

Gulf of Guinea Joint Response Plan 2024

for refugees, asylum-seekers, internally displaced persons, and host communities

February
2025

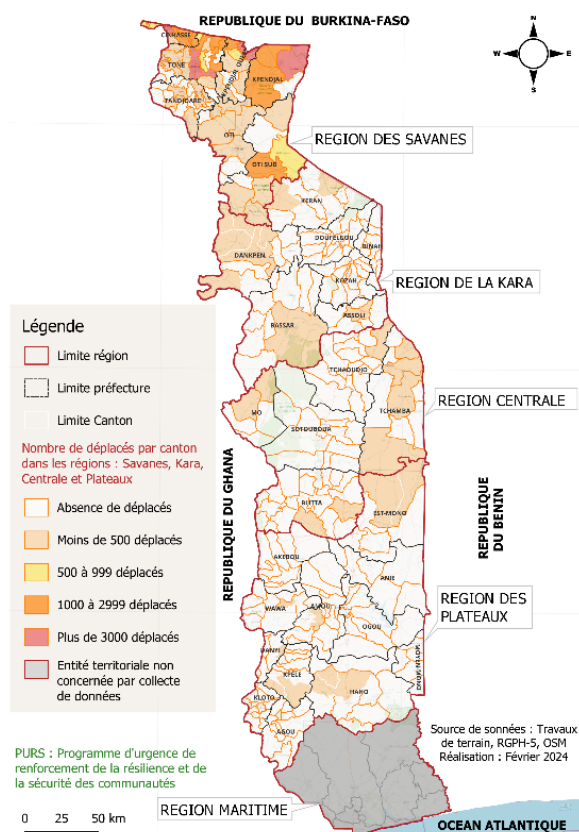
Togo Response Plan Report



© UNHCR Refugee and host community women in a community vegetable farming association, ploughing their garden in Blankouri, Togo.

1. Operational context

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Population figures. In January 2025, the CNAR (National Coordination for Refugee Assistance) and PURS (Emergency Programme for the Strengthening of Resilience and Security of Communities) reported 49,672 forcibly displaced persons in the Savanes region, including 39,501 refugees and asylum-seekers primarily from Burkina Faso, and 10,171 internally displaced persons (IDPs). In total, more than 16,000 additional refugees and asylum-seekers were registered in 2024, with 13% arriving in that year. Due to the security situation in Kpendjal prefecture (Savanes region), registration could not be conducted. In this area, there are an estimated number of 6,000 asylum-seekers and 7,500 IDPs. By the end of 2024, Togo was hosting a total of 48,768 refugees and asylum-seekers across its entire territory.

Population Groups in Affected Regions (Savanes)

	December 2023	December 2024
Refugees and asylum-seekers - estimate	29,000	45,501
Refugees and asylum-seekers - registered	23,455	39,501
Internally displaced persons - estimate	18,428	17,671
Internally Displaced Persons - Counted	9,680	10,171

Protection environment. Security incidents reported since 2021 in the northeastern part of the Savanes region (the prefectures of Kpendjal and Kpendjal West) have spread to the prefectures of Tône and Tandjoaré. These incidents include the use of improvised explosive devices by non-state armed groups, which limit access to these areas and degrade the living conditions of the populations.

Displaced persons and refugees are exclusively hosted by local communities in 71 locations in the Savanes region. These locations have limited access to basic social services, drinking water, sanitation, primary healthcare, psychosocial support, education, and non-food items.

According to December 2024 data from the Protection monitoring project P21 (launched in Togo in June 2024, with 200 people surveyed), nearly 92% of forcibly displaced persons feel safe in Togo. The remaining 8% express concerns about the proximity of conflict zones, the presence of explosive devices, the threat of non-state armed groups, and more. Gender-based violence (GBV) remains by far the main reported protection incident. GBV was reported to take place close to home while searching for water, collecting firewood, and going to the fields. Although the majority of interviewees report good relations between communities, 29% believe they remain fragile, citing mistrust between communities.

The main causes of tensions are the lack of assistance, access to land, and the lack of economic opportunities. The lack of financial resources, due to limited economic opportunities, is considered the main reason preventing children from going to school. Additionally, 49% of refugees and asylum-seekers surveyed mentioned that they do not intend to return to Burkina Faso in the near future.

2. Main achievements

Pillar 1. Analysis: Data collection and analysis

 <p>FIELD VISITS TO IDENTIFY AND MONITOR PROTECTION NEEDS</p> <p>81</p>	 <p>NEEDS ASSESSMENTS</p> <p>8</p>	 <p>COORDINATION MEETINGS WITH AUTHORITIES</p> <p>11</p>
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Pillar 2. Assistance: Coordinated immediate humanitarian response

 <p>PEOPLE WHO RECEIVED FOOD SUPPORT</p> <p>104,712</p>	 <p>PEOPLE WHO RECEIVED LIVELIHOOD SUPPORT</p> <p>236</p>	 <p>HOUSEHOLDS WHO RECEIVED SHELTER SUPPORT</p> <p>1,037</p>	 <p>HOUSEHOLDS WHO RECEIVED NON-FOOD ITEMS KIT</p> <p>4,355</p>
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Pillar 3. Prevention: Community integration and resilience

BENEFICIARIES OF ACUTE MALNUTRITION PREVENTION PROGRAMME		CHILDREN (6-59 MONTHS) TREATED FOR SEVERE ACUTE MALNUTRITION TAKEN FOR TREATMENT		CHILDREN VACCINATED AGAINST MEASLES	
14,271		2,513		66,220	
PEOPLE RECEIVING HYGIENE KITS (WASH)	PEOPLE WITH ACCESS TO DRINKING WATER	COMMUNITY LATRINES BUILT/REHABILITATED	CLASSROOMS BUILT/RENOVATED	CONFLICT PREVENTION MECHANISMS	
13,074	15,464	12	13	52	

Pillar 4. Protection

<p>REFUGEES REGISTERED ON AN INDIVIDUAL BASIS</p> <p>16,046</p>	<p>PEOPLE ASSISTED WITH CIVIL STATUS DOCUMENTS</p> <p>11,968</p>	<p>CHILDREN & CAREGIVERS RECEIVING CASE MANAGEMENT (MHPSS INCLUDED)</p> <p>933</p>	<p>UNACCOMPANIED CHILDREN IN ALTERNATIVE CARE</p> <p>105</p>
<p>CHILD-FRIENDLY SPACES BUILT & EQUIPPED</p> <p>28</p>	<p>COMMUNITY CHILD PROTECTION COMMITTEES CREATED/REACTIVATED</p> <p>72</p>	<p>PEOPLE ACCESSING GBV RESPONSE & PREVENTION SERVICES</p> <p>11,473</p>	<p>WOMEN & GIRL RECEIVING DIGNITY KITS</p> <p>700</p>



©UNHCR Refugee and host community women in a savings and credit association - Korbonghou, (Togo)

The cross-cutting nature of social cohesion. In 2024, the partners of the Joint Response Plan placed particular emphasis on the cross-cutting integration of social cohesion issues throughout their interventions related to forced displacement. The main interventions included: a) the establishment of 20 mixed Community Savings and Credit Associations with 15 refugee and 10 host community members, which enabled joint gardening activities; b) strengthening capacities and traditional dialogue mechanisms by relying on religious and community leaders; and c) awareness campaigns on the issue of violent extremism and the role of communities in prevention. Access to basic social services and food distribution (see below, Strengthening Emergency Response) also contributed to enhancing social cohesion by strengthening ties between communities through an inclusive approach that integrates refugees, IDPs, and host populations. By addressing essential needs in an equitable manner, access to key needs such as water, health, and education, as well as distributions, promoted resource sharing and reduced tensions related to competition for access to water, food, opportunities, and natural resources.

Within the PURS, stakeholders established a Social Cohesion Working Group (Groupe de travail sur la cohésion sociale - GTCOSO) to support the government's efforts on this central issue. The GTCOSO organizes its work around four main areas: **i.** strengthening the capacities of local communities in the peaceful management of tensions, **ii.** supporting local authorities and traditional leaders to ensure they play a central role in promoting social cohesion, **iii.** collaborating with ministries at the national level (Territorial Administration, Decentralization and Traditional Chiefs, Social Action, Solidarity and Women's Empowerment, Security and Civil Protection...), as well as the media, and national civil society organizations, and **iv.** promoting actions for the consolidation of social cohesion in an intersectoral manner for all actors involved.

Strengthening emergency response. To address the needs of forcibly displaced populations, the integrated community-based approach focused on promoting social cohesion also emphasized the continuum between emergency responses and development initiatives. This approach highlighted inclusivity and the resilience of basic social services for the benefit of host communities, refugees, and IDPs.

A total of 66,220 children under the age of two were vaccinated against measles and rubella in the Savanes region. Regarding the prevention of mother-to-child HIV transmission, 251 pregnant and breastfeeding women were put on antiretroviral treatment. As part of the screening and treatment of severe acute malnutrition (SAM), 57,865 children under five were screened, and 2,513 cases of SAM were admitted and treated. In terms of prevention, the creation of 39 community support groups for infant and young child feeding helped raise awareness among caregivers of children aged 0 to 23 months, enabling them to improve their nutrition.



In 2024, 26,858 children, including 12,804 girls, also received school supplies in host communities welcoming displaced persons and refugees. In parallel, 67 teachers were trained in psychosocial support to assist children affected by violence related to insecurity and to promote their school integration.

The adoption of a holistic community-based protection approach, through the establishment of 28 child-friendly spaces, a referral system, and the strengthening of the coordination framework, allowed: **i.** 19,097 children and caregivers to benefit from psychosocial support, **ii.** 933 children who were victims of violence or exploitation, as well as 105 unaccompanied or separated children, to receive individual care, and **iii.** 11,473 people to benefit from services for the mitigation, prevention, and response to gender-based violence.

In 2024, access to drinking water was improved, through the construction of 17 boreholes for a total of 15,464 people. Appropriate sanitation services were also provided to 13,074 members of the refugee and host communities. These communities benefited from essential water, sanitation, and hygiene services.

In 2024, 4,355 households affected by forced displacement received non-food assistance (kitchen kits, bedding, and hygiene equipment) in collaboration with the National Civil Protection Agency (ANPC). This assistance was coupled with food distribution by the government to ensure a synergistic approach.

Based on the analysis of the Harmonized Framework in November 2023 and March 2024, four cycles of food distributions targeting populations in crisis or emergency situations related to acute food insecurity (Integrated Food Security Phase Classification, IPC, 3+) were carried out in the Savanes region. A total of 104,712 people benefited from food assistance, including 94,036 receiving emergency food assistance (in-kind), while 10,676 people benefited from the e-voucher modality (electronic vouchers worth 40,000 CFA francs, calculated based on the maximum household size of five people). The introduction of the e-voucher modality, approved by the Government through PURS, provides a relevant response mechanism that supports the empowerment of beneficiaries by improving their food diversity, while preserving their dignity and flexibility. This modality also helps reduce logistical costs while supporting local markets.

In addition to food assistance and to prevent malnutrition in the most vulnerable groups, specialized nutritional products were distributed to 7,946 children aged 6 to 23 months and 6,325 pregnant or breastfeeding women, supported by active screening and referral activities linked to the nutritional services of the Ministry of Health. For in-kind food assistance, the basic food assortment included cereals, legumes, vegetable oil, iodized salt, and super cereals to prevent malnutrition among children aged 6 to 23 months and pregnant or breastfeeding women.

Through support to local NGOs, awareness campaigns were organized in the municipalities of Cinkassé 1, Cinkassé 2, Tone 1, Tone 4, and Kpendjal West 2. Through mobile caravans, both host populations and refugees were sensitized on gender-based violence (GBV) and benefited from reproductive health services (prenatal consultations, anemia prevention, HIV screening, referral of people living with HIV to state health facilities, syndromic management of sexually transmitted infections, provision of contraceptive methods, etc.), as well as listening and psychological support sessions for GBV survivors. A total of 2,426 people, including 1,478 refugees, were sensitized on GBV. Additionally, 1,660 people, including 981 refugees, benefited from reproductive health services. Four individual listening sessions and psychological support sessions for GBV survivors were organized, reaching 602 people, including 528 refugees. Six listening centers provided psychological support and counseling to both host populations and refugees.

Emergency support to vulnerable households also included the distribution of 1,000 female hygiene kits and 4,355 non-food item kits for water, sanitation, and hygiene. Housing rehabilitation benefited 1,000 refugee households and their hosting families, with the aim of strengthening social cohesion within the communities. This assistance followed an assessment of shelter and non-food item needs among communities affected by forced displacement in the Savanes region. Considering that a majority (53%) of beneficiaries stated that the kits they received met their actual needs, this assistance is considered essential. However, it is necessary to refine the needs assessment and adjust the approach to maximize impact and ensure even more targeted and effective assistance.

Support to agricultural economic activities. In Togo, Community Savings and Credit Associations (ACEC) or Village Savings and Loan Associations (AVEC) are essential tools for strengthening mutual assistance and community resilience. ACEC and AVEC serve as entry points to support the economic opportunities of forcibly displaced persons and host communities while fostering social cohesion.

In the prefectures of Tône, Kpendjal, Kpendjal-West, and Cinkassé, 41 ACEC/AVECs, with more than 500 members, have been supported in collaboration with national partners and actors of the Joint Response Plan (Women's Network for Development/REFED, National Youth Council/CNJ, National Employment Promotion Agency/ANPE, Women's Club of the Savanes for the Promotion of Culture).



©UNICEF Community management of acute malnutrition - Bomboaka (Togo)

Given the agricultural profile of the populations in the host areas, the support primarily consisted of the provision of agricultural inputs and equipment (fertilizers, seeds, phytosanitary products, motor pumps, small farming tools...), technical training (market gardening and rainfed agriculture, fattening, poultry farming), and organizational training (governance of ACEC and AVEC, financial management...) as well as support for financial inclusion.

3. Coordination and synergy

Strengthening coordination through the PURS. The Joint Response Plan is part of the Emergency Programme for Strengthening Resilience and Community Security (PURS), which is implemented inclusively between the government and all technical and financial partners to strengthen social cohesion within communities facing forced displacement. Since its launch in 2022, the PURS government programme has been a key pillar in improving the living conditions of vulnerable populations in northern Togo, affected by the security crisis.

The architecture of the PURS provides a valuable tool to ensure smooth dialogue between Togolese authorities (administrative bodies, technical services, local elected officials) and partners (UN agencies and NGOs), and to support the coordination of the response around the triple nexus of humanitarian-development-peace. In 2024, the actors of the Joint Response Plan focused on strengthening collaboration and coordination of interventions through the PURS. Specifically, they established, within the PURS, a coordination system for the response to displacement shocks. The CNAR took the lead in the protection sector, covering legal issues, child protection, and gender-based violence (GBV).

Beyond the coordination of interventions, this modality ensures joint needs assessments through its information management working group, allowing for the development of joint programming. To this end, a multisectoral needs assessment will be conducted in February 2025 in the Savanes region and other areas of PURS extension.

Finally, the PURS and the CNAR are also implementing an alert mechanism for better management of new arrivals and protection incidents in the Savanes region.

Coordination within the United Nations System. In 2024, the activities implemented by the United Nations System and NGOs in Togo were coordinated by the Intersectoral Emergency Coordination Group, under the authority of the Resident Coordinator. This group continued to promote the implementation of sectoral operations, ensuring enhanced coordination between UN agencies and international non-governmental organizations.



©UNICEF Child protection field visit - Djabargou (Togo)

This coordination allowed to maximize the effectiveness of interventions and ensure a more coherent response to the needs of the most vulnerable populations. Each agency continued to lead the various working groups in Togo, bringing together complementary expertise from the Humanitarian–Development–Peace actors to respond effectively and in an integrated manner to crises.

Engagement with development actors. In May 2024, Togo became eligible for the World Bank window for host communities and refugees. This eligibility followed a preparatory mission that took place in November 2023 with a World Bank delegation, UNHCR, and relevant authorities. During this mission, meetings were held with refugees and members of the host community in the Savanes region. This resulted in additional funding for Togo from the Gulf of Guinea Northern Regions Social Cohesion Project (COSO) amounting to 23 million US dollars to strengthen the resilience of host and forcibly displaced communities in the main refugee reception areas.

The Joint Response Plan also facilitated the development of joint projects promoting the humanitarian-peace-development nexus. Under EU/INTPA funding, four agencies (UNHCR, IOM, UNICEF, and WFP) will address food insecurity through the Home-Grown School Feeding (HGSF) approach in 2025 and 2026, while also promoting social cohesion. School meals will be prepared using locally sourced products provided by small-scale farmers, including refugees and internally displaced persons (IDPs), supported by IOM and WFP. The collaboration between UNICEF and WFP will improve the living conditions of vulnerable communities through complementary activities such as school gardens, access to clean water, and hygiene promotion. Based on strengthened data from UNHCR, the project effectively targets populations and promotes the inclusion of refugees and IDPs in the local economy. Finally, Togo has agreed to include refugees in the upcoming Harmonized Household Living Conditions Survey (EHCVM) with support from UNHCR–World Bank Joint Data Center.

Expansion of the Joint Response Plan Partnership Framework. Since the launch of the Joint Response Plan, its implementation has seen the inclusion of additional stakeholders beyond its initial composition (UNHCR, UNICEF, IOM, and WFP). The inclusion of other stakeholders (UN, INGOs, and civil society) began at the outset of the implementation within the framework of the response coordination mechanism led by the PURS and all technical and financial partners.



©UNICEF Distribution of school kits – Kountongbong (Togo)

4. Overview of key needs and priorities in 2025

Maintaining and strengthening registration. The insecurity in the Kpendjal prefecture has prevented the completion of the registration process for asylum-seekers and IDPs. Discussions are ongoing with the authorities to allow registration in this area at the beginning of 2025. A continuous registration operation, based on new arrivals, will be established and will include more socio-economic data to inform and support inclusion dynamics.

Social cohesion and the protection environment. Based on the evolving context in which forcibly displaced populations continue to be hosted within communities, it is considered that maintaining social cohesion, ensuring a protective environment for children and women, and strengthening access to essential social services remain priorities. The continuation and strengthening of protection monitoring activities (*Project 21*), launched in mid-2024 in Togo, are therefore crucial.

Continued emergency humanitarian assistance. The existing situation and the anticipation of new movements require the establishment of emergency response capacity. A multisectoral needs assessment planned for February 2025 will help define priority needs. Population displacement has impacted the food and nutrition security of affected populations. This situation, combined with prolonged drought periods in 2024, led to a decrease in cereal production, particularly maize and rice, causing a surge in prices despite government measures. Although food and nutritional needs remain significant across the country, the Savanes region continues to be the most affected by food insecurity, with 14.3% of its population — 175,069 people — classified in phase 3+ (Crisis or emergency) of the Integrated Food Security Classification according to the results of the most recent Harmonized Framework in October 2024. The Emergency Food Security Assessment conducted in September 2023 revealed that 89% of internally displaced persons, 85% of refugees, and 77% of host communities faced acute food insecurity (moderate to severe). This situation has likely worsened during 2024 due to limited humanitarian assistance. In October 2024, indicators from the Consolidated Approach for Reporting Indicators of Food Security and Economic Capacity to Meet Essential Needs of the food security and nutrition survey showed that a significant portion of the population is facing food insecurity in Tandjoare, Tone, Cinkassé, and Kpendjal-Ouest (Savanes region).

Support for the inclusion of forcibly displaced persons and community resilience. The commitments related to the inclusion of refugees in social protection and economic empowerment programmes made by the Government of Togo during the Global Refugee Forum in December 2023 will guide interventions. To strengthen community resilience, food assistance for assets activities must be scaled up. These activities will benefit populations affected by crises, particularly host communities, IDPs, and refugees, by providing increased income opportunities through cash transfers. The development of community assets will aim to increase agricultural production and productivity by improving access to water for farming and rehabilitating degraded ecosystems. These initiatives will promote the adoption of improved agricultural practices and better production management, thereby strengthening community resilience to future shocks while fostering social cohesion between populations, especially in a region where access to resources is complex and a source of tension. Mixed cooperatives (refugees, IDPs, and host communities) will continue to be supported to contribute to a more sustainable local food system, including the transformation of products with high nutritional value for sale in school canteens and to communities. In the more stable areas, the basic services linked to national norms and standards must be reinforced, as well as interventions aimed at improving housing for displaced persons and the families hosting them. Strengthening the inclusion and resilience of displaced persons and host communities also means integrating them into national and local development plans. In this regard, the inclusion of refugees in Planned Agricultural Development Zones will be considered.

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