

1. PROJECT TITLE: Togo Shelter Sector Planning

2. PROJECT NUMBER: 693-0213; 912-0007

3. RHUDO/AID W OFFICE: RHUDO/Abidjan

1

4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) 1

REGULAR EVALUATION SPECIAL EVALUATION

5. KEY PROJECT IMPLEMENTATION DATES

A. XPGA Signed	B. Final Disbursement Expected	C. Final Input Delivery
FY 78	FY 82	FY 82

6. ESTIMATED PROJEC. FUNDING

A. Total	\$ 1,009,000
B. HG	\$
C. DL	\$
D. DG	\$ 580,000
E. JPPG	\$
F. TEPUP	\$ 429,000

7. PERIOD COVERED BY EVALUATION

From (month/yr.) 3/79
To (month/yr.) 4/80
Date of Evaluation Review 4/28/80

8. ACTION DECISIONS APPROVED BY MISSION OR AID W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
Authorization of HG PP is CP for further project activity	AFR	6/80

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9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS

<input type="checkbox"/> Project Paper	<input type="checkbox"/> PIO/T	<input type="checkbox"/> Other (Specify)
<input type="checkbox"/> Project Delivery Plan	<input type="checkbox"/> PIO/C	
<input type="checkbox"/> Project Planning	<input type="checkbox"/> PIO/P	<input type="checkbox"/> Other (Specify)
<input type="checkbox"/> Tracking Network RPTN		
<input type="checkbox"/> Logical Framework		

10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT

A. Continue Project Without Change

B. Change Project Design and/or Change Implementation Plan

C. Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER BANKING PARTICIPANT'S AS APPROPRIATE (Names and Titles)

CAR/Lome John Lundgren
RHUDO/Abidjan Albert N. Votaw
AGETU Director General Gerard Guillaud
Ministry of Plan, Director of Infrastructure Yawo Atade Aziaha

12. RHUDO/AID W Office Director Approval

Signature: David McVoy
Typed Name: J. David McVoy
Date: 4/29/80

TOGO LOW INCOME SHELTER

TECHNICAL ASSISTANCE

693 - 0213

MID-PROJECT EVALUATION

APRIL, 1980

- I. PROJECT PURPOSE

- II. PROJECT OUTPUTS

- III. PROJECT INPUTS

- IV. PROJECT ACTIVITY
 - A. INSTITUTIONAL DEVELOPMENT

 - B. HG PROJECT PREPARATION

 - C. INTEGRATED IMPROVEMENT PROJECT FOR THE URBAN POOR

- V. PROJECT PROGRESS AND ISSUES

I. PROJECT PURPOSE

The goal of this project is to improve the shelter and related environmental, social and economic conditions of low-income urban families. Within this goal, the project purpose is two-fold :

A. To assist Government of the Republic of Togo in developing the institutional capacity to plan and implement replicable shelter programs which are affordable by low-income urban families. Government has organized and is staffing institutions to address the shelter problem of the urban poor. The project will significantly assist Government in its initial efforts, and will develop specific projects suitable for USAID assistance for the delivery of physical shelter and related infrastructure services which are needed by low-income families.

B. To assist Government in conducting an evaluation of the effectiveness of the existing formal and informal socio-economic service delivery systems, and based on this evaluation, in designing and implementing programs to augment the delivery of social and economic services to meet the needs of low-income urban groups resident in the demonstration project areas.

II. PROJECT OUTPUTS

1. A detailed project implementation plan developed by the Technicians' and their counterparts upon arrival for submission to the Government and USAID.

2. Trained Togolese staff within l'Agence d'Equipement des Terrains Urbains (AGETU) and the Direction Générale de l'Urbanisme et de l'Habitat (DGUH) and a developing capability within these two agencies to coordinate, plan and oversee the implementation of shelter projects suitable for the poor majority. This will be evidenced by preparation of a project paper, acceptable to USAID, for demonstration projects to be financed by the Housing Guaranty Program utilizing minimum standard techniques and practices affordable by low-income families, such as sites and services and neighborhood upgrading.

3. Development of a coordinated strategy for the delivery of social and economic services to low-income urban communities, in conjunction with government agencies involved in health, education, employment generation and access to credit for small enterprises. An initial evaluation will include :

- a) an evaluation of the existing system of social service delivery ;
- b) further investigation into the informal economic sector ;
- and
- c) a study of current patterns of community organization in the demonstration project areas.

The findings of this evaluation will serve as the basis for planning and design of future programs to augment the delivery of such services to residents in the demonstration project areas. This activity is expected to take one year and will result in a Project Paper acceptable to USAID for continuing activities.

4. Based on this evaluation and preliminary design, the final design and implementation of the socio-economic improvement programs identified during the first year.

III. PROJECT INPUTS

USAID's contribution to the project of a US \$1,009,000 grant will be provided in increments, the initial one being made available in accordance with Section 3.1 of the Project Agreement. The Grant will help finance :

1. A team of three shelter experts which will be made available to the Government and which will train Togolese counterparts. Two experts will be assigned to AGETU for a period of 30 months.

a) Senior Advisor. An expert in housing management/administration with additional experience in housing finance or institutional development, will be the Team Leader and serve as overall project coordinator.

b) Engineering/Construction Advisor, a civil engineer or architect/planner will assist AGETU in providing infrastructure, including coordination of the activities of agencies which provide infrastructure, and in the subdivision of land for new programs suitable for low-income families.

c) The third expert, a Socio-Economic Generalist, will be assigned to the Division of Studies and Research of the General Direction of Town Planning and Housing, Ministry of Public Works.

2. Up to 7 months of short-term consultant specialists to be contracted by USAID with concurrence of the Government to assist as necessary in the following :

- a) A study of possible sewage collection systems which are appropriate to the physical characteristics of the project areas ;
- b) An assessment of the impact which the minimum standard projects will have on the local environment ;
- c) Assistance in the adaptation of the BTD's credit review procedures and collection system to the economic circumstances of low-income borrowers, and training for BTD staff in the use of this system ;
- d) The training of Togolese personnel working in the shelter sector ;

- e) Assistance in the development of social and economic programs in support of low-income communities, and staff training ;
- f) Such additional expertise in any area in which needs are identified as the project develops further.

3. Training and related expenses for Togolese counterparts in Togo, the U.S., or an appropriate third country.

4. Subject to the availability of funds, Government will provide the following :

- a) At least two full-time Togolese staff members to AGETU, including a Finance Director and a Technical Director, and at least one full-time counterpart to the General Direction of Town Planning and Housing. In this respect, Government covenants to assign three counterparts within 3 months of the arrival of the experts.
- b) Such in-country logistical support to the project as may be required but definitely including travel and related expenses, purchase of vehicles, office space, equipment and supplies, and secretarial support.
- c) Such additional financial and in kind support as may be required to prepare an evaluation.

IV. PROJECT ACTIVITY

A. INSTITUTIONAL DEVELOPMENT

The PADCO TA team has been in Lomé approximately one year. Mr. Lerner, the socio-economic generalist, arrived March 15, 1979, and Mr. Olsen, the architect/planner, arrived on April 23, 1979. Mr. Merrill the team leader and management/administration adviser arrived on April 25th, for a TDY to May 10th. He undertook a second TDY from June 4-15 and arrived to take up residence on August 22nd.

Logistically, the project has started off well. Office space, supplies, clerical support and official transport have been provided by AGETU for Messrs. Merrill and Olsen and by DGUH for Mr. Lerner. Since the inception of the project, however, two major organizational changes have occurred. AGETU, formerly under the Ministry of Public Works, has been transferred to the Ministry in Charge of Para-statal Societies. Further, in a Cabinet re-organization the Ministry of Public Works was combined with the Ministry of Mines, Energy and Water Resources. Recently, the Minister in Charge of Para-statal Societies was also changed and the Ministry combined with that for Industry.

While this organizational flux initially compounded the problem of obtaining

qualified counterparts and staff to work with the TA team, AGETU since January 1980 has hired two qualified professionals as counterparts for Messers Olsen and Merrill. A third, a lawyer, is scheduled to be hired in May. Thus, in addition to the TA team and the acting Director General (presently a French technical assistant with long experience in Togo), AGETU has a professional staff of three, three sub-professional (one cost-estimator and two social surveyors), and a support staff of nine. Additional staff will be hired as they are needed in the course of project development.

In addition efforts are presently underway to detach a senior official in the Ministry of the Plan as the Director-General of AGETU. The official has been in charge of the Division of Infrastructure and Urban Development and has thus worked quite closely with the TA team and AGETU personnel. If his transfer is successful, AGETU will have excellent relations with the Ministries of the Plan and Finance and Economy in the implementation of the HG project as well as the rest of its program.

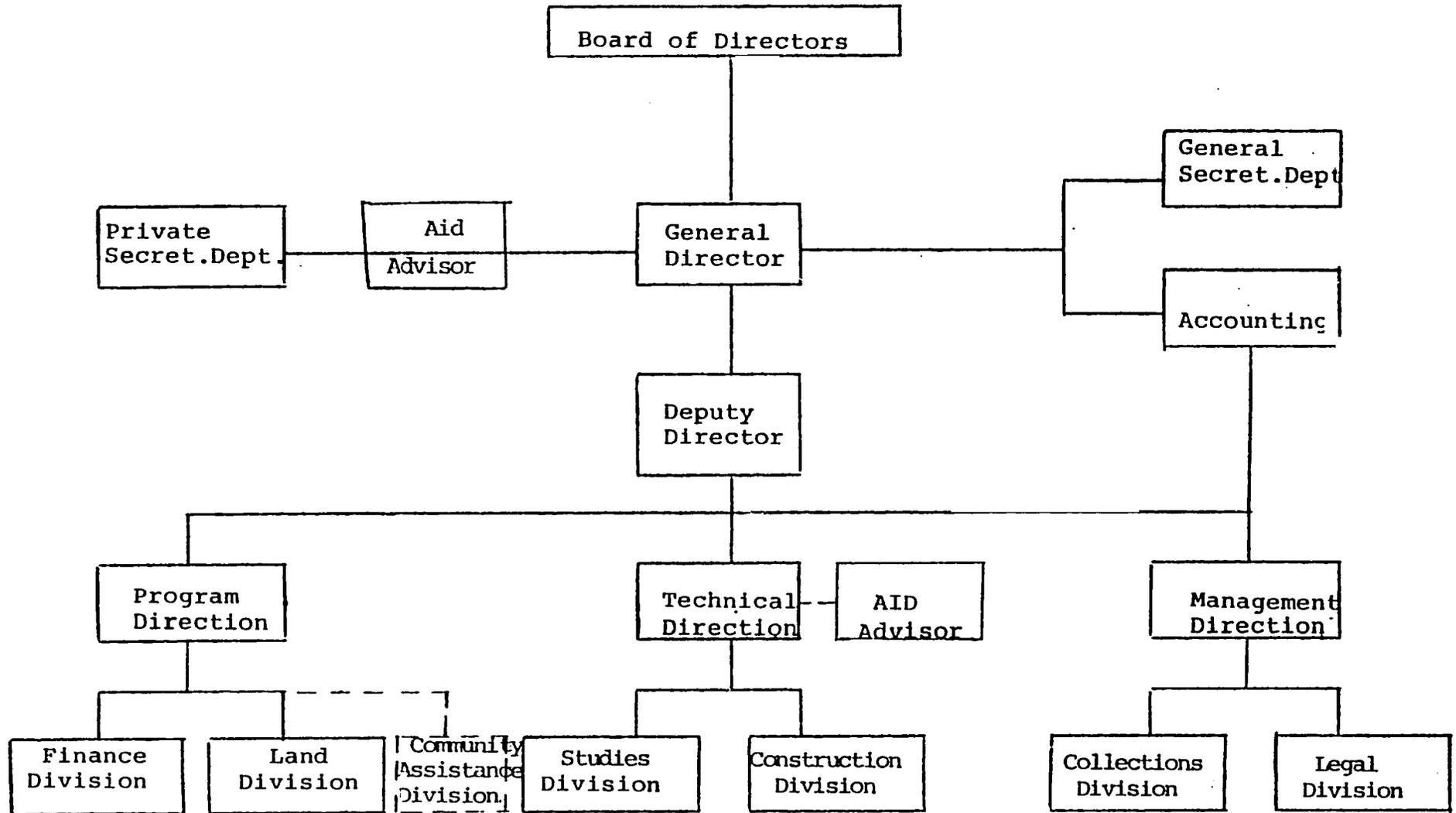
Although AGETU is a new organization, it has, with the assistance of the TA team, prepared project proposals for a \$15 million Housing Guarantee loan. At the same time it is establishing administrative and financial procedures while deliberately maintaining a flexible organization. As can be seen from the Organization Chart, AGETU is set up to not only carry out the necessary functions of project planning and implementation, but also project management, including plot allocation and cost recovery for sites and services schemes.

In addition, a Community Assistance and Development Division attached to the Program Directorate has been proposed. The Division will be responsible for developing and implementing socio-economic programs related to AGETU's efforts in housing and urban development. The Division will also be the primary liaison with various ministries and directorates involved in urban community development. It is therefore foreseen that the socio-economic adviser will spend a substantial portion of his time in AGETU building up the operations of this division for the HG and other AGETU projects.

While AGETU has had no major difficulty in attracting qualified personnel, DGUH has had substantial problems due primarily to an austere 1979 government budget which entailed a hiring freeze on civil servants. Moreover, in late 1979 Mr. Lerner began working temporarily at AGETU in order to execute a socio-economic survey of the community improvement project area. While Mr. Lerner had a counterpart from the Centre de Construction et de Logement (CCL) during the survey, DGUH had not yet hired a permanent counterpart. It was therefore agreed with the Director of the DGUH that while Mr. Lerner would be officially assigned to the DGUH, he would be detached to AGETU until a qualified counterpart was recruited.

E T U

TABLE OF ORGANIZATION



Qualified candidates are now being interviewed and it is likely that one will be hired in June 1980. Once this counterpart is hired, the socio-economic generalist will return part time to the DGUH in order to build up the social and economic planning aspects of the Directorate. These will therefore be closely coordinated with the implementation by AGETU of the socio-economic programs related to the HG project.

Close coordination has also been maintained with the DGUH in the areas of project and sector planning. The Director-General of DGUH was the chairman of the informal coordinating committee established in 1979 to review HG project planning. The DGUH was also the coordinator of all inputs into the Fourth Five Year Plan (1981-85) which were presented to the Infrastructure Committee of the Fourth Plan on September 20, 1979. More recently close coordination with the DGUH has been maintained in site selection and project planning for the Lama-Kara portion of the HG project. A representative of the DGUH accompanied an AGETU mission to Lama-Kara in March to ensure that site selection conformed to the preliminary master plan for the city and to become better acquainted with the type of projects being developed by AGETU. Since the DGUH is also the principal government unit in declaring land a public utility, continued close cooperation will be required in the acquisition of AGETU project sites.

B. HG PROJECT PREPARATION

Preparation of the \$15 million Housing Guarantee project has been and continues to be the principal activity and primary focus of the TA team and their counterparts. One of the primary means of verification of the first project purpose of the TA project (see section I above) is a 'project paper acceptable to AID'. This was accomplished by the middle of February 1980.

As mentioned in the previous Bi-Annual Progress Report, the TA team gathered data relevant to site selection, project planning and design, designation of the target population, determination of cost recovery mechanisms, and the analysis of the economic, social, administrative and environmental aspects of the project. Pursuant to the preparation of the project, the following studies were carried out by the TA team and counterpart staff :

- 1) physical survey of the upgrading area (Bè),
- 2) socio-economic survey of Bè,
- 3) sanitation and water survey of Bè,
- 4) review of property tax records of Bè,
- 5) survey of available land and related infrastructure for a potential sites and services project in Lomé,
- 6) topographic and drainage study of Lomé sites and services project,

- 7) preliminary site plan of Lomé sites and services project,
- 8) schedule of costs of alternative design standards,
- 9) compilation of data from preliminary studies prepared for the DGUH (demographic development of Lomé, sample socio-economic data for Lomé, etc.),
- 10) financial and cost recovery analyses.

According to the HG project PP, the project's purpose along with the anticipated end of project conditions are as follows :

The project purpose is to finance the GOT's first replicable shelter programs offering improved shelter options affordable by low-income urban families in Lomé and in a major regional growth center.

Anticipated end of project conditions include :

- completed demonstration projects offering improved shelter to 60-65,000 people, affordable loans to ± 2500 households and + 1,000 small business people providing employment to an additional ± 2300 workers.
- Cost recovery procedures (sale of serviced lots, property tax collections, loan repayments) adequate to assure replication of similar projects.

Project outputs and inputs are :

Outputs

- i) New and improved sewage disposal, potable water, drainage, solid waste disposal, and circulation systems for approximately 40,000 people in the Bè area of Lomé
- ii) Approximately 1500 serviced building sites providing shelter for 12-15,000 persons north of Lomé adjacent to a small scale industrial area.
- iii) Approximately 900 serviced building sites providing shelter for 10-12,000 persons in Lama-Kara, a major regional and rural service center in the North.
- iv) About 2500 small loans to assist project beneficiaries improve, expand and/or construct houses and to finance individual water connections and sanitary facilities.
- v) About 1000 loans to small informal sector businessmen.

Inputs

- i) A \$15 million HG loan as follows :

Community improvement	3.75 million
Sites and services : Lomé	4.72 "
Sites and services : Lama-Kara	3.60 "
Building material and home improvement loans	2.50 "
Small enterprise loans	.43
- ii) GOT contribution of + 150 ha land plus an estimated \$225,000 for primary infrastructure
- iii) Continuation of the ongoing, authorized TA and IIPUP programs.

Calculations by the TA team resulted in the following income distribution of project beneficiaries together with the affordability of the HG shelter options.

<u>Monthly Income</u> CFAF	<u>Distribution</u>		<u>Affordable Shelter Options</u>
	<u>%</u>	<u>Cumul</u>	
less than 13,000	5.1	-	-
13-26,000	32.3	37.4	Rent in upgrading - 10th % Basic serviced site - 35th %
26-40,000	23.0	60.4	Sites with options 40th, 44th and 49th %
40-53,500	15.4	75.8	
more than 53,500	24.2	100.0	

Est. 1981 Median Income : CFAF 38,500

The socio-economic survey showed that the two major sources of discontent in the upgrading area are poor drainage and inadequate water supply. These problems are designed for correction by the upgrading project at relatively slight incremental costs per household.

Sites and services beneficiaries are generally found among families with established jobs in the 30th to 50th percentile of the income distribution. Studies in Bè of tenants seeking a building lot showed that in addition to higher median incomes (CFAF 20,000 (\$110) compared to CFAF 15,000 (\$75) in the Bè area as a whole), these families were slightly larger, contained a higher portion of skilled workers, paid somewhat higher rents, and a greater proportion had bank or savings accounts and/or participated in mutual savings groups or tontines.

About one third of Lomé's informal sector entrepreneurs live and work around Bè each providing work to an average 2.3 persons in addition to himself. Home improvements, financed in part by the HG small loan program, will increase construction job opportunities, and the small business loans will provide additional operating funds and technical assistance.

A project dossier summarizing the above components and the actions which must be taken by Government was submitted to the GOT in March. It has recently been learned that the Ministry of Plan agrees with the project proposals and has prepared a formal letter of request for the HG loan. Once this letter is forthcoming, it is hoped that the project can be quickly authorized in Washington.

C. INTEGRATED IMPROVEMENT PROJECT FOR THE URBAN POOR

Since the bi-annual progress report of October 1979, progress on this aspect of the TA project has continued at an increasing pace. The activities include the following :

1. Completion of sector papers on socio-economic services. In addition to

reports previously completed on social and health services, additional reports were completed on small enterprise and employment and informal savings and credit mechanisms. In connection with the latter paper much of the data incorporated were derived from interviews carried out by the socio-economic generalist and field interviewers by personnel from AGETU and OCL. The sector paper on small enterprise and employment is particularly relevant to the IIPUP Projects and the paper on credit and savings mechanisms has significant implications for the cost recovery aspects of the HG project.

2. IIPUP Project Proposal. This proposal was developed on the basis of the sectoral studies undertaken within the framework of the IIPUP project. Data gathered on the nature and scope of the social service delivery systems, their beneficiaries, bottlenecks, relevance to the HG project, etc. were incorporated into the IIPUP proposal. The IIPUP proposal includes planning for two types of funds, both of which contain information and training components :

- a) A revolving septic tank fund for the Bè upgrading area, incorporating an information-education component linked to overall community organization activities (e.g., financial and other responsibilities under the project ; sanitation improvement and maintenance of new sanitation inputs, etc.).
- b) A revolving small enterprise loan fund to assist informal sector entrepreneurs, initially in the building trades in the upgrading area, to obtain working and expansion capital ; and an educational component designed to upgrade managerial and accounting skills and procedures.

Close collaboration with a number of GOT services and ministries, as well as utilization of Peace Corps volunteers, is built into both facets of the project.

Subsequent to submission to this project proposal to DS/H it was learned that specific IIPUP grant funds were no longer available, and although the GAR/Lomé has queried AID/W regarding other possible grant funds, they have not as yet been forthcoming. Therefore this proposal was integrated into the HG project paper to be financed by HG loan funds.

3. Physical and Socio-Economic Survey of the Bè Improvement Area. This survey has been completed and a comprehensive report in French has been written and disseminated to GAR.Lomé as well as to GOT services and ministries involved in the shelter sector. In its final form it covers the results of systematic field observations, physical measurements of plots and buildings, and interviews with 941 household heads on 239 residential plots in the survey area. The survey was carried out by teams of interviewers backed up by controllers and survey

and lasted through the months of November and part of December. Analysis, coding and tabulation continued through January and February 1980. The report was completed in early March 1980 with many of the findings included in the HG project paper.

4. Work on socio-economic data requirements for Lama-Kara sites and services project. Within the framework of the IIPUP activities which will accompany the sites and services project in Lama-Kara, several surveys have been planned and questionnaires have been developed. These surveys consist of :

- a) A housing needs/target population identification survey to be carried out through the various administrative services and private para-statal firms in Lama-Kara. Questionnaires will be disseminated to services and firms whose personnel managers will in turn distribute them to their workers or agents. A second field trip to Lama-Kara will serve to follow up and complete the questionnaires.
- b) An inventory of informal sector building contractors and tradesmen as well as building materials suppliers in Lama-Kara will be carried out simultaneous to the housing needs survey. Interviewing will be done by an interviewer on AGETU's staff who is a native of the Lama-Kara area.

5. Survey for identification of informal sector building trades entrepreneurs and materials suppliers in the Bè improvement area. This survey will attempt to identify specific contractors and other entrepreneurs of the building trades in the project upgrading area. Its purpose will be to ascertain their problems, their needs, and the possibilities for self-organization, expansion, and involvement in the IIPUP aspects of the HG project. The survey will be carried out in May 1980.

V. PROJECT PROGRESS AND ISSUES

A. PROJECT OUTPUTS

According to the Logical Framework of the TA Project Paper (see Annex A), the objectively verifiable indicators for the measurement of project outputs are as follows :

1. Experienced AGETU staff plan demonstration projects coordinated with the Direction Générale de l'Urbanisme et de l'Habitat (DGUH).
2. Projects developed for implementation of augmented socio-economic service delivery.

1. As was noted in the previous section, several demonstration projects have been planned and costed for HG financing. While these projects were not

planned entirely by experienced AGETU staff, they were planned with the TA advisors and existing AGETU staff working as a team. In addition, it was brought out that project planning was and continues to be closely coordinated with the DGUH.

Now that professional counterparts have been hired by AGETU, they are taking an active role in project preparation and planning. The requisite socio-economic and informal building industry surveys in Lama-Kara as well as alternative concept plans for the project there are being undertaken by counterpart staff. When the projects go to the detailed design stage, it is envisaged that counterpart staff will act as the principal liaison and control in design supervision. This will also be true for construction supervision.

2. Regarding the second verifiable indicator, projects have been developed to augment socio-economic service delivery which are mainly health (sanitation) and economic (informal enterprise development) in nature. The surveys mentioned above will collect the information required for establishing implementation procedures, such as loan application, review, and allocation mechanisms, as well as specific areas for information, education and technical assistance.

3. Assumptions

The principal assumption for achieving project outputs is that government funding will be available for staffing and operating the new agencies, i.e. AGETU and DGUH. It was noted that the 1979 austere budget had a definite effect on DGUH's hiring capacity largely because DGUH is a part of the central government. Up to the present time, however, AGETU has not experienced this constraint mainly because it is a parastatal organization and has had funds remaining from its original budget allocation.

For the remainder of 1980, however, current funding will be a problem. Due to the continuance of the IMF's conditions for its stand-by arrangement to the end of 1980, any budget allocations will be difficult to obtain. While AGETU has been informed that it will be possible to obtain a maximum of CFAF 100 million, it will need approximately CFAF 65 million for operating expenses in 1980. Any remainder will be used for detailed design studies. Thus, there will be a shortage of funds for land acquisition in 1980. While attempts will be made to compensate most landowners with serviced plots, funds will still be required in some cases. The availability of these funds in 1981 must therefore be assured.

B. PROJECT PURPOSE

The objectively verifiable indicators which indicate progress towards the achievement of the project purpose are as follows :

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Operational GOT institutions deliver shelter solutions to more or less 2500 low-income families per year by 1984.

2. Coordinated and augmented socio-economic service delivery systems are developed.
3. GOT adopts minimum standard techniques and practices for shelter delivery.

1. As mentioned previously, the principal means of verification of the first indicator is a project paper acceptable to AID. As described in Section IV, this project paper has been completed and provides for about 2500 serviced plots (some with core houses) and upgrading of another 2500 existing parcels, each containing on the average 3.5 families. Thus, about 11,250 families will be served by mid-1983, when construction is expected to be completed, or on the average about 2800 per year from mid-1980.

2. A project paper acceptable to AID is also the principal means of verifying that progress is being made in the development of socio-economic delivery systems. As stated above, this project paper, which was written in December, 1979, requested IIPUP grant funds to establish a revolving septic tank loan fund to be subsequently replenished with HG funds. The funds thus freed up were then to be used to develop an informal enterprise loan fund in the project areas. Since IIPUP funds were not available, these two loan funds were incorporated into the HG project paper.

An important additional effort to achieve effective service delivery through these two funds is the education of the target population as to the benefits, costs and responsibilities entailed in these improvement programs. While official GOT contacts have been made, this education/publicity campaign is being held in abeyance until the project is authorized by AID/Washington.

3. With respect to the third indicator, the adoption by GOT of minimum standard techniques and practices for shelter delivery, there is a strong feeling in many parts of the government that a program utilizing such techniques and practices to benefit the urban poor is long overdue. While the TA team has conducted a continuous education campaign in the scope and benefits of minimum shelter standards, they have not had to do a substantial re-education campaign as is entailed in many other countries. Unlike most developing countries, Togo has not had a major conventional public housing program. What little state supported housing has been built has been of a very high standard, many of which are still vacant or are rented out to expatriates. Thus, given the lack of policies and programs to deal with the growing problems in the shelter sector, the proposals contained in the HG project paper have been quite well received throughout the government. This acceptance will be manifested in the GOT letter of request for the HG project which, at this writing, has been drafted and awaits the signature of the Minister of Plan.

It should also be mentioned here that, since this is the first program of its type in Togo, the education process as to minimum standards, full costs recovery, project replicability, etc. will be a continuous one. For example, at the present time SITO, the national housing corporation, is considering asking government to subsidize project infrastructure in order to lower costs to its beneficiaries. Thus, the effects of this step on AGETU's efforts to obtain full cost recovery from lower income groups must be made known to government. To this end, among others, a series of professional development seminars are planned at AGETU.

4. Assumptions

According to the Project Logframe, the principal assumption for achieving the project purpose is that the GOT has the capacity to plan and design strategies to improve urban infrastructure. Up to now the TA team has encountered no significant difficulties within the GOT in not only planning urban infrastructure improvements but also in implementing them, especially in up-country regional centers. What is lacking and will have to be dealt with at the ministerial level by both AGETU and DGUH is the management and maintenance of urban infrastructure once it is installed. During the Environmental Assessment it was ascertained that the budgets of the Municipality of Lomé and the private garbage collection firm serving Lomé were insufficient to maintain adequate service.

In order to investigate means of increasing revenues and budget allocations for the maintenance of urban infrastructure in general and project infrastructure in particular, utilization of short term technical assistance will be required. Such assistance should complement and support what will be a major government policy decision to raise municipal revenues through progressively increasing urban property taxes. In support of this objective, it has learned that the World Bank representative also feels strongly that tax revenue in general must be increased and is preparing a government paper to this effect.

C. PROJECT GOAL

The objectively verifiable indicator measuring the achievement of the project goal is as follows :

GOT policies and programs are designed which provide improved shelter, health and sanitary conditions to low-income communities and the means for them to be integrated into the broader urban environment.

It was seen above that up to now the GOT lacks an overall, comprehensive shelter policy. While the DGUH, AGETU, SITO and other government infrastructure services have their individual programs which were submitted for the Fourth Development Plan in 1979, there is no urban development policy context in which

these programs can be coordinated. Presently, seven government agencies (AGETU, SITO, DGUH, CCL, BTD, CNSS and the Caisse d'Epargne) are active in the housing field without an official effort to coordinate their activities with respect to land purchase and development, design standards, target populations served, and subsidization policy. Some comment on the foregoing policy aspects is perhaps warranted since each could become a constraint to the operations of AGETU and the achievement of the technical assistance project goal.

Regarding the land acquisition process, while SITO/BTD, CNSS and the Caisse d'Epargne all have purchased project sites, AGETU must use the process of declaring prospective project sites a public utility. This power has only been rarely used in the past and compensation has never been fully paid. In order to obtain the required coordination in land development, official land acquisition will probably become a full time activity of AGETU. This involves the difficult process of compensation. As mentioned above, AGETU plans to experiment with in-kind means of compensation, i.e. serviced plots in lieu of cash. However, the details of this process still have to be worked out.

With respect to design standards it was brought out above that due to a lack of previous low-income shelter programs, the proposed minimum standards have thus far been well received by government. Thus, by pioneering in low standard shelter concepts, the HG project has the opportunity to set de facto policy precedents. However, housing built by the CNSS, SITO and the private sector is still at very high standards which at some point will have to be coordinated with the standards being planned by AGETU.

Perhaps the best way to coordinate standards being implemented by various agencies is through the designation of target populations for each agency. This was roughly done in AGETU's Fourth Plan submission which is still being used as a guideline by AGETU. In its present project, however, SITO's target population is per force far higher than the CFA 100,000 per month designated as its ceiling. While SITO desires to reduce its standards and target population in future projects, this should be done in the context of an explicit policy formulated by representatives of all shelter sector agencies. Only then can truly integrated projects be planned and implemented.

While the HG project to be implemented by AGETU has been designed to obtain full cost recovery, the government has thus far not taken a position in the role of subsidies in the shelter sector. It was mentioned above that SITO is considering requesting government to subsidize the infrastructure costs in its present project in Lomé. The Caisse d'Epargne has also begun a housing loan program to low-income groups at below market rates. It is believed, however, that if the effect of subsidies on a self-sustaining shelter program is demonstrated to government, their impact can be minimized. Problems will arise, however, if subsidies are

approved ad hoc without an appreciation of their impact on continuous provision of shelter solutions.

The other side of the cost recovery issue is that of effective management and community development in the proposed projects. Mechanisms for payments collection have only ^{been} considered in detail by the financial institutions involved in housing such as the STD, the Caisse d'Epargne and the CNSS. Given the very low incomes that AGETU will be dealing with, decentralized management, i.e. at the project level, and community education will be crucial factors in achieving adequate debt recuperation. If payments arrears are allowed to accumulate, the precedent will make it extremely difficult to obtain full cost recovery. The administrative and personnel implications of achieving full cost recovery must therefore be faced by AGETU and related shelter agencies in the coming year.

LOGICAL FRAMEWORK

Project Title & Number: Togo Low Income Shelter -

693-0213

Date

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Program or Sector Goal: The broader objective to which this project contributes:</p> <p>To improve the shelter and related environmental, social and economic conditions of low income urban families.</p>	<p>Measures of Goal Achievement:</p> <p>GOT policies and programs are designed which provide improved shelter, health and sanitary conditions of low income communities and the means for them to be integrated into the broader urban environment.</p>	<p>Comparison with base line data</p> <p>Project evaluation</p>	<p>Assumptions for achieving goal:</p> <ul style="list-style-type: none"> Continued GOT commitment to improve shelter conditions and establishing shelter related agencies.
<p>Project Purpose:</p> <ol style="list-style-type: none"> Assist the GOT in developing the institutional capacity to plan and implement replicable shelter programs affordable by low income urban families. Assist GOT in evaluating the effectiveness of existing socio-economic service delivery systems and in designing and implementing programs to meet socio-economic service needs of low income urban families. 	<p>Conditions that will indicate purpose has been achieved: End of project status.</p> <ol style="list-style-type: none"> Operational GOT institutions deliver shelter solutions to 2,000 low-income families per year by 1984. Develop coordinated and organized socio-economic service delivery systems. GOT adopts minimum standard techniques and practices for shelter delivery 	<p>A Project Paper acceptable to AID.</p> <p>Project evaluation</p>	<p>Assumptions for achieving purpose:</p> <ul style="list-style-type: none"> GOT has the capacity to plan and execute strategies to improve urban shelter structure.
<p>Outputs:</p> <ol style="list-style-type: none"> Trained GOT staff for land development agency (AGETU) and Direction Generale de l'Urbanisme et l'Habitat. Evaluation of socio-economic service delivery system identifying needs of low income urban residents of demonstration project areas 	<p>Magnitude of Outputs:</p> <ol style="list-style-type: none"> Experienced AGETU staff plan demonstration projects coordinated with Direction Generale de l'Urbanisme et l'Habitat. Projects developed for implementation of organized socio-economic service delivery. 	<p>SPM/1 project monitoring</p> <p>Technical assistance reports</p>	<p>Assumptions for achieving outputs:</p> <ul style="list-style-type: none"> GOT funding and staff for new agencies available.
<p>Inputs:</p> <ol style="list-style-type: none"> AID: <ol style="list-style-type: none"> IMI for Technical Assistance DCI for TRIP activities GOT: <ol style="list-style-type: none"> In kind counterpart contribution for TA 	<p>Implementation Target (Type and Quantity)</p> <ol style="list-style-type: none"> <ol style="list-style-type: none"> \$400,000 for 8 person/years of resident TA plus 12 person/months short term TA. \$820,000 for 24 person/years of resident TA plus 7 person/months short term TA. \$227,000 in support services and counterpart contributions for TA. 	<p>Quarterly reports of TA advisors, and periodic TRIP reports</p> <p>SPM/1 project monitoring.</p>	<p>Assumptions for providing inputs:</p> <ul style="list-style-type: none"> Available technicians available for TA. GOT budget allocations are sufficient cover local contributions.

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