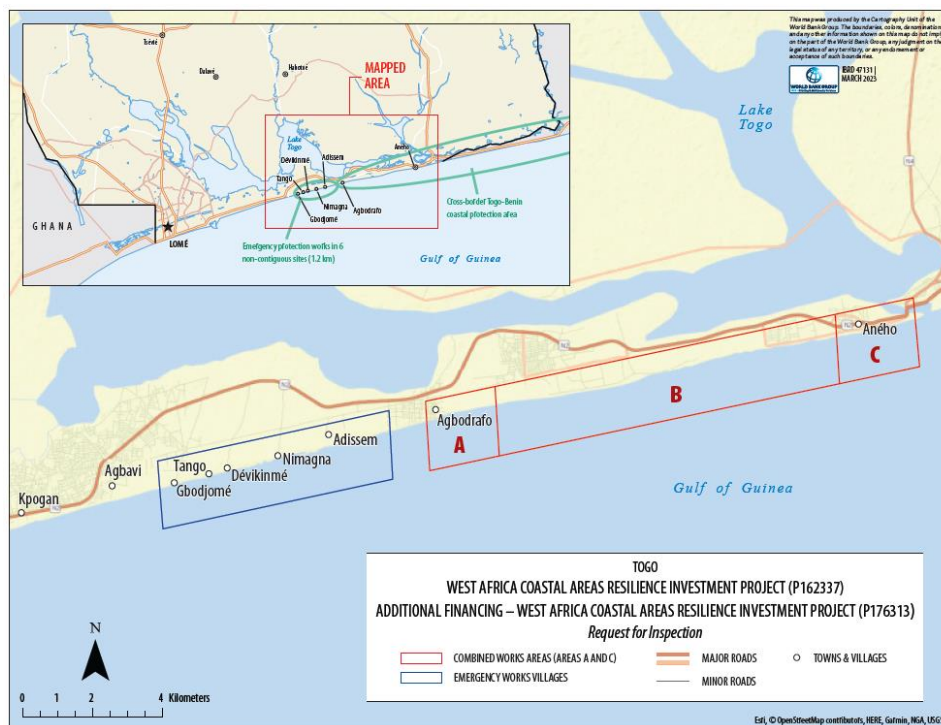


NON-TECHNICAL SUMMARY OF THE PANEL INVESTIGATION INTO THE WEST AFRICA COASTAL AREAS RESILIENCE INVESTMENT PROJECT (P162337), ADDITIONAL FINANCING (P176313) AND GLOBAL ENVIRONMENT FACILITY (GEF) (P092289)¹

The Project

The World Bank [WACA Project in Togo](#) (“WACA-Togo” or “the Project”)² is part of a regional [program](#), which includes 17 countries on the West Africa coast. Approved in April 2018, the Project aims to build resilience to address coastal erosion, enhance climate change adaptation, and foster sustainable development.

The Panel [Investigation](#) considered two subprojects of WACA-Togo – the Combined Coastal Protection Works and the Emergency Protection Measures (the “Emergency Works”). The two subprojects covered two different sections of the Togo coast. The Combined Works involved the construction of new structures and the rehabilitation of existing structures, mainly groynes (structures of stone built perpendicular to the shore to block the longshore transport of sediment), to protect the coastal segment between Agbodrafo and Aného. The Emergency Works aimed to provide short-term protection against erosion through the installation of concrete pipe walls in 5 villages: Gbodjomé, Tango, Nimagna, Adissem, and Dévikinmé.



¹ This document is not a formal summary of the investigation, it is provided to help the understanding of the Panel’s investigation into the Togo, Western Africa: West Africa Coastal Areas (WACA) Resilience Investment Project. It is not a primary source document. Readers should refer to the documents on the [Panel’s website](#) for further details.

² Full name of Bank supported Project: Togo, Western Africa: West Africa Coastal Areas Resilience Investment Project (P162337), Additional Financing (P176313) and Global Environment Facility (GEF) (P092289) (Togo).

The Request for Inspection and the Management Response

In August 2021, the Panel received a [Request for Inspection](#) concerning the Project. Having determined that the [Request was eligible](#), the Panel [recommended](#) and the Board approved a Panel investigation into the matters raised in the Request.

The Requesters, who live in several of Togo's coastal communities, supported the Project and recognized the importance of building coastal resilience against erosion. Still, they alleged the Project curtailed their ability to practice artisanal fishing, an intergenerational activity, and consequently affected their livelihoods. They also raised concerns about the lack of Project-related information and consultation and the absence of a functioning grievance redress mechanism (GRM). Additionally, the Requesters from the Combined Works area raised concerns about the involuntary resettlement process, and insufficient analysis of Project alternatives.

In its [Response](#) to the Request of October 2021, Bank Management stated that the Project would neither cause permanent adverse impact on artisanal fishing activities nor limit access to the shore or fisheries and committed to timebound, measurable actions to improve Project implementation. In its April 2022 [Update](#) on the implementation of the actions, Management stated that it had intensified implementation support for the Project, with specific attention to the finalization of the resettlement action plan and the environmental and social impact assessment. Management also provided updates on the commissioning of a [social audit](#) concerning the impacts of the concrete pipe walls in the Emergency Works area, the implementation of an initiative aimed at increasing citizen engagement, and support for an ongoing Project information campaign.

The Focus of the Panel Investigation

During its investigation, the Panel sought to understand the Project's potential adverse impact on the coastal communities. The Panel Investigation focused on four areas: (i) the different Project scenarios considered for the Combined Works throughout the design phases and the associated environmental and social risks; (ii) the land acquisition process relating to the construction of groynes; (iii) the Project's impacts on fishers, *mareyeuses* (fish transformers – all of whom are women), and the associated value chain; and (iv) the potential environmental and social harm that occurred during the construction and operation of the Emergency Works. In addition, the Panel considered the quality of the Project consultation, the functioning of GRM and the Management's supervision of the Project.

Key Panel Findings

Fishers, Value Chain and Livelihood – The Requesters, who are heavily dependent on fishing activities, were mainly concerned with the Project's potential impact on their livelihoods. The Panel found the microeconomy of artisanal fishing (particularly the beach seine – *senne de plage*) had an associated value chain that comprised different stakeholders, including young and old members of the community and that they could also be impacted. Among them the *mareyeuses* who make up the second largest component of the fishing value chain in Togo.

The Panel found that the Project had an insufficient understanding of the extent, depth, complexity and importance of beach seine fishing to fishers and their associated value chain. Therefore, the Project did not capture the implications of the works on the different fishing techniques employed by the fishers and the different demographics reliant on this sector. This meant that the Project did not have appropriate measures to address the impact on the fishers practicing beach seine fishing, as well as other members of the associated value chain.



Beach seine fishing is the most labor-intensive fishery, employing up to 25-100 community members per group, including men, women, and children. The Panel found that although the Project safeguard documents did identify the presence of fishers and *mareyeuses*, the Panel found the Project did not recognize the significance of its impact on them. The Panel also found that this type of fishing could disappear in its current form, affecting several hundred fishers and people dependent on them.



Other community members were found to be dependent on beach seine fishing. Many members of the community participate in the hauling of fish nets. Elders, women, and children – all of whom may be the more vulnerable members of the community – participate in the different associated activities such as sorting the fish by size and species, transporting, trading, and processing, and some of them taking the smaller fish which is left behind for their own sustenance.

The Panel found that the Project attempted to mitigate the impact on fishers and the value chain by asking communities to propose income generating activities. However, the Panel found that it was challenging for the community members to develop such proposals. The Panel determined that this measure did not specifically target those most affected by the potential loss of beach seine fishing.

The Emergency Works – The Panel noted that the classification of the Emergency Works as Category C, meant that no environmental and social impact assessment would be conducted beyond the initial screening. As a result, the Project was unable to identify the impact of the construction of the concrete pipes, including on health and safety, or the impact of the continued presence of broken pipes on the community and their fishing equipment. Community members talked about the injuries they sustained during the construction of the pipes and as a result of the broken pipes scattered along the beach. Such injuries included a broken leg, the loss of a fingertip and chronic back pain, besides damaged botas, motors and fishnets.



The Panel concluded that working conditions were hazardous and health and safety measures, such as the provision of personal protective equipment, were absent during construction of the pipes for the Emergency Works. Furthermore, no consideration was given to the decommissioning of the pipes despite the Emergency Works being a temporary solution.



Resettlement – The Panel concurred with Bank Management that the Project minimized resettlement by reducing the need for land for the groynes. However, the Panel found that the socioeconomic data did not consider some income streams, such as that of the mareyeuses whose economic activities are homebased, nor did it have complete data concerning dependents. The Panel also found that the Project did not have sufficient support in place to improve, or at least to restore, the livelihoods and standards of living of the resettled community members. The Panel

determined that the participation of the resettled community members in the resettlement process only took place during negotiations of compensation payments which occurred after the majority of resettlement decisions had already been made.

The Combined Works – The Project analyzed several alternative designs to build resilience to the ongoing coastal erosion. This analysis initially included the area from Kpémé to Aného (Area B below) which was subsequently excluded from the planned works.

The Panel's investigation found that the Project did not consider the impact of this exclusion. The Panel believes the groynes built west of Kpémé will curtail the eastward flow of sediment and therefore may cause increased erosion and flooding in Area B (Kpémé to Aného) as compared with the current rate of erosion and the number of flood events in this area is also likely to increase.



Adoption of the Management Action Plan

In response to the Inspection Panel Report, the June 2023 Management [Report and Recommendation](#) concluded that the Bank had made every effort to apply its policies and procedures and to pursue its mission statement in the context of the Project. Management's report included a Management Action Plan with actions to be taken by Management and the Borrower to address the Panel's findings of adverse impacts resulting from instances of non-compliance with Bank policy. Following are the specific actions identified in four areas.

Environmental and Social Screening for the Emergency Works – The Borrower hires a contractor to monitor pipe integrity, signage and lighting beacons, and manage the repair, removal, and clean-up of broken and dislocated pipe in the area of Emergency Works. It also hires community members to assist in the monitoring. Bank Management reviews the scope of works for this new contract and provide recommendations as may be needed, including a review of the terms of reference for the third-party monitors.

Construction of the Emergency Works and Working Conditions – The Borrower advises communities that the GRM remains available to receive claims from those who allege suffering injuries or unpaid wages relating to the Emergency Works and that the claims need to be filed by the end of 2023. The Borrower reviews any unresolved claims and supporting documents for resolution. Bank Management reviews the outreach to the affected communities by Project closure to confirm the review and resolution of the claims.

Livelihood Restoration – The Borrower commissions an audit of the resettlement to assess whether all relevant impacts were identified, and whether implementation was satisfactory and in compliance with the Bank's relevant policy. Bank Management reviews the proposed terms of reference and audit report for its clearance.

Impact from the Combined Works on the Fishing Community – The Borrower prepares a subproject to support economic activities and improve resilience of individuals and groups living in the coastal zone, including those involved in beach seine fishing. The design of the activities and eligibility for them will be informed by the results of consultations with the local communities. Bank Management provides technical assistance and clearance to the Borrower in the design process of the subproject. Further, the Bank commissions a study of the evolution of beach seine fishing in West Africa. This study looks at the challenges for fishing

communities posed by coastal erosion and those that may result from technical interventions to address coastal erosion. This includes identifying possible support for adapting fishing and related practices to the changes. Management ensures that the Bank's efforts are coordinated with United Nations' Food and Agriculture Organization.

Conclusion

In conclusion, the Panel concurred with Management that coastal degradation and erosion pose significant environmental challenges to Togo, due to both human and natural activities exacerbated by climate change. Despite the Project's efforts, coastal erosion cannot be entirely prevented and will continue to affect those living and working nearby. The Panel is optimistic that its findings, aimed at striking a balance between the crucial environmental aspects of coastal resilience and climate adaptation and recognizing local-level social impacts, such as potential loss of artisanal fishing, will provide insightful lessons that will inform future projects and institutional learning at the Bank.

The West African Coastal Barrier System – Erosion, Flooding, Adaptation and Resilience

A technical annex to the investigation report explains the concept of ‘adaptation pathway’, which can be highly useful in the preparation of similar projects.

Due to the impact of climate change to low lying coastal areas, Togo will need to adapt to the long-term increase of sea-level rise and storminess. The expectation is that the coast of Togo will likely witness an increase of sea-level rise of a rate of an approximate one meter per hundred years. Long-term adaptation and resilience measures will likely be needed and could include a combination of soft measures mimicking or supporting natural processes (such as adding vegetation and sand, to mitigate deficits in sediment supply, or restoring wetlands and mangrove forests), and the construction of hard measures (such as groynes, breakwaters, seawalls, and dykes) to resist erosion or flooding by waves and storms. Simultaneously, it requires developing and implementing appropriate policies to adapt to the continued effects of climate change.

