusive and equitable process.

3. WFP strategic orientation

3.1 Direction, focus and intended impacts

56. Through implementation of the CSP for 2019–2023, the country office aims to enhance its position as an enabler and to leverage WFP's global expertise in supply chains, food procurement and emergency preparedness and response by supporting the Government in:
- reinforcing food systems equitably, from production through transformation and marketing to consumption, including by addressing post-harvest losses, crop conservation and poor food price regulation mechanisms (strategic outcome 1);
 - implementing and expanding an environmentally and socially sustainable, equitable and inclusive national school feeding programme with a dedicated national budget increasing from USD 2 million to USD 10 million by 2025 (strategic outcome 2); and
 - strengthening the national early warning system for emergency response and the food and nutrition security monitoring mechanism with a view to improving the nutrition status of vulnerable people, including those living with HIV or tuberculosis

(strategic outcome 2), and integrating indicators of emergency preparedness and response into the monitoring mechanism, thereby enhancing smallholders' access to information for improving their agricultural production and access to markets (strategic outcome 1).

57. The two interrelated strategic outcomes are in line with national priorities, recommendations from the zero hunger strategic review and inputs received during extensive consultations with stakeholders from the Government, United Nations agencies, civil society organizations working on food and nutrition security and HIV, and women's networks.
58. WFP will leverage its experience with the HGSF approach (activity 2) in order to provide technical and coordination support to the Government for strengthening the capacities of smallholder farmer associations and communities through the improvement of local food value chains and smallholder agricultural markets (activity 1), with attention to gender equality and the empowerment of women smallholder farmers. Throughout the CSP period, WFP will advocate for the expansion of school feeding coverage beyond 20 percent of schools after 2025 (activity 2).
59. Implementation of the CSP will contribute to the achievement of SDG 2 on zero hunger and SDG 1 on ending poverty, SDG 3 on health, SDG 4 on education, SDG 5 on gender equality and women's empowerment, SDG 13 on climate action and SDG 17 on partnerships.
60. WFP will encourage the Government to ensure that the design and implementation of activities are gender-transformative and address the needs and interests of elderly people, persons with disabilities and people living with HIV.

3.2 Strategic outcomes, focus areas, expected outputs and key activities

Strategic outcome 1: Vulnerable communities in Togo, including smallholder farmers, have efficient, equitable and inclusive food systems by 2023

61. This strategic outcome has the aim of promoting efficient and inclusive food systems by combining the fostering of markets for smallholders with school feeding activities (strategic outcome 2) through the facilitation of equitable access to markets for women and men smallholders and increasing their resilience and incomes; and strengthening of the Government's capacities to manage and enhance food systems, from food production through food transformation and marketing to consumption. Targeted smallholder farmer organizations will include both food producers and food processors.

Focus area

62. Strategic outcome 1 focuses on resilience.

Expected outputs

63. This strategic outcome will be achieved through the following three outputs:
 - Food producers and processors benefit from increased technologies and knowledge relating to storage, reduced post-harvest losses and food processing and fortification that increase their incomes and their resilience to shocks, including climate shocks.
 - Smallholders, mainly women landowners, have improved access to markets and information that enhances their incomes and role in the value chain, including in relation to home grown school feeding.
 - Supply chain actors in targeted areas benefit from enhanced technical support for improved supply chain efficiencies, including quality control, that improves their access to high-quality, nutritious and affordable food.

Key activity

Activity 1: Facilitate equitable access to markets and provide technical support with regard to supply chain, quality standards, food safety and fortification to selected food processors and smallholder farmers

64. In partnership with the centres of excellence in Abidjan and Brazil, FAO, CILSS, ECOWAS and its Regional Agency for Food and Agriculture, the German Agency for Technical Cooperation (GIZ), the Ministry of Agriculture and its technical departments, national non-governmental organizations (NGOs), local professional networks and national regulatory control bodies, WFP will support the Government in integrating a food security and nutrition monitoring system into national food systems and will provide technical assistance for the design of a road map for pro-smallholder procurement that is inclusive and equitable and that:
- promotes the introduction and development of a nutritious food value chain, including food processing, diversification and fortification, and coordinates partners' work in support of farmers (men and women) producing crops (strategic outcome 2);
 - establishes a sustainable model for institutional purchases, including a coherent and sustainable market information system for food prices with a view to establishing a guaranteed and stable volume of demand (strategic outcome 2);
 - facilitates linkages between smallholder farmers and school feeding activities, allowing fair and open negotiations between farmers and buyers using common price information sources (strategic outcome 2);
 - stimulates supply chain efficiencies, including through the management of post-harvest losses and quality control, and enhances the Government's capacity to improve mechanisms that facilitate the provision of services related to the supply chain (training and market information), targeting the national institute of agricultural research at its national and subnational levels; and
 - provides smallholders with access to climate services including early warning and preparedness for informing their decision making and helping them to maintain or improve their food security.
65. It will be essential for WFP to advocate for training and workshops for targeted people in order to assist the Government in achieving better results.
66. To facilitate linkages between local production and schools and encourage schools to participate in the value chain, the focus of this activity will be on smallholders from the northern regions of Savanes, Kara and Central, which are the poorest and most food-insecure regions in the country where 214 of the 304 schools in the national school feeding programme are located. During the course of CSP implementation, WFP will target 60 percent of the 575 smallholder organizations (of both producers and processors) that have been identified and mapped by WFP and GIZ. One person per organization will be targeted and 70 percent of these targeted smallholders will be women. It is expected that at least half of the 575 organizations will have been reached by the end of 2020, with completion scheduled for 2022. The Government's priorities will inform the planning of future expansion and coverage.

Strategic outcome 2: National institutions in Togo have enhanced capacity to develop and manage equitable food security and nutrition policies and programmes by 2023

67. This strategic outcome has the aim of strengthening national capacities – through the ministries of agriculture, grassroots development, pre-, primary and secondary education, women, and health and social protection and other national institutions – for the implementation of a sustainable national school feeding programme and related food security and nutrition policies and programmes including those for emergency,

preparedness and response. WFP will leverage its experience with the HGSA approach in order to stimulate national food value chains and equitable access to markets for women and men smallholders (strategic outcome 1).

Focus area

68. Strategic outcome 2 will focus on the root causes of food and nutrition insecurity with a view to alleviating vulnerability.

Expected outputs

69. This strategic outcome will be achieved through the following four outputs:

- Schoolchildren benefit from the effective and equitable implementation of the national school feeding programme, gaining access to adequate local nutritious school meals through enhanced local sourcing.
- Targeted vulnerable populations in Togo benefit from an improved food security and nutrition monitoring system integrated with an early warning system for emergency preparedness that improves their resilience to shocks.
- Targeted vulnerable populations, children, pregnant and lactating women and girls, including people living with HIV or TB, benefit from enhanced nutrition services that improve their nutrition status and livelihoods.
- Food-insecure populations benefit from improved supply chain capacity that protects access to food.

Key activity

Activity 2: Provide policy support, technical assistance and transfer of capacities, including through South-South cooperation, to national institutions in the effective and equitable implementation of the school feeding programme, nutrition services, improvement of supply chain management and capacities, improvement of monitoring systems and strengthening of emergency preparedness mechanisms

70. In collaboration with the Brazil Centre of Excellence and the country office, the Government has designed a concept note for the development of a “schools of excellence” initiative and elaborated an initial road map, including a budget, targeting criteria, a resource mobilization plan and a project design with a long-term support plan. Working closely with the centre of excellence, the country office will foster stakeholders’ commitment and finalize the concept note within the first six months of CSP implementation. The road map will then be finalized and will guide the development and implementation of the schools of excellence initiative until its roll-out, which is expected to begin in 2020.
71. WFP’s support for the development of the ‘schools of excellence’ initiative, which promotes HGSA, will be multidimensional, with engagement at the institutional, financial, organizational, legal and operational levels. WFP will focus on capacity strengthening at the central and decentralized government and the community levels with a view to strengthening the formulation of policies and legislation, including the finalization of an inclusive, rights-based national school feeding policy and a law for integrated school feeding interventions. WFP’s support will include resource mobilization, and monitoring and evaluation aimed at ensuring the institutional and operational effectiveness of the approach.
72. WFP will assist the Government in improving the efficiency and effectiveness of multisector coordination platforms promoting the HGSA approach, which will be developed through the schools of excellence pilot. Each concerned ministry (agriculture, health, finance and education) will define its own role and budgetary allocations within the initiative.
73. While providing the Government with technical assistance for the development and implementation of the schools of excellence initiative in 100 schools, WFP will continue to give technical advice on the existing national school feeding programme and the 304 school

canteens involved in it, focusing on strengthening of the national policy framework and expansion of a sustainable, equitable and inclusive national programme.

74. In linking school feeding (strategic outcome 2) to food systems (strategic outcome 1) WFP will work through the Ministry of Agriculture, supporting the Government in promoting the use of fresh and transformed local nutritious products to replace some imported products in school menus, thereby improving the nutrition status and ability to learn of girls and boys attending schools.
75. WFP will also support the Government by providing nutrition education in schools and the communities around them in order to increase the impact of school feeding on the nutrition status of schoolchildren, in collaboration with FAO and UNICEF.
76. WFP will provide technical assistance for nutrition assessment, counselling and support, including screening activities and the production of (disaggregated) statistics on nutrition in support of national HIV and TB programmes, in collaboration with UNAIDS, UNFPA and UNICEF and mainly at health centres in rural and semi-urban areas.
77. WFP will provide technical support to national and local institutions in the development of systems for more effective services in preparation for, response to and recovery from climate shocks and slow-onset changes.
78. WFP will strengthen the Government's capacities to promote the participation and inclusion of women and will foster equitable access to markets by facilitating awareness campaigns and the exchange of experience through South-South cooperation.

3.3 Transition and exit strategies

79. As an enabler, the country office focuses on capacity strengthening and long-term support for the Government in the establishment of autonomous and sustainable programmes and systems by 2030. The Government is expected to contribute 50 percent of the budget for the first CSP (2019–2023), increasing to 75 percent for the 2024–2029 CSP and reaching 100 percent by 2030, thus achieving a fully autonomous sustainable national school feeding programme. The country office will continue to advocate for expansion of the national school feeding programme.
80. A phased transition strategy will outline milestones in the strengthening of government capacities during the five-year CSP period, in line with the road map that will be developed in collaboration with the centre of excellence for the development and implementation of the school feeding initiative and the Government's goal of implementing a sustainable, integrated school feeding programme with linkages to local production by 2025. The strategy will be prepared in collaboration with the Government and core partners. WFP will direct particular attention to the integration of gender-transformative approaches and progress towards gender equality.
81. Informed by a capacity needs assessment and WFP's capacity strengthening strategy (see paragraph 55), a phased exit strategy for food systems will be defined during CSP implementation. It will then be refined and adjusted for 2030 or later.

4. Implementation arrangements

4.1 Beneficiary analysis

82. WFP will support the Government and other national and local stakeholders in promoting equitable access to markets for approximately 345 smallholders (241 women and 104 men food producers and processors) and enhancing local food value chains (supply chains) at a wider scale.
83. WFP will continue to strengthen the Government's capacities to manage the schools of excellence initiative. WFP will indirectly assist 25,000 children attending primary schools,

improving their nutrition and health and consequently their performance at school. In addition, activity 2 will contribute to the enhancement of linkages among social protection, health and education, including for people living with HIV, and the integration of gender considerations in school feeding interventions.

84. Indirect beneficiaries, including schoolchildren, smallholder farmers, core stakeholders in the value chain (such as food processors and regulatory bodies) and the population at large, will benefit from the improved capacity of government institutions to manage an equitable national school feeding programme and stimulate sustainable value chains for food.

4.2 Transfers

Capacity strengthening including South-South cooperation

85. In close collaboration with development partners, WFP will continue to strengthen the capacity of government counterparts, including decentralized institutions and local communities, in gender-responsive safety net systems while maintaining its capacity to deliver humanitarian assistance in the event of natural (droughts and floods) and socio-economic shocks (market and social crises), when required.
86. In supporting national and local institutions, WFP will use a multistakeholder, holistic and demand-driven approach that strengthens systems and is gender-transformative.
87. Since 2011, school feeding and integrated safety net systems have been supported by successful South-South cooperation with WFP's Centre of Excellence in Brazil. In 2015 and 2016, the centre of excellence supported Togo's participation in the Global Child Nutrition Forum for knowledge exchange. Since 2014, a framework designed in partnership with the African Union has been used to support country-level advocacy aimed at encouraging the Government to increase the budget allocated to the agriculture sector and national school feeding programmes. Use of the framework has facilitated the following achievements to date: revision of the 2013 national school feeding policy in order to bring it into line with the SDGs; elaboration of a draft law on and allocation of an annual budget of USD 2 million to school feeding; development of management tools; and establishment of a transitional national coordination institution.
88. By providing the Government with the tools it needs for the design, implementation and management of strategies, WFP's technical assistance will contribute to the Government's readiness to deliver on its long-term commitment to enhancing the coverage of the school feeding programme.
89. WFP will facilitate exchanges of knowledge and expertise through South-South cooperation with the Centre of Excellence against Hunger in Brazil and the newly created Abidjan Centre of Excellence with a view to strengthening national and community-level capacities for equitable and inclusive management of the school feeding programme. The country office will seek to enhance knowledge exchange with other country offices in the region.
90. Opportunities for collaborating with the Centre of Excellence in China on the provision of support for smallholders' value chains, the Centre of Excellence in India on nutrition-sensitive programming, and the Global Post-Harvest Knowledge and Operations Centre in Uganda will be explored.

4.3 Supply chain

91. For strategic outcome 1, WFP will conduct assessments with integrated gender and age analyses and provide smallholder farmers and selected food processors with technical and material assistance in food storage, transportation, safety and quality management aimed at reducing the barriers to diversification of the local food supply and enhancing access to market information through the linking of associations of smallholder farmers and food processors to the school feeding programme.

92. Given the supply chain challenges such as lack of storage capacity and gaps in food processing, transformation and quality control, for strategic outcome 2 although WFP will not intervene directly in transport, its technical assistance for the development of supply chain capacities will include training modules in and support for the development of storage, conservation at the school level and capacities in supply chain management in line with WFP Strategic Result 4.
93. WFP will leverage its supply chain expertise, including in port operation and corridor management, partnerships with government institutions, United Nations agencies and other stakeholders.

4.4 Country office capacity and profile

94. WFP's country office in Togo has been headed by a deputy country director since August 2018 and is composed of two operational units: a programme, logistics and supply chain unit with responsibilities that include corridor management; and a supporting administrative and finance unit, which includes information and technology expertise. Other functions are supported by the Benin country office.
95. To ensure organizational readiness, the Togo country office will ensure that all of its employees are fully aware of existing opportunities and challenges through the use of effective and inclusive communication systems that foster the commitment and full engagement of staff.
96. As most of the technical skills and competences needed can be sourced locally, the country office will acquire most of its expertise and staff from the local labour market, hiring international officers in order to meet short-term needs and provide specific technical expertise in, for example, food systems, food technology, value chain analysis and development, and compliance. The country office will also optimize the use of technical missions and expertise from the Regional Bureau in Dakar and headquarters in order to advance progress towards the goals of the CSP.
97. The development of staff skills and capabilities will be a priority for the country office. A learning and development strategy will be put in place and its implementation will be monitored with a view to enhancing the quality of the services provided and performance.
98. For implementation of the CSP in 2019–2023, the country office plans to recruit four additional staff members: a programme officer, a finance associate, a programme assistant for monitoring and evaluation and a staff assistant.

4.5 Partnerships

99. When entering partnerships, the country office will seek complementarities in order to generate greater impact in selected geographical areas and avoid duplication. WFP will work closely with the Government and its ministries on building a successful, equitable and integrated school feeding programme; establishing effective and strategic collaboration with the World Bank, the African Development Bank and ECOWAS on the provision of support for school feeding and food systems; reinforcing joint programming and implementation with UNAIDS, UNICEF and the World Health Organization and with national development projects in order to ensure that complementary inputs and services are offered to schools, including water, sanitation and storage facilities, kitchen equipment, hygiene services, nutrition education and sensitization on HIV and gender issues; ensuring the provision of equitable support to associations of stakeholders along the food value chain in order to facilitate the development of partnerships at the local and national levels; liaising with FAO, GIZ and the Ministry of Agriculture on joint support for smallholders' productivity with the objective of sourcing food for school canteens from smallholders; supporting technical studies such as the mapping of food security and vulnerability with CILSS and GIZ; and exploring collaboration with civil society organizations that support gender equality and social justice

in order to facilitate the implementation of activities for the achievement of equitable and empowering outcomes. The country office will partner with the national institutions involved in gender equality and the empowerment of women, including the Ministry of Women and academia, and with women's networks.

5. Performance management and evaluation

5.1 Monitoring and evaluation arrangements

100. WFP will support the ministries of grassroots development, education and agriculture in strengthening existing monitoring, evaluation and reporting structures and strengthening the capacities of staff at both the central and decentralized levels in monitoring and reviewing progress in capacity strengthening and towards achievement of the SDG targets for zero hunger. Monitoring and evaluation systems will be gender-responsive and consistent with the framework for performance management of the national development plan.
101. Baselines for outcome and cross-cutting indicators, disaggregated by sex, age and category of vulnerability, will be established during the three months preceding and the first three months of CSP implementation. The design of baselines and indicators will be informed by WFP's guidance on country capacity strengthening and the results of the System Approach for Better Education Results surveys, which will be carried out every two years – in 2019, 2021 and 2023.
102. The country office will carry out a comprehensive mapping of stakeholders' capacity needs and capacity assessments with integrated gender and age analyses in order to inform its planning of capacity strengthening in nutrition, school feeding, food transformation and conservation, and the facilitation of access to markets for smallholder farmers. Data on performance indicators will be collected in collaboration with ministries, United Nations agencies and donors twice a year and the results will be entered and processed in WFP's country office tool for managing effectively, COMET.
103. A mid-term review of CSP implementation and a decentralized evaluation of the capacity strengthening component of the HGSI initiative will be carried out in 2021 in order to capture and assess the main factors affecting the success of, and the challenges to, WFP's capacity strengthening work. A country strategic plan evaluation, managed by WFP's independent Office of Evaluation, will be conducted in 2022 in order to inform design of the next CSP. An initial decentralized evaluation carried out in 2019 will be used to provide baselines for indicators.
104. A monitoring, review and evaluation plan is being prepared in collaboration with national partners and United Nations agencies and will be ready in mid-2019 for guiding the monitoring and evaluation of the CSP. The plan will include estimated budgets for each monitoring and evaluation activity. Monitoring findings will be reported regularly and used to inform programme adjustments.

5.2 Risk management

Strategic risks

105. Climate change may have a negative impact on food systems, particularly on agricultural productivity, food security and nutrition and livelihoods in general. To mitigate such risks, WFP will develop plans for programme continuity and crisis management and will assist the Government in establishing an early warning system, including through the development of national institutional capacities in emergency preparedness and response.

Operational risks

106. Operational risks include insufficient capacity of national partners and structural and sociocultural barriers to women's participation in decision making positions. Failure to address gender inequalities, including the marriage of girls, gender-based violence and women's inadequate representation in targeted communities, may compromise the results of the CSP. To mitigate these risks, WFP will develop a common strategy with partners, including United Nations agencies, NGOs, civil society organizations and women's networks, with a view to enhancing women's leadership of school management committees and professional networks and tackling broader gender inequalities, including through the engagement of men and boys.
107. Long and complicated administrative procedures slow down institutional, regulatory and financial reforms recommended by the zero hunger strategic review. These reforms should facilitate the CSP's implementation insofar as they constitute an enabling environment for food and nutrition security.
108. Inadequate funding from the Government is a major constraint on the CSP's implementation. Mitigation measures will include WFP support to the Government for resource mobilization, mainly for a sustainable school feeding programme, as requested by the *Agence nationale d'appui au développement à la base*.

6. Resources for results

6.1 Country portfolio budget

109. The overall indicative budget for implementation of the CSP with costs for each strategic outcome is shown in table 1. In accordance with WFP's gender policy, adequate resources will be allocated to activities designed to contribute to gender equality outcomes, which will have a budget of USD 727,981.

Strategic outcome	Year 1	Year 2	Year 3	Year 4	Year 5	Total
	2019	2020	2021	2022	2023	
1	272 501	273 882	252 235	350 824	261 523	1 410 966
2	252 326	750 457	1 137 679	960 845	827 173	3 928 481
Total	524 828	1 024 339	1 389 914	1 311 669	1 088 696	5 339 447

6.2 Resourcing outlook

110. The total CSP budget for 2019–2023 is USD 5,339,447 reflecting an average annual cost of USD 1,067,889. Following recent discussions between the WFP Regional Bureau in Dakar and high-level Togolese officials, the Government expects to contribute at least 50 percent of CSP requirements and will confirm this intention soon.
111. To fill the gaps in funding, the country office will engage with traditional donors and explore the possibilities for cooperation with other United Nations agencies including FAO, the International Fund for Agricultural Development, UNAIDS, UNDP and UNICEF.
112. Opportunities are being discussed with the Centre of Excellence in Brazil regarding possible funding from the Government of Brazil through South–South cooperation in support of implementation of the schools of excellence pilot project.

6.3 Resource mobilization strategy

113. In accordance with the resource mobilization strategy it published in September 2018, the country office will approach the Government with a view to exploring joint mechanisms for resource mobilization. WFP will also work on the development of joint proposals with other United Nations agencies.
114. Table 2 shows the country office's prioritization plan, which is based on two scenarios: a total lack of funding, which would leave the country office with funding for staff costs only, through the programme support and administrative (PSA) budget; and insufficient funding, with external funding (including from the PSA budget) of no more than USD 500,000 a year. Sources of funding may include the Government and other partners.

TABLE 2: PRIORITIZATION PLAN FOR CSP IMPLEMENTATION			
Priority	Subactivities	Justification for prioritization	Main activity
1. Subactivities that could be implemented in the event of a total lack of funding			
1.1	Advocacy for the adoption of a school feeding policy and school feeding law with the Government and the National Assembly.	Advocacy meetings can be conducted through the United Nations country team and the resident coordination without dedicated funding.	Activity 1
1.2	Assistance for the <i>Agence nationale d'appui développement à la base</i> in resource mobilization from all possible local and international funding sources.	The county office can write and submit proposals for resource mobilization and follow up on them without dedicated funding.	
1.3	Provision of expertise in support of the establishment of a national institution for the management of school feeding and the elaboration of an integrated and inclusive national school feeding programme (currently the role of the <i>Agence nationale d'appui développement à la base</i>).	Dedicated funding will not be required for the organization of meetings with decision making ministries and the <i>Agence nationale d'appui développement à la base</i> for decision making.	
2. Activities with a high impact that require limited funding			
2.1	Support for the development of linkages between school feeding activities and farmer associations, including those of women smallholders and other stakeholders in the food sector.	The creation of linkages between smallholder farmer associations and school canteens have positive effects on both schools and the incomes of smallholder farmer.	Activity 2
2.2	Collaboration with the Ministry of Agriculture through the national agency for food security and GIZ on sensitization of stakeholders regarding use of the mapping of smallholder farmer associations (including food producers and processors).	Smallholder farmer associations have already been mapped (see paragraph 66). NGO staff can use the mapping to inform school feeding management committees. The country office will therefore require only minimum funds in order to assist NGOs, farmer associations and schools with the design and implementation of contracts and agreements.	
2.3	Collaboration with the ministries of agriculture and trade on the elaboration of a policy for enhancing and better coordinating the existing market information system.	This activity has a high impact.	

TABLE 2: PRIORITIZATION PLAN FOR CSP IMPLEMENTATION

Priority	Subactivities	Justification for prioritization	Main activity
2.4	Engagement with local partners in order to explain the role of school feeding management committees and ensure that all committee members receive training.	Training and sensitization materials are already available and NGOs staff can implement the sub-activity.	Activity 1
2.5	Collaboration with the Ministry of Health, public and private health centres, UNAIDS, UNFPA and UNICEF on nutrition assessment, counselling and support, including screening activities and the production of statistics. WFP will advocate for linking malnourished people living with HIV to national cash transfer and other safety net projects in order to improve their livelihoods through cash transfers and income generating activities. Technical support will be provided to the Ministry of health and health centres combatting HIV and TB for the adoption of nutrition indicators, the putting in place of a nutrition database and the exploration of possibilities for integrating the database into the national monitoring and evaluation mechanism.	<p>Training and sensitization materials are already available and health centres can be used for implementing the sub-activity.</p> <p>Funding from the UNAIDS united budget, results and accountability framework (country envelope) can be used to support advocacy and data collection and development activities.</p>	Activity 1

ANNEX I

LOGICAL FRAMEWORK FOR TOGO COUNTRY STRATEGIC PLAN

Strategic Goal 1: Support countries to achieve zero hunger

Strategic Objective 3: Achieve food security

Strategic Result 4: Food systems are sustainable

Strategic outcome 1: Vulnerable communities in Togo, including smallholder farmers, have efficient, equitable and inclusive food systems by 2023	Outcome category: Supported inclusive commercial food system functions and services	Nutrition sensitive
	Focus area: Resilience building	

Assumptions

Commitment and engagement of the Government of Togo, United Nations agencies and other development partners

Outcome indicators

Percentage of default rate of WFP pro-smallholder farmer procurement contracts

Percentage of targeted smallholder farmers reporting increased production of nutritious crops

Rate of smallholder post-harvest losses (new)

Value and volume of smallholder sales through WFP-supported aggregation systems

Activities and outputs

1. Facilitate equitable access to markets and provide technical support with regard to supply chain, quality standards, food safety and fortification to selected food processors and smallholder farmers (SMS: Smallholder agricultural market support activities)

Food producers and processors benefit from increased technologies and knowledge relating to storage, reduced post-harvest losses and food processing and fortification that increase their incomes and their resilience to shocks, including climate shocks (C: Capacity development and technical support provided)

Food producers and processors benefit from increased technologies and knowledge relating to storage, reduced post-harvest losses and food processing and fortification that increase their incomes and their resilience to shocks, including climate shocks (K: Partnerships supported)

Smallholders, mainly women landowners, have improved access to markets and information that enhances their incomes and role in the value chain, including in relation to home grown school feeding (C: Capacity development and technical support provided)

Smallholders, mainly women landowners, have improved access to markets and information that enhances their incomes and role in the value chain, including in relation to home grown school feeding (K: Partnerships supported)

Supply chain actors in targeted areas benefit from enhanced technical support for improved supply chain efficiencies, including quality control, that improves their access to high-quality, nutritious and affordable food (K: Partnerships supported)

Strategic Goal 2: Partner to support implementation of the SDGs

Strategic Objective 4: Support SDG implementation

Strategic Result 5: Countries have strengthened capacity to implement the SDGs

Strategic outcome 2: National institutions in Togo have enhanced capacity to develop and manage equitable food security and nutrition policies and programmes by 2023

Outcome category: Enhanced capacities of public- and private-sector institutions and systems, including local responders, to identify, target and assist food-insecure and nutritionally vulnerable populations

Focus area: Root causes

Assumptions

Commitment and engagement of the Government of Togo, United Nations agencies and other development partners

Outcome indicators

Effectiveness, coherence and results of partnerships (as per qualitative review)

Emergency Preparedness Capacity Index

National Capacity Index (School Meals)

Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity strengthening (new)

Activities and outputs

- 2. Provide policy support, technical assistance and transfer of capacities, including through South–South cooperation, to national institutions in the effective and equitable implementation of the school feeding programme, nutrition services, improvement of supply chain management and capacities, improvement of monitoring systems and strengthening of emergency preparedness mechanisms (CSI: Institutional capacity strengthening activities)**

Food-insecure populations benefit from improved supply chain capacity that protects access to food (M: National coordination mechanisms supported)

Targeted vulnerable populations, children, pregnant and lactating women and girls, including people living with HIV or TB, benefit from enhanced nutrition services that improve their nutrition status and livelihoods (C: Capacity development and technical support provided)

Targeted vulnerable populations in Togo benefit from an improved food security and nutrition monitoring system integrated with an early warning system for emergency preparedness that improves their resilience to shocks (I: Policy engagement strategies developed/implemented)

Schoolchildren benefit from the effective and equitable implementation of the national school feeding programme, gaining access to adequate local nutritious school meals through enhanced local sourcing (C: Capacity development and technical support provided)

Goal 1: Support countries to achieve zero hunger**C.2. Affected populations are able to benefit from WFP programmes in a manner that ensures and promotes their safety, dignity and integrity****Cross-cutting indicators**

C.2.2: Proportion of targeted people receiving assistance without safety challenges (new)

C.2.3: Proportion of targeted people who report that WFP programmes are dignified (new)

C.2.4: Proportion of targeted people having unhindered access to WFP programmes (new)

C.3. Improved gender equality and women's empowerment among WFP-assisted population**Cross-cutting indicators**

C.3.2: Proportion of food assistance decision making entity – committees, boards, teams, etc. – members who are women

C.4. Targeted communities benefit from WFP programmes in a manner that does not harm the environment**Cross-cutting indicators**

C.4.1: Proportion of activities for which environmental risks have been screened and, as required, mitigation actions identified

ANNEX II

INDICATIVE COST BREAKDOWN BY STRATEGIC OUTCOME (USD)			
	Strategic Result 4, SDG target 2.4	Strategic Result 5, SDG target 17.9	Total
	Strategic outcome 1	Strategic outcome 2	
Transfers	843 221	2 386 640	3 229 861
Implementation	122 201	365 516	487 717
Adjusted direct support costs	359 429	936 558	1 295 987
Direct support cost	1 324 851	3 688 715	5 013 565
Indirect support costs (6.5%)	86 115	239 766	325 882
Total	1 410 966	3 928 481	5 339 447

Acronyms used in the document

CILSS	Permanent Inter-State Committee on Drought Control in the Sahel
CSP	country strategic plan
ECOWAS	Economic Community of West African States
FAO	Food and Agriculture Organization of the United Nations
GDP	gross domestic product
GIZ	German Agency for Technical Cooperation
HGSF	home-grown school feeding
NGO	non-governmental organization
SDG	Sustainable Development Goal
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund