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Draft Togo interim country strategic plan (2021)

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

Executive summary

Notwithstanding long-term positive trends, Togo continues to face internal and external challenges that constrain its capacity to achieve sustainable food and nutrition security.

With a per capita gross domestic product of USD 679 in 2018, Togo is classified as both a least developed country and low-income food-deficit country. Despite having reduced poverty and chronic malnutrition over the last five years, Togo suffers from a level of hunger classified as “serious”, ranking 81st of 117 countries in the 2019 Global Hunger Index.

In Togo, food and nutrition security is restrained by poverty, population growth, land and environmental degradation and gender inequality in access to resources. Limited access to nutritious food is intensified by a lack of reliable information on agricultural markets, cyclical climate shocks and now the economic impact of the Coronavirus Disease 2019 (COVID-19) pandemic. These barriers are further compounded by the volatile security situation in the Sahel region, which threatens northern Togo with the possibility of an influx of refugees.

Togo's national development plan for 2018–2022 serves as the primary government framework for integrated, equitable and inclusive development. Its three strategic directions are in line with the Sustainable Development Goals, with all five targets of Sustainable Development Goal 2 ranked as national priorities.

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In response to requests from the Togolese Government in May 2020 for assistance with the COVID-19 crisis, WFP will implement a six-month limited emergency operation, embedded in the COVID-19 Global Humanitarian Response Plan as part of the United Nations' pandemic response in Togo. The limited emergency operation will transition to this interim country strategic plan, which maintains the crisis response according to needs while laying out a one-year strategy to help Togo better coordinate national efforts on hunger and nutrition, reduce vulnerability to food insecurity and malnutrition, with consideration given to gender and age, and design a resilience agenda in the wake of the COVID-19 crisis as a precursor to a country strategic plan that would start in 2022.

The interim country strategic plan is aligned with the three strategic directions of the national development plan and with priorities 1, 2, 3 and 4 of the United Nations sustainable development cooperation framework for 2019–2023.¹

The interim country strategic plan was informed by the findings of the national zero hunger strategic review, WFP's experience in promoting sustainable food systems in Togo and consultations with key international, national and local partners. It is in line with WFP's Strategic Plan (2017–2021) and contributes to WFP Strategic Results 1, 4 and 8.

The interim country strategic plan will support national capacity to respond to crises and place affected populations sustainably on a path towards increased resilience and food and nutrition security through the delivery of three strategic outcomes:

- *Strategic outcome 1:* Crisis-affected populations in targeted areas are able to meet their basic food and nutrition needs during and in the aftermath of crises.
- *Strategic outcome 2:* Targeted communities in Togo, including smallholder farmers, have efficient, equitable, inclusive and nutritious food systems.
- *Strategic outcome 3:* Humanitarian and development partners in Togo have access to common services throughout crises.

Through the interim country strategic plan, WFP will act as an enabler of the Government and partners and contribute to expanding the capabilities of national institutions and actors in emergency preparedness and response, and improving coordination among them, to build pathways to resilience.

The central focus of the interim country strategic plan is to provide institutional support to the Government of Togo in food and nutrition security and emergency preparedness and response while also strengthening gender equality and women's empowerment.

Within its social protection plans the Government has prioritized school feeding as an important safety net. Today, the national school feeding programme, the Community Development Project (Projet de développement communautaire), reaches 90,000 primary school children in 304 of the 6,380 schools nationwide. Once COVID-19 mitigation measures in schools in Togo are eased, WFP will support the Government in maintaining and strengthening the school feeding programme's links to smallholder farmers.

Although specifically focused on Sustainable Development Goals 2 and 17, the interim country strategic plan also contributes to Sustainable Development Goals 1 (poverty), 3 (health), 4 (education) and 5 (gender equality and women's empowerment).

¹ These priorities 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.

Draft decision*

The Board approves the Togo interim country strategic plan (2021) (WFP/EB.2/2020/X-X/X) at a total cost to WFP of USD 3,467,347.

* 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 food-deficit country with the Gulf of Guinea in the south and shared borders with Benin in the east, Burkina Faso in the north and Ghana in the west. Togo has an estimated population of 7.18 million people, of whom 49 percent are men and boys and 51 percent are women and girls. In Togo, 40.4 percent of the population is under 15 years of age and 14.6 percent is under 5. Although most people live in rural areas, urbanization is increasing, with the urban population growing from 40.1 percent in 2017 to 43.5 percent in 2019.²
2. Twenty-five percent of households are headed by women, although the proportion of households headed by men is slightly higher in rural areas (75.1 percent) than in urban areas (73.1 percent).³
3. The 2019 Human Development Index ranked Togo 167th of 189 countries, with a value of 0.513. The 2019 value for women (0.459) was lower than that for men (0.561). The poverty rate fell from 58.7 percent in 2011 to 55.1 percent in 2015 and 53.5 percent in 2017. Despite the decrease nationally, poverty rates remain high in the north, particularly in the Savanes and Kara regions.⁴ High poverty rates are mainly a rural phenomenon, with 69 percent of rural households living below the poverty line. Poverty rates are marginally higher in households headed by women than in households headed by men (57.5 percent vs 55.0 percent in 2015).
4. Political tensions have persisted since the 2005 presidential elections, intensifying in recent years. Diminished social cohesion and a decline in economic conditions highlight the vulnerability of the population. According to the International Monetary Fund, economic activity slowed in the second half of 2017 following sociopolitical unrest. Economic growth declined from 5.1 percent in 2016 to 4.4 percent in 2017, although it recovered to 4.9 percent in 2018 and 5.1 percent in 2019.⁵
5. The northern regions of Togo face terrorism threats arising from the Central Sahel crisis in Burkina Faso, Mali and Niger. The security situation is critical due to the expansion of non-State armed groups and growing intercommunal and inter-ethnic tensions. Violence increasingly targets civilians, exacerbating displacement and destroying livelihoods. Trends in regional displacement indicate that refugees may begin arriving in northern Togo, which poses risks for WFP's critical supply chain corridor in the country.
6. Recurrent climatic shocks typically occur between June and October. Drought events occur most frequently in the Kara and Savanes regions, where temperatures reach above 40°C, with direct environmental impacts such as soil degradation and loss of biodiversity. The socioeconomic consequences of such events include a reduction in agricultural yields and revenue, death of livestock, an increase in rural to urban migration and a surge in water-borne diseases. The Savanes, Kara and Maritime regions, including the capital Lomé,

² Togo, Institut national de la statistique et des études économiques et démographiques. 2015. *Perspectives démographiques du Togo 2011–2031*.

³ Togo, Institut national de la statistique et des études économiques et démographiques. 2016. *Questionnaire unifié des indicateurs de base du bien-être 2015* (unified questionnaire on basic indicators of well-being 2015). Available at <https://inseed.tg/programme-et-rapport-dactivite/>, in the QUIBB folder, under, "QUIBB au Togo en 2015".

⁴ Togo, Institut national de la statistique et des études économiques et démographiques. 2018. *Cartographie de la pauvreté du Togo 2017* (Togo poverty mapping 2017). Available at <https://inseed.tg/programme-et-rapport-dactivite/>, in the QUIBB folder, under "QUIBB au Togo en 2017". <http://www.tg.undp.org/content/togo/fr/home/library/poverty/cartographie-de-la-pauvrete.html>.

⁵ African Development Bank. Togo Economic Outlook webpage. <https://www.afdb.org/en/countries-west-africa-togo/togo-economic-outlook>. Accessed on 16 June 2020.

are often severely affected by floods that displace thousands of people and damage roads and drinking water, electricity and other infrastructure, including health centres and schools.

7. In 2008 the Government abolished school fees in public primary schools and, with financial and technical support from the World Bank and WFP, established a national school feeding programme to improve school performance indicators and enhance food security. During the 2016–2017 school year, primary school net enrolment was 93.8 percent among children 6–11 (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).⁶ The adult literacy rate was 67 percent in 2017, with a large disparity between women (41 percent) and men (77 percent).⁷
8. Togo's weak health system and lack of affordable health care remain a challenge. Insufficient capacity to respond to health crises such as cholera, meningitis and COVID-19, combined with existing vulnerability, leave affected populations prone to far-reaching socioeconomic impacts. Front line health workers, the majority of whom are women, and those providing life-saving essential services are more exposed to infection, and their safety and livelihoods may not be sufficiently protected during responses.

1.2 Progress towards the 2030 Agenda

9. Following its adoption of the 17 Sustainable Development Goals (SDGs) in 2015, Togo volunteered to be a pilot country for implementation of the 2030 Agenda for Sustainable Development and activities for the achievement of the SDGs.⁸ The National Development Plan (NDP) has three strategic directions:
 - i) establishing a logistics hub of excellence and a first-class business centre in the subregion;
 - ii) developing agricultural processing, manufacturing and mining poles; and
 - iii) consolidating social development and strengthening inclusion mechanisms.
10. The Government has developed a cross-sectoral approach to the achievement of the SDGs, focusing on reducing poverty and inequality, promoting the economy and partnerships, equality and inclusion and empowering women.
11. The national zero hunger strategic review (ZHSR),⁹ published by the Government in November 2018, acknowledges that “food and nutritional security is cross-cutting and involves all sectors of economic and sociocultural development”. It reaffirms the Government's commitment to enlist all actors in the task of achieving zero hunger in Togo by 2030.

⁶ Completion rates for girls remained significantly lower in rural areas (e.g. 83.5 percent in the Savanes region).

⁷ Ministry of Primary and Secondary Education and Vocational Training. 2018. *Annuaire National des Statistiques Scolaires 2016–2017*. This data relates to girls and boys over 15 years of age and men and women.

⁸ Togo. 2016. *Rapport sur l'état d'avancement de l'intégration des objectifs de développement durable dans les instruments nationaux de planification du développement*. <https://www.undp.org/content/dam/togo/docs/operation/publications/Rapport-Togo-FPHN-ODD-2016.pdf>.

⁹ WFP. 2018. *Revue stratégique faim zéro au Togo*. <https://www.wfp.org/publications/togo-strategic-review>.

1.3 Progress towards SDGs 2 and 17

Progress towards SDG 2 targets

12. *Access to food:* Although Togo reports a surplus of food production, most rural people are food-insecure. More than 800,000 people do not have access to food that provides them with the daily 2,100 kcal recommended by the Food and Agriculture Organization of the United Nations (FAO).¹⁰ Ranked 81st of 117 countries in the 2019 Global Hunger Index, with a score of 23.9, Togo suffers from hunger levels rated as “serious”.¹¹ According to the Ministry of Agriculture, Animal Husbandry and Fisheries, approximately 50 percent of the population is affected directly or indirectly by food insecurity,¹² which is strongly associated with household income. Underlying causes include insufficient harvests, soil degradation, low productivity, irregular rains, post-harvest losses and high food prices, which restrict access to food for vulnerable populations,¹³ particularly households headed by women. Overall, food insecurity is significantly higher in rural areas (71.0 percent) than in urban areas (38.4 percent).
13. Monitoring of food and nutrition security in Togo is insufficient as a basis for accurately predicting the impact of shocks on agriculture and food availability. The national early warning and social protection system remains underdeveloped and does not facilitate timely responses to food security crises, which are mainly caused by natural disasters.
14. *End malnutrition:* A 2017 multiple indicator cluster survey conducted by the Ministry of Health and Public Hygiene 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.
15. Chronic and acute malnutrition and anaemia are the main forms of malnutrition in Togo. The prevalence of chronic malnutrition remains persistently above the WHO “acceptable” level of 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, the most common indicator of chronic malnutrition, affects more boys (26.2 percent) than girls (21.3 percent), with higher rates in rural areas (29.7 percent) than in urban areas (14.2 percent) and higher rates among the poorest population groups (33.2 percent) than among the wealthiest (10.9 percent).¹⁴ More children are affected in the regions of Savanes (29.6 percent), Maritime (28.5 percent) and Kara (28.2 percent) than in the Plateaux region (25.4 percent) or the Centrale region (26.7 percent) or in Lomé (11.4 percent).

¹⁰ Ibid.

¹¹ Countries that score higher than 19.9 on the Global Hunger Index are considered to have “serious” hunger situations.

¹² Togo. *Programme national d’investissements agricoles et de sécurité alimentaire et nutritionnelle (2017–2026)* (national agriculture and food and nutrition security investment programme).

¹³ The ZHSR considered seven categories of people to be vulnerable: women, children, young people, unemployed people, smallholder farmers, older people and people living with disability and/or chronic disease.

¹⁴ WFP. 2018. *Revue stratégique faim zéro au Togo*. <https://www.wfp.org/publications/togo-strategic-review>.

16. The prevalence of underweight among children age 6–59 months is 18.0 percent, including 2.8 percent of children who are severely affected. Deficiencies in micronutrients, including iron, vitamin A and iodine, are a result of inadequate food consumption. More than 70 percent of children age 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).¹⁵ More than 60 percent of pregnant and lactating women and girls (PLWG) and 48.8 percent of women and girls age 15–49 years are anaemic, with rates higher in rural than urban areas. Fifty-three percent of children under 5 have vitamin A deficiencies.¹⁶
17. *Smallholder productivity and incomes*: The contribution of agriculture to gross domestic product in value added rose from 31 percent in 2010 to a peak of 42 percent in 2012, before falling to 40 percent in 2015.¹⁷ Despite this important contribution to gross domestic product and employment, the agriculture sector in Togo is characterized by the coexistence of traditional subsistence food production and production of crops for export, in particular cotton, cocoa and coffee. Food crops cover about 50 percent of cultivated land, with cereals accounting for 60.2 percent of this total.¹⁸
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.¹⁹ Smallholder farmers have very limited use of inputs and 95 percent have no access to extension services.²⁰ Although women constitute more than half the agriculturally active population, they have limited access to credit, inputs and agricultural equipment.
19. Until 2017 the country experienced annual growth in agricultural production of 30 percent for cereals, 24 percent for tubers and 167 percent for legumes. Since 2017, however, climate shocks, especially floods (occurring between June and October), drought (November–May), uneven distribution of rain, late rains and violent winds, all of which affect productivity and food production, have intensified and become more frequent. Smallholders' productivity gains for all cereals (maize, sorghum, millet and rice) stalled in 2017, and productivity per hectare for these main food crops was lower than in neighbouring countries.²¹
20. *Sustainable food systems*: In addition to the factors affecting smallholder productivity, the sustainability of food systems is impeded by inadequate water control, gaps in infrastructure and conservation systems and a lack of storage facilities. Post-harvest losses in 2016 were estimated at 40 percent of fruit and vegetables, 30 percent of milk and fish products and 20 percent of cereals.²²

¹⁵ Togo Ministry of Planning, Development and Zoning. 2015. *Togo Demographic and Health Survey, 2013–2014*. <https://dhsprogram.com/pubs/pdf/FR301/FR301.pdf>.

¹⁶ Global Nutrition Report. 2020. *Togo nutrition profile*. <https://globalnutritionreport.org/nutrition-profiles/africa/western-africa/togo/#profile>.

¹⁷ Togo Ministry of Agriculture, Animal Husbandry and Fisheries. 2017. *National Agricultural Investment and Food Security Programme*. Document adopted by the Council of Ministers.

¹⁸ Togo Ministry of Agriculture, Animal Husbandry and Fisheries. 2014. *Fourth national agriculture census 2011–2014; principal characteristics of Togolese agriculture; August 2014*. National report validated with the support of the WFP Togo country office.

¹⁹ Togo, Ministry of Social Action, Promotion of Women and Literacy. 2017. *Index of the status of women in Togo*. (Not available online.)

²⁰ Togo Ministry of Agriculture, Animal Husbandry and Fisheries. 2014. *Fourth national agriculture census 2011–2014: principal characteristics of Togolese agriculture: August 2014*.

²¹ Togo Ministry of Agriculture, Animal Husbandry and Fisheries. 2015. *Document de politique agricole pour la période 2016–2030*. <https://agriculture.gouv.tg/wp-content/uploads/2020/06/Document-de-politique-agricole-du-Togo-Version-finale-du-30-12-2015.pdf>.

²² Vert Togo. 2018. *Post-harvest losses: FAO aims to help African countries*. <https://vert-togo.com/pertes-dapres-recolte-la-fao-vise-aider-les-pays-africains/>. Accessed on 17 June 2020.

21. Through the NDP, the Government is focused on value chain development through the creation of “agropoles” aimed at increasing food crop productivity in planned agricultural development zones, creating decent employment in agriculture and consequently improving food and nutrition security.²³

Progress on SDG 17 targets

22. Capacity strengthening is needed in Togo in a range of areas but particularly in relation to legal and policy frameworks, financial frameworks, strategy implementation and coordination.
23. Policy coherence is necessary for effective and efficient programme implementation. In Togo, the national sustainable development strategy, the national environmental management programme, the national social protection policy, the national disaster reduction strategy and the national programme for agricultural investment and food security and nutrition seek to identify gaps and guide implementation to reduce vulnerability and achieve well-being and food and nutrition security for the Togolese people.²⁴ The national policy on gender equality and equity sets strategic parameters for WFP’s pursuit of a gender-transformative approach to achieving food security in Togo.²⁵ Accordingly, in 2019, WFP and development partners played a central role in developing tools for supporting the inclusion, participation and equity of women and people with disabilities in the management of socioeconomic development initiatives.
24. With respect to diversified resourcing, the Government has a suite of resource mobilization strategies that include reform of national tax systems, remittances from the Togolese diaspora, strengthening of public-private partnerships and the banking system, the scaling-up of microfinancing and improvements to partnerships and the country’s financial absorption capacity.
25. In 2018, Togo adopted a new agricultural financing mechanism (Mécanisme incitatif de financement agricole), which uses an incentive financing approach based on risk-sharing. The initiative is supported by the African Development Bank and the International Fund for Agricultural Development (IFAD). This innovative approach deploys risk management tools to attract people with needed skills and key players and reinforce links within various agricultural value chains.

1.4 Hunger gaps and challenges

26. The ZHSR identified a sustainable national food system as being critical to a holistic approach to addressing hunger gaps and the challenges that cause them in Togo. In particular, the review highlights two major systemic challenges: insufficient organization of the value chains for food crops and poor regulation mechanisms.

²³ Agropoles, or “agricultural poles”, and planned agricultural development zones are large areas divided into plots that are given to farmers. They can encompass food crop cultivation, aquaculture, processing and research, including on irrigation schemes and land tenure security.

²⁴ Government of Togo. 2015. Intended nationally determined contribution (INDC) within the framework of the United Nations Framework Convention on Climate Change: September 2015.

https://www4.unfccc.int/sites/submissions/INDC/Published%20Documents/Togo/1/INDC%20Togo_english%20version.pdf

²⁵ WFP. 2018. Togo transitional interim country strategic plan (year 2018): <https://docs.wfp.org/api/documents/WFP-0000022258/download/>.

27. National budget allocations for agriculture remain lower than the recommended 10 percent.²⁶ Credit, insurance and financial services remain underdeveloped and access is difficult for smallholders. Despite the Government's decentralization efforts, policies and programmes do not take sufficient account of regional differences. Infrastructure gaps restrict market connectivity and private sector investment, while inadequate basic social infrastructure, including schools without kitchens, water supplies or storage facilities, hampers implementation of school feeding activities.
28. Inadequate targeting to reach the most vulnerable groups weakens monitoring and evaluation mechanisms. This is further compounded by the limited scope and coverage of social protection programmes, which exacerbate gender disparities. Food quality is impeded by insufficient warehousing and weak post-harvest management, especially with regard to infrastructure and the management of aflatoxins²⁷ and insects, while at the same time pesticides are overused. There is insufficient promotion of diversified and fortified foods. The national multi-sector platform for disaster risk management is relatively weak and there is insufficient coordination of emergency responses.
29. The ZHSR includes recommendations aimed at achieving food security and addressing malnutrition. The key recommendations are: to strengthen awareness of access to food as a right; to reinforce governance related to food security; to encourage sustainable school feeding; to promote health and nutrition through nutrition education and cash-based transfers (CBTs) targeting vulnerable people; to strengthen the monitoring of food and nutrition security along with information on agricultural markets; and to promote vocational training in agriculture and nutrition.
30. The ZHSR defines the key elements of a sustainable school feeding programme as being cohesion, multisectorality and national ownership. Such a programme should promote excellence in school canteens, integrating school gardens, clean energy, water, health, nutrition and sanitation. It should ensure that organizations of producers and processors of agricultural food products have the capacity to supply school canteens. Finally, it should incorporate strong monitoring and evaluation mechanisms that support feedback loops that integrate data generated at the regional and national levels.

2. Strategic implications for WFP

2.1 Achievements, lessons learned and strategic changes for WFP

31. After a 10-year hiatus, WFP reopened its office in Togo in 2005. With a clear focus on food security and nutrition, WFP initially provided food assistance to internally displaced people, refugees (from Ghana and Côte d'Ivoire in 2011) and vulnerable people affected by emergencies such as natural disasters or high food prices before transitioning to capacity strengthening in 2012.

²⁶ New Partnership for Africa's Development. 2003. *Maputo Declaration on Agriculture and Food Security in Africa*. <http://www.nepad.org/resource/au-2003-maputo-declaration-agriculture-and-food-security>.

²⁷ Aflatoxins are any of a class of toxic compounds that are produced by certain moulds found in food.

32. In Togo, WFP has operational experience in local sourcing, having procured more than 50,000 mt of cereals between 2008 and 2012 through a national network of small producers, supported by the national food security agency (Agence nationale de la sécurité alimentaire du Togo). Strengthening the links among local production, agriculture and government school canteens, WFP positioned itself as an enabler in fostering a systematic approach that enhances sustainable national food production systems while promoting resilient agricultural practices. This entailed integrating mechanisms such as CBTs and marketing programmes aimed at addressing food shortages during lean seasons and facilitating equitable access to markets for women and men.
33. The interim country strategic plan (ICSP) will support the Government's efforts to prioritize the needs of farmers in planned agricultural development zones and agropoles,²⁸ female smallholders and women's organizations located near schools.
34. A preliminary framework for early warning and social protection, established in 2012, lacks national coverage and does not include certain operational functions. Delays in the dissemination of information can result in slow responses. WFP will therefore partner with the Permanent Inter-State Committee on Drought Control in the Sahel and FAO to develop a more efficient decentralized framework. WFP's expertise will enable the integration of food security monitoring into the existing multisector early warning and social protection system, with particular attention paid to the collection, analysis and use of disaggregated data.
35. With regard to the development of the port of Lomé as a logistics hub of excellence in line with strategic direction 1 of the NDP, WFP has been using the port for decades as a point of entry and management facility for food assistance across the Sahel. Leveraging its global supply chain expertise, WFP will explore opportunities to offer additional technical assistance and services to the Government and the humanitarian community in Togo.
36. The ZHSR and WFP's 2019 decentralized evaluation²⁹ highlight the capacity strengthening needs in Togo, especially in government line ministries such as those responsible for agriculture, education, rural development, health and planning. The Capacity for Disaster Reduction Initiative mission of December 2019 also highlighted gaps in capacity to coordinate food security and nutrition monitoring and interventions. With United Nations agencies and national partners implementing successful initiatives to address malnutrition, WFP will focus its support in Togo on reinforcing national capacity in emergency preparedness and response (EPR) and value chain development.
37. A WFP synthesis of evaluations of operations conducted in the West and Central Africa region from 2013 to 2017 resulted in recommendations to enhance WFP's enabling role through support for the national school feeding programme as a social protection scheme by investing in operation design to increase effectiveness and by improving monitoring and evaluation and information management systems.³⁰

²⁸ International Institute for Sustainable Development. 2017. *Investment in Agriculture Policy Brief #6: The Rise of Agricultural Growth Poles in Africa*. <https://www.iisd.org/sites/default/files/publications/rise-agricultural-growth-poles-in-africa.pdf>.

²⁹ WFP. 2019. Togo, Capacity Strengthening in School Feeding: an evaluation (Évaluation des activités de renforcement des capacités institutionnelles dans le domaine de l'alimentation scolaire au Togo, 2016–2018.) <https://www.wfp.org/publications/togo-capacity-strengthening-school-feeding-evaluation>.

³⁰ 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).

2.2 Alignment with the national development plans, the United Nations sustainable development cooperation framework and other frameworks

38. The NDP remains the key framework for all interventions by the Government and partners in Togo. The ICSP aligns with the NDP's three strategic directions and will contribute to the institutional strengthening of food systems and support for EPR. More explicitly, the NDP seeks to embrace the notions of "emergence" and "sustainable development", while focusing on the structural transformation of Togo's economy to ensure strong, resilient and inclusive growth capable of generating decent jobs and improving social well-being.
39. The United Nations sustainable development cooperation framework (UNSDCF) for Togo for 2019–2023 supports the economic, social and political goals of the NDP. The UNSDCF emphasizes the collective outcomes and partnerships required to achieve the SDGs and includes measures for mainstreaming protection and gender considerations into all aspects of United Nations support for the Government. It reaffirms the United Nations system's commitment to leave no one behind, including especially those with disabilities such as people living with HIV (PLHIV), the mentally ill and those with physical disabilities. Within the UNSDCF framework WFP will engage, partner and collaborate with all United Nations agencies that have direct or indirect roles in food and nutrition security and EPR.
40. Given that Togo is prone to natural disasters, political unrest and insecurity, and resulting displacement, the Government, with support from United Nations agencies, has designed an integrated national disaster reduction strategy and an operational contingency plan. The United Nations inter-agency contingency plan is updated regularly based on the Government's plan.

2.3 Engagement with key stakeholders

41. The design of the ICSP was informed by extensive consultations with national and local stakeholders, key partners and in-country donors.
42. In November 2019, WFP undertook a project, financed through its SDG 2030 fund, aimed at repositioning WFP as a partner of choice for the Government in the promotion of effective and sustainable food systems at the national level. WFP held consultations with the Ministry of Agriculture, Animal Husbandry and Fisheries, the donor community and development agencies. Inter-ministerial consultations were held with line ministries (ministries responsible for grassroots development, primary and secondary education, health, transport, commerce, etc.) and included national institutions responsible for social welfare, civil protection, emergencies and risk management.³¹
43. WFP, working with FAO, will provide expertise needed to support tools, materials and equipment for capacity strengthening activities. WFP will help partners to contribute technical, financial and material resources needed to achieve objectives. The capacity of other ministries, local non-governmental organizations (NGOs), farmers' associations and other civil society organizations will be strengthened to assist farmers in increasing the quantity and quality of food produced for school canteens.
44. The country office and the regional bureau have been consulting with the Government, the World Bank and Catholic Relief Services on the World Bank's high-level health, nutrition and education SABER³² exercise scheduled for the fourth quarter of 2020.

³¹ Consultations were held with the World Bank, the European Union Delegation, the African Development Bank, the French Development Agency, the Food and Agriculture Organization of the United Nations, the United Nations Development Programme and national NGOs.

³² Systems Approach for Better Education Results (SABER) is a World Bank initiative to produce comparative data and knowledge on education policies and institutions, with the aim of helping countries systematically strengthen their education systems and the ultimate goal of promoting "Learning for All".

45. This ICSP should be viewed in the context of renewed engagement by WFP in high-level advocacy with the Government and development partners aimed at exploring the possibility and potential for renewed partnership through a full CSP that starts in 2022.

3. WFP strategic portfolio

3.1 Direction, focus and intended impacts

46. Through implementation of the ICSP in 2021 in the wake of the COVID-19 crisis, WFP will seek to enhance its position as an enabler and leverage its global expertise in EPR, efficient food systems and supply chain to support the Government of Togo.
- *EPR*: Support for existing national mechanisms, including in contingency planning and early warning, will be aimed at saving lives and meeting the basic food and nutrition needs of vulnerable people in targeted areas during and after crises (strategic outcome 1).
 - *Equitable and inclusive food systems*: A combination of services and technical assistance provided to the Government and communities will enhance programming with smallholder agricultural market support, addressing challenges in post-harvest losses, nutrition security monitoring and food price regulation in each stage of the food system (strategic outcome 2).
 - *Improving access to information*: Support will be provided to enhance smallholders' agricultural production and access to markets (strategic outcome 2) and to ensure effective integration of EPR indicators into the Government's monitoring mechanisms (strategic outcome 1).
 - *Access to essential common services*: Strategic outcome 3 is designed to ensure continuity of interventions between the limited emergency operation mobilized in 2020 to respond to the COVID-19 challenge and the ICSP in 2021, providing critical support to humanitarian partners. WFP will maintain support for adequate provision of digital and telecommunication services for partners operating in the most affected areas in order to meet the needs of affected populations.
47. The three integrated strategic outcomes respond to identified needs and are in line with national priorities, UNSDCF strategic priorities, recommendations arising from the ZHSR and the outcome of stakeholder consultations with the Government, United Nations agencies, civil society organizations with food and nutrition security mandates and local and women's networks.
48. Recognizing that the ability to enhance food and nutrition security lies in strengthening national capacity to address vulnerability, WFP will also contribute to expanding the capability of, and coordination among, national EPR institutions and actors, with the goal of building pathways to resilience.

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

Strategic outcome 1: Crisis-affected populations in targeted areas are able to meet their basic food and nutrition needs during and in the aftermath of a crisis

49. This strategic outcome contributes to WFP Strategic Result 1 and SDG Target 2.1 through the provision of food assistance to vulnerable populations during and in the aftermath of shocks and strengthening national EPR capacity through the Ministry of Security and Civil Protection and its technical departments.

50. In this regard, WFP will:
- provide adequate life-saving food assistance for populations affected by crises that negatively affect food and nutrition security in targeted areas;
 - ensure that adequate emergency preparedness is implemented (assessment, analysis, planning, training and monitoring) to better anticipate requirements and facilitate timely, efficient and effective emergency response; and
 - through several preparedness activities and the strengthening of coordination mechanisms, reinforce national capacity to establish sustainable emergency response and preparedness systems and practices.

Focus area

51. The focus area for this strategic outcome is crisis response.

Alignment with national priorities

52. Strategic outcome 1 leverages WFP's EPR leadership and capacity. WFP will support the Government and the national multisector platform for disaster risk management through national contingency planning, the development of tools and capacity strengthening materials and food assistance to the most vulnerable, including internally displaced people and refugees, to meet their basic food and nutrition needs during and in the aftermath of crises. The strategic outcome will contribute to priority 3 of the UNSDCF (human development and access to adequate social services). This strategic outcome is also aligned with strategic direction 3 of the NDP (inclusive social development).

Expected outputs

53. This outcome will be achieved through the following three outputs:
- Individuals affected by shocks (tier 1) receive timely and adequate nutritious food and/or cash-based transfers that meet their immediate food and nutrition needs.
 - Individuals affected by shocks (tier 2) benefit from enhanced capacity of and coordination among national partners to ensure their safe and adequate access to food and nutrition.
 - Crisis-affected populations (tier 3) benefit from strengthened emergency preparedness and response capacity of national institutions and partners that enhances the ability of those institutions and partners to meet their food and nutrition requirements.
54. The residual beneficiary caseload and resources from the limited emergency operation of 2020 will be carried over to the ICSP to ensure that the population's immediate needs are met beyond December 2020. Through output 1.1 WFP will, as part of its global COVID-19 response, maintain emergency assistance to an estimated 150,000 people that commenced under the limited emergency operation. WFP will meet the immediate basic requirements of the affected populations through CBTs.
55. Further planned assistance will provide a healthy food basket to 10,000 refugees, internally displaced people and PLWG severely affected by the neighbouring crisis in the Sahel countries to the north. This includes a blanket supplementary feeding programme for 600 children age 6–24 months and 400 PLWG.

Key activity

Activity 1: Provide food and nutrition assistance to crisis-affected populations and strengthen the capacity of and coordination among national partners for emergency preparedness and response

56. To deliver its assistance through activity 1 WFP will:

- develop networks of key informants and focal points who can help corroborate key reports and practical intelligence in areas with volatile security situations, natural disasters and any other major shocks that might require a WFP response;
- provide a healthy food basket to households severely affected by crisis, targeting beneficiaries based on the findings of a rapid emergency assessment for estimating and mapping affected populations, inclusive of gender and age analyses and equally for women and men;
- disseminate a sensitization and awareness campaign in the northern prefectures (Cinkassé, Kpendjal, Kpendjal-Ouest, Tône, Tandjouaré, Oti and Oti-Sud) on the risks related to terrorist attacks and communities' roles in mitigating them;
- strengthen, in collaboration with United Nations agencies, the capacity of government staff and other key national partners with respect to rapid response assessments and data collection, analysis and reporting to enable them to better prepare for and respond to future shocks;
- support a simulation exercise on protecting food shipment convoys against terrorist attacks;
- provide the National Civil Protection Agency (NCPA) with information technology and other equipment to reinforce monitoring;
- recruit temporary staff (e.g. a food security expert, enumerators and supervisors), paying attention to gender parity and competencies as needed, to assist with data collection and registration related to food insecurity and population movements; and
- scope opportunities to mobilize resources for the development and deployment of e-commerce solutions for connecting smallholders to markets, finance and technology.

Partnerships

57. The NCPA is responsible for the implementation of the national contingency plan updated in 2019. The NCPA coordinates the national multisector platform for disaster risk management and the interventions of EPR actors. WFP will develop a memorandum of understanding with the Ministry of Security and Civil Protection that will outline the respective responsibilities of WFP and the NCPA at the central and decentralized levels. Collaboration will be also strengthened with the Office of the United Nations High Commissioner for Refugees, the Togolese Red Cross, the Ministry of Social Action, Promotion of Women and Literacy and local NGOs in the Savanes and Kara regions.

58. Food assistance will be implemented by WFP in partnership with the NCPA, the Togolese Red Cross and other national and United Nations organizations.

Assumptions

59. Several considerations must hold true for activity 1 to deliver the planned outputs and achieve strategic outcome 1. It is assumed that:
- Adequate resources are mobilized and secured.
 - Partners with technical skills are engaged and committed.
 - No significant sociopolitical unrest occurs.
 - No outbreaks of communicable diseases, such as COVID-19, occur in programme intervention areas.
 - Humanitarian access, including access for assessing the needs of affected populations, is secured.
 - No food or cash pipeline breaks occur and the required food commodities are available.
 - There are no disruptions of supply chains, transport or the distribution of food assistance.
 - There is no further deterioration in the security situation in targeted areas.

Transition and handover strategy

60. Under strategic outcome 1 WFP will promote the integration of EPR into the national social protection system, complemented by the strengthening of national EPR capacity for actors at the national, decentralized and community levels. WFP will continue to examine the need for additional capacity strengthening in Togo, focusing on social protection and EPR at the Government's request.
61. Throughout this ICSP WFP will invest in policy-level engagement to support Togo in its effort to be a "disaster-ready state", allowing for the phase-out of ICSP activities at the end of the ICSP period. WFP will continue to monitor the security conditions in the Sahel region, the impact of COVID-19 and the country's socioeconomic situation to assess their impact on food and nutrition security and the consequent implications for WFP programming.

Strategic outcome 2: Targeted communities in Togo, including smallholder farmers, have efficient, equitable, inclusive and nutritious food systems

62. This strategic outcome promotes the establishment of efficient, inclusive and nutritious food systems that aim to increase the resilience of women and men smallholders and their capacity to access markets equitably and better manage and enhance food systems. Beneficiary smallholder farmer organizations will include both food producers and food processors.
63. To achieve the outcome WFP will support smallholder farmers, primarily through technical assistance to the Government, and will participate in monitoring the effectiveness of the assistance and its impact on beneficiaries and recipient organizations.

Focus area

64. The focus area for this strategic outcome is resilience building.

Alignment with national priorities

65. With reference to SDG target 2.4, strategic outcome 2 will enhance smallholder farmers' capacity to manage value chains through food processing, storage and quality control. This will contribute to expanding job opportunities and entrepreneurial initiatives, in particular for women and young people in the agricultural sector. This strategic outcome is thus aligned with the expected outputs of priority 2 of the UNSDCF (sustainable management of the environment and natural resources) and strategic direction 2 of the NDP (development of agropoles).
66. Strategic outcome 2 will also afford WFP opportunities to promote strategic partnerships with national and international actors with mandates in food security management to improve access to markets for smallholder farmer associations and women's and youth associations, contributing to the achievement of priority 4 of the UNSDCF (efficient governance and institutions promoting social cohesion), WFP Strategic Result 4 and SDG targets 17.3 and 17.17.

Expected outputs

67. This strategic outcome will be achieved through the following four outputs:
- Food producers and processors (tier 2) benefit from increased incomes and resilience with regard to shocks, including climate shocks, due to increased national capacity in technology and knowhow for storage, reduction of post-harvest losses and food processing and fortification.
 - Smallholders (tier 2), mainly women, have improved access to markets and information that enhance their income and role in the value chain, including in relation to home grown school feeding.
 - Targeted populations, including smallholder farmers (tier 3), benefit from improved resilience with regard to shocks due to improved food security and nutrition monitoring systems integrated with an early warning system.
 - Supply chain actors (tier 2) in targeted areas benefit from improved access to high-quality, nutritious and affordable food due to enhanced technical support for improved supply chain efficiency, including quality control.

Key activity

Activity 2: Facilitate equitable access to markets and provide technical support on supply chains, quality standards, food safety and fortification and market monitoring information to selected food processors and smallholder farmers

68. WFP will support the Government in integrating a food security and nutrition monitoring system into national food systems. WFP 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 producing crops;
 - establishes a sustainable model for institutional purchases, including a coherent and sustainable gender-responsive market information system for food prices, with a view to establishing a guaranteed and stable volume of demand;
 - facilitates linkages between smallholder farmers and school feeding activities, allowing fair and open negotiations between farmers and buyers using common price information sources;

- 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, such as the provision of training and market information, targeting the Togolese Agricultural Research Institute at the national and subnational levels; and
- provides smallholders with access to climate services, including early warning and preparedness, to inform their decision-making and help them to maintain or improve their food security.

Partnerships

69. The main implementing partner for activity 2 is the Ministry of Agriculture, Animal Husbandry and Fisheries through its central and decentralized technical structures. Collaboration will be reinforced with the agricultural financing mechanism, the German Agency for International Cooperation, local NGOs, food producer and processor organizations and United Nations entities, mainly FAO, the United Nations Development Programme, UNICEF and IFAD. Sectoral ministries, such as those in charge of grassroots development, primary education and planning, will also be involved. WFP will strive to reinforce partnership with the Economic Community of West African States and its Regional Agency for Agriculture and Food to identify market outlets, as well as with local professional networks and national regulatory control bodies to deliver technical assistance.
70. WFP is committed to delivering its programmes within the emerging UNSDCF and as a proactive member of a cohesive United Nations country team. The country office will work with the United Nations entities involved in supporting the government initiatives related to sustainable food systems, mainly FAO, IFAD, the United Nations Development Programme, the United Nations Population Fund and UNICEF. The country office will continue its collaboration with the WFP Centre of Excellence against Hunger in Brazil and the WFP Regional Centre of Excellence against Hunger and Malnutrition in Abidjan.

Assumptions

71. Several considerations must hold true for activity 2 to deliver the planned outputs and achieve strategic outcome 2. It is assumed that:
- Adequate resources are mobilized and secured.
 - Partners with technical skills are engaged and committed.
 - Targeted community members, including women and young people, are willing to participate in identified activities.
 - No outbreaks of communicable diseases, such as COVID-19, occur in programme intervention areas.
 - There is no significant sociopolitical unrest.

Transition and handover strategy

72. The transition strategy for strategic outcome 2 will include timely support to the Government for the conduct of training and workshops targeted at local smallholders farmer associations, women, young people's associations and communities at large, as well as implementation of initiatives promoting local development plans and self-help contributions and the development of partnerships with financial institutions and private sector actors that will foster inclusive and representative organizations and contribute to community development.

73. WFP has been providing Togo with institutional capacity strengthening in school feeding (policy development and legal frameworks, development of training modules on food menus, hygiene and school gardens) since 2012. This support will be intensified during the ICSP period to strengthen the links between food systems and the Government-run school feeding programme.
74. In addition, in close collaboration with the Government and FAO, WFP will conduct relevant studies on the underlying causes of food insecurity and malnutrition. This analysis will inform decisions on WFP's assistance beyond 2021 as the country office explores the feasibility of pursuing a full CSP.

Strategic outcome 3: Humanitarian and development partners in Togo have access to common services throughout crises

75. Strategic outcome 3 will ensure the continuity of activities under the limited emergency operation mobilized in 2020 to respond to the COVID-19 challenge and those under the ICSP in 2021. Through strategic outcome 3, WFP will contribute to the humanitarian community's response to both the COVID-19 pandemic and the Sahel crisis in Togo through activities that provide critical services.
76. Supporting critical commercial supply chains affected by crisis, the outcome seeks to ensure the continued effectiveness of the humanitarian response through the delivery of common services, thereby contributing to WFP's Strategic Result 8 and SDG 17.
77. As such, WFP will respond to requests from the Government and partners by providing on-demand logistics services, including land transport, storage and the provision of tents for the isolation of suspected COVID-19 cases at points of entry into the country. WFP assistance will facilitate the flow of supplies and resources across affected regions, as well as the coordination of the efforts of cooperating partners, which in turn will reduce the time needed to reach the most affected populations and increase the efficiency of operations.

Focus area

78. The focus area for this strategic outcome is crisis response.

Alignment with national priorities

79. Aligned with WFP's strategic plan through SDG target 17.16, strategic outcome 3 has cross-cutting alignment with all three strategic directions of the NDP.
80. Strategic outcome 3 advances priority 3 of the UNSDCF (human development and access to adequate social services).

Expected output

81. This strategic outcome will be achieved through the following output:
 - Affected populations (tier 3) benefit from technical advice, common supply chain and emergency telecommunications services and coordinated support to government and humanitarian partners that facilitates their receipt of timely assistance.

Key activity

Activity 3: Provide technical assistance and supply chain and emergency telecommunications services, including transport, storage and distribution of food and non-food items, to the Government and partners

82. To address the COVID-19 crisis and in response to requests from partners, including the Ministry of Health and Public Hygiene, the Ministry of Agriculture, Animal Husbandry and Fisheries, UNICEF and the United Nations Population Fund, WFP will provide on-demand logistics services to resolve logistical bottlenecks caused by transport difficulties. WFP will focus its assistance on transport, storage and distribution through airport, port and warehouse capacities and management. In addition, WFP will maintain support for three staging areas, in Lomé, Sokodé and Cinkassé, to facilitate connectivity and transport of food and non-food items. Infrastructure improvements will also benefit smallholder farmers and other vulnerable populations whose livelihoods are jeopardized by limited market access.
83. Leveraging its expertise in emergency telecommunications, WFP will seek to supplement existing national capacity and resolve connectivity issues that limit the coordination of an effective response, establishing and rehabilitating and infrastructure for internet, phone connectivity and other areas where needed. WFP will ensure adequate provision of telecommunication services to humanitarian and development partners operating in the most affected areas so that they can meet the needs of affected populations.
84. WFP will help to consolidate relevant analysis to adapt the overall food security response and appropriate modalities, placing particular emphasis on the differing needs of affected people, taking into account gender, age and disability. Additional priorities include ensuring resources for the coordination of joint rapid food security needs assessments and regular data analysis according to the Integrated Food Security Phase Classification system.

Partnerships

85. Through this activity, WFP will support its humanitarian partners, the national multisector platform for disaster risk management and the national COVID-19 response management coordination body and its decentralized regional committees, complementing the range of requested services with logistics (transport, warehousing and related services), the provision of tents for the isolation of suspected COVID-19 cases at points of entry into the country and capacity-building in the form of training and a workshop to be provided to partners on a full-cost-recovery basis.

Assumptions

86. Several considerations must hold true for activity 3 to deliver the planned outputs and achieve strategic outcome 3. It is assumed that:
 - Adequate resources are mobilized and secured.
 - Partners with technical skills are engaged and committed.
 - Targeted community members, including women and young people, are willing to participate in the identified activities.
 - No outbreaks of communicable diseases, such as COVID-19, occur in programme intervention areas.
 - There is no significant sociopolitical unrest.

Transition and handover strategy

87. WFP's transition with regard to service delivery activities will depend on success of its work with the Government to strengthen government infrastructure and facilities for isolating COVID-19 contact cases and treating COVID-19 patients in a safe manner and capacity to manage in-country staging areas, warehouses and transport capacities for the broader humanitarian supply chain, including for medicine, water and sanitation, food and non-food items and supplies.

4. Implementation arrangements

4.1 Beneficiary analysis

88. Under strategic outcome 1, activity 1 is based on a scenario of 10,000 beneficiaries requiring emergency assistance, including refugees, internally displaced people, other crisis-affected populations and vulnerable groups such as pregnant and lactating women and girls and malnourished children. The number of beneficiaries was determined based on the national emergency response plan and is consistent with scenario 1, the most probable scenario, of the United Nations Inter-Agency Contingency Plan.
89. Under strategic outcome 1, WFP and its partners will also regularly re-assess the need for immediate response. Residual beneficiary caseloads and resources from the limited emergency operation in 2020 will be carried over to the ICSP to ensure that the population's immediate needs are met beyond December 2020. At the same time, WFP and other United Nations entities and their partners will assess and strengthen the existing delivery systems to enable a gradual transition to national actors wherever possible.
90. Through strategic outcome 2, activity 2, WFP will target 15 percent of the 575 smallholder organizations (both producers and processors) identified and mapped by WFP and the German Agency for International Cooperation in 2015, with the list being updated through the SDG 2030 fund project referred to above. Links between WFP interventions, local production and government schools will be developed to encourage the effective participation of school communities in the value chain. The interventions will be concentrated in the northern regions of Savanes and Kara, which are the poorest and most food-insecure regions. Smallholder farmers and supply chain actors will receive technical support with regard to sustainable food systems, including quality standards, food safety, food fortification and market monitoring.
91. To track progress on gender equality and women's empowerment, targeting will be based on geographic area, seasonality, activity focus and participant gender and age. Analyses will be conducted to ensure that women, men, girls and boys benefit equitably from WFP's interventions.

| TABLE 1: FOOD AND CASH-BASED TRANSFER BENEFICIARIES BY STRATEGIC OUTCOME, OUTPUT, ACTIVITY AND MODALITY | | | | | |
|--|---------------|--|----------------------|--------------------------|----------------|
| Strategic outcome | Output | Activity | Modality | Beneficiary group | 2021 |
| 1 | 1.1 | 1. General food distribution (IDPs, refugees) | Food | Girls | 3 800 |
| | | | | Boys | 2 800 |
| | | | | Women | 2 200 |
| | | | | Men | 1 200 |
| | | | | Total | 10 000 |
| | | 1. General food distribution (COVID-19-affected people and at-risk PLHIV/TB) | Cash-based transfers | Girls | 26 010 |
| | | | | Boys | 24 990 |
| | | | | Women | 50 490 |
| | | | | Men | 48 510 |
| | | | | Total | 150 000 |
| | | 1. Blanket supplementary feeding programmes | Food | Girls | 350 |
| | | | | Boys | 250 |
| | | | | Women | 400 |
| | | | | Men | n/a |
| | | | | Total^a | 1 000 |
| 2 | 2 | Capacity strengthening | n/a | n/a | |
| 3 | 3 | Service delivery | n/a | n/a | |
| Total (without overlap) | | | | | 160 000 |

Abbreviations: TB = tuberculosis.

^a Beneficiaries counted under general food distribution for internally displaced persons and refugees.

4.2 Transfers

Food and cash-based transfers

92. In-country consultations undertaken by WFP indicate that both food and CBTs will be effective transfer modalities for strategic outcome 1. Gender and age analysis, cost assessments and further consultations will nevertheless be undertaken to determine the exact levels and possible combinations of transfer modalities needed to mitigate any risk. Subject to the availability of cash and informed by local assessments, activity 1 will combine food assistance and CBTs. For the activity under strategic outcome 2, aimed at supporting national efforts to achieve sustainable food systems, institutional capacity strengthening is the modality of choice, and for strategic outcome 3 the modality is service delivery, with WFP providing on-demand logistics services to humanitarian actors and the Government to resolve transport, storage and distribution issues. Both the capacity strengthening and service delivery modalities will also be used under strategic outcome 1 to strengthen the EPR capacity of, and coordination among, national stakeholders.

| TABLE 2: FOOD RATIONS (g/person/day) AND CASH-BASED TRANSFER VALUES (USD/person/day) BY STRATEGIC OUTCOME AND ACTIVITY | | | | | |
|---|---------------------|---------------------------------------|---------------|------------------------|---------------------|
| | Strategic outcome 1 | | | Strategic outcome 2 | Strategic outcome 3 |
| | Activity 1 | | | Activity 2 | Activity 3 |
| | IDPs/refugees | COVID-19-affected people and PLHIV/TB | PLWG/children | n/a | n/a |
| Modality | Food | CBTs | Food | Capacity strengthening | Service delivery |
| Rice | 350 | | - | | |
| Pulses | 100 | | - | | |
| Vegetable oil | 35 | | - | | |
| Iodized salt | 5 | | - | | |
| Sugar | - | | - | | |
| Super Cereal with sugar | 50 | | 100 | | |
| Super Cereal Plus | - | | 200 | | |
| Micronutrient powder | - | | - | | |
| Total kcal/day | 2 115 | | - | | |
| % kcal from protein | 10.8 | | - | | |
| Cash-based transfers (USD/person/day) | - | 0.35 | - | | |
| Number of feeding days per year | 90 | 30 | 90 | | |

| TABLE 3: TOTAL FOOD AND CASH-BASED TRANSFER REQUIREMENTS AND VALUE | | |
|---|---------------|------------------|
| Food type/cash-based transfers | Total (mt) | Total (USD) |
| Rice | 315.00 | 99 540 |
| Pulses | 90.00 | 43 875 |
| Vegetable oil | 31.50 | 788 |
| Super Cereal Plus | 45.00 | 29 925 |
| Super Cereal with sugar | 12.60 | 36 000 |
| Salt | 4.50 | 11 970 |
| Total (food) | 498.60 | 222 098 |
| Cash-based transfers | | 1 575 000 |
| Total (food and cash-based transfer value) | 498.60 | 1 797 098 |

4.3 Country office capacity and profile

93. The country office plans to recruit three additional staff members: a national school feeding officer, a senior programme assistant for monitoring and evaluation and a finance associate. WFP will fill any further gaps by hiring international officers 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.
94. To ensure organizational readiness, the Togo country office will use effective and inclusive communication systems that foster the commitment and full engagement of staff. 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 performance and quality of the services provided.

4.4 Partnerships

95. When engaging with partners the country office will seek complementarities to generate greater impact in selected geographical areas and avoid duplication. WFP will work closely with the Government and its line ministries, supporting technical studies such as the mapping of food security and vulnerability with the Permanent Inter-State Committee on Drought Control in the Sahel and the German Agency for International Cooperation and exploring collaboration with civil society organizations that support gender equality in order to facilitate the implementation of activities for the achievement of equitable and empowering outcomes. WFP will build on and seek partnerships with institutions involved in gender equality and women's empowerment, including the Ministry of Social Action, the Promotion of Women and Literacy, and with women's networks.
96. A cardinal approach of the country office during the ICSP period will be to explore potential long-term partnership opportunities with both longstanding partners and potential new partners, especially in the private sector, with a view to assessing the feasibility of a CSP that starts in 2022. This will also entail a preliminary exercise in partnership mapping that would lay the groundwork for a corresponding CSP partnership action plan.
97. Partnerships and fundraising have been a key challenge for the Togo country office, which last received directed multilateral contributions in 2015.

5. Performance management and evaluation

5.1 Monitoring and evaluation arrangements

98. WFP will support the Ministry of Agriculture, Animal Husbandry and Fisheries and the Ministry of Security and Civil Protection in strengthening both the existing monitoring, evaluation and reporting structures and the capacity of staff at the central and decentralized levels to monitor and review progress in capacity strengthening and the achievement of SDG targets for zero hunger. Monitoring and evaluation systems will be gender-responsive and consistent with the NDP performance management framework.
99. Baselines for outcome and cross-cutting indicators, disaggregated by sex, age and category of vulnerability, will be established during the first three months of ICSP implementation. WFP will provide technical assistance to strengthen government data collection and analysis systems and render them effective and efficient. Data on performance indicators will be collected in collaboration with ministries and the results will be entered and processed in WFP's COMET programme management tool.³³

³³ Country office tool for managing effectively.

100. In accordance with discussions between the country office, the regional bureau and headquarters, no CSP or thematic evaluation will be undertaken in 2021. Should there be an extension of the ICSP into 2022, however, a CSP evaluation will be done for the period 2019–2022.
101. A vulnerability analysis and mapping monitoring, review and evaluation plan has been developed in collaboration with national partners and United Nations agencies and will be adjusted when necessary. The plan will be used as guidance for the tracking of performance indicators, data analysis, interpretation of results and reporting, with specific attention paid to cross-cutting issues of gender, protection and environment. The plan will include a budget estimate for each assessment, review, monitoring and evaluation activity. Throughout the life cycle of the ICSP, monitoring findings will be reported on a monthly and quarterly basis, using the dashboard to inform programme adjustments and orientations.

5.2 Risk management

Strategic risks

102. Inadequate funding has been a major constraint for the implementation of WFP interventions in Togo. To overcome this, WFP will develop a resource mobilization strategy to engage all key development partners of Togo. Mitigation measures will also include WFP support to the Government for resource mobilization, particularly for strategic outcome 2.
103. 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 capacity in EPR.
104. Sociocultural barriers impede women's participation in decision making. Failure to address gender inequality, including with regard to the marriage of girls, gender-based violence and women's inadequate representation in targeted communities and inadequate access to land, could compromise the outcomes of the ICSP. To mitigate this risk, WFP will develop a common strategy with partners, including the Government, United Nations agencies, NGOs, civil society organizations and women's networks, to enhance women's leadership and the engagement of men and boys.

Operational risks

105. Potential operational risks include a shortage of Government and cooperating partner staff, both at the oversight and operational management levels, who have the necessary skills. Capacity strengthening activities and design instruments have been identified to address this concern.
106. Regional insecurity could hamper movements of commodities to central Sahel countries coordinated by the Togo country office. In addition to insecurity risks, seasonal and ad-hoc events could reduce the availability of trucks and road accessibility. Access constraints can also be caused by insecurity, poor infrastructure or unfavourable weather conditions; in such cases, WFP will work with national partners to deliver assistance or monitor implementation.
107. To address the risks posed by COVID-19 outbreaks in programme intervention areas WFP will devote extra resources and devise implementation procedures to mitigate harm to WFP staff, programme partners and beneficiaries. For example, WFP will explore contactless e-commerce solutions to facilitate CBTs.

Fiduciary risks

108. Fiduciary risks primarily relate to fraud and corruption, including the risk of food assistance being diverted to local markets or used for unintended purposes. Mitigation measures include the application of WFP risk management procedures, compliance with the operating security standards of the United Nations common security system and cooperation with authorities at the national and local levels.
109. The possibility of staff being exposed to COVID-19 in the course of their duties poses a fiduciary risk in relation to WFP's obligation to provide a safe workplace and safeguard employee health.

Financial risks

110. Financial risks are posed by commodity price volatility and currency fluctuation. To mitigate such risks, WFP will manage its exposures centrally in accordance with strict procedures, including with regard to financial limits.

5.3 Social and environmental safeguards

111. The ICSP activities are designed to comply with WFP's environmental and social standards in nine areas:³⁴ sustainable natural resource management; biodiversity and ecosystems; resource efficiency and waste management; pollution prevention and management; climate change; human rights; gender equality; community health, safety and security; and accountability to affected populations. Furthermore, the three dimensions of sustainable development (social, environmental and economic) will be fully taken into consideration during ICSP implementation, as follows:
 - *Social sustainability:* Elaboration of the ICSP was guided by both national and WFP policies on gender equality, children's rights and accountability to affected populations.³⁵
 - *Environmental sustainability:* Many food-insecure populations and smallholder farmers suffer the consequences of degraded land and forests, scarce water, biodiversity loss, polluted soil, water and air and unmanaged waste. These environmental factors have impacts on human health and limit the availability, accessibility, utilization and stability of food and the productivity of food systems.
 - *Economic sustainability:* In promoting sustainable food systems by supporting value chain development through strategic outcome 2, WFP will contribute to the economic sustainability of targeted populations. This will increase the resilience of farming systems with regard to a changing climate and other shocks.

³⁴ <https://newgo.wfp.org/documents/environmental-and-social-standards>.

³⁵ The national policy for gender equality, WFP's gender policy for 2015–2020, WFP's code of conduct, the United Nations supplier code of conduct and WFP's policy brief on accountability to affected populations.

6. Resources for results

6.1 Country portfolio budget

112. The budget required to implement this ICSP for one year is USD 3,467,347, of which 89 percent (USD 3,102,010) is for crisis response and 11 percent (USD 365,337) is for resilience building.

| Strategic outcome | Activity | Year 1 |
|--------------------------|-----------------|------------------|
| 1 | 1 | 2 567 344 |
| 2 | 2 | 365 337 |
| 3 | 3 | 534 667 |
| Total | | 3 467 347 |

6.2 Resourcing outlook and strategy

113. Early partner engagement was emphasized as critical in the formulation of the ICSP outcomes and the consultative process undertaken by the country office. This consultative process allowed WFP to update its key stakeholder landscape and mapping, along with the financing needs for ICSP activities.

114. The country office will build on existing resources and technical and advocacy partnerships developed during implementation of the transitional ICSP while renewing engagements with financial partners, including the African Development Bank, the World Bank and the International Monetary Fund.

115. WFP will work on the development of joint proposals with other United Nations agencies and proposals for United Nations funds and will aim to expand its donor base by exploring funding opportunities with donor Governments, international financial institutions and emerging funding sources, including the private sector and the Government of Togo. Sufficient resources will be allocated for gender equality outcomes.

116. A partnership action plan has been developed to drive, guide and enact the implementation of the resourcing strategy.

ANNEX I**LOGICAL FRAMEWORK FOR TOGO INTERIM COUNTRY STRATEGIC PLAN (2021)****Strategic goal 1: Support countries to achieve zero hunger****Strategic objective 1: End hunger by protecting access to food****Strategic result 1: Everyone has access to food****Strategic outcome 1: Crisis-affected populations in targeted areas are able to meet their basic food and nutrition needs during and in the aftermath of a crisis**

Outcome category: Maintained/enhanced individual and household access to adequate food

Nutrition sensitive

Focus area: Crisis response

Assumptions:

Government and other United Nations agencies commitment and engagement

Outcome indicators

Consumption-based Coping Strategy Index (average)

Emergency Preparedness Capacity Index

Food Consumption Score

Livelihood-based Coping Strategy Index (percentage of households using coping strategies)

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

Proportion of children 6–23 months of age who receive a minimum acceptable diet

Activities and outputs

1. Provide food and nutrition assistance to crisis-affected populations and strengthen the capacity of and coordination among national partners for emergency preparedness and response (URT: Unconditional resource transfers to support access to food)

Crisis-affected populations (tier 3) benefit from strengthened emergency preparedness and response capacity of national institutions and partners that enhances the ability of those institutions and partners to meet their food and nutrition requirements (C: Capacity development and technical support provided)

Individuals affected by shocks (tier 2) benefit from enhanced capacity of and coordination among national partners to ensure their safe and adequate access to food and nutrition (C: Capacity development and technical support provided)

Individuals affected by shocks (tier 1) receive timely and adequate nutritious food and/or cash-based transfers that meet their immediate food and nutrition needs (A: Resources transferred; B: Nutritious foods provided)

Strategic objective 3: Achieve food security

Strategic result 4: Food systems are sustainable

Strategic outcome 2: Targeted communities in Togo including smallholder farmers, have efficient, equitable, inclusive, and nutritious food systems

Outcome category: Improved household adaptation and resilience to climate and other shocks

Nutrition sensitive

Focus area: Resilience building

Assumptions:

Partnerships reinforced with United Nations agencies and other main stakeholders in the country

Outcome indicators

Livelihood-based Coping Strategy Index (average)

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

Activities and outputs

2. Facilitate equitable access to markets and provide technical support on supply chains, quality standards, food safety and fortification and market monitoring information to selected food processors and smallholder farmers (CSI: Institutional capacity strengthening activities)

Food producers and processors (tier2) benefit from increased incomes and resilience with regard to shocks, including climate shocks, due to increased national capacity in technology and knowhow for storage, reduction of post-harvest losses and food processing and fortification (C: Capacity development and technical support provided)

Smallholders (tier 2), mainly women, have improved access to markets and information that enhance their income and role in the value chain, including in relation to home-grown school feeding (C: Capacity development and technical support provided)

Supply chain actors (tier 2) in targeted areas benefit from improved access to high quality, nutritious and affordable food due to enhanced technical support for improved supply chain efficiencies, including quality control (K: Partnerships supported)

Targeted populations, including the smallholder farmers (tier 3), benefit from improved resilience with regard to shocks due to improved food security and nutrition monitoring systems integrated with an early warning system (C: Capacity development and technical support provided)

Strategic goal 2: Partner to support implementation of the SDGs

Strategic objective 5: Partner for SDG results

Strategic result 8: Sharing of knowledge, expertise and technology strengthen global partnership support to country efforts to achieve the SDGs

Strategic outcome 3: Humanitarian and development partners in Togo have access to common services throughout the crisis

Outcome category: Enhanced common coordination platforms

Focus area: Crisis response

Assumptions:

Partnerships reinforced with agencies and other stakeholders

Outcome indicators

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

Activities and outputs**3. Provide technical assistance and supply chain and emergency telecommunications services, including transport, storage and distribution of food and non-food items, to the Government and partners (CPA: Service provision and platforms activities)**

Affected populations (tier 3) benefit from technical advice, common supply chain and emergency telecommunications services and coordinated support to government and humanitarian partners that facilitates their receipt of timely assistance (H: Shared services and platforms provided)

Goal 1: Support countries to achieve zero hunger**C.1. Affected populations are able to hold WFP and partners accountable for meeting their hunger needs in a manner that reflects their views and preferences****Cross-cutting indicators**

C.1.1: Proportion of assisted people informed about the programme (who is included, what people will receive, length of assistance)

C.1.2: Proportion of project activities for which beneficiary feedback is documented, analysed and integrated into programme improvements

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.2.1: Proportion of targeted people receiving assistance without safety challenges

C.2.2: Proportion of targeted people who report that WFP programmes are dignified

C.2.3: Proportion of targeted people having unhindered access to WFP programmes

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

C.3.1: Proportion of households where women, men, or both women and men make decisions on the use of food/cash/vouchers, disaggregated by transfer modality

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

C.3.3: Type of transfer (food, cash, voucher, no compensation) received by participants in WFP activities, disaggregated by sex and type of activity

C.4. Targeted communities benefit from WFP programmes in a manner that does not harm the environment

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 1/ SDG Target 2.1 | Strategic Result 4/ SDG Target 2.4 | Strategic Result 8/ SDG Target 17.16 | Total |
| | Strategic outcome 1 | Strategic outcome 2 | Strategic outcome 3 | |
| Focus area | Crisis response | Resilience building | Crisis response | |
| Transfer | 2 091 477 | 203 271 | 455 520 | 2 750 268 |
| Implementation | 52 500 | 101 820 | 20 000 | 174 320 |
| Adjusted direct support costs | 266 675 | 37 948 | 59 147 | 363 770 |
| Subtotal | 2 410 651 | 343 039 | 534 667 | 3 288 357 |
| Indirect support costs (6.5 percent) | 156 692 | 22 298 | 0 | 178 990 |
| Total | 2 567 344 | 365 337 | 534 667 | 3 467 347 |

Acronyms

| | |
|--------|--|
| CBTs | cash-based transfers |
| COMET | country office tool for managing effectively |
| CSP | country strategic plan |
| EPR | emergency preparedness and response |
| FAO | Food and Agriculture Organization of the United Nations |
| ICSP | interim country strategic plan |
| IFAD | International Fund for Agricultural Development |
| NCPA | National Civil Protection Agency |
| NGO | non-governmental organization |
| PLHIV | people living with HIV |
| PLWG | pregnant and lactating women and girls |
| NDP | National Development Plan |
| SABER | Systems Approach for Better Education Results |
| SDG | Sustainable Development Goal |
| UNICEF | United Nations Children’s Fund |
| UNSDCF | United Nations sustainable development cooperation framework |
| ZHSR | zero hunger strategic review |