TOGO

MDG ACCELERATION FRAMEWORK

IMPROVING THE AGRICULTURAL PRODUCTIVITY OF SMALL-HOLDER FARMERS

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May 2011

Design:
Phoenix Design Aid A/S, Denmark. ISO 14001/ISO 9000, certified and approved as a carbon neutral company.

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MAY 2011

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ABBREVIATIONS

AFD	French Development Agency (Agence Française de Développement)
AfDB	African Development Bank
ANSAT	Togo National Food Security Agency (Agence Nationale de Sécurité Alimen-taire du Togo)
BADEA	Arab Bank for Economic Development in Africa (Banque Arabe de Dé-veloppement AgricoleEconomique en Afrique)
BDP	Bureau for Development Policy
BIDC	ECOWAS Bank for Investment and& Development (Banque d'Investissement et de Développement)
CAADP	Comprehensive Africa Agriculture Development Programme
CAGIA	Cooperative for Supply and Management of Agricultural Inputs (Centrale d'Approvisionnement et de Gestion des Intrants Agricoles)
CCIT	Chamber of Commerce and Industry of Togo
CEET	Compagnie d'Énergie Électrique du Togo
CFA	Franc of the African Financial Community
CNCA	Caisse Nationale de Crédit Agricole Bank
CNP	National Council of Employers (Conseil National du Patronat)
CRA	Agricultural Research Centre (Centre de Recherche Agricole)
DAER	Directorate for Rural Development and Infrastructure (Direction de l'Aménagement et de l'Equipement Rural)
DE	Directorate of Livestock Farming (Direction de l'Elevage)
DGEA	Directorate General for Water and Sanitation (Direction Générale de l'Eau et de l'Assainissement)
DRAEP	Regional Department Directorate of Agriculture, Livestock Farming and Fisher-ies (Direction Régionale de l'Agriculture, de l'Elevage et de la Pêche)
DS	Directorate for Seeds (Direction des Semences)
ECOWAS	Economic Community of West African States
EU	European Union
FAO	United Nations Food and Agriculture Organization
FCFA	Franc of the African Financial Community
FFS	Farmer Field School
FSS	Sotouboua Seed Farm (Ferme Semencière de Sotouboua)
GAFSP	Global Agricultural Food Security Program
GDP	Gross Domestic Product
GoT	Government of Togo

HDI	Human Development Index
HIV/AIDS	Human Immunodeficiency Virus / Acquired Immune Deficiency Syndrome
ICAT	Technical Assistance and Support Institute (Institut de Conseil et d'Appui Tech-nique)
IFAD	International Fund for Agricultural Development
IFDC	International Fertilizer Development Corporation
IFPRI	International Food Policy Research Institute
IMF	International Monetary Fund
IsDB	Islamic Development Bank
ISFM	Integrated Soil Fertility Management
ITC	Information and Communication Technologies
ITRA	Agronomical Research Institute of Togo (Institut Togolais de Recherche Agronomique)
IWRM	Integrated Water Resource Management
MAEP	Ministry of Agriculture, Livestock Farming and Fisheries (Ministère de l'Agriculture, de l'Elevage et de la Pêche)
MAF	MDG Acceleration Framework
MDG	Millennium Development Goals
MFI	Micro-finance Institution
NAFSIP	National Agriculture and Food Security Investment Programme
NDS/MDG	National Development Strategy based on MDGs
NGO	Non-Governmental Organisation
ODA	Official Development Assistance
PASNAM	National Microfinance Strategy Support Project (Projet d'Appui à la Stratégie Nationale de Micro-finance)
PDA	Public Development Aid
PO	Producers' Organisation
PRSP	Poverty Reduction Strategy Paper
SFSP/D	Special Food Security Programme –- Diversification Section
SHFP	Small Producer-Holder Farmers
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
VFH	Village Farm Hand
WADB	West African Development Bank
WB	World Bank
WFP	World Food Programme
WHO	World Health Organization
ZAAP	Planned Agricultural Development Area (Zone d'Aménagement Agricole Pla-nifiée)

FOREWORD

DSince the 55th session of the United Nations General Assembly, which took place in September 2000, a global consensus has been reached on the Millennium Development Goals (MDGs). This was demonstrated in particular by the Monterrey Conference on Financing for Development and the Paris Declaration. As commitments on behalf of the international community, the MDGs constitute the key tool in the battle against poverty and form the basis of national anti-poverty strategies.

The Government of Togo expressed its firm commitment to achieve the MDGs by drawing up its long-term National Development Strategy based on the MDGs (NDS/MDG). This strategy ap-plies the recommendations of the United Nations Summit in September 2005. In line with these recommendations, Togo developed the Poverty Reduction Strategy Paper (PRSP), along with a Priority Action Programme (PAP), to institute the NDS/MDG. This programme focused on ur-gent and essential actions in key sectors (health, education, water and sanitation, agriculture, road infrastructure, energy and social action) to improve the living conditions of the Togolese population.

Since then, the government has progressed toward achieving the MDGs. Measures taken since 2008 to reduce rural poverty have increased agricultural production. In terms of education and health in particular, the Government has decreed that primary school education is to be free, rein-forced integrated vaccination programmes, distributed insecticide-treated bed nets and nutrition, emphasized HIV/AIDS awareness campaigns and provided care for persons living with HIV/AIDS.

Together, the Government's efforts are starting to produce some benefits. This is why the United Nations Overseas Development Institute (ODI) and Millennium Campaign report ranked Togo among the 20 countries that have made substantial progress on certain MDGs.

This progress is still fragile, though, and needs to be reinforced. The food, energy and financial crises, the impact of climate change and the lack of financial resources continue to have a severe impact on the living conditions of vulnerable populations.

This acceleration framework for achieving MDG 1 in Togo is part of the country's preparations for the high-level United Nations General Assembly meeting in September 2010, the purpose of which is to discuss how to renew and revitalize efforts to achieve the MDGs in different coun-tries.

The acceleration framework is based on the guiding principles of the National Agriculture and Food Security Investment Programme (NAFSIP) and aims to improve agricultural production among small farmers in order substantially to reduce poverty.

Being focused on rural areas, this programme capitalizes on the lessons learned from the national emergency programme, in place since 2008, and builds on best practices from other countries in increasing agricultural productivity. These experiences show

that success is possible and that effective action can be taken to achieve Target 1A of MDG 1 – to reduce by half the proportion of people living on less than a dollar a day – in rural areas.

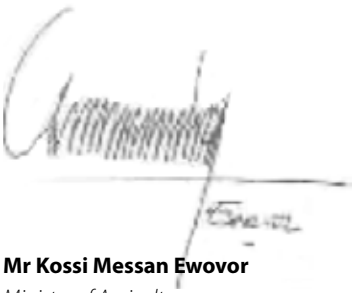
The Millennium Development Goals (MDGs) can be achieved by 2015 if they are supported by appropriate policies, targeted technical assistance, adequate institutional capacity, funding com-mensurate with need and, above all, strong political commitment.

We are convinced that, with renewed assistance for partners and involvement of stakeholders in the sector, the clear determination of the government will enable strong recovery of agricultural production to accelerate growth and reduce poverty by 2015. To this end, the Acceleration Framework suggests a practical and achievable action plan for a long-term scaling up of results achieved in this area since 2008. This is the key to achieving substantial progress in this area over the next five years.

This acceleration framework for the achievement of Target 1A of MDG 1 represents both a plea and a challenge to political decision makers, the Togolese people and development partners, to secure a collective commitment to achieving MDG 1 by 2015.

Finally, we would like to reaffirm our thanks to all those who, directly or indirectly, have helped to put this document together.

Mrs Dédé Ahoéfa Ekoué
Minister to the President of the Republic in charge of Planning and Development



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CHAPTER 1:

INTRODUCTION

Photo: Adam Rogers

Despite progress in some sectors, sub-Saharan Africa is currently one of the rare regions in the world in which the probability of achieving the Millennium Development Goals (MDGs) by 2015 remains very low if current trends persist. The reasons for this include continued weak and uneven growth; insufficient spending in priority sectors such as agriculture, infrastructure, education, health care and access to potable water; and capacity problems at various levels. Making progress toward the MDGs in this part of the world will also require fairer international trade practices and a significant increase in current Official Development Assistance (ODA) trends.

This observation brings sharply into focus the issue of whether the Millennium Declaration commitments are being honored, the goal of these commitments being to create a better world for all by 2015, on the basis of national and international solidarity. Signed at the Millennium Summit, this Declaration lists eight objectives, commonly referred to as "MDGs": (i) eradicate extreme poverty and hunger; (ii) achieve universal primary education; (iii) promote gender equality and empower women; (iv) reduce child mortality; (v) improve maternal health; (vi) combat HIV/AIDS, malaria and other diseases; (vii) ensure environmental sustainability; and (viii) develop a global partnership for development.

As signatories to this Declaration, the Togolese authorities have committed to taking various priority actions, including increasing efforts aimed at the eradication of poverty and the advancement of the principles of human dignity, equality and social justice. In 2003, 2008 and 2010, they drafted progress reports to inform the general public of the progress required in order to achieve the MDGs by 2015. In addition, they adopted a National Development Strategy in 2007 based on the MDGs (NDS/MDG). This long-term strategy forms part of the efforts undertaken since 2005 to emerge from the socio-political crisis and, above all, to address the major challenges of wealth creation and strengthening human capital.

In spite of these efforts, the social situation in Togo remains difficult, since the economic and social consequences of a long-standing socio-political crisis need to be dealt with. This crisis has caused a sharp decline in per capita GDP and in social and economic investment. Consequently, poverty is much more widespread – currently affecting some 62% of the total population – and most of the MDGs are increasingly unattainable by 2015 because of the extensive disinvestment in all sectors, particularly in education, health care, agriculture, and social and economic infrastructure.

Conscious of the difficulties facing many countries, particularly African ones, the Secretary-General of the United Nations in 2007 launched a series of initiatives to accelerate progress toward achieving the MDGs by 2015. The session of the United Nations General Assembly in September 2010 is being prepared in this context: world leaders shall examine this crucially important question for all countries, which, since 2008, have been facing one of the most severe financial and economic crises the world has ever known.

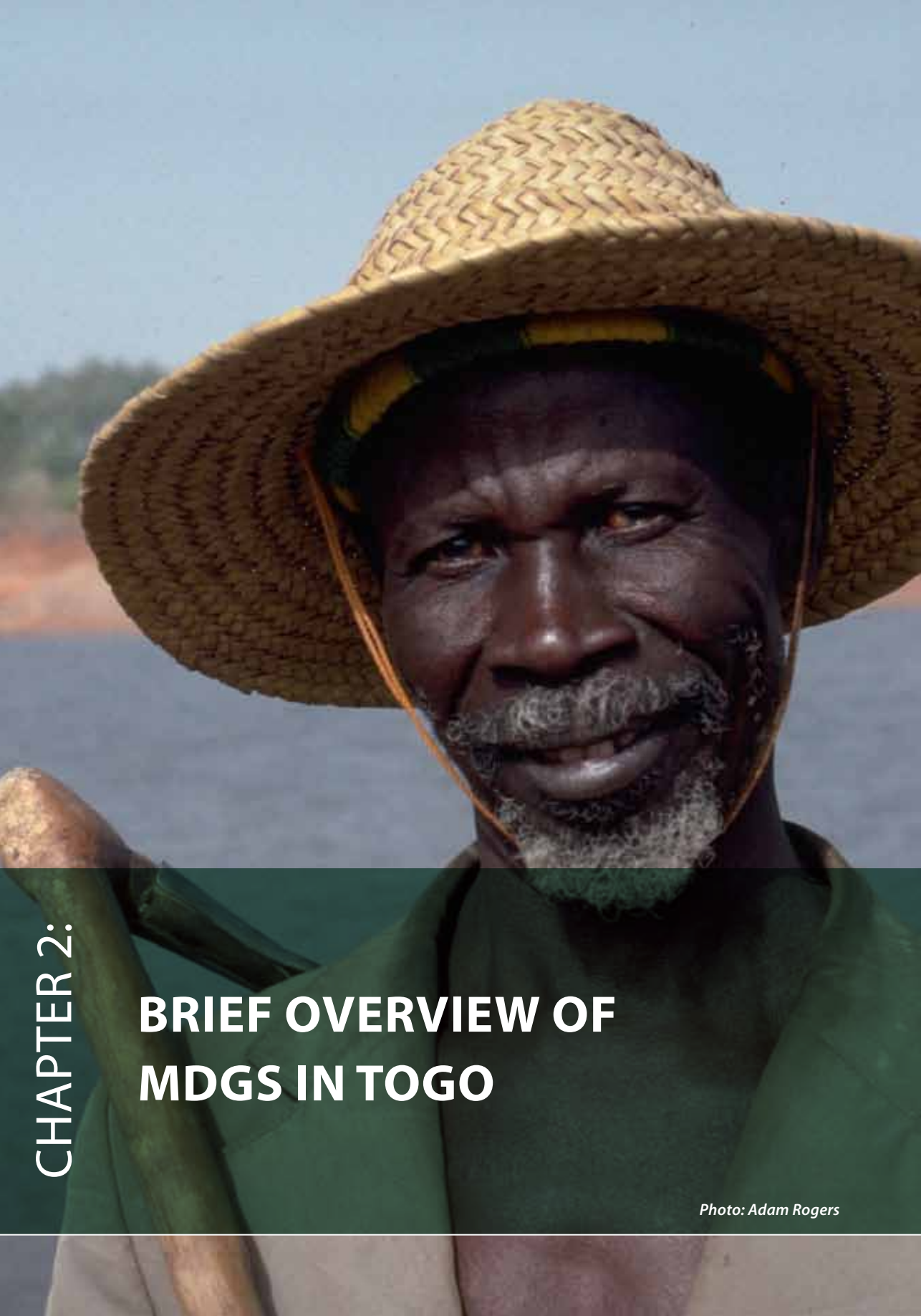
The September 2010 Summit will be an opportunity to examine progress made and MDG initiatives that have borne fruit. The obstacles to be overcome in order to accelerate scaling up will also be discussed. Lastly, it will specify concrete actions to be undertaken by Member States five years ahead of the 2015 deadline to accelerate achievement of the MDGs. To prepare for this major event and to assist countries in identifying obstacles and solutions to achievement of the MDGs, the United Nations Development Programme's (UNDP) MDG Acceleration Framework (MAF) provides United Nations Member States a methodological framework. The MAF approach is based on four points: (i) identification of the strategic interventions required to accelerate MDGs that are presently not on target for 2015; (ii) analysis of bottlenecks that have delayed implementation of the interventions; (iii) selection of acceleration solutions; and (iv) development of an action and monitoring plan including a precise definition of the roles of institutions and partners in implementation. In this way, the MAF seeks to identify practical, targeted, short-term solutions to accelerate achievement of MDGs, using shared diagnostic reports. The MAF is not intended to replace current policy preparation processes in this respect; on the contrary, it forms part of such processes by providing deeper analysis of problems and helping to identify solutions and the stakeholders who could carry them out.

Togo was one of four African countries selected to prepare its MAF in the run-up to the September 2010 Summit. To do so, the Government set up an inter-ministerial Steering Committee and chose the topic of improving agricultural productivity to combat rural poverty. It also began consultations with the United Nations System Agencies about how to prepare this Framework. After gathering available documentation and a preliminary analysis thereof, all national stakeholders and certain development partners met for a workshop on July 7 and 8, 2010, to identify the interventions necessary to achieve MDG 1 in rural environments and to analyse bottlenecks. This analysis, which was developed further in the week of July 12-17, 2010, with the assistance of resource persons, prioritized these bottlenecks and their short-term solutions. Lastly, this work was completed at a national validation workshop held on August 6, 2010. It is designed to consolidate the Pact signed in July 2009 as part of the National Agriculture and Food Security Investment Programme (NAFSIP) and agreed to by the Government of Togo and its partners, including the Regional Chambers of Agriculture, the National Council of Employers, the Trade Unions and Civil Society Coordination, the World Bank (lead partner), the ECOWAS and the African Union. This MAF will consolidate the Pact for the benefit of small-holder farmers.

This exercise therefore forms part of the NAFSIP. Consequently, it specifies certain interventions targeted at small–holder farmers (defined as those owning a farm with an area less than or equal to 1 hectare) to significantly reduce poverty. It seeks to accelerate solutions for this group with the potential to triple the agricultural yield of their farms and particularly of subsistence crops (cereals, tubers and leguminous crops) and livestock (poultry, small ruminants and pigs).

This MAF focuses on target 1.A of MDG 1 by improving the productivity of small-holder farmers. Consequently, it does not deal with some major aspects, such as access to markets (rural tracks, market infrastructure, standards, quality, etc.), that will be dealt with by other NAFSIP instruments.

This report comprises five parts. The first part reviews the status of MDGs in Togo, particularly relating to rural poverty. The second examines key interventions for the improvement of small-holder farmers' productivity. The third analyses the bottlenecks hindering effective implementation of these interventions, while the fourth presents short-term solutions that will enable these to be overcome. The final part presents the action plan and the procedures for its implementation.



CHAPTER 2:

BRIEF OVERVIEW OF MDGS IN TOGO

Photo: Adam Rogers

2.1: GENERAL DEVELOPMENT CONTEXT

Togo is located on the south-facing part of the coast of West Africa and has a total surface area of 56,600 km^2. The country has three distinct ecosystems (from south to north, these are: sandy with vegetation, a wooded Sudanian zone, and savannah) and has a mean annual rainfall of 1,000 mm. As of 2008, it had an estimated population of 5.6 million with a natural growth rate of 2.4% per year.[1] 51.3% of the population is female and 48.7% is male. The population is relatively young: 43.3% of inhabitants are under 15 years of age. There is a high population density, with close to 100 inhabitants per square kilometre. Life expectancy at birth is currently estimated to be 53.2 years. Population distribution is highly rural: only 30% of the population lives in urban centres, of which 15% lives in Lomé.

In the 1960s and 1970s, Togo experienced a period of rapid development, with a mean annual growth rate of 7%. Despite this performance slowing to 4% per year during the 1980s due to a difficult international climate, the same period saw the Human Development Index (HDI) rise, increasing from 0.424 in 1975 to 0.498 in 1990. From 1990 onwards, socio-political unrest led to economic deterioration, exacerbated by a decrease in Official Development Assistance (ODA), which fell fivefold in per capita terms between 1990 and 2005. As a result, the economy grew by only 1.1% on average per year during this period. This state of affairs greatly decreased the opportunities for creation of wealth and decent employment for the population, particularly for young people.

Since 2006, the Government has launched major political and economic reforms that have restored the confidence of development stakeholders and enabled the beginnings of a recovery in economic growth (+2.7% between 2005 and 2009), despite a difficult international environment.

2.2: GENERAL OVERVIEW OF MDGS IN TOGO

The drawn-out socio-political crisis has exacerbated poverty, which currently affects almost 62% of the total population.[2] Furthermore, poverty is predominantly rural: almost 74% of rural Togolese suffer from poverty. The most affected areas, where the incidence of poverty is above the national average, are the Savanes, Centrale, Kara and Maritime regions. The levels of poverty in these regions are 90.5%, 77.7%, 75.0% and 69.4%, respectively.

As to food security, Togo's calorie rations have declined since the mid-1990s, even if the country is still generally self-sufficient. In addition, 20.5% of children under age 5 were underweight as of 2008.

In terms of primary education, the net enrolment rate (87% in 2008) is one of the best in the West African sub-region. In spite of these praiseworthy quantitative indicators, performance is also characterized by large numbers of pupils repeating a year (22% in 2008), a mediocre completion rate (65% in 2008), low levels of staffing, and inadequate academic facilities.

1) The most recent general census of population and housing in Togo dates from 1981.
2) As compared with 32% at the end of the 1980s.

The trend in terms of gender equality is satisfactory in primary education (girl/boy ratio of 0.95 in 2008); the ratio falls to 0.65 in lower secondary education, though, and to 0.31 in higher secondary education.

With regard to gender, only very few jobs in the modern, non-agricultural sector are presently held by women. Women tend to exercise their talents more in the informal and agricultural sectors, where they excel in agricultural production, processing and sales. They are underrepresented in the decision-making process, comprising only 22% of ministers, 11% of members of Parliament, 11.1% of mayors, and 0.38% of heads of cantons.

In terms of health, the levels of infant mortality (children under 1 year old) and child mortality (children under 5 years old) are still high, estimated to be 77 and 123 per 1,000 births, respectively. The rate of maternal mortality remains well above the threshold of 160 deaths per 1,000 births. HIV prevalence has fallen from 6% in 1990 to 3.2% today and there has been a great improvement in care: the number of patients benefiting from antiretroviral treatment has risen from 700 in 2002 to 16,710 in 2009. Progress has also been made in the fight against malaria, which nevertheless remains the leading recorded cause of mortality in health care facilities.

In terms of the environment, continued degradation of resources has been noted, due in particular to the intense pressure from sectors of the population whose daily life depends on these resources. In terms of access to potable water, the rate, at 37%, remains low despite the presence of abundant water resources. The proportion of water used to satisfy all needs will rise from 0.81% in 2002 to approximately 2% in 2015. The proportion of the population with access to improved sanitation (a system that is adequate to remove excrement) deteriorated considerably between 1990 and 2006, falling from 37% in 1990 to 31.7% in 2006.

Against this unfavourable backdrop, Togo has suffered since 2007 from the global food, energy, financial and economic crises and the effects of climate change.

With regard to the impact of the global crises, the country has shown a certain degree of resilience, particularly by pursuing counter-cyclical policies (public investment, boosting subsistence production) that have so far minimized the worst effects of the worldwide economic recession.

However, climate change is starting to pose challenges in the short, medium and long terms. Indeed, Togo confronts many environmental challenges that have become apparent in recent years, such as a rise in temperatures and considerable variations in rainfall. Between the 1960s and the 2000s, a rise in temperature of between 0.5 °C and 1.1 °C has been noted. In addition, the time, coverage and quantity of rainfall have been somewhat disrupted. These phenomena have harmed agriculture.[3] The immediate impact of these changes relates mostly to the floods of 2007 and 2008. These resulted in the destruction of subsistence crops (1,500 hectares in Oti). They also caused major damage to road infrastructure and thus considerable disruption to the transport of agricultural production to the city of Lomé. With regard to the medium- and long-term impacts of these phenomena, the various studies of Togo available show that changes in climate greatly influence the agricultural sector. This is particularly true insofar as the rises in temperature could be the reason for deteriorating soil quality and decreasing agricultural yields. Taking up the challenges in the medium and long terms requires urgent adaptation.

In light of the above, most of the MDGs are becoming increasingly unattainable by 2015. According to the conclusions of the 2010 MDG monitoring report, only the goals relating to universal education and the fight against HIV/AIDS appear to be achievable if current efforts are maintained.

3) For instance, the second production cycle has been abandoned in the Maritime and Plateau regions.

TABLE 2.1 LIKELIHOOD OF ATTAINING MDGS IN TOGO

Goals	Situation in 2003	Situation in 2008	Situation in 2010
1. Eradication of extreme poverty and hunger	Unlikely	Unlikely	Unlikely
2. Universal primary education	Likely	Likely	Likely
3. Reduction of child mortality	Unlikely	Unlikely	Unlikely
4. Réduction de la mortalité infantile	Unlikely	Unlikely	Unlikely
5. Improvement of maternal health	Likely	Unlikely	Unlikely
6. Combat HIV/AIDS, malaria and other diseases	Likely	Likely	Likely
7. Environmental sustainability	Unlikely	Unlikely	Unlikely
8. Development of a global partnership for development	Unlikely	Unlikely	Unlikely

TABLE 2.2 MDG INDICATOR GOALS AND TARGETS IN TOGO

Goals	Selected targets	Indicators for Togo	1990	2006	2008	MDG target, 2015
1. Eradicate extreme poverty and hunger	1. Reduce the proportion of the Togolese population living below the poverty line by 50% between 1990 and 2015, lowering the poverty index by 15%, by 2015	Income poverty index	32.2%	61.7%		30.9%
	2. Reduce the number of individuals suffering from malnutrition by 50% between 1990 and 2015, by 2015.	Proportion of children suffering from underweight	25%	26%	20.5%	12.3%
2. Achieve universal primary education	3. Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	Net primary school enrollment rate	67%	74.6%	87%	100%
		Primary School completion rates		66.1%	64.7%	100%
		Literacy rate, 15- to-24- year-olds	63.3%	76.4%	61.7%	100%
3. Promote gender equality and empower women	4. Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015	Girl/boy parity index, primary education	0.65	0.92	0.95	1
		Girl/boy parity index, secondary education	0.41	0.80		1
		Literacy ratio: 15- to 24-year-old women/men	0.60	0.68		1
		Percentage of employees who are women, excluding agriculture		23.9%		50%
		Proportion of seats held by women in the National Assembly	4%	7.4%	7.4	50%

Goals	Selected targets	Indicators for Togo	1990	2006	2008	MDG target, 2015
4. Reduce the mortality rates of under-fives	5. Reduce by two thirds between 1990 and 2015 the under-five mortality	Under five mortality rate, (per thousand live births)	158‰	123‰		51‰
		Infant mortality rate	80%	77‰		29‰
		Measles vaccination rate	64,6%	61%		100%
5. Improve maternal health	6. Reduce by three quarters between 1990 and 2015 the ratio of maternal mortality	Number of maternal deaths per 100,000 live births	478‰	478‰		142,5‰
		Proportion of births assisted by qualified health care professionals	49%	62,9%		82,75%
6. Combat HIV/ AIDS, malaria and other diseases	7. Have halted by 2015 and begun to reverse the spread of HIV/AIDS	HIV prevalence amongst the sexually active population (15- to 49-year-olds)	6,0%	3,2[2008%]		< 2%
		Contraceptive prevalence rate	NA	78,1%		100%
		Ratio of school attendance of orphans to school attendance of non-orphans	NA	0,9%		1
	8. Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases	Intermittent preventive treatment of malaria in pregnant women	NA	18,1%		100%
		Proportion of children under 5 sleeping under insecticide-treated bednets	NA	37,5%		100%
		Proportion of children under 5 who are treated with anti-malarial drugs	NA	35,5%		100%
7. Ensure environmental sustainability	9. Integrate the principles of sustainable development into national policy and reverse the loss of environmental resources	Protected proportion of ecosys-tems (area)	12,6%	7%		10%
	10. Halve by 2015 the percentage of the population without access to safe drinking water	Proportion of the population which uses a source of potable water	55%	57,1%		75%
	11. Achieve by 2020 a significant improvement in the life of at least 100 million slum dwellers	Proportion of the population using an improved sanitation facility	37%	31,7%		50%
8. Implement a global partnership for development	18. Ensure that new information and communication technologies are available to all	Number of fixed and mobile telephone lines per 1,000 inhabit-ants		48[2003%]		100%
		Internet users (per 1,000 inhabit-ants)		37[2005%]		100%

2.3: ASSESSMENT OF LIKELIHOOD OF ACHIEVING MDG 1 IN THE RURAL SECTOR

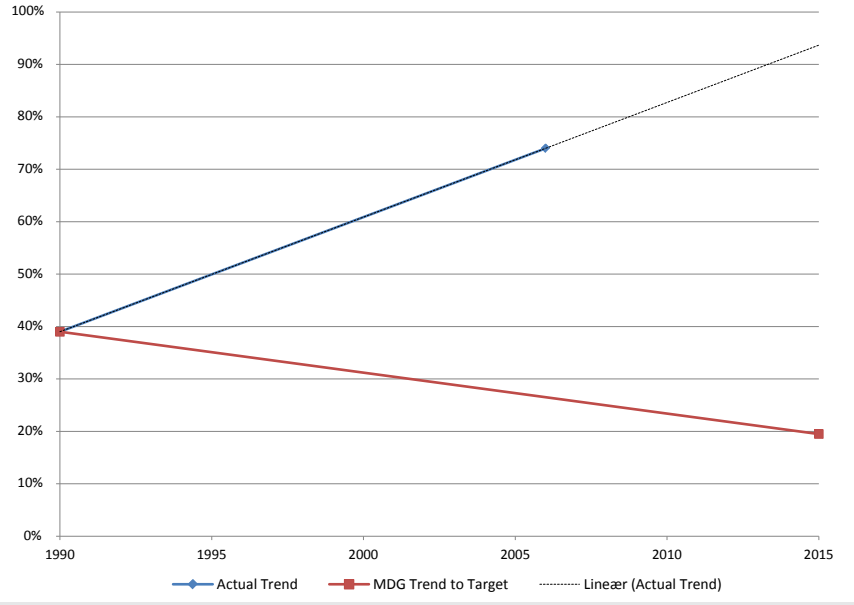
Togo's long socio-political crisis between 1990 and 2005 considerably shrank the country's growth potential. Growth, which had been over 7% between 1960 and 1970, fell to 4% in the 1980s and to only 1.1% between 1990 and 2005. Since 2006, a recovery has commenced, with mean annual growth of 2.7%, although this is still far below the required levels. The principal consequences of this have been: (i) a significant fall in earnings; (ii) shrinkage of the means of intervention of public authorities, resulting in lower public investment (2.8% of GDP in 2005 compared with 6.6% in 1990), particularly in agriculture, education, health care and infrastruc-ture; and (iii) more widespread poverty, which almost doubled between 1990 and 2005.

According to simulations carried out in 2006, Togo would have to achieve actual annual eco-nomic growth of at least 6% between 2006 and 2015 and to decrease income inequalities in order to halve, by 2015, the proportion of the population that was earning less than one dollar per day in 2006 (61.7%). This gives an idea of the effort required, especially if the year 1990 is taken as a reference, when the prevalence of poverty was only 32%. The situation is even more difficult in rural areas, where the crisis has increased the rate of income poverty from 39% in 1990 to 74% in 2006.

Furthermore, the conclusions of the 2010 MDG monitoring report have shown that there is a strong correlation between the spatial distribution of income poverty and difficulties in nutrition, education and health care.

To emerge from this situation and relocate national development within a virtuous circle, it is important both to relaunch sustainable growth and to mobilize internal resources to bring about fresh investment

FIGURE 1 **PROPORTION OF RURAL POPULATION LIVING WITH LESS THAN $1 (PPP)**



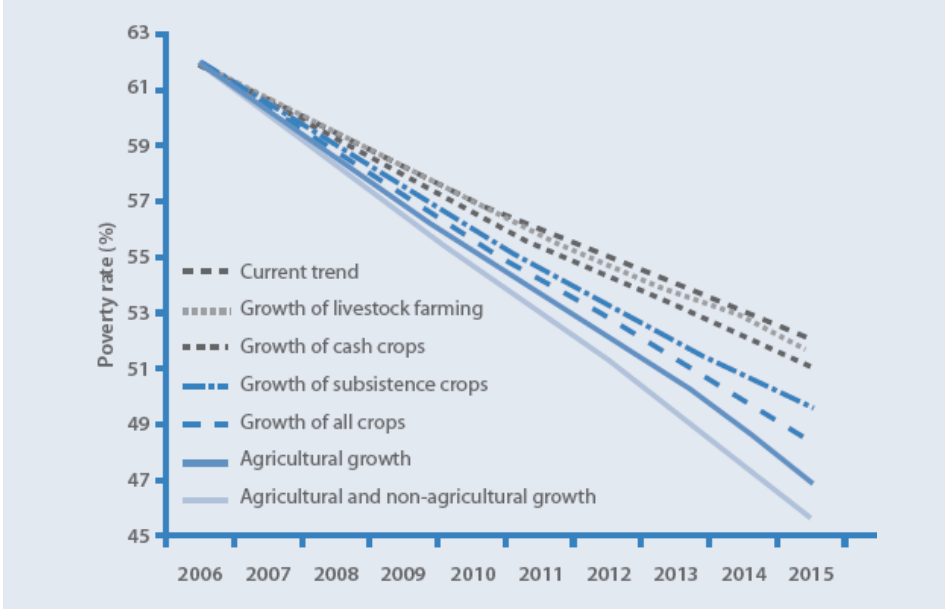
in the social and agricultural sectors and infrastructure. Care will also have to be taken to ensure that this growth reduces poverty, which is far from assured if this concern is not taken into consideration when formulating strategy. Since poverty in Togo is overwhelming-ly rural, growth needs to relate first and foremost to the rural environment in order to transform it and to increase the income of the poor. This is a necessary condition for providing better access to economic and social infrastructure (such as education, health care and potable water); joint action on the part of public authorities, the private sector and the communities themselves is re-quired to develop these. An increase in rural revenues is possible either through changes in the distribution of income or through the acceleration of growth. In the case of Togo, both of these approaches should be combined, given the extent of poverty and the weak growth during recent years.

A 2009 study by the International Food Policy Research Institute (IFPRI) revealed that halving the number of rural poor would require 9.6% annual growth in the agricultural sector to 2015. This represents a significant challenge.

At the same time, considerable progress may be quick if there is decisive action. Indeed, accord-ing to the conclusions of the IFPRI study, sustained additional annual growth of 1% for agricul-tural subsistence production to 2015 would make it possible to decrease the national poverty rate by 4.6% and by more in rural areas. These conclusions demonstrate that subsistence farming will remain the principal source of poverty-reducing growth, both nationally and rurally, in the dec-ade to come.

These results are consistent with the assertion that increasing agricultural productivity is the foundation of economic prosperity and social development. This assertion, all the more true for African countries, will form the basis of this MDG Acceleration Framework (MAF) and constitutes the major ground for selecting MDG target 1.A for this MAF.

FIGURE 2 **INCIDENCE OF POVERTY IN 2015 AS A RESULT OF ALTERNATIVE GROWTH STRATEGIES, % – IFPRI (2009)**



2.4: PROBABLE IMPLICATIONS OF IMPROVED AGRICULTURAL PRODUCTIVITY ON OTHER MDGS

Almost 80% of those considered as poor live in rural areas and a significant proportion of these people live in households headed by small-holder farmers, who represent one-third of all farmers. The vast majority of them are prisoners of a poverty trap, developing under-monetized agriculture that focuses on risk minimization and self-sufficiency. The chief consequences of this situation are low productivity and an inability to benefit from national and international market opportunities to increase earnings and thus to gain access to various services that would improve living conditions.

This low productivity and its consequences for revenue generation represent the principal hindrance to achievement of the MDGs, particularly as regards the following:

- Nutrition (MDG 1) in the poorest rural areas, particularly in the north of the country
- Urban employment, due to a significant rural exodus (MDG 1), despite the fact that increased agricultural productivity is a potential source of agricultural and non-agricultural job creation[4] in rural areas, for young rural inhabitants and educated young city dwellers interested in returning to the country
- Access to educational services (MDG 2) and mother and child health services (MDGs 4 and 5), given the low income
- Deforestation and healthy habitat (MDG 7) as low income precludes finding alternative energy services or decent housing
- Bearing the operating costs of village water infrastructure (MDG 7)

53.5% of workers in the agricultural sector are women, while 46.5% are men. Women are present in virtually all production processes (production, processing and selling). Despite their significant contribution, they have limited access to production resources (land, inputs, etc.) and decision-making bodies, due largely to their high illiteracy. Consequently, they benefit from only 10% of the monetary income arising from their work and are the first victims of poverty. Combined with measures to reduce the ardor of labour, the improvement of agricultural productivity is a powerful tool to promote the empowerment of women, the school enrolment of girls and improvements in child nutrition.

Generally, it is apparent that, without sustained efforts, achieving MDG 1, particularly target 1A, will be impossible in rural areas in Togo. This, in turn, will hamper achievement of the other MDGs, since the availability and use of social infrastructure (such as education, health care and drinking water) require the population to have enough revenue to access them.

To improve the chances of a major reduction in rural poverty by 2015, more efforts will therefore be required to maximize the potential of the agricultural sector and particularly of small-holder farms. To this end, there is an urgent need for actions that will enable a large proportion of small-holder farmers to escape the poverty trap and to increase their contribution to the development of farming. This will involve implementing appropriate solutions to clear the current bottlenecks to this potential.

4) An increased productivity of small-holder farmers creates surpluses that can be sold. Improving access to markets in this way facilitates the development of a local economy and the emergence in rural areas of non-agricultural services that create employment opportunities.

CHAPTER 3:

STRATEGIC INTERVENTIONS

Photo: Ministry of Agriculture, Livestock and Fisheries, Togo

3.1: RURAL DEVELOPMENT STRATEGIC FRAMEWORK

The rural sector is the driving force of the Togolese economy, contributing some 40% of GDP. It is dominated by agricultural production, which accounts for 70% of GDP for the rural sector. In this agricultural sector, subsistence production accounted for some 90% of added value in the sector in 2009 compared to 85% in 1990. Furthermore, almost 70% of the working population is engaged in the agricultural sector, in which Togo has great potential. Only 45% of the 3.4 million cultivable hectares are currently farmed.

The socio-political crisis endured by the country over the past years has deeply affected the performance of the agricultural sector, which had an average production growth of 2.6% between 1991 and 2005, despite an increase of 3.4% of the surface areas cultivated during the same period; thus, this corresponds to a fall in yields. This low-level growth has not been evenly spread, though, inasmuch as the average increase was 4.8% between 1985 and 1996 and 1.2% between 1996 and 2005. Between 2005 and 2008, agricultural growth was 3.9%, 4.8% of which related to subsistence crops. During this period, the cereal balance was in deficit, with coverage by national production comprising between 87% and 97%. Cash crops plummeted, with falls in the production of cocoa, coffee and cotton of 67%, 57% and 70%, respectively, between 1991 and 2005. The main consequence of this low productivity has been a surge in poverty in rural areas. The vast majority of these poor are small-holder farmers with a maximum cultivable area of one hectare. The table below summarizes the poverty profile and the agricultural potential for each region.

TABLE 3.1 Profile of Rural Poverty and Farm Crops

Regions	Population in 2008	Rural population in 2008	Population and rural poverty	Main crops
Coastal zone / Maritime	2,511,500	853,910	21% of total population; High population density; Marked poverty (71%)	Corn, cassava, cotton, oil palm, periurban livestock farming (poultry, pigs), market gardening
Western Plateau / forest	1,258,200	1,019,142	23% of total population (including eastern Plateau region); Average density; Moderate poverty (61%)	Diversified farming: coffee, cocoa, oil palm to the southeast (Kpalimé), corn, cassava, yam, lowland rice, fruits, small ruminants, traditional poultry, etc.
Eastern Plateau			Low population density; Marked poverty (61%)	Cotton, corn, black-eyed pea, peanut, lowland rice, cattle, small ruminants, traditional poultry, etc.
Centrale	509,300	341,231	10% of total population; Low density; Marked poverty (85%)	Cotton, corn, sorghum, millet, rice, cassava, yam, black-eyed pea, peanut, soya, cattle, small rumi-nants, traditional poultry
Kara	689,000	482,300	High population density; Marked poverty (80%)	Cotton, corn, sorghum, yam, tomato, rice, black-eyed pea, soya, peanut, cassava, millet, cattle, sheep, goats, traditional poultry, bees, etc.
Savane	628,000	533,800	13% of total population; High population density; Very severe poverty (92%)	Cotton, sorghum, millet, rice, yam, peanut, black-eyed pea, cattle, small ruminants, traditional poultry

To take up these challenges, the Government prepared its National Development Strategy based on MDGs (NDS/MDG), adopted in 2007. To implement it, the Government adopted in June 2009 its Comprehensive Poverty Reduction Strategy Paper (Comprehensive PRSP), taking into account the lessons learned from the implementation of the interim PRSP. This Comprehensive PRSP, which sets out the general framework for public action for 2009-2011, is built around four strategic pillars with the following aim: (i) reinforcing political, administrative and economic governance; (ii) consolidating the foundations for strong, sustainable growth based in particular on the potential of the rural sector; (iii) developing human capital; and (iv) reducing regional imbalances and promoting local development.

As far as rural areas are concerned, where most of the poor live, the NDS/MDG set itself the following goals by 2015: (i) improving agricultural productivity and food supply; (ii) improving the level of access of vulnerable groups to quality food and promoting revenue-generating activities; (iii) improving the nutritional level of the vulnerable population; and (iv) raising awareness in the population of the impact of a good diet on their state of health. Its derivative, the National Agriculture and Food Security Investment Programme (NAFSIP), has set itself the objective of "increasing the income of farms and contributing to the improvement of living conditions of rural dwellers, in the framework of sustainable development and with particular attention to the poorest and most vulnerable populations." To achieve this objective, priority areas have been defined, relating to the following:

- Intensification and sustainable development of agricultural production systems to increase the income of farmers and improve rural living conditions
- Promotion of diversification and the development of agribusiness
- Structuring of rural areas and professionalization of farmers
- Reinforcement of the institutional capacities of services (public and private)
- Promotion of the right to food and proper governance of food and nutritional security

The NAFSIP now forms the reference framework for all interventions in the agricultural sector. It makes up part of the agenda of the Comprehensive Africa Agriculture Development Programme (CAADP) with the ambition of facilitating growth of at least 6% for the sector. The consequences of this growth will improve the income of populations and the trade balance on the one hand, and reinforce food security on the other. It is organized into five sub-programmes: (i) promotion of arable farming; (ii) promotion of livestock farming; (iii) promotion of fisheries; (iv) agricultural research and consultancy; and (v) institutional reinforcement and sectoral coordination.

3.2: SELECTION OF INTERVENTIONS WITH POTENTIAL TO ACCELERATE ACHIEVEMENT OF TARGET 1.A OF MDG 1 IN RURAL AREAS

This MMAF for Togo, based on the guiding principles of the NAFSIP, has set itself the objective of improving the agricultural productivity of small-holder farmers (those with a farm of no more than one hectare) in order to have a significant impact on poverty reduction (Target 1.A of MDG 1). Over and above the concerns of food and nutritional security, increased productivity for small producers is a significant lever for increasing the growth potential for Togo, taking it to around 6%. This is a necessary condition for overturning current trends in poverty and making significant progress toward the MDGs by 2015.

The MAF will thus ensure that the interventions of the NAFSIP in favour of small producers are scaled up by 2015 so that they can triple their agricultural yield, particularly for subsistence production, and thereby accelerate progress toward achieving MDG 1.

The analyses performed on the basis of the experiences of different countries have enabled the cataloguing of basic interventions that allow the achievement of MDG 1 in rural areas. An exhaustive list of these interventions is presented below.

Box 3.1 **GENERAL INTERVENTIONS FOR MDG 1**

- Investment in soil fertility: soil conservation, use of chemical and organic fertilizers, etc.
- Extension of services: appropriation of knowledge of soil management, small-scale water management, best growing practice
- Small-scale water management: irrigation, reservoirs, lowland management, etc.
- Use of improved inputs: improved local seeds, improved agricultural products, improved cattle and fish breeds, food aid in lean periods (in line with the "subsistence products for seed protection" model)
- Farming diversification: livestock, out-of-season agriculture, income-generating non-agricultural activities
- Agricultural research: increased investments in national agricultural research systems
- Special interventions for women producers: recruitment and training of female agricultural consultants, supply of inputs (seeds, ferti-lizers) targeted at women; promotion of women's property and water rights, etc., access to information on farming, nutrition, etc.
- Storage and agricultural processing facilities: construction of storage facilities to reduce post-harvest loss, markets, training and sup-ply of equipment to encourage small-scale agricultural processing in rural areas, skills development, support for the input trade in ru-ral environments, facilitating access to information on markets
- Support for the establishment of distribution networks for agricultural and non-agricultural services in rural environments: sale of fer-tilizers, seeds, water management equipment, maintenance of agricultural facilities and equipment, training, etc.
- Support for the development of agricultural development policies: Green Revolution, national food security strategies, food for jobs;
- Access to loans
- Professional and technical training for the agricultural sector
- Support for farmers' consortiums: support for associations of producers, farm hands in order to better negotiate the prices of inputs and production, use of cell phones or the internet (using the "biovillage" model) for better information about markets
- Use of energy services: thermal energy, hydroelectricity, multifunctional platforms, solar power, wind turbines, hydraulic power, bi-omass, generators, improved ovens, reinforcement of production and distribution systems for modern fuels (liquid gas, ethanol, etc.) including secure containers
- Access to land and natural resources: property rights, access rights
- Promotion to develop agribusiness industries and non-agricultural services: tax policies, establishment of facilities, etc.
- Promotion of free zones for exports: facilities, investment code
- Implementation of welfare networks
- Fight against malnutrition: reduction of vitamin A, iron, zinc and iodine deficiencies; particular attention to the nutritional needs of people living with HIV/AIDS, etc.
- School Feeding Programme: school canteen with balanced meals made from locally-produced foods
- Promotion of urban agriculture: market gardening
- Fight against malnutrition in young children and pregnant and breastfeeding women: exclusive breastfeeding during the first six months, other foods in addition to breast milk for babies aged 7 to 24 months, nutrition programme with the supply of calories, pro-teins and micronutrients; universal access to reproductive health services in order to space births and avoid cumulative nutritional deficits
- Fight against malnutrition in malnourished children under five: supply of enriched and reinforced food with rations to take away
- Emergency food aid: reinforcement of early warning system reinforcement systems
- Responses to crisis situations and natural disasters: supply of food aid to areas affected by drought, floods, earthquakes and civil wars, etc.

For Togo, the interventions selected to improve agricultural productivity and production relate to the following: (i) access to productive land and quality inputs (fertilizers, seeds, breeders, veterinary products, etc.); (ii) water management; (iii) adaptation of agricultural research and extension of improved growing practices to climate change; (iv) storage, preservation and processing of agricultural products; and (v) diversification of farming with the integration of livestock farming to crops for sustainable agriculture. These generic interventions have been adapted to the specific needs of small producers in Togo. This adaptation has led to the selection of the final list below:

- Improvement of access by small producers to fertilizers
- Improvement of access by small producers to improved seeds for subsistence crops, particularly corn, cassava and rice
- Improvement of small-scale water control and management for production
- Adjustment of extension services to the needs of small-holder farmers, particularly women
- Establishment of storage and basic processing facilities
- Improvement of access by small-holder farmers to improved breeders (poultry and small ruminants)

These interventions reflect the priorities of the NAFSIP for small-holder farmers for the period 2010-2015. Some of them are currently being implemented and have had a genuine impact. They do, though, face obstacles that delay their scaling up.

TABLE 3.2 MAF INTERVENTIONS AND NAFSIP POLICY GOALS

NAFSIP areas	NAFSIP sub-programmes	NAFSIP areas affected by the MDG Acceleration Framework
Targets	All stakeholders involved in rural development	Small holder farmers (SHFs) with a farm of no more than one hectare
Promotion of arable farming	Sustainable management of natural resources	Integrated soil fertility management
	Rural infrastructure	Small-scale water management Improvement of storage facilities
	Development of subsistence crops	Access to fertilizers via a sustainable funding system
	Development of export sectors	
Promotion of livestock farming	Development of traditional livestock sectors	Access to improved breeders, improvement of prophylaxis and herd management
	Promotion of small and medium-sized livestock farms	
Promotion of fisheries	Intensification of fish farming	
	Support for inland and maritime fisheries	
Agricultural research and consultancy	Development of improved technologies	Development of basic seeds for adaptation to climate change
	Dissemination of improved techniques	Adaptation of extension services to the needs of SHFs, in particular of women
	Management of research and extension systems	
Institutional reinforcement and sector coordination	Improvement of the institutional environment	
	Reinforcement of management and coordination capacities	Reinforcement of capacity for provision of extension service
	Governance of the right to food	Food aid for vulnerable households comprising local subsist-ence products: "subsistence products for seed protection"

With respect to soil fertility, it should be noted, though, that, although the availability of land is not currently a problem nationwide, there is a considerable increase in land usage in certain rural areas with very significant agricultural activity, particularly in the east of the Maritime region, the east of the Kara region and the northwest of the Savanes region. The situation is characterized by a farming landscape composed of very small farms with an average size for subsistence farms of less than two hectares. Farms of over 10 hectares account for less than 5% overall; those less than or equal to one hectare accounted for 31% in 2005. The size of farms is smallest in the Maritime region (1.3 hectares), and largest in the Savanes region (3.4 hectares). This phenomenon encourages the reduction of fallow periods (or even

their disappearance), thus worsening the sensitivity of soils to erosion and surface run-off. The main consequence is reduced soil fertility and yield.

The situation is also characterized by a low level of application of fertilizers (7 kg/hectare/year on average). Furthermore, it should be noted that only 16% of plots are currently fertilized (12% chemical fertilizer, 3% fertilizing plants and 1% manure). The analyses of the FAO show, though, that achieving an annual growth rate of 6% as set by the Comprehensive Africa Agriculture Development Programme (CAADP) would require the average rate of application of fertilizers to be rapidly increased to 23 kg/hectare/year.[5]

There has been significant progress since 2008, with (i) stocks of fertilizers which have tripled (30,000 tons as opposed to 11,000 previously); (ii) the creation of a Cooperative for Supply and Management of Agricultural Inputs (Centrale d'Approvisionnement et de Gestion des Intrants Agricoles, CAGIA); (iii) an increase in the number of storehouses (from 55 storehouses in 2008 to 108 in 2009, located throughout the country); (iv) the organization of input suppliers into associations; and (v) a decrease in the purchase price of chemical fertilizers. Furthermore, experiments with the Integrated Soil Fertility Management approach (ISFM) had already been carried out in 2004 with the support of the FAO in some areas in the Maritime, Centrale and Savanes regions. By developing the Farmer Field School model (FFS), it was possible to achieve increases in yield of 67% (for corn) and 81% (for sorghum). However, this model has not yet been scaled up.

The low use of improved seeds is compounding the difficulties resulting from poor soil fertility. Indeed, selected seeds account for less than 3% by area of subsistence crop sowing.

A number of efforts have been underway since 2008, including: (i) the setting up of a Directorate for Seeds; (ii) the ongoing renovation of Sotouboua Seed Farm (Ferme Semencière de Sotouboua, FSS); (iii) the implementation of projects in support of seed production; (iv) the promotion of the seed professionals' organization; and (v) the supply of foundation seed to the farmers who multiply commercial seed. In addition, to ensure proper administration of seed distribution, Committees have been set up in five regions, 31 prefectures and 104 localities and 50 new administrators have been recruited; there is also support for the establishment of a National Network of Certified Seed Producers. Lastly, several operations have supplied free seed to vulnerable households, although these impacted less than 1% of those in need. During the last agricultural campaign, these initiatives significantly improved access to better seed; this partially explains the increased yields. However, small producers' access to these inputs is still highly limited.

The issue of water management remains a key hindrance to improving agricultural productivity. Of a potential 185,000 hectares, only 29,000 hectares have been developed, equipped and enhanced. The extensive irrigation areas set up from the 1970s and 1980s onwards are now run-down; the cause of this is the effect of the long socio-political crisis on public finances and the long suspension of development cooperation.

In addition, the effects of climate change (e.g., late rains and pockets of drought) are now greatly disrupting crops that are heavily dependent on rainfall. It is therefore important to review water management, particularly on the small scale, in order to improve agricultural productivity. In Togo, considerable potential relating to lowlands (largely underused, cheaper and easier to develop) and irrigating downstream from existing reservoirs remains highly underused, due to a lack of development and support for this. An estimated 86,000 hectares of land would be suitable for irrigation and a total of 185,000 hectares of lowlands in total are usable, of which only 29,000 have actually been developed.

5) By comparison, the average rate of application of fertilizers in Asia is 100 kg/ha/year.

The expansion of extension services is presently limited due to the difficulties experienced by the Technical Assistance and Support Institute (Institut de Conseil et d'Appui Technique, ICAT), the relative lack of capacity of local NGOs involved in the agriculture sector, and the weak organization of producers, particularly of small-holder farmers. In 1998, the ICAT had a total staff of 915; by 2009, this had fallen to only 600. This decline in staffing has had secondary effects on its work. In terms of its human resources, women are underrepresented among the extension officers. The Institute also finds it extremely difficult to (i) ensure the mobility of agricultural advisers and specialist technicians; (ii) provide the extension system with the required equipment and resources to train and inform officers and producers; and (iii) adequately address the needs of small-holder farmers, and particularly of female small-holder farmers, for advice. The number of groups supervised thus fell from 7,000 in 1998 to 3,500 in 2009. Consequently, this work caters to only 55,000 producers, 25,000 of whom are women. Moreover, there is insufficient coordination among the numerous and sometimes divergent interventions of support organizations (ICAT, NGOs), which sometimes find themselves in competition with each other. These weaknesses in the agricultural consultancy and extension systems have led to the use of technologies with low productivity.

The Agronomical Research Institute of Togo (Institut Togolais de Recherche Agronomique, ITRA) focuses on improving varieties and takes part in programmes relating to crop defence, the effective use of fertilizers, and production systems. Some progress has been made as a result, including: (i) the development of high-performance improved varieties for the principal crops; (ii) the production of foundation seeds for cereals and grain legumes; (iii) the installation of cassava tree plantations with a view to rapid multiplication of cuttings; (iv) the development of a technique for the rapid multiplication of yam seedlings by mini-fragmentation; and (v) the development of extensive technologies and knowledge with regard to agricultural production and the integrated management of soil fertility.

As the table shows, yields and production in the rural environment are far lower than at research stations. To close this gap, there needs to be a major effort to strengthen extension services, particularly through FFSs.

TABLE 3.3 COMPARISON OF YIELDS AND PRODUCTION BETWEEN THE RURAL ENVIRONMENT AND CROP STATIONS

Product	Rural environment		Research station		Gap (%)
	Yield (t/ha)	Production (t)	Yield (t/ha)	Production (t)	
Corn	1.2	523.650	3 - 5	1309125	150
Sorghum	1	169.784	2 - 4	339568	100
Millet	0.8	35.018	-	-	-
Paddy rice	2.5	68.518	3 - 7	82222	20
Florida Yam	11	636.304	25 - 30	1446145	127
TDR 747 Yam	11	636.304	15 - 20	867687	36
Cassava	10	679.082	25 - 35	1697705	150

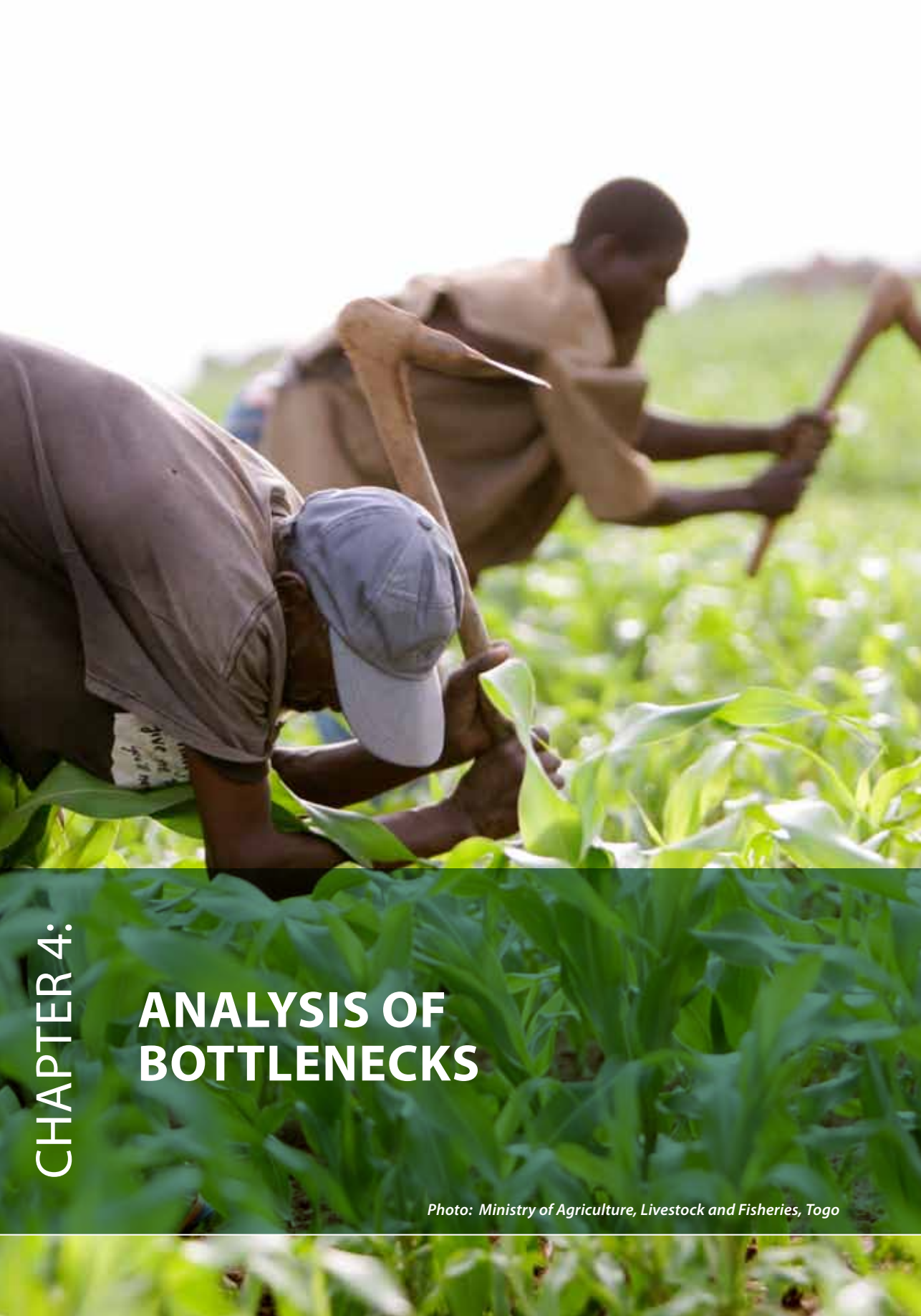
The rates of post-harvest loss are particularly high (between 25% and 60% of production), thereby reducing the quantities available for own consumption and sale. The most highly impacted products include cereals, legumes, tubers, fruits and vegetables. The absence of preservation and processing facilities in rural areas sometimes leads farmers to sell off highly perishable products such as fruits, vegetables and tubers at very low cost.

In addition, family livestock often represents a family's savings in kind. It could also represent a way of using agricultural surpluses and improving family nutrition. Despite its potential in pastoral agriculture, Togo has a major shortage of meat products. The deficit is 70%, with an average of 7 kg of meat and offal per inhabitant per year. This consumption is well below the FAO norm of 12 kg/inhabitant/year. The country has to import 30,000 cattle, 40,000 small ruminants, one million poultry and almost 10,000 tons of meat to make up the shortfall. It should be emphasized that the underuse of organic materials also limits the sustainability of using chemical fertilizers.

Measures taken from 2008 onward as part of the Emergency Strategy for Boosting Agricultural Production (Stratégie d'Urgence de Relance de la Production Agricole) 2008-2010 to combat the sudden rise in the cost of food demonstrate that this objective is realistic. These measures, which include the quadrupling stocks of fertilizer, the selling of fertilizer at subsidized prices, and the supplying of improved seeds, have enabled more productivity and subsistence farming output. A sharp rise in subsistence farming production of 13.5% was recorded in 2009, resulting in a surplus of 100,000 tons. This performance was due particularly to Government measures, such as increasing the stock of inputs such as fertilizers and improved seeds and selling inputs at subsidized prices, that also increased the total areas sown with cereals and tubers by 4% and 7%, respectively. Obstacles to the availability of appropriate policies and funding, the quality of public services and access to these services have inhibited further scaling up, particularly among small-holder farmers.

TABLE 3.4 SUMMARY OF PRIORITIZED INTERVENTIONS

Priority MDG	MDG indicator	Priority intervention (domain)	Selected prioritized interventions
MDG 1: Eradicate extreme poverty and hunger [Target 1A: Reduce by half, between 1990 and 2015, the proportion of the population whose income is less than one dollar per day]	Proportion of the population with less than one dollar per day in purchasing power parity terms (PPP)	Investments in soil fertility	Improvement of access by small-holder farmers (SHF) to fertilizers for subsistence crops (cere-als, legumes, roots and tubers and horticulture)
			Improvement of access by SHFs to improved seed for subsistence crops (cereals, legumes, roots and tubers and horticulture)
		Small-scale water management for farming	Improvement in the small-scale control and management of water for farming
		Expansion of services	Adjusment of extension services to the needs of SPs (crop and livestock farming), particularly of women
		Facilities for storage and basic processing	Improvement of infrastructure for storage and basic processing
		Agricultural diversification	Improvement of access by SHFs to improved breeders, health coverage, improved habitat and food for small cattle (poultry, small ruminants, pigs)



CHAPTER 4:

ANALYSIS OF BOTTLENECKS

Photo: Ministry of Agriculture, Livestock and Fisheries, Togo

Both the development of agriculture in general and the effective implementation of the prioritized interventions listed above, designed to improve the productivity of small-holder farmers in particular, are confronted with bottlenecks that are likely to hinder achievement of MDG 1.

It is therefore necessary to analyse the bottlenecks hindering implementation of the interventions specified above, which are required if agricultural productivity is to improve. All bottlenecks have been identified on the basis of various parameters, including the existence of appropriate public policies, availability of funding, provision of high-quality agricultural services, access to the services and demand on the part of small-holder farmers.

These various bottlenecks (policies and planning, funding, quality of public services, use of public services, etc.) have been listed, prioritized and ranked according to the extent of their impacts and the existence or non-existence of quick and effective solutions.

4.1: ACCESS OF SMALL-HOLDER FARMERS TO FERTILIZERS

Despite the efforts undertaken since 2008, persistent bottlenecks to small producers' access to fertilizers have hindered efforts to improve soil productivity. These bottlenecks are as follows:

- Weak financial accessibility of small-holder farmers to fertilizers (low incomes, limited access to loans)
- Weak physical access by small-holder farmers to fertilizers due to their distance from selling points
- The absence of a national soil fertility strategy
- Land insecurity, which prevents small producers from investing to improve soil fertility in the medium term

4.2: ACCESS OF SMALL-HOLDER FARMERS TO IMPROVED SEEDS

Small-holder farmers' access to improved seeds is hindered by persistent obstacles to the production, control and certification of improved seeds. It is also due to problems in the distribution circuit and the low income of some small-holder farmers. The principal bottlenecks are:

- Limited use of seeds by small producers suffering from food shortages, causing them to consume the seeds, particularly in lean periods
- Weak physical access by small-holder farmers to improved seeds due to their distance from selling points
- The relative inability of small-holder farmers to afford improved seeds (low revenues, limited access to credit, high cost of seeds)
- The lack of appropriate premises for improved seed distribution structures
- The poor quality of mechanisms for funding improved seed production
- The lack of a national strategy for the supply, control and regulation of seeds

4.3: SMALL-SCALE WATER CONTROL AND MANAGEMENT FOR FARMING

The following bottlenecks may be prioritized with respect to those identified in this area:

- The relatively small budgets allocated to water management and small-scale irrigation projects
- Weak capacity (equipment, human resources and appropriate technology) of the Directorate General for Water and Sanitation (Direction Générale de l'Eau et de l'Assainissement, DGEA) and the Directorate for Rural Development and Infrastructure (Direction de l'Aménagement et de l'Equipement Rural, DAER)

- Weak capacity (equipment, human resources and appropriate technology) of local businesses
- Poor dissemination of the basic techniques for soil and water conservation (SWC)
- Weak capacity of small-holder farmers to bear the cost of services (maintenance of reservoir hardware, etc.)

4.4: ADJUSTING EXTENSION PROGRAMMES TO THE NEEDS OF SMALL-HOLDER FARMERS

Among the bottlenecks identified in this area, the following may be prioritized:

- Weak capacity (equipment, human resources) of the ICAT and underrepresentation of women among its extension officers. This situation does not allow raising of the awareness of all small-holder farmers about the need to use improved seeds and to combine this with the use of all technical itineraries (mineral and organic fertilizers, pesticides, dates and density of sowing, proper maintenance, etc.)
- Underuse of information technology (rural radio, cell phones) in information extension tools. It has not been possible to extend the pilot initiative relating to the farming information and sales points that benefited the country
- The lack of a national information dissemination policy and the secondary effects with regard to the harmonization of ICAT and NGO intervention strategies
- Small-holder farmers' limited financial resources, preventing them from availing themselves of these services

4.5: INFRASTRUCTURE FOR STORAGE AND BASIC PROCESSING OF AGRICULTURAL PRODUCTS

Among the bottlenecks identified in this area, the following may be prioritized:

- Weak promotion of post-harvest activities (preservation and processing), characterized inter alia by the absence of incentives to create small-scale food processing units in rural areas
- Lack of funding for post-harvest activities (preservation and processing)
- Insufficient energy supply in rural areas to support small food processing units

4.6: IMPROVEMENT IN SMALL-HOLDER FARMERS' ACCESS TO LIVESTOCK FARMING

Among the bottlenecks identified in this area, the following may be prioritized:

- Small-holder farmers' inability to afford improved breeders and inputs for livestock farming (feed and veterinary medication)
- Small-holder farmers' relative inability to afford prophylactic services (vaccination, veterinary products), which prevents them from mastering livestock farming techniques and bringing down the high livestock mortality rate due to epizootics and other diseases. A weak epidemiological monitoring system due to insufficient resources for support structures (cf. Part IV)
- Poor quality or non-existent livestock habitats
- The lack of a strategy to promote family-based livestock farming prevents farmers from taking advantage of farm surpluses and organic materials are not fully used in fertilizing

4.7: CROSS-CUTTING BOTTLENECKS

In addition to these bottlenecks, which are specific to each of the chosen interventions, various cross-cutting factors also hinder the improvement of agricultural productivity. These include the following:

- The structure of the rural environment: There are currently 8,000 producers' organizations, with 180,000 members, including 55 overarching organizations, of which 40 are prefectoral unions, 8 are regional unions and 7 are national federations. As of 2005, only 24% of farmers were members of basic producers' organizations. Today, the cereal producers' co-operative has 25,000 members. They are not always sufficiently dynamic organizationally and operationally to play a major role in the development of various types of farming. In addition, the new National Network of Certified Cereal Seed Producers is not yet operational
- Rural land: Togo still has significant land resources, the optimum use of which will require an appropriate farmland reform to guarantee farmers' security
- The availability of statistical information: Insufficient recent statistical data about various interventions (coverage, targets) precludes determination of the effectiveness of achievements relating to MDG 1 targets in rural settings

With regard to the funding of agriculture, the defining characteristic of the last 20 years has been the drastic reduction in budgetary allocations. This decreasing funding has been accentuated by the long suspension of development cooperation, which, prior to 1990, was responsible for most public investment in agriculture. As a result, public spending on agriculture has long remained below internationally accepted levels, falling from FCFA 15 billion a year on average in the 1980s (12% of the budget) to less than FCFA 5 billion[6] (3% of the budget) in 2006. The Government's decision to increase the proportion of the 2010 State budget for agriculture to 10%, in line with the Maputo commitments, is an important step toward reversing this negative trend. In addition, the Government on July 30, 2009 signed the Comprehensive Africa Agriculture Development Programme (CAADP) pact and set up a partnership framework. Following this, Togo entered into discussion with its principal partners (IFAD, WADB, BIDC, the World Bank, the African Development Bank, FAO, UNDP, etc.) to benefit from funding for implementation of the NAFSIP. These advances have made it possible to gradually clear funding bottlenecks. At the same time, Togo has submitted a request to the Global Agricultural Food Security Program (GAFSP), which has allocated funding worth US$ 39 million (approximately FCFA 19.5 billion). The country is now ensured of being capable of absorbing this funding effectively.

Access to agricultural funding, particularly to micro-loans to implement interventions directed at small-holder farmers, continues to be a major constraint, in spite of the significant progress achieved in Togo in the field of micro-finance. The traditional financial system cannot meet the funding needs of the agricultural sector, which consists mostly of small producers whose output is devoted mainly to own consumption. Following the disappearance of the Crédit Agricole bank (CNCA) from Togo, many micro-finance institutions (MFIs) have entered the field to supply local financial services to small farmers; however, it has become apparent that their products and services are not adapted to the world of farming. The funding of agricultural production is often subject to a credit guarantee, which small-holder farmers cannot provide; what is more, interest rates and credit arrangements are often impossible for producers to honour. In addition, the MFIs are unevenly distributed across the country: 62% are in the Maritime region and 24% in the city of Lomé. As a result, 12% of households have recourse to seasonal rural credit; 35% of these use informal credit and 30% use consortium credit, while 25% have recourse to high-interest credit.

6) Over the same period, the agricultural investment budget fell from CFA 10 billion to CFA 2 billion, resulting in the deterioration of production infrastructure.

TABLE 4.1 SUMMARY OF BOTTLENECKS SPECIFIC TO PRIORITIZED INTERVENTIONS

Prioritized interventions	Policy and Planning	Budget and funding	
Improvement of access by small-holder farmers (SHF) to fertilizers for subsist-ence crops (cereals, legumes, roots and tubers and horticulture)	Land insecurity (outdated farmland legislation, difficulty for women to have access to land, contracts easily broken off), making it impossible to guarantee investments. Absence of a national soil fertility strategy.		
Improvement of access by SHFs to improved seeds for subsistence crops (cereals, legumes, roots and tubers, etc.) and to small cattle breeders	Lack of a national strate-gy for the supply, control and regulation of seeds.	The mechanisms for funding the production and certification of seeds are weak and should be the subject of review for improve-ment.	
Improvement in the small-scale control and man-agement of water for farming		Budgetary allocations for water control and small-scale irrigation are small.	
Adjusting extension support to the needs of SHFs (crop and livestock farming), particularly women	(i) Lack of harmonization of agricultural extension strategies; (ii) lack of policy; (iii) lack of coordination between multiple and sometimes divergent interventions by support organizations which sometimes find themselves in competition in the field (ICAT, NGOs).		
Improvement of infra-structure for storage and basic processing	Lack of a strategy to assist small-holder farmers in post-harvest operations (preservation, processing and packing).	Lack of funding of post-harvest activities (preservation, processing, sales).	
Improvement of access by small – holder farmers to improved breeders, health cover, improved habitat and feed for family livestock farming	Lack of strategy to promote the development of family livestock farming.		

	Supply of services	Use of services
	Les paysans ont des difficultés à accéder aux points de ventes / distribution des engrais, du fait de leur éloignement par rapport à leur localité. De même, il a été noté une insuffisance des magasins de stockage des engrais (les locaux proposés aux structures de distribution ne sont pas toujours adaptés pour assurer la conservation des engrais).	Low financial access to fertilizers: farmers contribute 50% of the sale price of fertilizers. In the field, it has been noted that small-holder farmers (SHFs) are not always able to make their financial contribution in order to receive the desired quantities. Low use of organic material.
	Problems relate to: (i) the lack of distinct storage capacity for seeds and fertilizers; (ii) the lack of appropriate premises for improved seed distribution structures.	Financial and physical access by SHFs to seeds is low, sometimes due to the high cost of the latter. In addition, a limited use of seeds by SHFs suffering from food shortages has been noted.
	Capacities (in terms of equipment, human resources and appropriate tech-nology) of the DGEA, DAER and local businesses are weak, as is the level of familiarity with water management and small-scale irrigation technologies. Furthermore, there are insufficient numbers of extension officers to cover the demand for services in rural areas in general.	SHFs do not always have the financial capacity to pay the full cost of services (reservoir equipment and installation maintenance, etc.). Moreover, a low level of real-time access by SHFs to technical information regard-ing small-scale water control and management has been noted.
	The ICAT is characterized by its lack of capacity in terms of materials and human resources and the disproportionately few numbers of women among its infor-mation extension officers. This situation often leads to insufficient awareness as to the use of improved inputs (seeds, fertilizers) and best crop practices.	Small-holder farmers' limited financial resources often prevents them from availing themselves of these services.
	A lack of promotion of post-harvest activities (preservation, processing, sales) and the lack of infrastructure (storage, rural tracks, rural markets, rural abattoirs) has been noted. Similarly, there is an energy deficit in rural areas with regard to small agribusi-ness units. These limitations are exacer-bated by the relative lack of incentives (equipment, expertise, etc.) to encourage the creation of small agribusiness pro-cessing units in rural areas.	
		Financial and physical access by SHFs to improved breed-ers, veterinary products and payment for veterinary services is very poor. Furthermore, in most cases, livestock habitats are inappro-priate or even non-existent.

CHAPTER 5:

IDENTIFICATION OF SOLUTIONS

Photo: Ministry of Agriculture, Livestock and Fisheries, Togo

In light of the preceding information and following the practices developed in other countries, the solutions that may enable Togo to greatly alleviate rural poverty are political, economic, social and cultural. For each of the prioritized bottlenecks, several solutions were considered. A final selection was made on the basis of the solution's impact (in terms of scope, rapidity and sustainability) on the bottleneck and its feasibility.[6]

5.1: ACCESS TO INPUTS (FERTILIZERS AND SEEDS)

Access to better inputs, particularly through sustainable funding (loans to farmers and subsidies) and quality infrastructure, contributes to the improvement of agricultural productivity. Recent experience has shown that it is possible to quickly increase subsistence production. Yet attention must be paid to the budgetary sustainability of subsidy measures and the involvement of all stakeholders (producers' organizations, the private sector, the state, etc.) in the management of supply and distribution circuits for agricultural inputs. It must be borne in mind that the cost of these inputs may retard their uptake by small-holder farmers in the short term, particularly among the poorest farmers, who often cannot afford inputs even when they are partially subsidized. These parameters guided the suggestion of sustainable solutions to accelerate small–holder farmers' broad access to inputs.

With respect to access to fertilizers, there needs to be a system to involve the private sector, in partnership with the CAGIA, in the supply and distribution of fertilizers. The establishment of 1,000 outlets (input shops with a capacity of twelve tons) at the level of cantons and villages will supplement these distribution circuits. In this context, experiences drawn from other countries such as Malawi[7] will be studied in order to better manage the large-scale distribution of fertilizers, particularly the preparation and implementation of this programme (including logistical challenges).

These actions will be accompanied by the dissemination of information about the supply and use of fertilizers and the reinforcement of consultation between all stakeholders in subsistence farming to ensure these tools are properly appropriated.

Additional measures will reinforce soil fertility on the basis of lessons learned from the pilot integrated soil fertility management (ISFM) scheme. In this respect, a soil fertilization strategy will be drawn up and implemented; this will include training of a critical mass of 2,500 local organizers for ISFM. Insofar as the success of any soil fertility programme requires land security, initiatives will be taken first of all to formalize the rural leaseholds for land for women and young people and to support the effective implementation of planned agricultural development areas (ZAAP) with a surface area of 3,000 hectares. The Government will then review farmland legislation and organize 4,500 land use plans before drawing up and disseminating information about rural land law.

With respect to access to improved seeds, production will be reinforced through technical and financial support of the Agronomical Research Institute of Togo (ITRA) and the Technical Assistance and Support Institute (ICAT) for supervising the production of improved seeds and their extension, and of the Directorate for Seeds for the control and certification of commercial seeds. This assistance will also be provided for seed professionals for the production, packaging and distribution of commercial seeds. Significant support will be provided for the Network of Certified Seed Producers. To ensure proper preservation and distribution of improved seeds, suitable storage warehouses will be built, taking care to distinguish these from fertilizer storage facilities. The points of sale (input shops) mentioned above will be used for the marketing of these seeds. Finally, support totaling 5,400 tons of corn equivalent will be provided for 200,000 vulnerable households in

6) For more details on the prioritization criteria, see Appendix 3.

7) A mission from Togo went to Malawi in July 2010 to study the lessons to be learned from this country's experience.

the form of food aid comprising local subsistence products, especially in lean periods (in line with the "subsistence products for seed protection" model).

In the light of the importance of establishing sustainable funding mechanisms for inputs (fertilizers and seeds) and the poverty of most small-holder farmers, this question will be thoroughly analysed. This is the reason that public funding will still be necessary to enable these small producers to have access to quality inputs, in order to increase their yield and have a surplus for marketing. This will be achieved through the implementation of a system of vouchers targeted at all small producers (some 500,000 farmers) to obtain a supply of chemical fertilizers (100 kg/half hectare in accordance with the programme being prepared with the World Bank and the IFAD) and improved seeds (10 kg/ half hectare) at the points of sale. The targeting of these small producers and the management of the system will be carried out in liaison with producers' organizations and the local and traditional authorities. In this setting, they will be provided with an individual kit of fertilizers and improved seeds enabling the improvement of a limited area (between 0.5 hectares and one hectare of rice and/or corn, less for market gardening). This action, which will be limited to two years, is necessary to enable them to escape the poverty trap. Small-holder farmers will then be helped to enter the traditional microfinance system in order to benefit from a loan for fertilizer (150 kg/half hectare in order to reach the recommended dose) and improved seeds (10 kg/half hectare). This system will be implemented in partnership with micro-finance institutions and service providers (ICAT, NGOs, etc.).

This will be accompanied by the implementation of warrantage, which enables farmers to obtain loans to fund their farming season (fertilizers, seeds, etc.) by mortgaging a stock of products from their harvest. However, this will only become operational if small-holder farmers become more involved in viable farmers' organizations that can underwrite loans to their members. Along with other measures to improve the marketing of agricultural products, this scheme will enable small-holder farmers to sell their surplus profitably.

Box 5.1 **MARKETING OF AGRICULTURAL PRODUCE**

Although the objective of this MAF is not to deal with access to mar-kets, it was deemed necessary to set out the main measures that will be implemented by the NAFSIP to reinforce the marketing of agricultural produce. These measures relate particularly to:

- Bringing the regulations governing the marketing of agricultural produce into compliance with those of the ECOWAS
- The construction of basic facilities (construction, renovation and maintenance of rural roads, storage, etc.)
- The analysis of national and international markets for produce grown by small-holder famers
- Conducting awareness and information campaigns aimed at the main stakeholders, particularly organizations of farmers and small producers
- The establishment of a national and regional information sys-tem with regard to the prices practiced on different markets

These will be completed by a restructuring of the value chain to form alliances between small-holder farmers and the private sector in order to improve access to national and international markets. This requires:

- Compliance of foods with health standards
- Quality management
- Upgrading of marketing infrastructure (collection/distribution chain, export logistics chain, etc.)
- Reinforcing the capacity and reviving the Togo agricultural stock exchange;
- Improvement of the environment of the private sector to enable national and international investors to take an interest in the development of business relating to subsistence farming (agro-industries, distribution circuits, non-agricultural service offer-ings in rural areas, etc.)

5.2: SMALL-SCALE WATER MANAGEMENT

Like in certain countries in the sub-region such as Burkina Faso, the development of small-scale irrigation (development, rehabilitation, equipment and use of lowlands and areas downstream of small reservoirs at low cost) will need to be promoted by 2015. This offers major prospects for rice growing, market gardening and other subsistence crops. In this setting, the priority will be given to the solution of village smallholdings (6-10 hectares). The success of this will require:

- Funding for the construction of 1,000 hectares of hill reservoirs, the development of 12,000 hectares

of lowlands (for the benefit of 25,000 small holder farmers) and drilling for small-scale irrigation. Given the impact of climate change on water resources, adaptation strategies will also be implemented, particularly by using the "drop-by-drop" irrigation system.

- The training of 20 officers from the DGEA, DAER, and ICAT and local companies in small-scale water management and the equipping of both departments with material (two hydrology and infrastructure inspection kits) and logistical resources
- The design of a technical information kit relating to small-scale water control and management, 100,000 of which will be supplied to small-holder farmers once they have been integrated into extension services
- The implementation of a system for sharing the costs of services at the community level through the organization of small-holder farmers into consortiums (1,000 consortiums formed).

The small-scale water management intervention strategy will be based on the principles of Integrated Water Resource Management (IWRM), i.e., a participatory approach involving grassroots communities in all decisions relating to the location of sites, the type of facilities to be built and the management and maintenance of infrastructure.

5.3: EXTENSION

The technology and knowledge to increase the yield of subsistence crops (rice, corn, cassava) exist and have been in use for a long time. In line with the NAFSIP's framework for research and extension, the MAF will concentrate on urgent actions relating to:

- The strengthening of material and human capabilities for extension structures, incorporating the gender approach (retraining of 400 officers from public and private extension organizations in new extension tools; recruitment of 193 new extension officers, including 100 women; equipping the ICAT with material and logistical resources, including 5 vehicles and 100 motorbikes)
- The adaptation of extension tools to the new awareness-raising channels (rural radios, cell phones, etc.) with the design of six key topical messages per year to convey technology and knowledge that has already worked well in Togo or elsewhere in the world
- Regular dissemination (530 broadcasts per year on 10 radio stations, the 5TV channel, posters on 34 giant billboards, monthly text messages), through the above channels, of messages about technical itineraries, the use of fertilizers and seeds, maintenance of infrastructure, etc.

These solutions will be consolidated as part of the national agricultural extension strategy.

5.4: PRESERVATION AND PROCESSING OF AGRICULTURAL PRODUCTS

The strategic directions in preservation and processing must have the following aims: (i) supporting the different organized stakeholders in the sectors concerned to equip themselves with warehouses and appropriate storage and preservation equipment (fumigation warehouses, solar dryers, ovens, etc.) and processing equipment; (ii) training them in the technical methods for preservation, sanitary treatment and processing of agricultural products; and (iii) facilitating their access to loans for equipment and working capital.

The improvement and development actions in these areas must encourage the emergence of private operators by reinforcing their professional organization. This will require:

- Carrying out an inventory of preservation premises and agricultural product processing units
- Establishing a support fund for the processing of agricultural products for small-holder farmers in order to help communities equip themselves with storage facilities
- Training 20 producers' organizations in how the fund operates
- Promoting motive power (installation of multifunctional platforms in 1,000 new villages) to facilitate processing and preservation activities.

5.5: IMPROVEMENT OF ACCESS TO LIVESTOCK FARMING

There is a plan to promote the incorporation of livestock farming into agriculture by improving the productivity of family livestock farming, based particularly on the models implemented for the Special Food Security Programme – Diversification Section (SFSP/D) and carried out by the ICAT. These models are based on:

- Establishment of a rotating loan system: this will affect many producers and is based around a core of breeders. The improvement of breeding will introduce improvement breeders into families' small ruminant livestock herds (50,000 rams/buck goats/boars, 50,000 sheep/goats/sows), poultry (cocks/guinea fowl) and special high-productivity farms (50,000 pairs of rabbits). The support will organize farmers into consortiums to ensure the effectiveness of the strategy
- Improvement of prophylaxis: this will consist of providing veterinary care (vaccinations and treatment) to traditional farm animals (10 million head of poultry, 2.5 million small ruminants and 100,000 rabbits). This will control diseases, reduce mortality rates and increase the productivity of farm units. To ensure the sustainability of sanitary coverage in localities, revolving loans will assist and support private veterinarians and village farmhands with veterinary kits and products
- Improvement of habitat and minimum use of low-cost livestock farming materials and equipment: the traditional habitat will be improved, with the use of local materials (land and perches), with the construction of 50,000 improved traditional henhouses, 1,000 sheep pens and 5,000 improved hutches. The installation of this type of habitat will be supported by small, low-cost equipment (drinking troughs, feeding troughs, shovels, rakes, boots, etc.). Small producers will also be assisted in the techniques of herd management and feeding to optimize the productivity of livestock.

This system can become long-term only through a family livestock farming promotion strategy.

5.6: ORGANIZATION OF SMALL-HOLDER FARMERS

The operational organization of small-holder farmers, including the strengthening of their capacities, is a necessary precondition for all sustainable farming development initiatives. This must be based on the voluntary membership of supportive members who agree to establish a framework in line with three core functions: (i) the discussion of motivations, benefits, means of action and expected results; (ii) the implementation of group activities and provision of services (mobilization of physical, financial and intellectual resources, etc.); and (iii) representation and liaison with different decision-making bodies. Equipped with this better structure, small-holder farmers will be able to defend their interests, take part in decision-making and benefit more easily from access to inputs (fertilizers, improved seeds), loans, infrastructure and markets. Such a scheme will encourage the development of participatory monitoring systems, self-control of services, accounting and viable means of funding.

TABLE 5.1 SUMMARY OF CHOSEN SOLUTIONS

MDG	Indicator	Priority interventions	Priority bottlenecks	
MDG 1: Eradi-cate extreme poverty and hunger [Target 1A: Reduce by half, between 1990 and 2015, the proportion of people living on less than a dollar a day]	Propor-tion of people with less than one US dollar a day (PPP)	Improvement of access by small-holder farmers (SHFs) to fertilizers for subsistence crops (cereals, legumes, tubers and roots and horticulture)	Weak financial acces-sibility of small holder farmers to fertilizers	
			Weak physical accessi-bility of small-holder farmers to fertilizers	
			Absence of a national soil fertility strategy	
			Land insecurity	
		Improvement of access by SHFs to improved seeds for subsistence crops (cereals, legumes, tubers and roots and horticulture) and small livestock breeders	Limited use of seeds by SHFs in situations of food shortage	
			Weak physical accessi-bility of small-holder farmers to seeds	
			Weak financial acces-sibility of small-holder farmers to seeds	
			Lack of distinct storage capacity (seeds, fertilizers, etc.)	
			Weakness of the mechanisms for funding and certifica-tion of improved seed production	
		Improvement in the small-scale control and management of water for production	Low budgetary alloca-tion for water control projects and small-scale irrigation	
			Low capacities in terms of equipment, human resources and appropri-ate technology (exper-tise) (DGEA, DAER and local businesses)	

	Solutions with accelerating potential 2011-2015	Potential partners for imple-mentation
	Establishing a system for supplying fertilizers to SHFs by means of targeted, occasional vouchers	GoT, IFAD, EU, FAO, WB, PO, NGOs
	Establishing a sustainable system of revolving loans to support the supply of fertilizers to SHFs	GoT, WB, FAO, MFI, PO, NGOs, PASNAM, UNDP
	Establishing points of sale for fertilizers (input shops) at the level of cantons and villages.	GoT, IFAD, EU, FAO, PO, NGOs
	Training a critical mass of 2,500 local organizers for ISFM	GoT, IFAD, FAO, IFDC, PO, NGOs
	Drawing up a soil fertilization strategy document	GoT, IFAD, FAO, IFDC, PO, NGOs
	Formalizing rural leasehold contracts for securing land for women and young people	GoT, IFAD, FAO, UNDP, local authorities, PO, NGOs
	Supporting the programme of planned agricultural development areas (ZAAP)	GoT, WADB, BIDC IFAD, IsDB, BADEA, FSD (Founda-tion for Sustainable Develop-ment), FAO, IFDC, PO, local authorities, NGOs
	Drawing up an inventory of farmland legislation, drawing up and extending the law on rural land	GoT, IFAD, FAO, UNDP, local authorities, PO, NGOs
	Supporting vulnerable households with food aid comprising local subsistence products (in line with the "subsistence products for seed protection" model)	GoT, WFP, FAO, UNDP, PO, NGOs
	Establishing a system for the supply and distribution of improved seeds to SHFs	GoT, IFAD, EU, FAO, PO, NGOs
	Establishing a system of revolving loans to support the supply of improved seeds for subsistence crops (cereals, legumes, tubers and roots and horticulture) and small livestock breeders to SHFs	GoT, WB, FAO, UNDP, MFI/Bank, PO, NGOs
	Building suitable storage warehouses for improved seeds at the level of cantons and villages	GoT, IFAD, FAO, UNDP, WADB, BIDC, local authorities, PO, NGOs
	Reinforcing the structures of the ITRA, ICAT and DS for the production of foundation seeds; extension, control and certification of commercial seeds	GoT, WFP, FAO, WB, IITA (International Institute of Tropi-cal Agriculture), WECARD (West and Central African Council for Agricultural Re-search and Development), UNDP, local authorities, PO, NGOs
	Promoting the mobilization of resources (internal and external) for the rehabilitation and construction of hill reservoirs and drilling for small-scale irrigation	GoT, IFAD, WADB, BIDC, WB, IsDB, BADEA, FAO, UNDP, local authorities, PO, NGOs
	Training the staff of the DGEA, DAER, and local businesses in small-scale water management and equipping both departments with material and logisti-cal resources	GoT, IFAD, WADB, BIDC, WB, AfDB, FAO, UNDP, IsDB, BADEA, local authorities, PO, NGOs

MDG	Indicator	Priority interventions	Priority bottlenecks	
			Insufficient real-time access of SHFs to technical information relating to small-scale water control and management	
			Low capacity of small-holder farmers to bear the cost of services (maintenance of reservoir hardware, etc.)	
		Adjusting the extension services to the needs of SHFs (crop and livestock farming), particularly women	Low material and human capacities of the ICAT to respond to the needs of SHFs (arable and livestock farms). Disproportionately low numbers of women in the ICAT	
			Underuse of ITCs (rural radio, cell phones, etc.) as exten-sion tools	
			Lack of harmonization of agricultural extension strategies	
		Improvement of infrastructure for storage and basic processing	Weak promotion and funding for post-harvest activities (preservation, pro-cessing) and storage infrastructure	
			Energy deficit in rural areas with respect to support for small food processing units	
		Improvement of access by small-holder farmers to improved breeders, health cover, improved habitat and feed for family livestock	Weak financial acces-sibility of small-holder farmersto afford improved breeders	
			Low capacity of small-holder farmers to bear the costs of prophylac-tic services (vaccina-tion, veterinary prod-ucts, etc.)	
			Poor quality or non-existent livestock habitats	
			Lack of strategy to promote the development of family livestock farming	

	Solutions with accelerating potential 2011-2015	Potential partners for imple-mentation
	Design of a technical information kit relating to small-scale water control and management aimed at SHFs and incorporating it into extension services	GoT, IFAD, WB, AfDB, FAO, UNDP, local authorities, PO, NGOs
	Implementing a system for sharing the costs of services at the community level through the organiza-tion of SHFs into consortiums	GoT, IFAD, WB, FAO, UNDP, local authorities, PO, NGOs
	Reinforcing the material and human capacity of extension structures, incorporating the gender ap-proach (retraining of officers from public and private extension organizations in new extension tools; recruitment of new extension officers, including women; equipping the ICAT with material and logistical resources)	GoT, IFAD, WB, FAO, UNDP, local authorities, PO, NGOs
	Adapting extension tools to the new awareness raising channels (rural radios, cell phones, etc.)	GoT, IFAD, WB, FAO, UNDP, local authorities, PO, NGOs, media
	Organizing the regular dissemination of key messages on technical methods, the use of fertilizers and seeds, maintenance of infrastructure, etc.	GoT, IFAD, WB, FAO, UNDP, local authorities, PO, NGOs, media
	Design and implementation of a national agricultural extension strategy	GoT, IFAD, WB, FAO, UNDP, local authorities, PO, NGOs, media
	Inventory of existing preservation technologies and small processing units for agricultural products	GoT, IFAD, WB, FAO, UNDP, local authorities, CNP, CCIT, PO, NGOs
	Establishing a support fund for the processing of agricultural products for SHFs	GoT, IFAD, WB, FAO, UNDP, local authorities, CNP, CCIT, PO, NGOs, MFI/Bank
	Training SHFs in how to access the fund, how it works and how to use it	GoT, IFAD, WB, FAO, UNDP, local authorities, CNP, CCIT, PO, NGOs, MFI/Bank
	Promoting motive power (installation of multifunc-tional platforms)	GoT, IFAD, WB, WADB, BIDC, IsDB, BADEA, AfDB, FAO, UNDP, local authorities, CNP, CCIT, PO, NGOs
	Establishing a system of revolving loans to support the supply of small livestock breeders to SHFs (poultry, sheep/goats, pigs, rabbits)	GoT, IFAD, WB, AfDB, EU, FAO, UNDP, PASNAM, local authorities, CNP, CCIT, PO, NGOs, MFI/Bank
	Improving prophylaxis, feed and technical management of family livestock	GoT, IFAD, WB, EU, FAO, UNDP, local authorities, PO, NGOs, AVE, private veterinarians
	Improving family livestock habitats and equipment	GoT, IFAD, WB, AfDB, EU, FAO, UNDP, local authorities, PO, NGOs, MFI/Bank
	Drawing up and circulating a strategy document for the promotion of family livestock farming	GoT, IFAD, WB, EU, FAO, UNDP, WAEMU (West African Economic and Monetary Union), local authorities, PO, NGOs, AVE, private veterinarians

CHAPTER 6:

ACCELERATION FRAMEWORK FOR MDG1 IN RURAL AREAS

Photo: IFAD

6.1: COUNTRY ACTION PLAN

Rural poverty has made great inroads since the early 1990s due to the long socio-political crisis. The consequences of this for the economic situation and on cooperation and development have greatly reduced public and private interventions in rural areas. In spite of this difficult situation and the concomitant major challenges, Togo can reverse this trend if there is rapidly effective action by 2015. To this end, solutions are available to increase agricultural productivity and facilitate the access of products to markets, particularly those of small-holder farmers; these solutions have been successfully implemented in Africa and elsewhere.

In addition, the Government's actions since 2008 to address the world food crisis have shown that it is possible, subject to public and private intervention, to increase agricultural production and produce a marketable surplus for the markets in the sub-Saharan region. Scaling up needs to occur immediately, taking care to ensure the sustainability of the suggested actions.

WHAT WILL IT TAKE TO ACHIEVE THE MDGS? AN INTERNATIONAL ASSESSMENT

Encourage inclusive economic growth that is favourable to the poor: *"Rapid poverty and hunger reduction is a result of high per capita growth driven by agricultural productivity, employment creation and equitable distribution of income, assets and opportunities. In addition to efforts to halve poverty levels, attention should be focused on reducing the absolute number of poor people.* ***Supporting agriculture through farm input provision (fertilizers, credit, improved seeds and water management) can contribute to production increases and food security."*** UNDP, 2010.

The aim of this MAF is to increase, within the framework of the NAFSIP, the agricultural productivity of small-holder farmers in order to significantly reduce rural poverty. It will be based on successful national and local experiences and on experience from other developing countries. In light of the solutions identified above, the MAF action plan contains the following points:

- Facilitation of access to inputs: this component aims to give small-holder farmers access to fertilizers (chemical and organic from livestock farming) and improved seeds in order to increase their productivity, through reinforced supply and distribution circuits and a sustainable financial system
- The establishment of infrastructure: this component aims to reinforce water control in order to have an annual production cycle that does not rely solely on rainfall. In addition, the establishment of preservation and processing facilities will significantly increase the net production of small-holder farmers and consequently their access to markets
- The establishment of a viable institutional system to support small-holder farmers: this component aims to establish the necessary conditions for proper execution of the first two components. The successful implementation of several solutions (access to inputs, distribution of vouchers, implementation of warrantage, management of collective infrastructure – water, storage, preservation) requires viable and credible producers' organisations with reinforced management capabilities. Furthermore, it is important that small producers' participation in these organizations be improved so that these producers can better defend their interests. Finally, it is important to assist this process with high quality extension services on the use of inputs, infrastructure management and crop practices.

The support and advice system will be reviewed to bring it closer alongside producers.

Given the important place of women in agriculture, the MAF includes a gender strategy in order to better target women small-holder farmers so as to ensure fair access to productive resources and better participation in producers' organizations. In addition, particular attention will be paid to the recruitment of female agricultural consultants to facilitate the appropriation by women small-holder farmers of the best farming practices, the use of improved inputs, water management and the preservation/processing of agricultural products.

Yet deep reforms must support these rapid-impact solutions. Such reforms, the effects of which will be felt in the medium term, pertain to:

- Land issues
- The reconstruction of a national research and extension programme
- The reorganization of the value chain in order to form alliances between farmers, particularly small-holder farmers, via producers' organizations and the private sector, to provide better access to national and international markets
- The reorganization of the Ministry of Agriculture and the capacity building of structures in charge of planning (including the agricultural statistics information system) and those in charge of field interventions.

This Framework will be used as the basis for establishing an Acceleration Pact for MDG 1 in Rural Areas to facilitate the commitment of all national-level partners assisting small farmers. Such a pact could also help to engage more support from the international community for the actions required. In this regard, it should be noted that the GAFSP (Global Agricultural Food Security Program) has already planned to allocate US$ 39 million (approximately FCFA 19.5 billion) to Togo; one goal of this funding is to boost agricultural yields of small producers for rice, corn and cassava crops. This programme, which will be finalized by the end of the final quarter of 2010, will be carried out by the IFAD and the World Bank. This is an important step that will need to be consolidated and extended to other partners at the upcoming 2010 MDG Summit.

TABLE 6.1 ACTION PLAN

Priority bottlenecks	Solutions with acceleration potential (2011-2015)	Costs (billion FCFA)	Funding obtained [9]		Funding gap
Low financial accessibility to fertilizers by small-holder farmers	Implementing a system for supplying fertilizers to SHFs by targeted, occasional vouchers (subsidies)	22.0	4.4	IFAD-GoT	17.6
	Establishing a sustainable system of revolving loans (revolv-ing funds) to support the supply of fertilizers to SHFs	33.0	3.3	WB - GoT	29.7
Weak physical accessibility to fertilizers by small-holder farmers	Establishing points of sale (shops) for fertilizers at the level of cantons and villages	1.3			1.3
	Training a critical mass of 2,500 local organizers for ISFM	0.5			0.5
Absence of a national soil fertility strategy	Drawing up and implementing a soil fertilization strategy	0.35			0.35

9) *The breakdown of the funding obtained does not include the allocation from the GAFSP, the breakdown of which will be available during the course of the final quarter of 2010 following the formulation mission.*

Priority bottlenecks	Solutions with acceleration potential (2011-2015)	Costs (billion FCFA)	Funding obtained [9]		Funding gap
Land insecurity	Formalizing rural leasehold contracts to secure land for women and young people	0.024			0.024
	Supporting the programme of planned agricultural develop-ment areas (ZAAP)	3	0.8	GoT	2.2
	Inventory of farmland legislation, drawing up and extending the law on rural land	0.78		GoT	0.78
Low financial and physical accessibility of small holder farmers to seeds and limited use of seeds by SHFs in situations of food shortage	Supporting vulnerable households with food aid comprising local subsistence products (in line with the "subsistence products for seed protection" model)	0.8			0.8
	Establishing a system for the supply and distribution of improved seeds to SHFs	4	0.20	IFAD-GoT	3.8
	Establishing a system of revolving loans (revolving funds) to support the supply of improved seeds for subsistence crops (cereals, legumes, tubers and roots and horticulture)	4	1	GoT	3
Lack of distinct storage capacity (seeds, fertilizers, etc.)	Building suitable storage warehouses for improved seeds at the level of cantons and villages	1.3			1.3
Weakness of the mechanisms for funding of the production and the certification of improved seeds	Reinforcing the structures of the ITRA, ICAT and DS for the production of foundation seeds and extension, control and certification of commercial seeds	0.5	0.2	GoT-FAO	0.3
Low budgetary allocation for water control projects and small-scale irrigation	Promoting the mobilization of internal and external resources for the rehabilitation and construction of hill reservoirs and boreholes for small-scale irrigation	20.1	0.8	WADB-BIDC	19.3
Low capacities in terms of equip-ment, human resources and appropriate technology (expertise) (DGEA, DAER and local busi-nesses)	Training the staff of the DGEA, DAER and local businesses in small-scale water management	0.7			0.7
Insufficient real-time access of SHFs to technical information relating to small-scale water control and management	Design of a technical information kit relating to small-scale water control and management, aimed at SHFs and incorpo-rating this into extension services	7.5			7.5
Low capacity of small-holder farmers' bear the cost of services (maintenance of reservoir hard-ware, etc.)	Implementing a system for sharing the costs of services at the community level through the organization of SHFs into consortiums	0.25			0.25

Priority bottlenecks	Solutions with acceleration potential (2011-2015)	Costs (billion FCFA)	Funding obtained [9]		Funding gap
Low capacity of the ICAT in terms of materials and human resources to respond to the needs of SHFs (arable and livestock farms), and disproportionately low numbers of women	Reinforcing the material and human capabilities for exten-sion structures, incorporating the gender approach through: retraining of officers from public and private extension organizations in new extension tools; recruitment of new extension officers, including women; equipping the ICAT with material and logistical resources	2.1	0.3	GoT	1.8
Underuse of ITCs (rural radio, cell phones, etc.)	Adapting extension tools to the new awareness channels (rural radios, cell phones, etc.)	0.8			0.8
	Organizing the regular dissemination of key messages on technical methods, the use of fertilizers and seeds, mainte-nance of infrastructure, etc.	0.55			0.55
Lack of harmonization of agricultural extension strategies	Design and implementation of a national agricultural exten-sion strategy	0.5			0.5
Lack of promotion and funding for post-harvest activities (preservation, processing) and storage infrastructure	Inventory of existing preservation technologies and small processing units for agricultural products	0.05			0.05
	Establishing a support fund for the processing of agricultural products for SHFs	1.0			1.0
	Training SHFs in how the fund operates	0.13			0.13
The energy deficit in rural areas with respect to support for small food processing units	Promouvoir les énergies à force motrice of multifunctional platforms	4.0			4.0
The relative inability of small holder farmers to afford improved breeders	Establishing a system of revolving loans to support the supply of small livestock breeders to SHFs (poultry, sheep/goats, pigs, rabbits)	3.75	0.03	GoT	3.72
Small-holder farmers' relative inability to bear the costs of prophylactic services (vaccination, veterinary products, etc.)	Improving prophylaxis, feed and technical management of family farm livestock	20.4	2.00	EU-FAO	18.4
Poor quality or nonexistent livestock habitats	Improving family farm livestock habitats and equipment	6.0			6.0
Lack of strategy to promote the development of family livestock farming	Drawing up and circulating a strategy document for the promotion of family livestock farming	0.2			0.2

6.2: IMPLEMENTATION AND MONITORING AND EVALUATION PLAN

The Acceleration Framework derived from the NAFSIP is itself built on a sector-based programme approach with its own implementation and monitoring and evaluation systems. The implementation and monitoring and evaluation of this MAF will therefore be carried out using the same system.

With this in view, the Ministry of Agriculture, Livestock Farming and Fisheries (MAEP) fully oversees the NAFSIP and its minister chairs the Inter-Ministerial Steering Committee (Comité Interministériel de Pilotage Stratégique, CIPS). To this effect, the Minister has signed a Partnership Framework that encourages development partners to draw up their operations together, adhering to the principles of the Paris Declaration and the Accra Action Plan. On a regional level, actions will be implemented under the coordination of the Regional Agriculture, Livestock Farming and Fisheries Directorates (Directions Régionales de l'Agriculture, de l'Elevage et de la Pêche, DRAEP).

With respect to monitoring of the implementation, the NAFSIP has set up the national hub of the Regional System for Strategic Analysis and Knowledge Management (Système Régional d'Analyse Stratégique et de Gestion des Connaissances, ReSAKSS) to generate the information needed to monitor the progress made and to document successes and lessons learned. The aim of this review and learning process is to improve the formulation and implementation of policies and programmes.

More generally, the NAFSIP monitoring and evaluation framework is rooted in the PRSP system. It has a matrix of indicators enabling monitoring of all of the solutions suggested by the MAF.

TABLE 6.2 IMPLEMENTATION AND MONITORING PLAN

Solutions and activities	Schedule						Body responsible
	2010	2011	2012	2013	2014	2015	
Implementing a system for supplying fertilizers to SHFs by targeted, occasional vouchers (subsidy) *Indicator: **strategy;** means of identifying targets, voucher format, distribution procedures. 100 kg/ half ha of fertilizers for a target of 500,000 SHFs*		■	■				CAGIA
Establishing a sustainable system of revolving loans (revolving funds) to support the supply of fertilizers to SHFs *Indicator: **strategy;** means of identifying targets, loan amount, supply procedure. 150 kg/ half ha for a target of 500,000 SHFs*				■	■	■	CAGIA
Establishing points of sale for fertilizers at the level of cantons and villages *Indicator: 1000 shops (20 m^2: 12 tons)*		■	■	■	■	■	DAER
Training a critical mass of local organizers for ISFM *Indicator: 2,500 people*		■	■	■			ICAT
Drawing up and implementing a soil fertilization strategy *Indicator: strategy drawn up and validated; 200 stakeholders trained in the strategy*		■	■				ITRA
Formalizing rural leasehold contracts for securing land for women and young people *Indicator: standard leasehold contracts drafted and validated*		■					DAER

Solutions and activities	Schedule						Body responsible
	2010	2011	2012	2013	2014	2015	
Supporting the programme of planned agricultural development areas (ZAAP) *Indicator: 3,000 ha developed*							DAER
Inventory of farmland legislation, drawing up and extending the Law on rural land *Indicator: 4,500 land use plans at the village, canton, regional and national levels legislation adopted and disseminated*							DAER
Supporting vulnerable households with food aid comprising local subsistence products (in line with the "subsistence products for seed protection" model) *Indicator: 5,400 tons corn equivalent for 200,000 people*							ANSAT
Establishing a system for the supply and distribution of improved seeds to SHFs *Indicator: strategy; means of identifying targets, voucher format, distribution procedures. 10 kg/ half ha of seeds for a target of 500,000 SHFs*							CAGIA+ICAT
Establishing a system of revolving loans (revolving funds) to support the supply of improved seeds for subsistence crops (cereals, legumes, tubers and roots and horticulture) to SHFs *Indicator: strategy; means of identifying targets, loan amount, supply procedure. 10 kg/ half ha of seeds for a target of 500,000 SHFs*							CAGIA
Building suitable storage warehouses for improved seeds at the level of cantons and villages *Indicator: 1,000 warehouses (20 m^2: 12 tons)*							DAER
Reinforcing the structures of the ITRA, ICAT and DS for the production of foundation seeds, as well as the extension, control and certification of commercial seeds *Indicator: drying area, areas developed, farming equipment, laboratory equipment, number of seed profes-sionals trained/retrained*							ITRA
Promoting the mobilization of internal and external resources for the rehabilitation and construction of hill reservoirs and boreholes for small-scale irrigation *Indicator: 1,000 ha of reservoirs built; 12,500 ha developed, for a target of 25,000 SHFs*							DAER
Training the staff of the DGEA, DAER, ICAT and local businesses in small-scale water management. *Indicator: 20 officers* Equipping both departments with material and logistical resources *Indicator: 2 hydrology and infrastructure inspection kits*							DAER
Design of a technical information kit relating to small-scale water control and management, aimed at SHfs and incorporating this into support and advice services *Indicator: 100,000 CES kits for 100,000 SHFs*							DAER
Implementing a system for sharing the costs of services across the community through the organization of SPs into consortiums *Indicator: 1,000 consortiums formed*							ICAT

Solutions and activities	Schedule						Body responsible
	2010	2011	2012	2013	2014	2015	
Reinforcing the material and human capabilities for extension structures, incorporating the gender approach through: retraining of officers from public and private extension organizations in new extension tools; recruitment of new extension officers, including women; equipping the ICAT with material and logistical resources *Indicator: 100 technical sheets drawn up for farming business centres (methods); 400 officers retrained; 40 new officers recruited including at least 20 women, 5 vehicles + 100 motorbikes purchased*		■	■	■			ICAT
Adapting extension tools to the new awareness channels (rural radios, cell phones, etc.) (drawing up infor-mation booklets for the new media) *Indicator: design of 6 key topical messages/year; lump sum for sending monthly text messages*		■	■	■	■	■	ICAT
Organizing the regular dissemination of key messages on technical methods, the use of fertilizers and seeds, upkeep of infrastructure, etc. *Indicator: 530 broadcasts on 10 radio stations; 5TV, posters on 34 giant hoardings, text messages sent out monthly*		■	■	■	■	■	ICAT
Designing and implementing a national agricultural extension strategy *Indicator: strategy drawn up and validated; 200 stakeholders trained in the strategy*		■	■				ICAT
Inventory of existing preservation technologies and small processing units for agricultural products *Indicator: inventory report, number of stakeholders and technologies*		■					ICAT
Establishing a support fund for the processing of agricultural products for SHFs *Indicator: fund management tools, grant amounts, number of beneficiaries*		■	■	■	■	■	ICAT
Training SHFs in how the fund operates *Indicator: 200 POs trained*		■	■			■	ICAT
Promoting motive power (installation of multifunctional platforms) *Indicator: 1000 new villages equipped with multifunctional platforms*		■	■	■			CEET (Compagnie d'Énergie Électrique du Togo)
Establishing a system of revolving loans (revolving funds) to support the supply of improved breeders for SHFs' family farm livestock *Indicator: strategy; means of identifying targets, loan amount, supply procedure*		■	■	■	■	■	ICAT
Improving prophylaxis, feed and technical management of family farm live-stock *Indicator: 10 heads of poultry + 2.5 million small ruminants + 100,000 rabbits*		■	■	■	■	■	DE
Improving family livestock habitats and equipment *Indicator: 50,000 improved traditional henhouses, 1,000 sheep pens and 5,000 improved hutches*		■	■	■	■	■	ICAT
Drawing up and circulating a strategy document for the promotion of family livestock farming *Indicator: strategy drawn up and circulated, 200 stakeholders trained*		■	■	■	■	■	DE

CHAPTER 7:

APPENDICES

Photo: Ministry of Agriculture, Livestock and Fisheries, Togo

7.1: REFERENCES AND DATA SOURCES

1: National MDG-based Development Strategy 2006-2015 (2007)
- Summary document
- Analysis of the agriculture sector and the fight against hunger
- National MDG-based development strategy relating to agriculture and the fight against hunger

2: Poverty Reduction Strategy Paper (PRSP), 2009
- PRSP 2009-2011
- PRSP Priority Action Plans
- PRSP Progress Reports, 2009

3: National Food Security Programme (2008)

4: Strategy for Boosting Agricultural Production (2009)

5: National Agriculture and Food Security Investment Programme (2010)
- Investment Plan
- Operations Plan
- Partnership Framework between the Government of Togo and technical and financial partners in the NAFSIP
- Proceedings of the Togo Round Table on NAFSIP funding
- Internal review of NAFSIP implementation by the MAEP
- NAFSIP external technical review panel

6. Agricultural sector review – Draft – (2010)

7. FAO: National Framework of Medium-Term Priorities, 2010-2015: Arable farming sub-sector (2009)

8: World Bank: Agricultural Support Project (ASP): Aide memoire for missions in April and June 2010

9: IFAD: Agricultural Development Support Project for Togo: (ADSPT): Aide memoire for missions in December 2009 and June 2010

10: Survey of priority sector absorption capacities (2009)

7.2: COUNTRY PREPARATION PROCESS AND LESSONS LEARNED

Major inputs	Preparatory phase		Stage 1	
	Preparation of study and data gathering	Identification of priority MDGs	Identification of priority interventions	
Key activities	Discussions between the United Nations Country Team and the Government with respect to the concept of the MAF and how to prepare it ➔ late-May 2010 Setting up of the National Committee ➔ early June 2010 (NC/MAF) MAF information meeting➔ Week of June 7, 2010	Identification of MDG 1 in the rural areas in light of Togo's specific situation ➔ June 4, 2010 Identification of resource persons ➔ Week of June 7, 2010 UN Heads of Agency meet to discuss the MAF ➔ June 11, 2010 Setting up of a UN technical team to support the NC/MAF (FAO as lead Agency)	Reconstitution of a documentary archive Analysis of documentation (NDS/MDG, MDG monitoring reports, PRSP, sectoral documents) Analysis of the intervention menu taken from the CAS (Country Analysis Sheet) and the NDS/MDG ➔ Week of June 7, 2010	
Partners involved	Ministries: Planning, Finance, Agriculture, Health, Education, Road Infrastructure, etc.	Ministries: Planning, Finance, Agriculture, Health, Education, Road Infrastructure, etc. UN Agencies	Ministries: Planning, Finance, Agriculture, Health, Education, Road Infrastructure, etc. UN Agencies	
Lessons learned (what worked)	Government commitment to MDGs Involvement of the UN	UN Agencies	Availability of the NDS/MDG facilitated this part of the work	
Lessons learned (challenges)	Limited time in which the work had to be done	Difficulty of restricting the field of analysis given the interdependency of MDG 1 targets with other MDGs relating to the alleviation of poverty	Lack of a filing sys-tem for the past 20 years' worth of documentation Weakness of the agricultural statistical information system	

	Stage 2		Stage 3	Stage 4
	Identification of bottlenecks	Identification of priority bottlenecks	Identification of solutions	Development of the MAF
	Methodological training of members of the NC/MAF and resource persons ➔ June 15, 2010 Preliminary work to gather and analyse documentary and statistical information ➔ June 14-30, 2010 Analysis of bottlenecks by the national team with the support of re-source persons ➔ national workshop: July 7-8, 2010 Closer analysis of bottlenecks, prioritization of bottlenecks and identifi-cation of solutions ➔ Regional workshop (July 12-13, 2010) followed by editing by the national team (July 14-16, 2010) Discussions underway between the Government and its partners in the domain of agricultural development, particularly those relating to the preparation of the request to the GAFSP (Global Agricultural Food Security Program) taken into account			Preparation of the MAF first draft ➔ July 26, 2010 Internal Ministry of Agriculture workshop ➔ July 29, 2010 National validation workshop ➔ August 6, 2010
	Ministries: Planning, Finance, Agriculture, Health, Education, Road Infrastructure, etc UN Country Team, UNDP (Dakar Regional Centre and BDP – Bureau for Development Policy), FAO (Accra Regional Office)			Ministries: Agricul-ture, Planning FAO, UNDP, UNDP/Dakar Regional Centre
	The MAF was developed on the basis of the NAFSIP's guiding principles and took into account initiatives being prepared with partners (GAFSP, IFAD, World Bank), which urgently need to be scaled up to alleviate rural poverty			The participatory approach and involvement of key technical partners contributed greatly to the drafting of the Acceleration Framework and to the quality of the Action Plan proposed
	Weakness of the agricultural statistical information system (analysis of implementation of interventions adopted between 2007 and 2009) Incorporating key questions into the analysis whose resolution will help increase agricultural productivity and facilitate a decrease in rural poverty: integration, access to markets, etc.			Limited time in which the work had to be done

7.3: PRIORITIZATION CRITERIA FOR CHOSEN SOLUTIONS

Prioritized interventions	Prioritized bottlenecks	Solutions for accelerating progress	
Investments in soil fertility Improvement of SHFs' access to fertilizers	A.1. Weak financial accessibility of small-holder farmers to fertilizers	Implementing a system for supplying fertilizers to SHFs by targeted, occasional vouchers (subsidy)	
		Establishing a sustainable system of revolving loans (revolving funds) to support the supply of fertilizers to SHFs	
	A.2. Poor physical accessibility of small-holder farmers to fertilizers (availability of storage warehouses and distance from points of sale)	Establishing points of sale (input shops) for fertilizers at the level of cantons and villages	
		Training a critical mass of local organizers for ISFM	
	A.3. Land insecurity (outdated farmland legislation, difficulty for women to have access to land, contracts easily broken off) making it impossible to guarantee investments	Inventory of farmland legislation, drawing up and disseminating the Law on rural land	
		Formalizing rural leasehold contracts to secure land for women and young people	
		Supporting the programme of planned agricultural development areas (ZAAP)	
	A.4. Absence of a national soil fertility strategy	Drawing up and implementing a soil fertilization strategy	
Improved seeds Improvement of access by SHFs to improved seed for subsistence crops (cereals, legumes, tubers and roots and horticulture) and small livestock breeders	B.1. The relative inability of SHFs to afford or have physical access to seeds; and limited use in situations of food shortage	Establishing a system for the supply and distribution of improved seeds to SHFs	
		Establishing a sustainable system of revolving loans to support the supply of seeds to SHFs	
		Supporting vulnerable households with food aid comprising local subsistence products (in line with the "subsistence products for seed protection" model)	

	Impact of the solution on the bottleneck	Feasibility of the solution
	Extent: high impact on SHFs and on very poor households with repercussions on the other MDGs, **Rapidity:** immediate impact, **Sustainability:** medium-term (3 years)	**Governance:** high potential for coordination by the Ministry of Agriculture, **Capability:** good capability for planning and implementation, **Availability of funds**: yes, but partly through the State and FTPs
	Extent: high impact on SFs and on very poor households with repercussions on the other MDGs, **Rapidity:** MT impact, **Sustainability:** medium- and long-term	**Governance:** high potential for coordination by the Ministry of Agriculture, **Capability:** good capability for planning and implementation, **Availability of funds:** yes, but partly through the State and FTPs
	Extent: high impact on SPs and on very poor households with repercussions on the other MDGs, **Rapidity:** immediate impact, **Sustainability:** medium- and long-term	**Governance:** high potential for coordination by the Ministry of Agriculture, **Capability:** good capability for planning and implementation, **Availability of funds:** yes, but partly through the State and FTPs
	Extent: high impact on SHFs and on very poor households with repercussions on the other MDGs, **Rapidity:** immediate impact, **Sustainability:** probably medium-term (3 years)	**Governance:** high potential for coordination by the Ministry of Agriculture, **Capability:** good capability for planning and implementation, **Availability of funds:** yes, but partly through the State and FTPs
	Extent: high impact on SHFs and on very poor households with repercussions on the other MDGs, **Rapidity:** medium-term impact (5 years), **Sustainability:** probably viable with a few obstacles	**Governance:** high potential for coordination, but political willpower needs asserting, **Capability:** a few concerns, **Availability of funds:** probable; source to be determined
	Extent: high impact on SHFs and on very poor households with repercussions on the other MDGs, **Rapidity:** medium-term impact (5 years), **Sustainability:** probably viable with a few obstacles	**Governance:** high potential for coordi-nation but political willpower needs asserting, **Capability:** a few concerns, **Availability of funds:** probable; source to be determined
	Extent: high impact on SHFs and on very poor households with repercussions on the other MDGs, **Rapidity:** immediate impact, **Sustainability:** medium-term (3 years)	**Governance:** high potential for coordination by the Ministry of Agriculture, **Capability:** good capability for planning and implementation, **Availability of funds:** yes, but partly through the State and private operators
	Extent: high impact on SHFs and on very poor households with repercussions on the other MDGs, **Rapidity:** medium term impact (5 years), **Sustainability:** probably viable with a few obstacles	**Governance:** high potential for coordination but political willpower needs asserting, **Capability:** a few concerns; **Availability of funds:** probable; source to be determined
	Extent: high impact on SHFs and on very poor households with repercussions on the other MDGs, **Rapidity:** immediate impact, **Sustainability:** medium-term (3 years)	**Governance:** high potential for coordination by the Ministry of Agriculture, **Capability:** good capability for planning and implementation, **Availability of funds:** yes, but partly through the State and FTPs
	Extent: high impact on SPs and on very poor households with repercussions on the other MDGs, **Rapidity:** MT impact, **Sustainability:** medium- and long-term	**Governance:** high potential for coordination by the Ministry of Agriculture, **Capability:** good capability for planning and implementation; **Availability of funds:** yes, but partly through the State and FTPs
	Extent: high impact on SPs and on very poor households with repercussions on the other MDGs, **Rapidity:** MT impact, **Sustainability:** medium- and long-term	**Governance:** high potential for coordination by the Ministry of Agriculture, **Capability:** good capability for planning and implementation; **Availability of funds:** yes, but partly through the State and FTPs (WFP)

Prioritized interventions	Prioritized bottlenecks	Solutions for accelerating progress	
	B.2. Lack of distinct storage capacity (seeds, fertilizers, etc.)	Building suitable storage warehouses for improved seeds at the level of cantons and villages	
	B.3. Weakness of the mechanisms for fund-ing of production and certification of im-proved seed production	Reinforcing the structures of the ITRA, ICAT and DS for the production of foundation seeds as well as the extension, control and certification of commercial seeds	
	C.1. Low budgetary allocation for water control projects and small-scale irrigation	Promoting the mobilization of internal and external resources for the construction of hill reservoirs and boreholes for small-scale irrigation	
	C.1. Low capacities in terms of equipment, human resources and appropriate technology (expertise) of institutions (DGEA and DAER)	Training the staff of the DGEA and DAER in small-scale water management and equipping both depart-ments with material and logistical resources	
Improvement in the small-scale control and management of water for farming	C.2. Insufficient real-time access of SHFs to technical information relating to small-scale water control and management (including extension officers)	Design of a technical information kit relating to small-scale water control and management aimed at SHFs and incorporating this into support and advice services	
	C.3. Low capacity of small-holder farmers to bear the cost of services (maintenance of reservoir hardware, etc.)	Implementing a system for sharing the costs of services across the community through the organization of SHFs into consortiums	
Extension of services Adapting extension services to the needs of SHFs (crop and livestock farming), particularly	D.1. Low capacity of the ICAT in terms of materials and human resources; dispropor-tionately low numbers of women to (i) ensure the mobility of agricultural advisers and specialist technicians and (ii) provide the extension system with the required equipment and resources to train and inform officers and producers (iii) insufficient human resources with a disproportionately low number of women	Reinforcing the material and human capabilities for extension structures, incorporating the gender approach through:	
		Retraining of officers from public and private extension organizations in new extension tools	
		Recruitment of new extension officers, including women	
		Equipping the ICAT with material and logistical resources (vehicles, computer consumables and hard-ware, fuel, communications, etc.)	
		Drawing up job descriptions with results-based con-tracts at all levels	
	D.2. Underuse of ITCs (rural radio, cell phones, etc.): (outdated extension tools)	Adapting extension tools to the new awareness-raising channels (rural radios, cell phones, etc.) (drawing up information booklets for the new media)	

	Impact of the solution on the bottleneck	Feasibility of the solution
	Extent: high impact on SPs and on very poor households with repercussions on the other MDGs, **Rapidity:** immediate impact, **Sustainability:** medium- and long-term	**Governance:** high potential for coordi-nation by the Ministry of Agriculture, **Capability:** good capability for planning and implementation; **Availability of funds:** yes, but partly through the State and FTPs
	Extent: potential impact on SPs, **Rapidity:** medium-term impact, **Sustainability:** medium- and long-term	**Governance:** high potential for coordi-nation by the Ministry of Agriculture, **Capability:** good capability for planning and implementation; **Availability of funds:** probable
	Extent: potential impact on SPs, very poor households and local businesses, with repercussions on the other MDGs, **Rapidity:** medium-term impact, **Sustainability:** medium- and long-term	**Governance:** high potential for coordi-nation by the Ministry of Agriculture, **Capability:** concern regarding the capability for planning and implementa-tion; **Availability of funds:** uncertain funding capability
	Extent: potential impact on SHFs, very poor households and local businesses, with repercussions on the other MDGs, **Rapidity:** medium-term, **Sustainability:** medi-um-term	**Governance:** high potential for coordi-nation by the Ministry of Agriculture and the ministry in charge of water, Capabil-ity: concern regarding the capability for planning and implementation; Availability of funds: uncertain funding capability
	Extent: high impact on SHFs and on very poor households with repercussions on the other MDGs, **Rapidity:** immediate, **Sustainability:** medium-term (3 years)	**Governance:** high potential for coordi-nation by the Ministry of Agriculture and probable intervention of NGOs, **Capability:** good capability for planning and a few concerns for implementation; **Availability of funds:** yes, but partly through the State and FTPs
	Extent: potential impact on SPs, very poor households and local businesses, with repercussions on the other MDGs, **Rapidity:** medium-term impact, **Sustainability:** medium- and long-term	**Governance:** probable potential for coordination by the Ministries of Agri-culture and Grassroots Development, NGOs, **Capability:** concern regarding the capability for planning and imple-mentation; **Availability of funds:** uncertain funding capability
	Extent: potential impact on SPs, **Rapidity:** medium-term impact, **Sustainability:** medium- and long-term	**Governance:** high potential for coordi-nation by the Ministry of Agriculture, **Capability:** good capability for planning and implementation; **Availability of funds:** probable
	Extent: high impact on SHFs and on very poor households with repercussions on the other MDGs, **Rapidity:** immediate, **Sustainability:** medium-term (3 years)	**Governance:** high potential for coordi-nation by the Ministry of Agriculture and probable intervention of NGOs and the Ministry of Telecommunications Capa-bility: good capability for planning and a few concerns for implementation; **Availability of funds:** yes but partly through the State and FTPs

Prioritized interventions	Prioritized bottlenecks	Solutions for accelerating progress	
		Organizing the regular dissemination of key messages on technical methods, the use of fertilizers and seeds, upkeep of infrastructure, etc.	
	D.3. Lack of harmonization of agricultural extension strategies: (i) lack of good policy and planning; (ii) lack of coordination between multiple and sometimes divergent interventions by extension organizations which sometimes find themselves in competition in the field	Design and implementation of a harmonized national agricultural extension strategy	
		Performing an inventory of existing agricultural extension	
		Updating and harmonising agricultural extension tools	
		Clarification of the roles of different stakeholders	
		Design of information booklets on technical methods for the different sectors	
		Provision of posters showing technical itineraries at the level of cantons	
Storage, processing and marketing infrastructure Improvement of infrastructure for storage and basic processing	E.1. Lack of promotion and funding for post-harvest activities (preservation, processing) and establishment of storage infrastructure (warehouses, rural tracks, rural markets, rural abattoirs)	Performing an inventory of preservation premises and agricultural product processing units	
		Establishing a support fund for the processing of agricultural products for SHFs	
		Training SHFs in how the fund operates	
	E.2. The energy deficit in rural areas with respect to support for small food processing units	Promoting motive power (installation of multifunctional platforms)	
Improvement of access by small-holder farmers to improved breeders, health cover, improved habitat and feed for family livestock	F.1. Weak financial accessibility of SHFs to afford improved breeders	Establishing a system of revolving loans to support the supply of small livestock breeders to SHFs (poultry, sheep/goats, pigs, rabbits)	
	F.2. Weak capacity of SHFs to bear the costs of prophylactic services (vaccination, veterinary products)	Improving prophylaxis, feed and technical management of family farm livestock	
	F.3. Most livestock habitats are inappropriate, sometimes nonexistent	Improving family farm livestock habitats and equipment	
	F.4. Lack of strategy to promote the development of family livestock farming	Drawing up and circulating a strategy document for the promotion of family livestock farming	

	Impact of the solution on the bottleneck	Feasibility of the solution
	Extent: high impact on SHFs and on very poor households with repercussions on the other MDGs, **Rapidity:** immediate, **Sustainability:** medium-term (3 years)	**Governance:** high potential for coordi-nation by the Ministry of Agriculture and probable intervention of NGOs and the Ministry of Telecommunications, **Capability:** good capability for planning and a few concerns for implementation. **Availability of funds:** yes but partly through the State and FTPs
	Extent: Indirect impact on SHFs, poor households and local businesses, with repercussions on the other MDGs, Rapidi-ty: medium-term impact, **Sustainability:** medium- and long-term	**Governance:** probable potential for coordination by the Ministry of Agricul-ture and the Ministry in charge of water, **Capability:** concern regarding the capability for planning and implementation, **Availability of funds:** uncertain funding capability
	Extent: high impact on SHFs and on very poor households with repercussions on the other MDGs, **Rapidity:** immediate, **Sustainability:** medium-term (3 years)	**Governance:** high potential for coordination by the Ministry of Agriculture, the Ministry for Artisans, the Ministry of Industry and the private sector, **Capability:** good capability for planning and a few concerns for implementation, **Availability of funds:** yes, but partly through the State and FTPs
	Extent: high impact on SHFs and on very poor households with repercussions on the other MDGs, **Rapidity:** immediate, **Sustainability:** medium-term (3 years)	**Governance:** high potential for coordination by the Ministry of Agriculture, the Ministry of Energy, the Ministry for Grassroots Development, NGOs, **Capability:** good capability for planning and a few concerns for implementation, **Availability of funds:** yes, but partly through the State and FTPs
	Extent: high impact on SPs and on very poor households with repercussions on the other MDGs, **Rapidity:** immediate, **Sustainability:** medium-term (3 years)	**Governance:** high potential for coordination by the Ministry of Agriculture, **Capability:** good capability for planning and a few concerns for implementation, **Availability of funds:** yes, but partly through the State and FTPs
	Extent: high impact on SHFs and on very poor households with repercussions on the other MDGs, **Rapidity:** medium-term impact, **Sustainability:** medium- and long-term	**Governance:** high potential for coordination by the Ministry of Agriculture, the Ministry for Grassroots Development, NGOs, **Capability:** concern with the capability for planning and implementation, **Availability of funds:** yes, but partly through the State and FTPs
	Extent: high impact on SPs and on very poor households with repercussions on the other MDGs, **Rapidity:** medium-term impact, **Sustainability:** medium-, and long-term	**Governance:** probable potential for coordination by the Ministry of Agriculture and the Ministry for Grassroots Development, **Capability:** good capability for planning and a few concerns for implementation, **Availability of funds:** probable
	Extent: high impact on SPs and on very poor households with repercussions on the other MDGs, **Rapidity:** medium-term impact, **Sustainability:** medium- and long-term	**Governance:** probable potential for coordination by the Ministry of Agriculture, the Ministry for Livestock Farming, the Ministry for Grassroots Development, **Capability:** concern with the capability for planning and implementation, **Availability of funds:** uncertain funding capability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