TOGO

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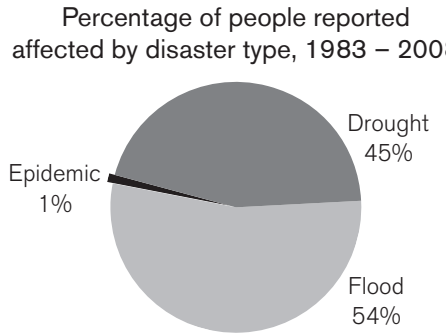
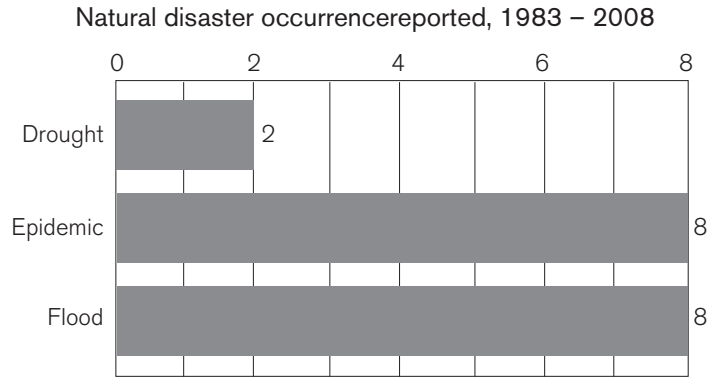
1. DISASTER RISK PROFILE

A poor country which suffered from years of weak governance. Togo is a country of 54,400 km^2 located in West Africa on the Atlantic coast of the Gulf of Guinea. The country's population was estimated at 6.1 million in 2006 with an average annual growth rate of 2.4 percent. The political movement toward more democratic institutions that started in the early 1990s resulted in socio-political unrest that peaked in 1993 and lasted more than a decade. This period of prolonged political instability was also marked by serious economic and financial management problems that led to the deterioration of the economy and the withdrawal of donors' support to the country. In fact, the cumulative effect of this political and economic instability led to reduced public investments which fell from 13.8 percent of GDP in 1990 to 3.3 percent in 2005; public spending in social sectors decreased dramatically. The annual growth rate of GDP averaged 1.1 percent during the same period, well below the annual growth rate of population of 2.4 percent. As a result, the living standards of the majority of the population declined sharply. Income per capita (US$350 in 2006) is low compared to Sub-Saharan Africa (US$842) and Low Income Countries (US$650) averages. Moreover, Togo now ranks 152nd out of 177 countries in terms of human development, according to UNDP's 2007 Human Development Report.

The prolonged political turmoil and governance shortfalls had adverse impacts on the environment and on natural resources. As the highly centralized public administration system crumbled in the wake of civil unrest, so did the associated policy tools that should have ensured the sustainable exploitation of natural resources and the protection of environmental services and infrastructure. Because of the crisis, there was an expansion of the informal sector, which resulted in adverse environmental consequences as rural and urban households resorted to survival strategies that relied on non sustainable exploitation of natural resources (forest resources, wildlife, fisheries) and environmental services. Key environmental challenges facing the country include land degradation and deforestation.

Natural Hazards in Togo





Within Togo, there is locational differentiation of risks associated with flooding and soil and coastal erosion. In general, all watersheds are vulnerable to flooding. The northern half of Togo shares the Upper Volta River Basin with Ghana and Burkina Faso and is therefore vulnerable to water resource management decisions made in these countries. Both rural and urban areas in Togo are vulnerable to flooding. Areas along the coast, like Lomé, are subject to coastal flooding due to high levels of coastal erosion. Phosphate mines, located near the coast, also create a precarious situation in natural disasters. Deforestation is a major concern in Togo and exacerbates the effects of flooding. Trees have been cut down by individuals, communities, and companies to create farmland and to use and sell the wood. The removal of trees and other plants and the soil erosion that results from this practice can intensify flooding and worsen its effects on the land and on infrastructure.

In the past ten years, there have been no major droughts, but there have been six major floods that have had negative environmental, social, and economic impacts on the country. Both the scale and intensity of the floods, the weakness of government contingency plans and the lack of ex-ante risk mitigation measures, led to infrastructural damage and to high numbers of people affected by the floods.

Recent Flooding and its Consequences

Though Togo experiences flooding almost every year, the past two years have witnessed particularly widespread and devastating floods. In 2007, when floods occurred in most West African countries, Togo was one of the hardest hit. Most of the people affected were from the northern regions of the country with the Savanes region worst affected.[1] In particular, 127,880 people were affected, 13,764 people were displaced and 23 died as of 17 October 2007.[2] In 2008, severe rains led to heavy flooding in the southern, northern, and central regions (Maritime, Savanes and Centrale), with 24,500 people affected, 4,000 people were displaced in six camps, and 4 people killed as of August 4, 2008.[3]

Floods can have severe environmental consequences. Recent flooding in Togo led to increased soil erosion which contributed to the destruction of infrastructure and cultivated land. This soil erosion also contributes to a decrease in the arability of land by washing away essential nutrients in the topsoil. Erosion of river banks can expose the country to increased flooding in the future.

1 A person affected by the floods is one whose house, farmland, livestock, or food stock is damaged by flooding.
2 West Africa Floods map 2007, UN Office for the Coordination of Humanitarian Affairs, 17 October 07, http://www.reliefweb.int/rw/fullMaps_Af.nsf/luFullMap/4D732D0EA69F879985257378004875E2/$File/ocha_FL_afr071017.pdf?OpenElement
3 West Africa Floods map 2008, UN Office for the Coordination of Humanitarian Affairs, 2 September 2008, http://www.reliefweb.int/rw/fullMaps_Af.nsf/luFullMap/5598E04D6AF1AB19C12574B900467E0F/$File/ocha_FL_afr080902.pdf?OpenElement

Social infrastructure like schools and health centers can be destroyed in floods due to soil erosion, water damage, and fragile building materials. Four schools were reported as completely destroyed in the 2008 floods, and there was substantial damage to many more schools, classrooms and teachers' quarters. The destruction of a number of key bridges made it difficult for many students to reach schools and complicated access to health facilities, making it difficult for health centers to restock their supplies. Though there was no report of an outbreak of waterborne diseases during the floods of 2007/08, the proliferation of waterborne diseases is a risk of future flooding.

Floods can cause severe economic distress to a country, especially one like Togo with an economy that is heavily reliant on agriculture. Preliminary assessments estimated that 11,688 hectares of cultivated land were washed away by the rains in the floods of 2008. Many farmers lost an enormous portion of their annual income (if not all), and the affected areas suffered from food shortages. The destruction of crops and the increased price of transportation resulting from both the flooding of 2007 and 2008 combined with high global food prices will most likely continue to have a negative impact on food availability into the future. The price of transportation increases during floods because of the destruction of roads and bridges. In the 2008 floods in Togo, eleven major bridges were destroyed.[4] Many more small bridges and culverts were swept away by swollen rivers and streams. Over 300 km in rural roads were seriously damaged. Destroyed transportation infrastructure has inhibited the ability of rural Togolese to engage in economic activities–including the purchase of basic necessities. The destruction of roads and bridges has also hurt the national economy. Large companies working within Togo that the government relies on for tax revenue were hurt by the spike in transportation costs. Additionally, Togo lost customs and entrance fees from landlocked countries like Burkina Faso, Mali and Niger that rely on the port of Lomé for their importation and exportation of goods.

Climate Change and Hazards in Togo

Climate change is expected to have greater impacts on poorer countries such as Togo, due to their vulnerability to hazards, particularly droughts andfloods. Given that the impacts of climate change are expected to exacerbate some existing hazards, as well as result in the emergence of new hazards and risk patterns, Togo needs to address climate change hazards related to the existing flood and drought risks, as well as sea-level rise. Specific fragile environments in the North and Central Regions of Togo, in particular those most exposed to soil erosion, require specific focus and attention since they are at the origin of some of the extreme consequences of recent floods.

Sea-level rise and coastal erosion are also major hazards. Moreover, the low-lying coastal area of Togo is narrow and covers an area of 1,710 square kilometers. According to the IPCC's "Climate Change 2007: Impacts, Adaptation and Vulnerability" report, low-lying coasts are likely to be especially affected by climate change, being threatened by 1) sea-level rise leading to increased risk of flooding and groundwater salinization; and 2) increased frequency and severity of storms and tidal surges. The coastal area in Togo represents an important economic zone for the country with more than 90 percent of the country's economic activities, and more than 42 percent of the country's population. Lomé, a large and growing city located on the sea, is particularly vulnerable due to overcrowding and extremely fragile structures in the unplanned parts of the city. Beach erosion is also a serious ecological problem in West Africa. Along the eastern section of Lomé harbor, an annual erosion rate of 20 m has been recorded.

4 OCHA, West Africa Floods Special Update, 2 September 2008.

2. DISASTER RISK MANAGEMENT FRAMEWORK

The institutional framework is fragmented but the Government is committed to mainstream disaster prevention in all development instruments, starting with the I-PRSP. Despite the above-mentioned highly fragmented situation, the Government is determined to strengthen the country's policy and institutional framework for environmental management. The renewed Government commitment to address the causes of environmental degradation and to make disaster prevention a priority is evidenced in the 2008 I-PRSP where the policy objectives in the area of environmental management are described under Strategic Pillar 2: Consolidation of Economic Revival and Promotion of Sustainable Development. Under this pillar, it is stated the Government's efforts towards promoting sustainable development will aim to:

- Reduce the pressure on natural resources mainly through more effective means to control land degradation and to promote biodiversity conservation;
- Promote the integrated coastal zone management, including the control of coastal erosion;
- Strengthen the capacity of national institutions for sustainable environmental management;

- Adopt effective policy instruments to control and monitor pollution and nuisance from wastes and chemical substances in order to protect the quality of life and human health in urban and rural areas; and
- Promote disaster prevention and management through the establishment of an appropriate policy and institutional framework, the development of technical capabilities for disaster prevention, preparedness, and monitoring.[5]

The I-PRSP (2007) also indicates that, as part of the social protection policy, the Government will focus on improving management of the vulnerability to different shocks and to disasters. Advanced drafts of the full PRPS (2009-2011) discuss the plans of the Government in the areas of management of natural and technological disasters and suggest two main areas of intervention: a) improvement of the political and institutional framework for the prevention and management of disasters; b) strengthening of the technical capacity (and human resources) in the areas of planning, monitoring and early warning and in the areas of managing the emergencies related to natural disasters.

The 2008-2012 UNDAF mentions the importance of disaster risk prevention, management and response. The paper states that existing climate change, urbanization and population movements expose certain regions to the effects of natural disasters, particularly floods which typically appear each year. The section on institutional capacity building and democratic management indicates that, with reference to refugees and IDPs, the UN agencies have consolidated efforts to assist the Government to reinforce national capacity for disaster preparation and response (population displacements, floods, epidemics, etc). This work will lead to: 1) an evaluation of the capacity of emergency management structures, 2) a reinforcement of capacities and structures, and 3) direct assistance to affected populations.

3. ACTIVITIES UNDER THE HYOGO FRAMEWORK OF ACTION

Togo is a signatory to the Hyogo Framework for Action (HFA), which outlines a global strategy for disaster risk reduction from 2005 to 2015. A 2007 document prepared by the Ministry of Environment and Forest Resources, "Report on the Implementation of the HFA in Togo," states that a risk assessment is necessary in order to develop a national risk reduction strategy. Togo's 2008 Interim National Progress Report on the Implementation of the Hyogo

5 *Ibid.*

Framework for Action states that as of September 2008, little progress had been made on the implementation of the five HFA priority actions.[6] The remaining of this section is organized around the five HFA priorities.

HFA Priority # 1. A strong institutional framework for implementation

There have been some encouraging progresses in this area. Successes in the implementation of this priority include: (i) the creation of the national platform for disaster risk reduction; (ii) the amendment to the national environmental

policy framework to incorporate the definition of strategies of disaster prevention and risk reduction; and (iii) components of a climate change policy have been recently elaborated by the Ministry of Environment

NATIONAL PLATFORM

The national platform for disaster risk reduction and prevention was created on April 17, 2007 by the Togolese Ministry of Environment and Forest Resources. The platform is charged with developing a national strategy for disaster risk reduction, mainstreaming the strategy into sector plans, and monitoring its implementation. It is

also responsible for promoting information dissemination related to disaster risk reduction, coordinating the work of the government and non-governmental actors, and mobilizing funding from national and international donor for support in the domain of disaster risk reduction.

The platform has been active but there has been delay in developing a national strategy. The platform, which functions as a committee, is composed of representatives from ministries, scientific and learning institutions, NGOs, the Red Cross and Red Crescent societies, the private sector, and other actors in the field of disaster risk management and reduction. The platform has been active, but the development of a national strategy for disaster risk reduction has been delayed by the floods of 2007 and 2008, which forced the platform to focus its attention on disaster response and reconstruction.

There were recent attempts to revitalize the national platform. On March 3, 2009, the Ministry of Environment with the support of UNDP organized a workshop on the revitalization of the national platform. The objectives of the workshop, led by a representative from the United Nations International Strategy for Disaster Reduction (UN-ISDR), were to operationalize the platform and explain HFA and the directing principles of national platforms to Togo platform members and the role played by the actors involved in risk prevention and reduction. At the end of the workshop, several priority actions for the platform were outlined:

- Prepare a work plan for the development of a national strategy for disaster risk management and prevention;
- Improve the quality of early warning systems;
- Decentralize the platform to the regional level;
- Establish a National Institute of Cartography;
- Establish a support fund for use in case of emergencies and disasters.

POLICY AND INSTITUTIONS FOR ENVIRONMENTAL AND NATURAL RESOURCE MANAGEMENT

The Ministry of Environment and Forest Resources is the body charged with the implementation of the disaster prevention strategy, according to the national law on environment management in Togo (law 2008-005,

6 The five Hyogo Framework of Action (HFA) priority action areas are: 1) Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation; 2) Identify, assess, and monitor disaster risks – and enhance early warning; 3) Use knowledge, innovation, and education to build a culture of safety and resilience at all levels; 4) Reduce the underlying risk factors; 5) strengthen disaster preparedness for effective response at all levels.

article 113). Current environmental policy in Togo is based on the national environmental policy framework adopted in 1998. The policy framework has two main objectives: (i) to promote the sustainable management of natural resources and the environment, and (ii) to consolidate the measures aimed to integrate environmental aspects into economic reforms.[7] This framework was supplemented by the National Environmental Action Plan (NEAP) finalized in 2001. The NEAP guided the formulation of the national environmental management program that includes three sub-programs (i) capacity building for environmental management, (ii) natural resources management, and (iii) coastal zone management and environmental quality improvement.[8] Other policies related to environmental management have been developed, but with little implementation. The National Action Programme against Desertification (PAN) takes disaster risk reduction into account, but has not yet been implemented due to lack of financial resources.

CLIMATE CHANGE POLICY

The Government is committed to elaborate specific policies to address the impact of climate change. In order to reduce the vulnerability of the population to the negative effects of climate change, the Government of Togo is committed to integrate measures addressing climate change issues into national policies and interventions. A National Plan for Adaptation (NAPA) has been recently elaborated by the Ministry of Environment in collaboration with the UNDP.

The NAPA aims at identifying the most urgent interventions needed to face the negative impacts of climate change. The Ministry of Environment is the institution in charge of the follow up and implementation of the NAPA process[9].

HFA Priority # 2. Enhance Disaster Risk Assessment, Monitoring, and Early Warning

A comprehensive study on the assessment of risks and vulnerabilities in Togo has not yet been conducted, mainly due to financial constraints. Togo's Interim National Progress Report on the Implementation of the Hyogo Framework for Action states that as of September 2008, little progress had been made on priority area 2 of the HFA, "to identify, assess, and monitor disaster risks and enhance early warning." According to the progress report, the lack of a comprehensive risk analysis is one of the main constraints to implementing priority areas 3, 4, and 5. Some initial steps toward risk mapping have taken place. The Government of Togo, with the support of UNDP, is currently working on finalizing the TORs for mapping risk zones. The NGO Plan-Togo completed a minor risk analysis in 2006.

HFA Priority # 3. Use Knowledge, Innovation and Education (Priority area 3)

No significant progress in Priority area 3. According to the 2008 Interim National Progress Report on the Implementation of the Hyogo Framework for Action, Togo has made no significant steps forward in meeting Priority Area

7 Concept Note for Togo Country Environmental Analysis, TTL: Remi Keni, AFTEN

8 Ibid.

9 The NAPA identifies 7 priority actions. Those actions have been ordered according to their impact in terms of vulnerability reduction, their contribution to sustainable development and their cost. The actions identified are the following:

1. Adaptation of the agricultural production system in three regions through the promotion of climate change resistant farming techniques and the enhancement of the agro-meteorological information system.
2. Setting up an early warning system to inform the local population on the risk of floods in the Savanes and Maritime regions.
3. Reinforce the protection mechanisms of the seaside on the eastern section of Lome harbor against the coastal erosion.
4. Support the rural communities in the Savanes and Plateaux regions to prevent and reduce waterborne diseases.
5. Develop small irrigation systems for group of farmers in the Centrale, Kara and Savanes regions in order to reduce rural migration.
6. Develop income generating activities for the communities of small farmers and fishermen in the coastal region in order to respond to the negative effects of climate change on their economic activities.
7. Support the development of water retention systems in the Savanes and Kara regions through the construction of appropriate water management infrastructures.

3 of the HFA, "use knowledge, innovation, and education to build a culture of safety and resilience at all levels." Several constraints were identified to the development of research methods and tools for multi-risk assessments and cost benefit analysis, and the dissemination of disaster risk information. These constraints include the lack of information on risk areas, along with the types of risks, as well as the lack of capacity of the national platform and researchers in the areas of methodologies and adequate risk assessment instruments.

There has been little reported progress in terms of the incorporation of information on risk reduction in school programs or trainings. However, a documentary project entitled "Prevention of Disasters Begins at School" is being developed with the support of development partners. The NGO Plan Togo is reportedly developing a program to develop a "culture of disaster prevention" within schools. Financing is considered the chief constraint to this indicator.

HFA Priority # 4. Disaster Risk Reduction and Financing

There has been limited progress in Priority area 4. In terms of HFA priority area 4, "strong policy, technical and institutional capacities and mechanisms for disaster risk management, with a disaster risk reduction perspective are in place," the country reports little progress in the 2008 Interim National Progress Report on the Implementation of the Hyogo Framework for Action. Some achievements cited by the report include the integration of risks into the PRSP and into the legal framework and the forestry code, the creation of the national platform, and the development of Plan-ORSEC. Although Plan-ORSEC outlines response plans (see below), financial reserves are not included in the national budget to ensure that disaster assistance will be available. Thus the Government is often obliged to launch a Flash Appeal to the UN system.

HFA Priority # 5. Foster Disaster Preparedness and Recovery

Togo has a Plan in place to deal with natural and man-made disasters. In May 2008, the Ministry of Security and Civil Protection, in coordination with the UN, finalized Plan-ORSEC (*Le Plan de l'Organisation des Secours)*, which outlines the Government's response in case of a natural or man-made disaster. The objective of the Plan is to identify the potential risks to people and goods, and to define the roles and responsibilities of organizations responding to disasters in prevention, response, and reconstruction. On a national scale, the plan institutes the CNPS (*Comité National de Planification des Secours*), a body that coordinates emergency response mechanisms at the national level.

The Plan has some shortcomings. While Plan-ORSEC is a useful guide to natural disaster response mechanisms in Togo, it has three main shortcomings:

1. The plan prescribes the same response mechanisms for all five regions without any consideration of differentiation between regions.
2. The plan does not foresee a role for communities in disaster management.
3. The plan appears to be highly complex to manage, especially if one considers the limited availability of capacity and technical means.

Togo has completed an Inter-Agency Contingency Plan (IACP) with OCHA, UNHCR, UNICEF, and other agencies of the United Nations system to coordinate the assistance of development agencies to national response efforts but the institutional and physical infrastructure for emergency management remains limited.

Discussions are on-going to finalize a National Contingency Plan. In April 2009 the Ministry of Security and Civil Protection in collaboration with the UNDP organized a workshop in order to elaborate a National Contingency Plan. The

Plan will be finalized in a short period of time. The objective of the National Contingency Plan is to identify the major risks that the country faces and to plan appropriate mechanisms to face them.

4. KEY DONOR ENGAGEMENTS

Some existing projects implemented by the main donors agencies and organizations contribute to the achievement of the various HFA priority actions. Here are the main engagements of the international community in areas directly or indirectly related to prevention and response to natural disasters.

Ongoing Projects and Organizations	Indicative budget	HFA activity area(s)
World Bank – Emergency Infrastructure Rehabilitation and Energy Project (EIREP) (to be approved)	$26.8 m	4
World Bank – Community Development Project (CDP)	$17.2 m	4
UNDP – Risk Prevention and Management program	$160,000	1-5
GEF- NAPA implementation	$3 m	3-5
AFD- EU- BOAD- Urban Environment project in Lome	Euro 11 m	4
German Red Cross- Enhance early warning	FCFA 119 m	2

WORLD BANK

Emergency Infrastructure Rehabilitation and Energy Project (EIREP). The proposed grant would help finance the following activities: Component A–Infrastructure Rehabilitation, including: (i) drainage; (ii) urban roads rehabilitation; (iii) urban water supply; (iv) energy equipment rehabilitation and light bulb replacement; and Component B–Institutional Strengthening. The proposed support will address urgent and immediate needs to improve pedestrian and vehicular access to some of the city's poorest neighborhoods, and support Government efforts to reduce their periodic flooding.

Community Development Project (CDP). The main objective of the CDP is poverty reduction, through the establishment and strengthening of basic socioeconomic infrastructure geared towards poor communities in Togo, mainly in the areas of health, education, water and sanitation, and revenue-generating activities.

UNDP

UNDP is assisting the Government of Togo through the Ministry of Environment to enhance the coordination mechanisms of the national platform and involve ministries, UN agencies, NGOs, and other civil society actors. UNDP is also assisting the Government of Togo in the development of a national strategy for disaster risk management and prevention, a national risk/hazard mapping, a contingency plan and an early warning system.

GEF- NAPA

The Global Environment Facility financed the elaboration of the National Adaptation Plan of Action (NAPA) in collaboration with the UNDP. Once the NAPA approved by the Government, the GEF will finance part of the priority projects, for a total amount of $3m. The Project Identification Forms will be submitted at the GEF probably at the end of 2009/beginning of 2010. The NAPA process has an estimated cost of $23m and it will need the financial assistance of others donors in order to be fully implemented. Some of the NAPA priorities of action, as the risk assessment, the enhancement of the early warning system and initiatives aimed at reducing the vulnerability of the population to natural hazards, are strictly related to the GFDRR program.

AFD (FRENCH DEVELOPMENT AGENCY)

Urban Environment project in Lomé. This project has a component that finances the drainage of the exceeding rainy water from the lagoon of Lomé. This project will help to overcome the floods caused by the water of the lagoon during the rainy season in some particularly exposed area of the capital city. The project is co-financed by the European Union (Euro 5m) and the West African Bank for Development, BOAD (Euro 3 m).

UNISDR

The UNISDR is supporting the National platform in preparing the DDR strategy. During the Togo National Platform meeting held in Lomé on March 3, 2009, the national platform requested assistance from UNISDR and ECOWAS for the development of the DRR strategy and to conduct an "institutional diagnostic."

UN OCHA

UN OCHA is a partner of the Government in supporting response mechanisms. UNOCHA works closely with the Government of Togo through the Ministry of Environment and the Ministry of Security and Civil Protection to strengthen preparedness and response mechanisms in case of emergency. OCHA provided guidance and assistance during the 2008 floods and ran a simulation exercise recently between Togo and Benin.

OTHER PROJECTS AND SUPPORT

There are other projects – smaller in size and scope – being implemented or prepared. A project entitled "Resource Mobilization Project for the Implementation of the National Action Programme against Desertification (PAN)," funded by the Global Mechanism of the UN Convention on Desertification, is in development. The UN-SPIDER program will conduct an evaluation mission in Togo to review and draft recommendations on the use of geospatial data for DRR. The project financed by the German Red Cross and implemented in collaboration with the Togolese Red Cross aims at improving the early warning system in about 100 targeted communities. The project will put in place a mechanism to control the level of the water in some rivers and it will establish an early warning system for the communities living nearby in case of emergency. After the floods of 2007, the International Committee of the Red Cross worked with the Togolese Red Cross to prepare a National Contingency Plan. The plan includes a pilot early warning system for floods. Other organizations involved in the response to the 2007 and 2008 floods include UNICEF, Caritas, WFP, WHO, FNUAP and FAO, OCHA, TRC, OCDI, and PLAN-TOGO. These organizations have been incorporated into the disaster response mechanism outlined by the Plan-ORSEC.

5. GLOBAL FACILITY FOR DISASTER REDUCTION AND RECOVERY (GFDRR): ACTION PLAN

Togo is susceptible to natural disasters that have enormous destructive potential on environmental, social, and economic levels. Though a plan for natural disaster response and reconstruction exists in the Plan-ORSEC, there is no strategy for disaster risk reduction and prevention, although it is now being discussed and key actions have been indentified, which are all in need of additional support and financing in particular. The proposed program is prepared with the support of the following ministries:

- Ministry of Environment and Forestry
- Ministry of Security and Civil Protection
- Ministry of Social Action, Promotion of Women and Protection of Children and Elderly
- Ministry of Internal Affairs, Decentralization, and Local Communities
- Ministry of Cooperation, Development, and Local Planning
- Ministry of Higher Education and Research

Recently, the government of Togo has been involved in the revitalization of some of the efforts to mitigate the impact of natural disasters. The Government is working on operationalizing the national platform, mapping risk zones, developing a national strategy for disaster risk reduction along with other activities. Moreover, the national platform in collaboration with the UNDP will conduct over the next months two studies in order to identify the national priorities on risk management and reduction on the short, medium and long term. A document outlining a preliminary strategy for disaster risk reduction will be ready in approximately 5 months. The results of this analysis will serve as a basis to better define the interventions financed under the GFDRR plan. In addition to that, the Government of Togo is making the effort to integrate climate change adaptation measures into national policies. The NAPA process identify the priority actions needed to face this phenomenon, among others the enhancement of the early warning system and the reduction of the vulnerability of the population to natural risks related to climate change.

The proposed program seeks to fill the gaps in these on-going activities and complement them - over a three years period - in close collaboration with other donors, in particular the UNDP. The initiative financed under the GFDRR will contribute also to the achievement of some of the NAPA priorities, mainly to set up an early warning system and initiatives addressing the issue of vulnerability to climate change. The institutional arrangement for project implementation is not yet defined, although the project will be implemented in close collaboration with the national platform on disaster risk reduction.

It is proposed that the GFDRR finances the following activities:

Component 1. Institutional and capacity building for effective natural disaster risk management and preparedness.

Risk and Vulnerability Assessment. A comprehensive risk assessment will be conducted in all regions of Togo, encompassing a hazard, asset and vulnerability analysis that takes into account locational, structural, operational, and socio-economic vulnerabilities. The assessment will include hydrologic modeling as floods are one of Togo's most frequent natural hazards and will incorporate various climate change scenarios. The objective of this assessment is to identify appropriate disaster mitigation investments and/or risk transfer mechanisms to inform the development of a natural disaster risk reduction strategy and to inform the strengthening of the national platform and the Plan-ORSEC. An update of the national cartography is also necessary in order to assess the risks and enhance the early warning system. This component will finance the purchase of satellite images receiving antennas and consulting services to update the cartography. This will also give the opportunity to have real-time images during a natural disaster. The component will finance also some equipments needed to monitor risks and meteorological conditions (measure of the pluviometry, the wind, the hydrometric network) in order to give to the country the means to conduct independent risks assessment in the future.

Capacity Assessment of the institutions involved in risk management. The national platform in collaboration with the UNDP is conducting a preliminary institutional assessment in order to analyze the existing arrangements and key institutions on disaster risk prevention and management. This component will complete this analysis and it will finance a study assessing the technical competencies in terms of financial management, procurement and human resources management of the main key institutions identified. This will highlight the strengths and weaknesses of existing institutional arrangements with the purpose of simplifying them.

Follow up of the National Platform and Implementation of Disaster Risk Reduction Strategy. The national platform is already operative but it will need some technical support (equipments, training, financials means) to assure its well functioning. A national disaster risk reduction strategy will be ready in the next months. This strategy will outline the reforms needed and the actions to be taken over the short and medium term. Once this analysis done, the platform will identify the priority of actions for the implementation of the strategy and further initiatives that will need the financial support of the GFDRR.

Training and equipment will be provided to key national, and regional, local and community actors that engage in disaster prevention, mitigation, preparedness, response and recovery based on the natural disaster risk reduction strategy and the Plan-ORSEC. A general awareness campaign about the disaster risk reduction and the new national risk reduction strategy will be undertaken within the government and the general public. The objective of this activity is to ensure human resources are prepared and equipped to implement the natural disaster risk reduction strategy and the Plan-ORSEC.

Component 2. Strengthening resilience in multi-sectoral investments.

This component will finance prefeasibility studies and other analytical work to support the upgrading of future investments to better withstand the effects of natural disasters and climate change effects. In particular this component will finance

(i) Upgrading of building codes for climate/risk resilient infrastructure and buildings;
(ii) A study on the integrated flood prevention and watershed management strategy, in particular on the northern half of Togo which shares the Upper Volta River Basin with Ghana and Burkina Faso. This study will be conducted in close collaboration with the Ghana authorities in charge of the watershed management strategy for the Volta basin.

Component 3. Support to local development activities to reduce vulnerability to natural disasters and climate change.

Incorporation of Risk Management in the Community Development Project

A US$17.2 million IDA financed Community Development Project (CDP) in Togo was approved by the board on June 26, 2008. The objective of this project is to provide poor communities with improved basic socio-economic infrastructures and income generating activities, by financing at least 350 subprojects that are identified and implemented directly by communities. Community subprojects will be implemented by poor rural communities with the support of the AGAIB (*Agences d'Appui aux Initiatives de Base).* Currently, there are no guidelines in place on incorporating disaster risk reduction into the design and implementation of these subprojects.

In order to assist AGAIB with the incorporation of disaster risk reduction measures into the Community Development Project, it is proposed that the Global Facility for Disaster Reduction and Recovery (GFDRR) fund:

a. Community Assessments and Training

1. Community Risk Assessment. A consultant will be hired to conduct a risk assessment of communities in which the CDP operates. This assessment will gather information on the risks communities face and the way in which communities respond to such risks. This assessment will include also a sociological analysis that will identify the traditional early warning systems existing in the communities, the reasons behind the resistance of the population to respond in case of emergency and the role played by local authorities in this process.
2. Development of Guidelines for Incorporating DRR into the CDP. Advisory services are requested to establish a set of guidelines to incorporate disaster reduction and recovery into CDP.
3. Training and Capacity Building. Training and capacity building will be provided to key AGAIB and community actors involved in the implementation of subprojects.

b. Pilot Project

4. Community based pilot activities to mitigate impact of extreme events in fragile areas. Extensive soil-degradation, deforestation and other human activities have had a serious negative impact on agricultural productivity and on income of poor rural communities. Preliminary studies have already identified some very fragile areas, where selected public works focused on soil and water conservation activities can help mitigate the effects of floods and other extreme events, and provide an example to replicate in other sites of Togo. Interventions would include: soil embankment construction; stone embankment construction; pond construction and maintenance;

spring development; land rehabilitation though area enclosure; small-scale irrigation canals; tree nursery site establishment; rural road maintenance; and tree planting. The pilot project will include early-recovery safety nets initiatives after a disaster.

Component 4: Project Management.
This component will finance project management costs relating to monitoring and evaluation, incremental operating costs for project management and costs related to project reporting and audits.

Results of activities both at the national and community level will be measured against indicators associated with HFA priorities for action. Key outputs of activities will include reports on the findings of the risk assessments (both national and community) a report on the findings of the national institutional assessment, a national cartography, the guide to incorporating disaster reduction and recovery into the Community Development Project, and the assessment of the pilots.

The program will be conducted in partnership with existing and prospected activities and partners and a US$ 8.1 million budget is proposed. The table on page 52 gives an overview of the activities under each component, the envisaged partnership for their implementation and the HAF priorities each intervention addresses. A provisional budget to finance the interventions proposed in the Disaster Risk Management Action Plan is of US$8.1m.

HFA Priority areas	Key Partners	Estimated Budget for 2010-2013 in US$	Notes
HFA 1: Strengthen national disaster risk management strategies and institutions			
1.1 Institutional and capacity building for effective natural disaster risk management and preparedness	National Platform Ministry of Environment UNDP CDP Technical Secretariat	700,000	(Of which 1,500,000 at the national level and 750,000 at the local level)
1.2 Support to establish plans to reduce risks at all administrative levels		500,000	
1.3 Develop community participation approaches through decentralization of authority and transfer/mobilization of resources to local level		400,000	
1.4 Functioning multi-sectoral platform for risk reduction is in place with institutional assessment of basic implementation functions of key agencies and capacity building/systems development		650,000	
TOTAL HFA 1		**2,250,000**	
HFA 2: Ensure risk and vulnerability assessments, early warning and contingency planning and financing – in both rural and urban areas			
2.1 Risk assessment (national and local) based on data and information on hazards/vulnerabilities	National Platform Ministry of Environment UNDP University of Lome	500,000	Includes technology support
2.2 Updated cartography	National Platform University of Lome	1,000,000	Includes technology support

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HFA Priority areas	Key Partners	Estimated Budget for 2010-2013 in US$	Notes
2.3 Study on the integrated flood prevention and watershed management strategy, in particular on the northern half of Togo	National Platform University of Lome Other institutes	300,000	
2.4 Early warning systems are in place on the majority of natural hazards and are transmitted to communities	National Platform Ministry of Environment UNDP Plan ORSEC University of Lome Civil society organizations	500,000	Includes technology support
TOTAL HFA2		**2,300,000**	
HFA 3: Increase and sustain awareness creation, education and capacity building			
3.1 Information on hazards are accessible at all levels and to all actors	National Platform UNDP	300,000	
3.2 Information campaigns to promote a culture of prevention	National Platform CDP Technical Secretariat	200,000	
TOTAL HFA3		**500,000**	
HFA 4: Reduce underlying risk and vulnerability (and integrate DRR into sector planning and practices for example in water, agriculture, health, environment)			
4.1 Community based pilot activities to mitigate impact of extreme events in fragile areas	Technical Secretariat of the CDP Ministry of Youth and Youth Employment AGAIB	2,000,000	
4.2 Upgrading of building codes for climate/risk resilient infrastructure and buildings.	National Platform, CDP Technical Secretariat, ministry of Public works, Ministries of Education and Health,	300,000	
TOTAL HFA4		**2,300,000**	
HFA 5: Improve emergency preparedness and response through capacity strengthening			
5.1 Development of Guidelines for Incorporating DRR into the CDP and training	Technical Secretariat of the CDP UNDP AGAIB Civil society organizations	250,000	
5.2 Support to Emergency/contingency plans at all administrative levels and drills are taking place	Plan ORSEC National Platform	500,000	
TOTAL HFA5		**750,000**	
TOTAL GFDRR		**8,100,000**	

Annex: Hyogo framework – Togo – Update on actions (as of March 2009)

Hyogo priority		
1. Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation		
Indicator	**Status**	**Constraints**
1.1 National policy and legal framework for the mitigation of risks is in place. With clear decentralized responsibilities and capacity at different levels	Weak systematic commitment at the institutional/political level although some progress in recent times (March 2009 workshop)	Financial constraints
1.2 Sufficient resources are allocated to establish plans to reduce risks at all administrative levels	Limited progress (no budget line to prevent disasters)	Financial constraints
1.3 Community participation is ensured through decentralization of authority and of resources to local level	Institutional commitment is in place. Implementation is still incomplete	Financial constraints
1.4 Functioning multi-sectoral platform for risk reduction is in place	Institutional commitment in Place and legal framework in place. Some progress made during the recent workshop (March 2009)	Financial constraints to mobilize all stakeholders
2. Identify, assess, and monitor disaster risks – and enhance early warning		
Indicator	**Status**	**Constraints**
2.1 Risk assessment (national and local) based on data and information on hazards/vulnerabilities is available	Institutional commitment is in place. Implementation is still incomplete. With support from UNDP some studies will be launched on the assessment of risks at the national/local level	Lack of resources to prepare more realistic regional maps
2.2 Systems in place to asses, archive and disseminate information on hazards and vulnerabilities	Institutional commitment is in place. Implementation is still incomplete. "Journal L'environment" is the newsletter on natural disasters	Strengthen the capacity of the technical secretariat of the National platform
2.3 Early warning systems are in place on the majority of natural hazards and are transmitted to communities	Institutional commitment but no system in place.	Financial constraints
2.4 Trans-national risks are taken into account by the national/local risk assessment strategy	Institutional commitment but no system/ action in place.	Financial constraints
3. Use knowledge, innovation, and education to build a culture of safety and resilience at all levels		
Indicator	**Status**	**Constraints**
3.1 Information on hazards are accessible at all levels and to all actors	Limited progress (waiting for a diagnostic)	Identification of risk areas and types
3.2 School curricula, textbooks and training include modules on risk reduction and concepts and best practices on reconstruction	Limited progress. Documentary on "prevention of disasters begins at school" currently being designed	Financial constraints
3.3 Research methods and technical capacity are in place to asses multiple risks (and cost analysis)	Limited progress	Strengthen the capacity of the technical secretariat of the National platform and of researchers
3.4 Information campaigns to promote a culture of prevention	Limited progress. Plans to promote the documentary and other programs with TV channels and other media	Financial constraints

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Hyogo priority		
4. Reduce the underlying risk factors		
Indicator	**Status**	**Constraints**
4.1 The reduction of risk of disasters is an integral part of policies and plans in the environment sector (planning, management of natural resources and adaptation to climate change)	Major progress include: parliamentary vote, National plan on the environment, National plan to adaptation, etc.)	Financial constraints to move forward, especially in the implementation of the National plan of adaptation
4.2 Policies and social plans are in place to reduce vulnerabilities of specific groups	Institutional commitment but system/ action limited.	Financial constraints to finance priority project as included in the PRSP
4.3 Policies and sector (economic) plans are in place to reduce vulnerabilities of specific groups	Institutional commitment but system/ action limited.	No statistical information
4.4 Planning and management of human settlements integrate risk reductions consideration and construction standards	Some progress with the creation of a special association of architects	No real policy in spatial/habitat planning
4.5 Risk reduction of disasters is part of the reconstruction/rehabilitation process	Institutional commitment but implementation is limited/incomplete	Financial constraints (to prepare TOR/ manuals)
4.6 Procedures are in place to assess the impact of risk reduction on all development projects, especially in infrastructures	Institutional commitment but implementation is limited/incomplete (there is a decree on type of projects to be monitored/assessed)	Financial constraints (especially to monitor the implementation of the decree)
5. Strengthen disaster preparedness for effective response at all levels		
Indicator	**Status**	**Constraints**
5.1 Policies, mechanisms and capacity are in place to manage risks	Institutional commitment but implementation is limited/incomplete	Operationalization of the National platform
5.2 Emergency/contingency plan are in place at all administrative levels and drills are taking place	Institutional commitment but implementation is limited/incomplete	Financial constraints
5.3 Financial emergency/contingency plan are in place to support emergency/reconstruction	Limited progress. Plan Orsec is in place, but no contingency financing for emergencies	Financial constraints
5.4 Procedures to exchange information on hazards are in place with the aim of conducting post-disaster analysis	Institutional commitment but implementation is limited/incomplete	Financial constraints

Source: Rapport national intermédiaire du suivi de la mise en œuvre du Cadre d'Action de Hyogo, Ministère de l'Environnement et des Ressources Forestières, Septembre 2008 and update by the Focal Point of the Ministère de l'Environnement et des Ressources Forestières (April 2009).