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Contents

	<i>Paragraphs</i>	<i>Page</i>
I. Situation analysis.	1-5	2
II. Past cooperation and lessons learned.	6-10	3
III. Proposed programme.	11-14	5
IV. Programme management, monitoring and evaluation.	15-17	6
Annex		
Results and resources framework.		7



I. Situation analysis

1. Togo has genuine economic strengths derived from its geographical location. With its port and road infrastructure, the country provides a major access route to the countries of the West African subregion. However, prolonged deterioration in the political-institutional context in the early 1990s, marked by the drying up of official development assistance (ODA) and the socioeconomic decline, has slowed efforts to combat poverty. Since 2006, the authorities have been engaged in a process of establishing political peace, transitional justice and public finance reforms, which has produced positive results. ODA, which fell to about \$50 million per year in the middle of the 1990s, reached nearly \$400 million in 2011.¹ The average growth rate for the 2006-2011 period increased to 3.5 per cent, whereas it had been less than 1 per cent on average over the previous six years.² The Togolese economy remains undiversified, is dependent on the primary sector and is plagued by low productivity. Despite the reforms and investments in the phosphate sector, production remains low, which has prevented the country from taking advantage of the high prices seen in recent years. The poverty rate declined from 61.7 per cent in 2006 to 58.7 per cent in 2011.³ Only Millennium Development Goal (MDG) 6 on the reversal of the spread of HIV/AIDS can be achieved by 2015. Despite efforts in some key sectors (free primary education, investments in agriculture, measures for the reduction of maternal and neonatal mortality), achieving the other MDGs is unlikely.

2. Those socioeconomic changes are marked by disparities. With a Human Development Index of 0.435 in 2011, Togo was ranked 162nd out of 187 countries. The Gini coefficient increased from 0.361 in 2006 to 0.393 in 2011. About 73 per cent of the rural population lives below the poverty line, as compared with 28.5 per cent in Lomé. In rural areas, households headed by women are poorer than those headed by men, with a poverty rate of 74.1 per cent for women as against 69.1 per cent for men. The Questionnaire on the Basic Indicators of Well-being (QUIBB) 2011⁴ reveals that unemployment and underemployment affect 6.51 per cent and 22.76 per cent respectively of the labour force. Unemployment affects more young people aged 15-35 years (8.06 per cent) than their elders, and many more young women (22.09 per cent) are in a situation of underemployment than are young men (17.73 per cent). Among the constraints affecting youth unemployment, one could cite primarily the inadequacy of training to the needs of the labour market, weak employment opportunities in the formal sector and inadequate funding mechanisms for entrepreneurship. Access to land remains very unequal, to the detriment of women, owing to a patrilineal regime of property succession in localities.

3. In the field of the environment, forest degradation, which is the result of the combined effects of unsustainable agricultural practices, climatic hazards and overfishing, increased from 4.5 per cent in 2005 to 5.75 per cent in 2010.⁵ On the energy front, the country has a rural electrification rate of 3 per cent, while the use of renewable energy sources is very limited, owing to the lack of a formal

¹ Government of Togo, 2011 Report on official development assistance, 2012.

² Government of Togo, Economic, financial and social report, 2012.

³ Strategy for accelerated growth and employment promotion, 2012.

⁴ Questionnaire on the Basic Indicators of Well-being (QUIBB), 2011.

⁵ FAO, Global Forest Resources Assessment, 2010.

framework for intervention and incentives. The country's vulnerability to extreme hydroclimatic events, such as floods, drought and high winds, remains high. The catastrophic floods of 2010 reduced the annual growth rate in the country by 0.02 per cent, with losses and damage estimated at nearly \$40 million.⁶ Coastal erosion is advancing at an average rate of 3 metres per year and poses a real threat to the survival of communities and the seaside resort infrastructure. The lack of standards for waste discharges and the lack of monitoring of environmental management plans for industrial plants (phosphates, slag, iron) make it difficult to control pollution at all levels.

4. In the area of democratic governance, more than a decade of political tensions, recurring electoral disputes and the weakening in the institutional balance and in civic culture have undermined the process of democratization and efforts to strengthen social cohesion. The national reconciliation process from 2009 to 2012 has shed light on 47 years of human rights violations and political violence and has resulted in 68 recommendations, whose implementation remains a major challenge for the coming years. The political context is still weakened by the lack of political consensus and by polarized positions. Despite their demographic weight (51.4 per cent of the population), women remain underrepresented in the public sphere, with only 22 per cent of government posts held by women, less than 10 per cent in the National Assembly and not a single woman among the 35 prefects. The head of State announced, on 19 December 2012, a bill establishing gender parity in access to elective office, which provides an opportunity to ensure the better representation of women in the public decision-making sphere.

5. The administrative and institutional governance situation is characterized by numerous failures, owing in particular to the concentration of decision-making powers, inadequate accountability and the lack of procedures and methods to set standardized work practices. Other contributing factors include weak capacity with regard to the planning, implementation, monitoring and evaluation of results-based development programmes and poor coordination of development assistance. Finally, Togo is far behind in the implementation of its decentralization process, owing mainly to the non-implementation of the legal framework adopted in 2007 and the repeated postponement of local elections, which has undermined the adequate provision of basic social services.

II. Past cooperation and lessons learned

6. The 2008-2012 programme cycle took place in a context of the gradual recovery of international cooperation, with the return of partners such as the European Union (EU), the African Development Bank (AfDB), the International Fund for Agricultural Development (IFAD) and Germany. The changing environment for assistance at the national level has encouraged a strategic repositioning of the country office with its comparative advantages and those of the partnerships in the effort to build on the gains achieved so far and bring them to scale.

7. The mid-term evaluation of the administrative reform programme has highlighted the quality and relevance of UNDP's contribution to the restructuring of

⁶ UNDP and World Bank, Post-Disaster Needs Assessment (PDNA), 2010.

the public administration, including the adoption of a new management approach focused on results at all levels, the modernization of the legal and normative framework of the public service and the rationalization of the government apparatus. The deployment of experts at strategic levels (Presidency, Prime Minister's Office, planning and administrative reform) has improved decision-making in the implementation of priority reforms. The implementation of the national strategy for strengthening democracy and peace for development, which was adopted in 2008, was decisive for the outcome of the transitional justice process and the peaceful conduct of the presidential elections in 2010. Efforts to upgrade the judicial system, on the other hand, have not produced any real impact on poor people's access to legal services or the inclusion of human rights issues in the administration of justice.

8. Support for the formulation and implementation of the Poverty Reduction Strategy Paper (PRSP) for 2009-2011 provided an opportunity to reach the completion point under the Heavily Indebted Poor Countries (HIPC) initiative, resulting in a reduction of 80 per cent in the country's external debt. The development of frameworks for accelerating the achievement of the MDGs for the agriculture, water and health sectors has helped guide the sectoral policy dialogues. In agriculture, the acceleration framework has provided a stimulus for the formulation of major agricultural development projects, primarily targeting small producers. However, the funding needs identified by those frameworks remain the main challenge. Targeting the MDGs in certain localities through the joint "Millennium communes" programme has stimulated new dynamic development in some poor and remote communities of northern Togo. However, evaluations have shown that the financial and operational commitment of the various stakeholders, including the Government, has not been at the level of the initial ambitions of the programme. In the area of inclusive finance, the growth of savings and credit between 2008 and 2012, 82.13 per cent and 88.23 per cent respectively, thanks to the improved monitoring of the sector and the professionalization of the decentralized financial systems, masks the fact, however, that significant challenges remain for the promotion of that sector.

9. With regard to the prevention and management of crises and disasters, national capacity improvements have been visible in the preparations for and responses to the floods of 2007 and 2010. The strengthened perception and awareness-building with regard to disaster risks and climate change issues can be seen in their inclusion in the national planning process and the preparation for their inclusion in the primary and secondary education programmes. In addition, the Ando Kpomey community initiative, which won the 2012 Equator Prize awarded in conjunction with the Rio +20 Conference, illustrates the potential transformation that can be generated by small grants.

10. In a more general way, the mid-term review of the Action Plan has highlighted the difficulties related to several factors: the low synergy between the various components of the programme, which has been exacerbated by the dispersion of activities among a variety of small projects; the concentration of resource mobilization efforts on specific partnerships (elections, Global Fund); and the country office's weak capacity for monitoring and evaluation, which also applies to some national partners with regard to planning and results-based management.

III. Proposed programme

11. After an analysis of the comparative advantages of the Organization, the United Nations Development Assistance Framework (UNDAF) has focused on three of the five areas identified in the Strategy for accelerated growth and employment promotion (SCAPE),⁷ namely, governance, food security and the environment, and equitable access to basic social services. Thus, after consultation with the Government on the basis of the comparative advantages offered by UNDP and the lessons learned from previous programme, the 2014-2018 programme interventions will be structured around the following points: (a) democratic, institutional and local governance, (b) poverty reduction and employment, and (c) environment and climate change. They will be guided by an approach that seeks to reduce inequality, which is the cross-cutting principle of the UNDAF, the recommendations of the Istanbul Action Plan for the Least Developed Countries and the objectives of sustainable development (Rio+20).

12. Democratic, institutional and local governance. To support the effective implementation of the Strategy for accelerated growth and employment promotion, the programme will help strengthen the foundations of democracy and national reconciliation through support for: (a) the organization of peaceful and transparent elections; (b) strengthening the capacity of stakeholders involved in managing public policy (National Assembly, Court of Auditors, civil society, the media), targeting, in particular, women; (c) conflict prevention and management, including through the implementation of the recommendations of the Truth, Justice and Reconciliation Commission (CVJR) and support for the establishment of an infrastructure for promoting sustainable peace; and (d) improving access to legal services and the judiciary for the disadvantaged, especially women and youth. UNDP will also support the improvement of the institutional and technical capacities of the public administration and of the systems involved in the coordination, planning, monitoring and evaluation of public policies, taking into account gender and the inclusion of vulnerable groups. Governance in the sector involved in the fight against HIV/AIDS and sexually transmitted infections will also be strengthened for an effective response aimed at promoting the achievement of MDG 6.

13. Poverty reduction and employment. Based on the frameworks for accelerating the achievement of the MDGs, UNDP's contribution in this area will focus on the formulation and monitoring of national policies, in particular the SCAPE, advocacy for the MDGs and direct support for innovative local initiatives aimed at improving livelihoods and income generation. With regard to employment, efforts will be focused, in line with the SCAPE guidelines and the national employment policy, on the operationalization of the new national framework for promoting the employment of youth and women. That will include, on the one hand, support for the harmonization and integration of initiatives through a framework of social dialogue

⁷ SCAPE 2013-2017 has set five priority targets: (a) the development of sectors with high growth potential; (b) the strengthening of economic infrastructure; (c) the development of human capital, social protection and employment; (d) the strengthening of governance; and (e) the promotion of participatory, balanced and sustainable development. Those priorities reflect the aim of the country's leadership to position Togo as a country providing services to the subregion by taking advantage, in particular, of the comparative advantages it has in its deep-water port and its geographic situation.

and the strengthening of the management capacity of institutions and parastatal entities and, on the other hand, the strengthening of public-private partnerships for the promotion of entrepreneurship and self-employment, and alternative measures to promote job creation, including green jobs and national volunteering. UNDP will also support the implementation of social protection policies, the gathering and analysis of sex-disaggregated data and the development of inclusive finance.

14. Environment and climate change. The focus will be on strengthening the links between the actions aimed at protecting the environment and those focusing on poverty reduction, particularly through support for: (a) the formulation and implementation of gender-sensitive public policies and programmes, favoring a low-carbon and climate- and disaster-resilient model of development; (b) the strengthening of capacities in institutions and local communities with regard to disaster prevention, preparedness and response, the conservation of biological diversity and the sustainable management of natural resources with the involvement of women and youth; and (c) identifying and funding innovative and gender-sensitive community initiatives that are environment friendly and contribute to the improvement of community livelihoods.

IV. Programme management, monitoring and evaluation

15. Programme execution will be primarily national, making systematic use of the harmonized approach to cash transfers (HACT). The country office might exceptionally use the modality of direct implementation and accelerated procedures as needed. It will also seek to launch joint programmes, taking into account the operational involvement of stakeholders. It will also facilitate the development of sustainable partnerships and the networking of expertise through South-South cooperation and the use of the diaspora.

16. Programme monitoring and evaluation will form an integral part of the UNDAF and the SCAPE. UNDP will assist in the establishment and strengthening of units responsible for monitoring and evaluation within ministries. It will also strengthen its internal capacity for monitoring and evaluation through the training of project and programme personnel and the recruitment of appropriate personnel. Monitoring and evaluation will be carried out in collaboration with the Ministry of Planning, Development and Land Management, including through joint field visits, focus groups, technical committees and steering committees, and joint annual reviews.

17. The programme will emphasize flexibility in planning and budgeting, so as to deal with the new perspectives for assistance to Togo and the major risks that might affect the programme's implementation. Some of those risks include natural disasters (recurring floods), political crises and the security challenges common to the West African subregion, which could lead to the emergence of new priorities, both for the Government and development partners.

Annex Results and resources framework

Government partner contributions	Other partner contributions	UNDP contributions	Indicators, baselines and targets for UNDP contributions	Indicative country programme outputs	Indicative resources (in USD)
<p>The Government will establish the legal and institutional framework needed for reforms, the establishment of an inclusive political dialogue, the strengthening of democracy, the strengthening of the rule of law and the implementation of the recommendations emerging from the national reconciliation process</p>	<p>The European Union (EU) will provide financial contributions for the various electoral processes and the management of development and assistance. The African Development Bank (AfDB), the West African Economic and Monetary Union (WAEMU), the World Bank, the International Monetary Fund (IMF) and the EU will focus their actions on public finance reform and the mobilization and management of domestic resources. Germany will support local development and governance.</p> <p>Communitarian institutions such as the Economic Community of West African States (ECOWAS) and the Council of the Entente will intervene to stabilize the regional sociopolitical context.</p>	<p>Support to: the development and implementation of national and local development policies and strategies, electoral assistance, better control over Government action, the modernization of public administration, the operationalization of legal assistance for women and vulnerable groups, strengthening the capacities of civil society, support for the institutions responsible for national reconciliation, and the strengthening of governance in the HIV/AIDS sector.</p>	<p>1. Indicator: Number of vulnerable women and men benefiting from legal assistance Baseline: 187 detainees in 2012 Target: 1 000, of which 30 per cent are women</p> <p>2. Indicator: Proportion of local councils elected and functional Baseline: 0 per cent Target: 60 per cent</p> <p>3. Indicator: Proportion of women on lists of candidates in legislative and local elections Baseline: 9.85 per cent in 2007 Target: At least 30 per cent</p> <p>4. Indicator: Proportion of Truth, Justice and Reconciliation Commission (CVJR) recommendations implemented Baseline: 0 per cent in 2012 Target: 60 per cent</p> <p>5. Indicator: Proportion of ministries with a structure appropriate to their mission and with operational planning and monitoring/evaluation units Baseline: 6 per cent of ministries Target: 80 per cent</p> <p>6. Indicator: Quality and effectiveness of the synergies between the National Council to Combat HIV/AIDS (CNLS) and civil society in the governance of the HIV/AIDS sector Baseline: Weak synergies between the CNLS and civil society Target: Strengthened coordination in the HIV/AIDS sector</p>	<p>Output 1: National institutions, political parties and civil society participate in the promotion of democracy and the rule of law</p> <p>Output 2: The institutions implementing the recommendations of the CVJR contribute to a lasting infrastructure promoting peace</p> <p>Output 3: Reforms aimed at modernizing the State and the planning process are implemented</p> <p>Output 4: The CNLS and civil society are strengthened in their capacities to coordinate the fight against HIV/AIDS.</p>	<p>Regular: 11 985 000</p> <p>Other: 20 000 000</p>

National priority or goal: *Strengthening of governance (theme IV of the Strategy for accelerated growth and employment promotion – SCAPE)*

UNDAF/Country programme outcome 1: *By 2018, the capacities of institutions and actors at the national and local levels have improved, with the reduction of inequalities, the modernization of the State, the strengthening of peace and democracy, and the promotion of human rights*

Indicators: **Indic.1.** Implementation of measures under the Strategic framework for the reform and modernization of the public administration. **Baseline:** Four formative studies available (strategic audits, reform of the juridical framework, rationalization of technical training schools and electronic administration). **Target:** At least 50 per cent of the measures actually implemented. **Indic.2.** Transparent and peaceful local, legislative and presidential elections.

Baseline: Contested elections in the past. **Target:** Peaceful and transparent voting. **Indic.3.** Proportion of women elected to elected posts. **Baseline:** 10 per cent of women in the Parliament. **Target:** 25 per cent in Parliament and 30 per cent in the local assemblies. **Indic.4.** Percentage of the recommendations of the Universal Periodic Review implemented. **Baseline:** 0. **Target:** 80 per cent. **Indic.5.** Alternative reports produced by civil society. **Baseline:** Reports relating to the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and to torture. **Target:** At least two alternative reports per year.

<p>National priority or goal: Development of human capital, social protection and employment (SCAPE theme III); Promotion of participatory, balanced and sustainable development (SCAPE theme V)</p> <p>UNDAF/Country programme outcome 2: Food security, strengthened community resilience to climate change and improved access on the part of women and youth to employment. Indicators: Indicator 1: Number of new jobs created for youth and women. Baseline: 0. Target: 1 000. Indicator 2: Rate of coverage of food needs. Baseline: 113 per cent for grain and 49 per cent for animal husbandry. Target: 140 per cent for grain and 92 per cent for animals. Indicator 3: Number of communities/villages that are resilient to climate change. Baseline: 0. Target: 200</p>					
<p>The Government will strive to implement the national policy on employment and the integration of employment goals for youth and women into sectoral policies; it will work to create conditions promoting the development of the private sector and supporting self-employment and entrepreneurial initiatives in growth sectors; it will seek to align training with the needs of the labour market</p>	<p>The International Labour Office (ILO) will support the development of job creation policies and programmes. The United Nations Capital Development Fund (UNCDF) will strengthen decentralized financial systems for the benefit of vulnerable groups. The United Nations Food Organization (FAO) and Agriculture the United Nations Industrial Development Organization (UNIDO) will invest in agricultural and agro-industrial production. The World Bank, AfDB, EU and other technical and financial partners will fund job-creation programmes and large public works.</p>	<p>Support for the harmonization and integration of interventions to promote youth employment (strengthening of public and parastatal institutional management; creation of public-private partnerships to promote entrepreneurship, self-employment, volunteering and green jobs among youth and women; support for innovative initiatives involving social protection and inclusive finance)</p>	<p>1. Indicator: Number of youth and women trained and established as entrepreneurs Baseline: 30 young agricultural entrepreneurs in 2012 Target: 500 2. Indicator: Number of public-private partnerships working to promote youth and female employment Baseline: 0 Target: 20 strategic partnerships established 3. Indicator: Number of decentralized financial systems (SFD) supported Baseline: 4 SFDs representing 60 per cent of the assets of the sector between 2010 and 2012 Target: 12 SFDs representing 90 per cent of the sector and offering products and services to more than 450 000 new clients, of which 55 per cent are women 4. Indicator: Number of business plans financed by the Fund to support the economic initiatives of youth (FAIEJ) Baseline: 62 Target: 500</p>	<p>Output 1: The strengthening of the capacities of youth and women generates entrepreneurial initiatives Output 2: A national coalition contributes to the promotion of entrepreneurship and the employability of youth and women Output 3: Decentralized financial systems and the Fund to support the economic initiatives of youth are strengthened in order to provide appropriate services for youth and vulnerable women Output 4: Vulnerable groups benefit from appropriate social protection services</p>	<p>Regular: 4 000 000 Other: 7 millions</p>
<p>The Government will ensure the implementation of policies and programmes to protect the environment and manage natural resources in a sustainable manner and will adopt a low-carbon development model that is resilient to climate change</p>	<p>The World Bank and the EU will support actions aimed at reducing disaster risks. The International Fund for Agricultural Development will support the implementation of the national action plan for adapting to climate change in the agricultural sector. Civil society will continue supporting environment-friendly microprojects</p>	<p>Support for: (a) the development and implementation of low-carbon development policies and programmes that are resilient to climate change and natural disasters and sensitive to gender issues; (b) the strengthening of national and local capacities with regard to the preservation of biodiversity and the sustainable management of natural resources</p>	<p>1. Indicator: Established low-carbon development strategy that is resilient to climate change Baseline: Strategy does not exist Target: Strategy sensitive to gender issues established and implemented 2. Indicator: Number of communities that have put into practice strategies that are resilient to climate change and sensitive to gender issues Baseline: 48 communities received microfinancing between 2010 and 2012 from the Global Environment Facility (GEF) for the protection of the environment Target: 200 communities</p>	<p>Output 1: Technical assistance is provided to the Government for the development and implementation of policies promoting community resilience to climate change and natural disasters Output 2: Innovative community initiatives to protect the environment and to promote resilience to climate change, while remaining sensitive to gender issues, grow in number thanks to the promotion of best practices</p>	<p>Regular: 3 000 000 Other: 8 000 000</p>