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PROGRAMME PLANNING
COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS
FOURTH COUNTRY PROGRAMME FOR TOGO*

<u>Programme period</u>	<u>Actual resources programmed</u>	<u>\$</u>
1987-1991	IPF for 1987-1991	20 738 000
	Third cycle balance	(1 224 000)
	Other resources programmed	<u>9 543 000</u>
	Total	29 057 000

CONTENTS

	<u>Paragraphs</u>	<u>Page</u>
I. DEVELOPMENT TRENDS, STRATEGIES AND PRIORITIES	1 - 33	2
A. Current economic trends	1 - 15	2
B. National development strategies	16 - 21	3
C. Technical co-operation priorities	22 - 28	4
D. Aid co-ordination arrangements	29 - 33	5
II. THE COUNTRY PROGRAMME	34 - 99	6
A. Assessment of previous country programme	34 - 52	6
B. New programme proposal	53 - 98	10
C. Unprogrammed reserve	99	21
<u>Annex.</u> Financial summary		22

* Detailed listings of projects and other related data prepared as part of the country programming exercise are available on request. These listings include: (a) ongoing projects; (b) proposed projects; (c) distribution of resources by objective; (d) planned activities of operational funds and programmes under the authority of the Administrator; (e) distribution of new country programme by sector.

I. DEVELOPMENT TRENDS, STRATEGIES AND PRIORITIES

A. Current economic trends

1. With a total area of 56,000 km², a population of 2.9 million and a per capita gross domestic product (GDP) of \$260, Togo is one of the small members of the category of least developed countries. The agricultural sector accounts for 32.4 per cent of GDP and employs approximately 80 per cent of the working population. It provides 30 per cent of export earnings (mainly from cocoa, coffee and cotton) and basically covers the population's food requirements, except where rice, wheat and sugar are concerned.
2. The Togolese economy is still recovering from the serious crisis of the early 1980s, which required stringent measures on the part of the Government and external intervention to support those measures. The crisis was caused by a sizeable reduction in the country's foreign currency earnings following a period of notable increase, particularly from phosphate which accounts for 10 per cent of GDP and 49 per cent of export earnings. After a rapid growth, affecting most economic sectors, between 1975 and 1980, the decline in prices and earnings led to sizeable imbalances, particularly in public budgets and external balances. This was compounded by the other effects of the international economic crisis.
3. The earnings of the population were seriously affected. With a population growth of approximately 3.3 per cent a year, real earnings declined by 20 per cent between 1980 and 1983.
4. Simultaneously, the outstanding public debt has greatly increased, exceeding 300 billion CFA francs in 1983 for a GDP of 285 billion CFA francs (CFAF).
5. The Togolese authorities, at the end of 1982, started financial stabilization programmes supported by the International Monetary Fund (IMF) and structural adjustment programmes supported by the World Bank.
6. With the IMF, three financial stabilization stand-by programmes have been implemented since 1983. The measures taken under these programmes were designed to reduce the public finance deficit and to increase the State's budget revenue through a revision of the Tax Code and the gradual strengthening of the Tax Office.
7. Togo was also able to obtain the rescheduling, or sometimes even cancellation, of its debt at three successive meetings of the Club of Paris.
8. As a result, indebtedness has declined sharply during the past three years. The Government even obtained during the same period 16 to 20 billion CFA francs per year in gifts. The outstanding debt, however, was still approximately CFAF 290 billion at the end of 1986 and the debt service is still approximately 50 billion a year, or 50 per cent of export earnings.
9. The objective is still to stabilize the economy and put it back on its feet. To that end, and with the support of the World Bank structural adjustment programme and of grants and loans from other donors, the Government has set about improving

macro-economic management, reforming the public enterprise sector, stimulating agricultural production through price incentives and promoting the development of small and medium-sized enterprises.

10. As a result of these programmes, the recession which had afflicted the Togolese economy since 1980 ended in 1984, when the GDP is estimated to have increased by a modest 1.4 per cent. In 1985, however, the GDP increased by approximately 5 per cent.

11. The improvement of the economy was due to the joint impact of favourable climatic conditions, which contributed to an increase in agricultural production, a new spurt of activity in the construction and public works sector, particularly in 1985, and a revival of commercial activity. The rate of inflation, measured by means of the GDP deflator, was only 2 to 2.5 per cent in 1984-1985, mainly as a result of the abundant food crop harvests.

12. Real production in the primary sector increased by 13 per cent in 1984 and 2 per cent in 1985 as a result of the favourable climatic conditions that followed the drought of 1982-1983, but also, and mainly, because of the positive response of producers to the raising of official production prices.

13. In the secondary sector, activity decreased by nearly 9 per cent in real terms in 1984 because the closing of the clinker factory of the Cement Works of West Africa (CIMA) and the decline in manufacturing production had not yet been entirely compensated for by the production of phosphate. In 1985, however, the activities in this sector were back to their real 1983 level as a result of the opening of a large construction site.

14. Production in the tertiary sector, which accounts for nearly half of the GDP, stagnated in real terms in 1984 but increased by more than 4 per cent in 1985 because of the resumption of domestic and regional agriculture-related trade activities.

15. The medium-term prospects are relatively encouraging for the Togolese economy provided that the process of structural adjustment continues.

B. National development strategies

16. The Government is planning a two-stage strategy. First it will co-ordinate economic recovery through a policy of stringency and then revitalize development.

17. In the first stage priority will be given to the completion of ongoing projects after a critical assessment of them, the restoration of infrastructures or operating machinery and the reorganization of State companies.

18. In the second stage, which will coincide more or less with the second half of the programme period, there will be greater concentration on restoring sectors such as food production, water management, increased local processing of national products and the promotion of private investment, particularly in small and medium-sized enterprises.

19. Under the triennial programming currently in force, investments programmed for the years 1986-1988 total CFAF 203 billion (26.2 billion of which are for the parapublic sector).

20. The sectoral distribution of these investments reflects the main lines of the development strategy. For the period 1986-1988, more than 75 per cent of investments will be channelled to six sectors:

- (a) Rural development (33.5 per cent of programmed investments);
- (b) Transport (15.6 per cent);
- (c) Energy (12.9 per cent);
- (d) Industrial and mining development (7.1 per cent);
- (e) Social and cultural development (5.5 per cent);
- (f) Water resources (4.8 per cent).

21. The overall approach to economic recovery, the choice of priority sectors and the strategies for action follow the recommendations of the United Nations Programme of Action for the Economic Recovery and Development of Africa, 1986-1990, adopted by the General Assembly at its thirteenth special session on 1 June 1986 (resolution S-13/2, annex).

C. Technical co-operation priorities

22. In order to execute this substantial investment programme, the Government will need substantial external assistance to supplement its domestic resources.

23. To mobilize the external resources required for the execution of this programme, the Government turned, with the help of the United Nations Development Programme (UNDP), to the round-table formula, which involved a two-stage consultation:

The first, in Paris, in January 1985, confined to the major donors, focused on discussions of economic policy; and

The second, at Lomé, in June 1985, was expanded to include all Togo's partners so as to permit in-depth dialogue, consolidation of what was achieved at the Paris meeting and determination of sectoral follow-ups.

24. Since the major purpose of the round-table was primarily to stimulate additional, diversified and integrated inputs of external assistance and financing for the execution of the development objectives being pursued and the optimal implementation of economic and financial recovery programmes established since 1982, an innovative approach was taken to preparing this donor conference:

(a) By drawing on the joint assistance of UNDP in close co-operation with the World Bank;

(b) By preparing sectoral studies which benefited from the financial support and active participation of other donors, such as the French Co-operation Mission, the European Development Fund (EDF), the Federal Republic of Germany (Deutsche Gesellschaft für Technische Zusammenarbeit - GTZ) and the Netherlands, parallel to the assistance from the specialized agencies of the United Nations, such as the International Labour Office (ILO) (African Jobs and Skills Programme), the United Nations Fund for Population Activities (UNFPA), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Industrial Development Organization (UNIDO) and from non-governmental organizations, particularly the Architectes sans frontières;

(c) By expanding the participation of non-governmental organizations on the basis of an assessment of the work done by those now operating in Togo and by preparing a local and participatory development programme.

25. The two meetings were followed by a series of others covering a number of sectors (see para. 30).

26. Simultaneously, and during the country programming exercise, the United Nations organized a number of multisectoral or specialized missions to evaluate ongoing projects, needs and future activities, such as the missions on population, desertification, rural development, etc.

27. Taken together, the conclusions and recommendations from these various activities enabled the Government and the entire community of donors to work out new approaches and reach a better understanding of the needs in terms both of technical assistance and of capital.

28. The Government therefore felt that it had enough information to establish priority technical assistance requirements. Those requirements relate mainly to the strengthening of the Government's economic management capacity, the organization of activities in the rural development sector and in relation to economic and social infrastructures, and the co-ordination and programming of activities of national and international non-governmental organizations.

D. Aid co-ordination arrangements

29. The responsibility for co-ordinating aid lies primarily with the Government itself. UNDP assistance in this field began with the holding of the donors' conference, which the UNDP Resident Representative played a central role in organizing. This co-ordination will be continued within the framework of the sectoral round-table follow-up meetings like the one already held in Kara on rural development and subsequent meetings concerning infrastructures and the social sectors.

30. Thus, by submitting to the donor community, within the framework of the round-table follow-up meetings, its public investment programme and the list of priority projects requiring external financing, the Government is currently endeavouring to present an overall foreign-aid plan designed to prevent duplication of effort and make full use of complementarity on the basis of the competence, specialization or particular interests of the parties concerned.

31. This has enabled many donors to strengthen the complementarity of their interventions. It should nevertheless be pointed out that, in spite of these initial efforts to co-ordinate aid, many obstacles remain. They result primarily from a certain hesitation on the part of the Togolese authorities to involve itself more deeply in aid co-ordination owing to the lack of available high-level personnel within the structure responsible for that function. These obstacles also stem from the different policies and procedures followed by each of the donors.

32. UNDP assistance will be requested in order to help the Government achieve the best possible results in co-ordinating aid in view of the limited resources available at the international level and its extensive and varied economic development needs. The Government will endeavour in particular, within the framework of the fourth country programme for Togo, to establish complementarity links with the regional or global projects financed by the United Nations and to promote the community approach (Economic Community of West African States - ECOWAS) for which Togo has clearly opted. Furthermore, it will continue its efforts to ensure closer integration between UNDP programmes and other programmes of the United Nations system, inter alia, those of the World Food Programme (WFP), UNFPA, UNIDO, UNICEF and FAO.

33. The present programme comprises projects which, in various ways, pursue these objectives.

II. THE COUNTRY PROGRAMME

A. Assessment of previous country programme

34. The third country programme was drawn up according to the main guidelines of the Fourth Plan of Togo (1981-1985). In view of the inputs from the other sources of assistance, both bilateral and multilateral, UNDP undertook to continue its assistance in such politically sensitive areas as educational reform, reform of public administration and development planning as well as in the rural development sector and, to a lesser extent because of the limited resources allocated, in the industry and communication sectors.

35. The following table provides a comparison, by sector, between the programmed resources and the programmes carried out:

Sectoral distribution of resources

Third programme for Toqo

<u>Sector (according to the classification of the Administrative Committee on Co-ordination)</u>	<u>Percentage proposed</u>	<u>Percentage assigned</u>
General development	16	20
Natural resources	2	11
Agriculture	34	42
Industry	13	6
Transport and communications	11	4
Health	1	-
Education	19	12
Technology	4	-
Employment	-	5
Total	100	100

36. The disparities here illustrate the adjustments which had to be made as a result of the international economic and financial crisis beginning in 1983. Toqo had to favour actions designed, in the short and medium terms, to re-establish the major economic balances, particularly the balance of payments (foreign debt) and public finances (deficits). As a result, development planning was affected; the implementation of the Fourth Plan (1981-1985) was suspended and a system of "rolling" programming was put into effect.

37. As a result of this situation and particularly after the review of the third programme carried out in September 1984, certain projects provided for in this programme were replaced by operations considered to be of higher priority. The latter concerned, on the one hand, productive activities for directly increasing production and income and, on the other hand, measures to gain greater control over the economy.

38. Since Toqo is classified among the least developed countries, in order to ensure the normal execution of the projects UNDP had to assume, on an exceptional and short-term basis, certain operating expenditures usually covered by the public budgets.

39. The implementation of the programme was somewhat affected by the following difficulties:

(a) The delays in the Government's assignment of counterparts or their frequent transfer half-way through the programme to other duties;

(b) The assignment to counterparts of numerous other duties, which did not always permit them to devote all their time to project activities;

(c) The delay in recruiting international experts and in the supply of equipment by the executing agents;

(d) The fact that training-course programmes were not always carried out according to plan.

40. In spite of these on the whole relatively minor difficulties, the results achieved were satisfactory. If one bears in mind the various sectors as presented in the table in paragraph 35, the most important results can be pointed out below.

General development and planning

41. The project Assistance to regional planning (TOG/84/016) helped to create and establish regional offices in the five regions of the country. Other achievements under this project made it possible were the drafting of a regional monograph containing the socio-economic data to be used in carrying out regional analyses, the publication of a regional development atlas, the preparation of the master plan for 1985-1990 and the provision of training nine staff members.

42. The project Public administration (TOG/79/009) led to the establishment of the Organization and Methods Office and made it possible to train seven staff members from this office. Other projects, financed at a lower level, yielded considerable results by providing, for example, the necessary administrative support to the donors' conference held in June 1985. The project Debt Monitoring System (TOG/84/011), helped the Government to strengthen its supervisory capacity by establishing a unit for registering, monitoring and analysing changes in the country's foreign debt in order to make the borrowing strategy as effective as possible. Lastly, the project Assistance to the Ministry of Planning and Industry (TOG/83/007) helped in completing the project fact sheets within the framework of preparations for the roundtable.

43. Attention should also be drawn to the study carried out on coastal erosion and the recommendations to combat this dangerous phenomenon. Lastly, note should be taken of the advanced-training grants and courses which were offered to facilitate the establishment of a unit to follow up the round-table activities.

Agriculture and rural development

44. The large-scale project Integrated Development Programme for North Togo (TOG/81/001), whose primary objective was to improve the living and working conditions of all the rural population groups involved by expanding production and increasing income, yielded considerable results. Specifically, an impressive infrastructure was established (roads, bridges, workshops and buildings); the farmers in the project areas were carefully supervised and monitored; the project component "Small livestock raising" was greatly expanded; the workers and supervisors assigned to the project were trained abroad and on the spot, and training was also provided for both individual farmers and members of co-operatives; work methods adapted to the region's socio-economic conditions were developed and rural medical and social centres were built.

45. Since the effort to combat desertification is one of the Government's priorities, support continued to be provided to the Office for Development and Exploitation of Forestry Resources (ODEF) in the field of reforestation during the third cycle. The activities of the project Reforestation of North Togo and forestry management (TOG/83/008) made it possible to target an investment of approximately \$10 million for a large-scale forestry project which will be financed by the African Development Bank (AfDB). The varieties of trees developed under the project were used by the Fund for Aid and Co-operation (FAC) and the Central Economic Co-operation Fund (CECF) (project AFRI) which cultivated more than 600 hectares of eucalyptus and teak trees previously tested in the project's nurseries.

46. The project Promotion of co-operatives (TOG/78/009) provided guidance for more than 90 groups, which received training in organization, management, accounting and co-operative education. Under the project Assistance to the Tove National Agricultural Training Institute (TOG/80/002), the UNDP contribution assistance made it possible to provide the Institute with a large teaching and vocational infrastructure through: the installation, expansion and equipping of laboratories, restoration of the practical application and experimentation farm, curriculum revision and the continual training of trainers in the teaching of agriculture.

Industry

47. The project Assistance to the Agricultural Equipment Production Unit (UPROMA) (TOG/83/004) was a very useful addition to the rural activities, permitting the manufacture of agricultural equipment (ploughs, rakes, axes, etc.) for distribution to the farmers. The factory, which is functioning well, was accorded special legal status which gives it broad managerial autonomy. In view of the demand for such equipment, it decided to diversify production by manufacturing village water-supply components (pumps, light-duty drilling rigs, etc.).

48. As can be seen, UNDP assistance in the third programming cycle thus provided invaluable support to the Government's efforts to carry out the Fourth Five-year Economic and Social Development Plan.

49. In the light of the foregoing, the following measures should be taken in order to ensure better implementation of the fourth country programme:

- (a) Assignment of national counterparts to the experts in each project;
- (b) Full-time use by the projects of the national directors to be appointed;
- (c) Assignment by the Government of sufficient supporting staff;
- (d) Improved planning and execution of instruction and training programmes;

(e) Improved drafting of project documents by executing agents and the Government by making the information provided on the real objectives to be achieved as precise as possible;

(f) Ensuring that the infrastructures or basic structures necessary for project implementation exist.

Education

50. The project Educational reform: assistance to technical education (TOG/80/003) has made possible the operation of technical education colleges built and equipped with funds from AfDB. Under this project 27 instructors were trained at the Turin centre, several training seminars were held locally for teachers, and the new Ministry of Education has been assisted in establishing structures and in defining the technical education colleges' operating procedures and their needs in respect of employment and training.

51. Under the project Assistance to in-service training for teachers (TOG/83/003) over 2,700 monitors and 380 assistant teachers have attended refresher training courses. Training courses have also been organized for principals and inspectors in primary education.

Employment

52. The project Special programme of labour-intensive public work (TOG/83/002) has helped solve the double problem of the rural exodus and food self-sufficiency. Under the project, more than 230 young people have been established or settled in rural areas. The agricultural activities carried out over nearly 700 hectares have enabled these young farmers, many of whom were trained at the Tové National Agricultural Training Institute, to earn net incomes of between CFAF 70 and 300,000 francs CFA.

B. New programme proposal

53. In 1983, because of the deterioration of its economy, Togo was classified as a least developed country, and there was therefore an increase in the indicative planning figure (IPF) between the third and fourth country programmes. The IPF for 1987-1991 has been fixed at \$US 20,738,000, or 64 per cent more than during the period 1982-1986. It must be stressed that the IPF resources have been significantly supplemented by other inputs, so that the fourth programme is based on a total of over \$29 million.

54. The main objectives of the fourth programme were identified taking into account analyses made when the previous programme was reviewed in 1984, and also the conclusions and recommendations of meetings of the round table held in 1985 and 1986.

55. In the context of the criteria used in defining the programme, the need to continue the activities undertaken in 1984 and 1985 with a view to bringing about economic recovery was borne in mind. Although these projects were begun during the third programme, they are in line with the concerns of the fourth programme, and they will therefore be continued.

56. The composition of the programme has also been influenced by the process of intensive consultations at the round-table meetings. The contributions from UNDP thus form part of a large number of other external contributions in respect of projects and even sectoral objectives.

57. The following four objectives have therefore been identified for the fourth country programme:

- (a) Rural development with a view to food self-sufficiency;
- (b) Human resources, training and employment;
- (c) Promotion of small- and medium-sized enterprises;
- (d) Strengthening of the Government's planning and management capacity.

58. The overall situation of the economy and the rapid changes which are taking place in it require just as much flexibility during the fourth cycle as was demonstrated during the third cycle. Thus it is planned that towards the end of 1988 a formal evaluation of the programme will be carried out which will have to take into account, in particular, the results of the budgetary reform policy, and the UNDP projects will have to be brought in line with the economic revival which will then be under way.

Rural development and agricultural production

59. The Government has decided to make the rural development sector its first priority, in particular by bringing about a substantial increase in agricultural production, of which the small farmer will be the agent and the prime beneficiary, and an improvement in working and living conditions in rural areas. A more intensive policy of recovery will also have to be encouraged in certain sectors such as food production, water management, local processing of national production and the promotion of private investment. It should be noted that production can be increased in Togo because a large proportion of the country's fertile land (which comprises 20 per cent of the total area) is still largely undeveloped, and the country's water resource potential is also significant.

Ongoing projects

Forestry management and reforestation in the north of Togo (TOG/83/008) (\$1,060,000)

60. UNDP has for several years been assisting the Office for Development and Exploitation of Forestry Resources in establishing structures in the north of the country and developing various techniques for reforestation in this region. The current project, which is a follow-up to previous assistance, was begun in September 1984 with the following objectives: (a) to establish 300 hectares of peri-urban forest plantations in a selected area in order to carry out a full-scale test of the viability of commercial plantations, which will be extended by means of loans if the results on these plantations are favourable; (b) to promote the establishment of small nurseries in villages and schools in order to implement a programme of autonomous forestry development; (c) to establish a centre for forestry training in wood processing by setting up a mechanical sawing unit; and (d) to formulate and implement a demonstration programme for establishing 60 hectares of anti-erosion plantations in the town of Kara. This sector also received assistance from the Federal Republic of Germany in 1985 and from France

through FAC. The Government is currently negotiating a loan of \$10 million from AfDB to extend reforestation activities based on the results of the UNDP project activities. In order to support the activities of UNDP, the Government has decided to make a contribution in kind of CFAP 50 million for the periods 1985-1986 and 1986-1987.

Soil conservation and improvement (TOG/83/009) (\$485,000)

61. Concern about maintaining the fertility of arable land and about the problem of soil deterioration, along with that of erosion, led the Government to establish with UNDP assistance a division for soil and water conservation within the National Soil Institute attached to the Ministry of Rural Development. With a view to making it operational, project TOG/83/009 was initiated in 1986 with the following objectives: (a) to conduct a nation-wide analysis of soil and water conservation problems; (b) to establish two pilot areas; and (c) to provide training and information on the subject.

Promotion of co-operatives (Phase II) (TOG/86/009) (\$1,800,000)

62. Within the framework of its overall development policy which is aimed at substantially improving the standard of living of the most disadvantaged groups, particularly in rural areas, the Government has opted for giving those concerned more responsibility by promoting co-operative-type organizations. In addition to consolidating activities undertaken during the first phase, the current project will have the objective of helping strengthen co-operative structures and services so as to promote increased production by and higher income for peasants and artisans, and help their knowledge and experience in their socio-economic activities. The assistance requested will be used to improve management and diversify the activities of co-operative groups in all regions of the country. The project activities will be carried out in close co-operation with the World Food Programme (WFP) for the distribution of food, EDF which will finance several integrated rural development projects, GTZ, which will participate in the financing of the development project in the central region, the Peace Corps, the Programme of volunteers for progress, the United States Agency for International Development (USAID), the National Functional Literacy Service in social affairs: the UNDP/UNESCO project Assistance in agricultural training and the UNDP/ILO project Special programme of labour-intensive public work in rural areas to benefit young people (TOG/83/002).

Special programme of labour-intensive public work (TOG/83/002) (\$1,100,000)

63. This ongoing project is helping the Government control the rural exodus and reduce urban unemployment. Under the project, new agricultural, forest and pastoral areas have been developed and wells, shops, roads and houses built for use by core groups settled in the regions concerned. The importance of this project was stressed at the sectoral donors' meeting on rural development held in March 1986. An evaluation of the project in November/December 1986 will lead to the formulation of recommendations on measures to be taken in the future both in respect of UNDP assistance and in respect of potential donors, which are being actively sought by the ILO and the Government. Project TOG/83/002 is co-ordinating

its activities with other bodies such as EDF, FAC, WFP, the Opportunities Industrial Center (an American non-governmental organization) and other non-governmental organizations. EDF participated in settling young farmers in Togo at a cost of CFAF 50 million. FAC has indicated its intention of supporting the programme for the benefit of young people in rural areas. It has already granted CFAF 25 million for assistance to the division for the training of young people in rural areas. WFP is providing food rations for all the operations and work-sites involved in the project.

64. Assistance is also expected from the Arab Fund in the form of financing of CFAF 750 million for a project of CFAF 2 billion starting in 1987. This amount will be used for work and supplies, provided that the remaining funds are forthcoming from other donors.

New projects

Development of small livestock rearing in the Kara region (TOG/86/006) (\$1,250,000)

65. Since 1985, the integrated development project for North Togo has been concerned intensively with the raising of sheep and goats and traditional poultry-farming. A small veterinary support laboratory has been brought into operation in order to monitor and, if necessary, adjust the time-tables for preventive measures for each species. The Government has requested assistance from UNDP in order to extend this experiment to all the other regions of Kara under project TOG/86/006. The objectives of this new project, which may begin in 1987, include the promotion, in the area of small livestock raising, of a class of peasant livestock farmers and the training of 42 national officials to supervise them. The investment envisaged in this sector for the period 1987-1990 is over CFAF 1.5 billion with the participation of FAC, USAID, the Federal Republic of Germany and the Togolese Government.

Support for the activities of women in rural areas (TOG/86/004) (\$527,000)

66. The new project TOG/86/004, financed from the Special Measures Fund for the Least Developed Countries, meets the needs both to increase agricultural production, and hence food self-sufficiency, and to assist an underprivileged group (in this case, rural women). By improving the techniques used and training (including training in village water use), this project should alleviate domestic work and increase family income, and thus improve the living conditions of women and children. It is a fully integrated project and it will supplement the activities of the second phase of the project Promotion of co-operatives (TOG/86/009), which is concerned mainly with management and does not take into account the specific problems of women. This programme will benefit from the co-operation of WFP (food distribution). The United Nations Development Fund for Women (UNIFEM) is currently considering possible participation. The specific aspect of improving technology is receiving support from UNICEF and certain non-governmental organizations, including the Peace Corps, for the introduction of improved stoves.

Technical assistance for rural roads (\$150,000)

67. This project supplements the contribution of the United Nations Capital Development Fund (UNCDF) for constructing over 200 kilometres of rural roads designed to provide access to certain areas or improve transport conditions in the central region of the country. Several development projects are currently being carried out in this region, and the construction of roads will be integrated with them. The supplement provided by the UNDP contribution is designed to cover the cost of the services of the necessary specialists. The UNCDF/UNDP project as a whole will not only carry out new work on roads, but also re-start the operations of teams from the National Rural Roads Service. The equipment used for the construction will subsequently be used for maintenance, which up to now has left much to be desired. This joint UNCDF and UNDP project also meets the concern to rehabilitate infrastructure and the rural development objectives of the government programme. It also ties in with other financial operations carried out by UNDP, EDF and USAID and also by WFP, which is supporting a major multi-purpose rural development project.

Programmed reserve

68. An amount of \$955,000 has been kept in reserve for rural development with a view to operations which have not yet been defined. So far, two project ideas could be further explored and might give rise to operations if the evaluations to be made justify them: one relates to the possibility of supporting local development initiatives, in the form of micro projects. UNDP has already embarked upon this course on an experimental basis. An evaluation will be carried out to assess the impact of the action undertaken and to determine what strengthening may be required. The other project idea relates to limiting post-harvest crop losses. This is a familiar problem at the general level, and its local characteristics need to be correctly analysed before adequate technical responses can be proposed.

Human resources, training and employment

69. Government policy in the area of human resources development focuses on making education and training available to the entire population in order to provide equal opportunities for all.

70. Since a great many people with academic qualifications lack vocational skills, the Government considers that all young people should receive job training to enable them to play an active, productive and responsible role in society. Moreover, continuing education can help adults improve their prospects of advancement.

71. However, this sector is faced with constraints such as budgetary restrictions, the freeze on civil service recruitment and the sluggish state of employment in the formal sector. These constraints place a double burden on the educational system: shortage of funds for education and lack of employment opportunities. With a view to solving these problems the Government has adopted a policy of promoting vocational training, diversifying the job-training structures for young people who have left school, whether or not they have successfully completed their schooling,

in the light of employment prospects. Priority will be given to the technical and agricultural sectors and to crafts (in both urban and rural areas).

Ongoing projects

Training and further training of teachers on the job (phase II) (TOG/86/005) (\$760,000)

72. Aware that for several years there has been a disturbing decline in the quality of teaching at all levels, due notably to the fact that many teachers have had no professional training, the Government has decided to undertake a broad campaign to train the 10,540 primary school teachers. To this end, in 1984 it requested and obtained assistance from UNDP and the United Nations Educational, Scientific and Cultural Organization (UNESCO) to implement a project for on-the-job teacher training. The project, TOG/86/005, will start up in July 1987 and will continue and intensify action taken in the preceding phase. Emphasis will be placed, in particular, on the ongoing training of heads of schools, pedagogical counsellors and inspectors to enable them to provide better back-up for teachers. In implementing this phase of the project, like the current phase, the Government will receive assistance from France (material and human resources) and from the World Bank in the framework of the Togo/World Bank education project, the principal objectives of which have been and are: the construction of two teacher training colleges, initial training and ongoing training in the teacher training colleges and refresher training courses for teachers. Peace Corps volunteers also participate in training pupils in the schools.

Assistance to technical education (TOG/80/007) (\$750,000)

73. This project is a continuation of project TOG/80/003 requested by the Government for training teachers, technicians and pupils in the technical schools, for assistance in preparing pedagogical programmes and job analysis methodology and in planning technical and vocational teaching, taking into account the country's needs and socio-economic situation, and for assistance in designing a system for adapting training to employment opportunities. This project is also intended to strengthen the Ministry for Technical Education and Vocational Training. The extremely useful assistance provided by the African Development Fund (ADF) will be increased in the current phase and will complement UNDP assistance, restricted to \$750,000 for three years. The help of EDF and FAC in this sector should also be mentioned, as should help provided by the German volunteer programme in providing teachers for technical schools.

New projects

Agricultural training (TOG/86/003) (\$1,050,000)

74. Project TOG/86/003 constitutes, on the one hand, the stepping-up and consolidation phase of action already undertaken in the context of the Assistance to Tove National Agricultural Training Institute project (TOG/80/002) and, on the other hand, the extension of agricultural training activities in the Office of Agricultural Teaching and Training and the School of Agronomy at the University of

Benin. The World Bank is involved in the construction and equipping of the Tove National Agricultural Training Institute, and FAC in making teaching staff available for this Institute. Work on this project in conjunction with the Opportunities Industrial Center (an American non-governmental organization) and all the projects and bodies concerned with agricultural training will be stepped up in order to ensure better co-ordination of the work of both public and private training centres operating in Togo to harmonize their training objectives for peasant farmers, agents and officials concerned with rural development.

Pilot project for restructuring the apprenticeship sector (TOG/86/008) (\$428,000)

75. The Government attaches high priority to this project in the context of a major programme to restructure the apprenticeship sector within the Ministry of Technical Education and Vocational Training. The objective is to prepare for the overall restructuring of the system of apprenticeships prior to action on a broader scale. Two vocational areas have been chosen for this pilot project: carpentry and moped and motorcycle repair. Under the project a scheme for training instructors (artisans/teachers) and reinvigorating training in the workplace will be worked out in collaboration with local public and private enterprises.

Vocational retraining and social integration of the disabled (TOG/84/019) (\$576,000)

76. The Government has for some years been making efforts to enable disabled people to make use of their physical and mental capacities through a national programme of social and vocational readaptation to facilitate their participation in the economic life of the country and improve their living conditions. To achieve the project objectives and to ensure that the disabled participate fully in the development process, the Government has adopted important measures to integrate them into active life as responsible and productive citizens. It has requested assistance from UNDP and ILO in evaluating the real needs of the disabled and the help they may require to cease being dependent and enter the work-force. From May to August 1986 UNDP financed a four-month period of preparatory assistance, during which the ILO expert submitted his conclusions and prepared a project document.

Advanced School of Management Services (TOG/86/011) (\$300,000)

77. In the context of the overall reform of education which it is undertaking, the Government places special emphasis on the training of mid-ranking officials in general and on those in administrative services, both public and private. The aim is to provide managerial staff who can help make these structures function more effectively. The project involves the establishment and consolidation of an advanced school of management services, which will provide Togo with highly qualified administrative officials trained on the spot.

Development of telecommunications services (TOG/84/003) (\$450,000)

78. The first, "planning", component of this project, which is planned to last two years, began in 1985 with the help of six experts provided to the Government by UNDP. The objectives of this first stage were: (a) to establish a planning unit for the existing communications network; (b) to draw up a telecommunications master

plan for a 20 to 25-year-period; (c) to draw up an implementation plan for the short to medium term (3 to 7 years); and (d) to estimate Togo's needs in teaching materials for the future training centre. A small roundtable of donors might be organized to seek financing for the master plan. The second component of this project relates to training. Planned for 1987, it envisages the establishment and equipping of a vocational training centre for national officials and technicians. This centre will provide basic training for 40 technicians and retrain 100 persons annually. The total investment required in this sector for the period 1986-1990 is CFAF 3.5 billion. The main sources of external financing other than UNDP are the Caisse Centrale pour la Cooperation Economique (CCCE), the West African Development Bank (WADB) and FAC.

Programmed reserve

79. For this area of human resources a programmed reserve of \$700,000 will make it possible to set up a project for promoting literacy in the context of establishing co-operative enterprises. The project has yet to be elaborated.

Promotion of small and medium-sized enterprises

80. A diagnosis of the industrial sector discloses problems caused by a number of factors: (a) heavy dependence of enterprises on raw materials and imported semi-finished products; (b) sometimes unsound choice of products to be manufactured; (c) tightness of the market; (d) difficulties in obtaining bank credit; (e) lack of working capital; (f) management problems; (g) lack of technical and administrative know-how; (h) mistakes in selecting appropriate technology; (i) the inequitable tariff régime (the import tariff requires the manufacturer who imports a raw material or a semi-finished product for processing to pay the same tax as the merchant).

81. In addition, errors in the management and design of enterprises are quite widespread and reflect a shortage of funds and of skilled manpower.

82. All the problems and obstacles encountered in the development of the industrial sector have helped shape a new industrial orientation characterized by the adoption of new development approaches: (a) selective disengagement of the State from the industrial sector; (b) optimal use of local resources; (c) decentralization of industry; (d) promotion of export enterprises; (e) promotion of small and medium-sized enterprises. In this sector, UNDP will primarily be concerned with the last-named, the promotion of small and medium-sized enterprises. The Government and other donors will be concerned with the other approaches.

Ongoing projects

Assistance for the agricultural equipment production unit (UPROMA) (TOG/83/004) (\$200,000)

83. This project is in its second phase of implementation. Launched in 1981, it has received assistance from UNDP and the United Nations Industrial Development Organization (UNIDO) in setting up an operational structure capable of producing

the agricultural equipment needed by the country to promote its programme of animal draft farming as well as any other equipment needed to increase production. In view of the success achieved in the first phase of the project, it became necessary to strengthen the unit's production capacity and operational resources. To that end, the assistance of the United Nations Capital Development Fund (UNCDF) was requested. That second phase of the project was deemed essential for training personnel on the new machines and for developing working methods for the diversification of UPROMA's production. The assistance of the European Development Fund (EDF) in this field is estimated at more than \$US 300,000. The Fund for Aid and Co-operation (FAC) and Belgium are also playing a role in this sector.

Assistance for the development of investments (TOG/84/015) (\$450,000)

84. As a part of its efforts to strengthen investments and promote small-scale and medium-sized enterprises, the Government has requested UNIDO assistance in identifying, at the national level, a series of industrial projects designed to make optimal use of Togo's plant, animal and mineral resources, which would then constitute an industrial underpinning for the industrial development of the subregion. The activities under this project are to be carried out in two phases, the first of which is to end in April 1987. The project is intended to result in the programming of activities for the long-term promotion of small and medium-sized enterprises in priority sectors such as agriculture-based industries, energy, machinery and metallurgy, mines, etc. The plan of action will include institutional, tax and regulatory incentives facilitating the development of a network of small and medium-sized enterprises.

New projects

Informal sector (TOG/86/001) (\$350,000)

85. The "informal" sector includes economic activities involving utilitarian cottage industries (brick-making, making of leather goods, simple furniture and woodwork), which are most often done in a city independent of traditionally regulated economic activities. The informal sector does useful work and, what is most important, it has the potential and dynamism needed by the economy. This project, which is a continuation of the one financed by Switzerland from 1982 to 1986, aims to encourage the organization of small producers, to develop the human resources potential, and to stimulate the output of the cottage industries sector of the Togolese economy. Its objective is to complete the consolidation and the extension of the self-help and independent organizing process set in motion by the cottage industries workers, so that they will always have access to the technical, technological and financial production factors, which can increase their employment and income levels.

National Technology Centre (\$1,200,000)

86. The long-term objectives of the project are to increase the contribution to the country's gross domestic product (GDP) of the industrial sector in general and of the capital equipment industry in particular; to assist the agricultural sector, by providing implements and equipment to increase output; to increase food

self-sufficiency by improving post-harvest food processing and preservation; to economize on the cost of imported machines and equipment, as well as on expert consultants; to promote capital equipment industries; and to assist existing industries in maintenance, training and production. The immediate objectives are to improve the situation in the following fields: promotion of rural cottage industries for the manufacture and maintenance of implements and equipment; design and adaptation of machinery, equipment, mechanical devices and spare parts for agricultural and industrial machines; development of appropriate manufacturing technology; training of engineers, managers, foremen and contractors; and reorganization and renovation of the central maintenance plant in Kara, and establishment of a workshop in Lomé with a forge and facilities for heat treatment, machining and repair. Once it is developed, the National Technology Centre will be able to provide technical assistance and training opportunities to the neighbouring French-speaking States and become a subregional resource.

Programmed reserve

87. Under the third objective of the UNDP programme, a reserve of \$US 800,000 has been established to finance other operations now being considered, including a project aimed at developing and promoting small and medium-sized enterprises, a sector which is one of the main focuses of the Government's economic recovery policy and which therefore receives substantial external support. The modalities of UNDP assistance in this context will have to be defined. Another possible activity concerns the question of standardization. The Central Standardization Board created in 1983 unquestionably has an important role to play; it will therefore be necessary to specify the priority contribution to be requested from the UNDP project.

Strengthening of the Government's planning and management capability

88. Although there has been considerable progress, there are still troubling shortcomings in the organization and operation of institutions as regards development administration and the management of productive capacity.

89. Deficiencies in computerization, in preparing projects at the sectoral and regional levels, as well as a shortage of experienced managers, and the lack of co-ordinated approaches to sectoral development have impeded efficient preparation of previous plans, which suffered from institutional weaknesses. A more integrated approach to comprehensive planning (including its physical and financial aspects), if it is to be increasingly efficient, requires institutional changes and increased funding. This also applies to the implementation of sectoral programmes and agreed projects.

90. Moreover, deficiencies in the management and organization of enterprises in both the public and private sectors are also a major obstacle to development (lack of financial management, of analytical accounting and of accounting documents, absence of coherent human resources management, flaws in personnel policy), for which appropriate solutions must be more firmly implemented.

91. In addition, it has become imperative for the Government to set up a central institution to co-ordinate external aid; it is concerned about the size and management needs of such an organ.

92. The projects of assistance to the Ministry for Planning and Industry and to regional planning have helped that department to strengthen its capabilities. However, it still has needs, especially for training managers in modern planning methods.

Ongoing project

Assistance to regional planning (TOG/87/002) (\$700,000)

93. This project, which will be extended, is an addition to the "Assistance to regional planning" project (TOG/84/016). The new project will help to establish the status of the central regional planning and physical planning structures, and to strengthen measures for better co-ordination of the activities of the various regional departments. It will help to improve regional planning methodology, and to incorporate it into central planning. The emphasis will be placed on developing planning policy for the whole country, extending the work of the regional departments of planning and industry, on preparing master plans as guidance and on training planning managers. GTZ and FAC have also expressed interest in continuing their assistance in that area.

New projects

Support to the Ministry for Planning (\$500,000)

94. The project, "Support to the Ministry for Planning", is intended to help strengthen the capacities of that Ministry, inter alia, for the training and skill development of managers in modern planning, management and administration methods. Launched under the third cycle, this "custom" training should continue, in a more systematic and rigorous way, to enable in-house staff to make optimal use of the modern equipment (computers) installed by the World Bank and FAC in various services.

Co-ordination of assistance (Planning) (\$500,000)

95. Moreover, as the ministry in charge of technical assistance co-ordination, the Ministry for Planning and Industry has yet to fulfil the role assigned to it. However, in connection with the preparation of the Donors and Creditors Conference in 1985, a unit for the co-ordination of assistance was formed with the task of organizing sectoral follow-up meetings. The project aims to strengthen the existing unit and to provide the means enabling it to become the focal point for co-ordinating all external aid to Togo. To date, a large volume of data is still dispersed among the technical departments, thus undermining the complementarity of assistance programmes and reducing the impact of projects. The UNDP project should therefore be decisive for the country's development since it would establish more effective and complementary co-operation. GTZ has shown an interest in this project and intends to co-ordinate its contribution with that of UNDP.

Miscellaneous projects

Hydroelectric development of Nangbéto (TOG/84/004) (\$390,000)

96. In implementation of this joint project of the Government of Togo and the Government of Benin, UNDP was requested to finance technical assistance and a training programme by drawing on the respective IPFs of the two Governments, and the World Bank was asked to assist by drawing on the funds of the International Development Association (IDA). This assistance will enable the Electric Company of Benin (CEB) to improve and revamp its managerial and organizational capability. The project aims to provide CEB and the Electrical Power Company of Togo (CEET) with expert consultants on the specific problems caused by the growth of their activities, and to set up an appropriate training programme enabling CEB to expand its training centre, and CEET to improve the management of its operations. In addition to UNDP and the Government, 10 international or bilateral financial institutions are involved in this project. Their contribution, in subsidies or in loans, amounts to roughly \$US 200 million.

Assistance to civil aviation (TOG/86/012) (\$35,000)

97. This project is a new phase of project TOG/78/003, financed by UNDP, which was completed in 1985. The Togolese civil aviation needs for skilled personnel were the subject of a study undertaken under the regional project, "Manpower needs, personnel training and implementation plan in the field of civil aviation in Africa" (RAF/73/006). A section of the final report on this project dealt specifically with Togo and included the inventory of training activities to be undertaken. This project will assist the Government in improving air traffic safety and in streamlining airport management by providing skilled personnel. FED assistance is requested in this area for the construction of the new Lomé airport.

Programmed reserve

98. A programmed reserve of \$US 1 million has been earmarked to support the National Bureau of Mining Research pending receipt of more details about this project. This programme is intended to help evaluate the country's mining potential by seeking to identify new mineral traces which may eventually lead to mineable deposits, thus reducing Togo's strong dependence on the market for a single commodity: phosphates. The project should also strengthen the capacity of national institutions by making short-term fellowships available to managers and technicians in keeping with the country's needs. FAC involvement in this sector in 1984 and 1985 amounted to CFAF 220 million.

C. Unprogrammed reserve

99. An unprogrammed reserve amounting to \$US 1,825,000 has been set up to meet emergency priority needs to be identified at a later stage during the programme period.

Annex

FINANCIAL SUMMARY

I. ACTUAL RESOURCES TAKEN INTO ACCOUNT IN PROGRAMMING

A. <u>UNDP-administered sources</u>	<u>\$</u>	<u>\$</u>
Third cycle IPF balance	1 224 000	
Fourth cycle IPF	20 738 000	
Subtotal, IPF		19 514 000
Special Measures Fund for the Least Developed Countries	877 000	
Special programme resources	-	
Government cost-sharing	-	
Third party cost-sharing	-	
Operational funds under the authority of the Administrator:		
UNCDF	3 680 000	
UNFPA	816 000	
UNDP Trust Fund	<u>-</u>	
Subtotal, UNDP funds, excluding IPF		<u>5 373 000</u>
B. <u>Other sources</u>		
Funds from other United Nations agencies or bodies committed at the end of the programming process:		
WFP	4 170 000	
Parallel financing from non-United Nations sources	-	
Subtotal, other sources		4 170 000
TOTAL ACTUAL RESOURCES TAKEN INTO CONSIDERATION FOR PROGRAMMING		<u><u>29 057 000</u></u>

II. USE OF RESOURCES

Ongoing projects	14 391 000	
New project proposals	9 377 000	
Programmed reserve	<u>2 455 000</u>	
Subtotal, programmed resources		26 223 000
Unprogrammed reserve		<u>2 834 000</u>
TOTAL USE OF RESOURCES		<u><u>29 057 000</u></u>