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# Project Information Document (PID)

Appraisal Stage | Date Prepared/Updated: 20-May-2024 | Report No: PIDIA00445



**BASIC INFORMATION**

**A. Basic Project Data**

Project Beneficiary(ies)	Region	Operation ID	Operation Name
Chad	WESTERN AND CENTRAL AFRICA	P502142	Chad Adaptive and Productive Safety Nets Project
Financing Instrument	Estimated Appraisal Date	Estimated Approval Date	Practice Area (Lead)
Investment Project Financing (IPF)	13-May-2024	18-Jun-2024	Social Protection & Jobs
Borrower(s)	Implementing Agency		
REPUBLIC OF CHAD	Cellule Filets Sociaux		

Proposed Development Objective(s)

The Project Development Objective (PDO) is to increase access to social safety nets for poor and vulnerable populations and refugees, and to strengthen Chad’s social protection system.

**Components**

Roll-out of the National productive safety net program (PSSSNP)  
Strengthening the social protection system  
Project management

**PROJECT FINANCING DATA (US\$, Millions)**

**Maximizing Finance for Development**

Is this an MFD-Enabling Project (MFD-EP)? No

Is this project Private Capital Enabling (PCE)? No

**SUMMARY**

<b>Total Operation Cost</b>	<b>120.00</b>
<b>Total Financing</b>	<b>120.00</b>
<b>of which IBRD/IDA</b>	<b>100.00</b>
<b>Financing Gap</b>	<b>0.00</b>



DETAILS

World Bank Group Financing

International Development Association (IDA)	100.00
IDA Grant	100.00

Non-World Bank Group Financing

Trust Funds	20.00
SAHEL ADAPTIVE SOCIAL PROTECTION PROGRAM	20.00

Environmental And Social Risk Classification

Moderate

Decision

The review did authorize the team to appraise and negotiate

B. Introduction and Context

Country Context

1. **Chad is a fragile, land-locked, low-income country with a population of 18.3 million, experiencing political instability.** Chad’s Gross Domestic Product (GDP) per capita was US\$722 in 2023, compared to the average of US\$757 in low-income countries and US\$1,623 in Sub-Saharan Africa<sup>1</sup>. Chad faces important fragility, fueled by drivers including cross-border violence, regional imbalances and associated grievances, inter-communal tensions linked to natural resources management, and dysfunction in the justice and security sectors.<sup>2</sup>

2. **Chad’s climate vulnerability is estimated to be the highest in the world.**<sup>3</sup> As per the G5 Sahel Country Climate Development Report, Chad’s GDP is expected to shrink by 4.2 percent by 2050, even under a relatively wet, optimistic climate scenario but by as much as 10.5 percent under a dry, more pessimistic climate scenario without adaptation, leading to increases in the poverty rate of up to 34 percent. While oil is the main driver of GDP growth, agriculture continues to be the backbone of the economy, employing close to 70 percent of the workforce and contributing 1.6

<sup>1</sup> Macro Poverty Outlook, April 2024, [http://macro-poverty-outlook.worldbank.org/mpo\\_files/mpo/mpo-sm24-tcd-scope.pdf](http://macro-poverty-outlook.worldbank.org/mpo_files/mpo/mpo-sm24-tcd-scope.pdf)

<sup>2</sup> Chad’s Risk and Resilience Assessment (World Bank, 2021)

<sup>3</sup> Chad is considered the most vulnerable country to climate change (ranked 185) of the countries ranked by the Notre Dame Global Adaptation Initiative (ND-GAIN) Country Index,. See : <https://gain-new.crc.nd.edu/>



percentage points of GDP growth in 2022.<sup>4</sup> However, major droughts are recorded every 4-5 years and important flood events occurred every 2.5 years over the last decade.<sup>5</sup> Floods affected 100,000 people in 2019 and 1.3 million in 2022.<sup>6</sup>

3. **The inflow of more than one million forcibly displaced people from neighboring countries has put pressure on limited local resources and deepened existing vulnerabilities.** As of April 2024, Chad hosted 1.23 million refugees<sup>7</sup> with Sudan (84 percent) and the Central African Republic (12 percent) the principal sources. Over 0.5 million refugees arrived after the eruption of the Sudanese conflict in April 2023 adding to long-term refugees arrived over the past 20 years. Population displacement has increased the demand for the already limited basic services and food and heightened the pressure and tensions related to scarce natural resources. Isolation, poor infrastructure, underdeveloped supply chains, the high cost of fuel, and the absence of technical assistance and microfinance institutions constrain livelihood opportunities.<sup>8</sup> Refugees have limited productivity opportunities due to the lack of tools and inputs and the limited size of herds, putting them, especially young, at risk of engagement in hazardous endeavors. Poverty rates reach 80 percent among refugees and 70 percent in host communities, well above the national average of 42 percent.<sup>9</sup>

4. **Gender inequality is widespread, with women facing limited autonomy and high rates of gender-based violence (GBV).** Female labor force participation stood at 48.4 percent in 2022, compared to 70.8 percent among men.<sup>10</sup> Although they make up nearly half of the workforce, primarily in agriculture and commerce, women have less control over resources and decision-making in their households and communities. Customary laws often deny women inheritance rights and land ownership.<sup>11</sup> GBV is prevalent, with 16 percent of women experiencing violence from a partner and many women consider domestic violence justifiable.<sup>12</sup> Conflict and insecurity worsen GBV risks, and female-headed households, which are common among refugees and host communities, face increased marginalization and poverty. A significant portion of women are affected by female genital mutilation, which is linked to marriage customs and presents health risks.<sup>13</sup> Women also face a financial and digital inclusion gap although the levels for men are also low.

#### Sectoral and Institutional Context

5. **The Chadian government has prioritized expanding safety nets to one million extremely poor beneficiaries in its forthcoming National Social Protection Strategy (SNPS).** The SNPS (2024-2028) will incorporate adaptive social protection, featuring the development of a national program and social registry, and will support sectoral coordination by the government. The previous SNPS (2016 – 2020) managed to increase the focus on SSN as a priority through the

<sup>4</sup> Macro Poverty Outlook, April 2024, [http://macropovertyoutlook.worldbank.org/mpo\\_files/mpo/mpo-sm24-tcd-scope.pdf](http://macropovertyoutlook.worldbank.org/mpo_files/mpo/mpo-sm24-tcd-scope.pdf)

<sup>5</sup> The EM-DAT database ([www.emdat.be](http://www.emdat.be)) lists 2001, 2009, 2012, 2017, and 2022 as major drought years since 2000; an analysis of CHIRPS rainfall data performed by WFP in 2017 registers 2004, 2009 and 2011 as major drought years for the country between 2000 and 2015 (WFP, 2017, Integrated Context Analysis, [https://data.humdata.org/dataset/wfp\\_ica\\_tcd\\_2018](https://data.humdata.org/dataset/wfp_ica_tcd_2018)).

<sup>6</sup> OCHA, Tchad : Note sur les inondations, 25 Oct 2022, <https://reliefweb.int/report/chad/tchad-note-sur-les-inondations-25-octobre-2022>. Officials with the state weather agency described the flooding as "catastrophic". Flooding destroyed an estimated 2,700 hectares of crops and airable farming land during August 2022

<sup>7</sup> UNHCR, 7 April 2024, <https://data.unhcr.org/en/country/tcd>

<sup>8</sup> Watson, C., Abdoulaye, Y., Minguemadji Zizoi, N. (2023). Refugees and host communities in eastern and southern Chad. Key findings from qualitative research on the dynamics of socio-economic integration in four provinces.

<sup>9</sup> World Bank 2021 Chad Poverty Assessment. Investing in rural income growth, human capital, and resilience to support sustainable poverty reduction.

<sup>10</sup> International Labour Organization. "ILO Modelled Estimates and Projections database (ILOEST)" ILOSTAT. Accessed April 25, 2023. <https://ilostat.ilo.org/data/>.

<sup>11</sup> Le Masson et al., 2017

<sup>12</sup> World Bank.2024. Chad Gender Landscape. Washington, D.C.: World Bank Group.

<https://documentsinternal.worldbank.org/search/33861194>

<sup>13</sup> MICS 2019



Refugees and Host Communities Support project (PARCA) and the Inclusive Development Program in the Hosting Zones (*Programme de Développement Inclusif dans les Zones d'Accueil*, DIZA) and universal health coverage, however, the establishment of key governance and coordination structures is still pending.<sup>14</sup>The government expects to finalize and endorse the SNPS this year.

**6. Chad's refugee protection framework remains adequate, and the policy and institutional environment has improved significantly in recent years** The latest Refugee Policy Assessment from the United Nations High Commissioner for Refugees (UNHCR), (dated February 24, 2024, and covering July 1 to December 31, 2023) confirms that progress was made on several fronts. First, the legal and institutional framework to promote protection through the asylum law, adopted on December 23, 2020, promulgated under decree number 27, on December 31, 2020, was followed by its implementing decree promulgated by decree 486 of April 25, 2023. The domestication of the Kampala Convention for Internal Displaced Persons through the bill adopted by the Council of Ministers submitted for examination to the national transition council (*Conseil National de Transition*, CNT) on May 23, 2023.

**7. However, the implementation of the refugee protection legal framework faces challenges related to the refugees' access to land and full participation in the economy due to the unavailability of secure and official identity documents (ID).** Chad's refugee legal and institutional framework gives refugees and asylum-seekers the same rights as Chadian citizens to access state social protection programs, it offers refugees the right to own land, engage in formal employment and commercial activities, move freely, and access national social services.<sup>15</sup> <sup>16</sup> However, the National Commission for Refugees and Returnees (*Commission Nationale pour l'Accueil et la Réinsertion des Réfugiés et des Rapatriés*, CNARR) the central government body supporting refugee agenda in Chad, faces major challenges related to limited financial resources and qualified human resources. This affects CNARR's capacity to provide secure and official IDs to refugees.

**8. Displacement exacerbates refugee women's productive constraints, depriving them of economic and social resources; integration can help rebuild their economic and social capital.** Female-headed households comprise over 50 percent of all refugee households, and women constitute 61 percent of the working-age population.<sup>17</sup> Refugee women, who mostly have agricultural backgrounds, are often forced into unfavorable employment arrangements due to limited access to land and insecure land tenure. Women have little time for income-generating activities due to domestic responsibilities and engage in petty trading, which present viable income opportunities, but a lack of economic and financial resources hinders their engagement.

**9. Food security and response early warning and response systems, including drought, are neither fully functional nor financed.** The central body for food security data collection, analysis, and response, the National Crisis Prevention and Management System (*Dispositif National de Prévention et de Gestion des Crises alimentaires, nutritionnelles et pastorales; DNPGC*) was established in 2017 in the Prime Minister's office. Of the three sub-institutions, only the the Food Safety Information and Early Warning System (*Système d'Information sur la Sécurité Alimentaire et d'Alerte Précoce; SISAAP*) has

<sup>14</sup> The social protection governance structures include a high-level steering committee, (*Conseil National de Protection Sociale CoNaPS*) chaired by the Prime Minister and involving sectoral ministries, providing strategic direction. The social protection steering committee (*Comité de Pilotage de la stratégie CP*), comprising representatives from the public sector, private sector, NGOs, and development partners, will oversee the SNPS's overall implementation. Eventually, the permanent technical secretariat (*Secrétariat Technique de la Protection Sociale STPS*), staffed with specialists, is tasked with operational coordination, monitoring, and evaluation of the strategy and operations. At the decentralized level, regional action committees (*Comités Régionaux d'Action CRA*) serve as consultative bodies throughout the system.

<sup>15</sup> The World Bank, 2024. Chad Economic Update. Special Chapter: Hosting Refugees in an Inclusive Manner

<sup>16</sup> UNHCR, 2023. Chad: Refugee Policy Review Framework. <https://data.unhcr.org/en/documents/details/107254>

<sup>17</sup> OCHA (2023). CHAD: Overview of inter/intra-community conflicts. July 2023. <https://www.unocha.org/publications/report/chad/chad-overview-interintra-community-conflicts-january-2024>.



been established, with the responsibility to regularly collect and analyze food security data as a baseline for the semi-annual *Cadre Harmonisé*. The SISAAP also undertakes the crisis response coordination and monitoring/evaluation, including the preparation of the annual national food security response plan to the lean season, the *Plan National des Réponses (PNR)*. SISAAP's challenges related to quality and availability of data and the design and coordination of the PNR are linked to a frequent lack of resources.

10. **The flood early warning system infrastructure is limited, and responses tend to be delayed.** The Water Resources Directorate at the Ministry of Water (*Direction de Ressources en Eau* at the *Ministère de l'Eau et de l'Assainissement*) runs the national network of hydrological stations to monitor river levels. The system has limited coverage and irregular updates, driven primarily by communities initiating a reporting process through the administrative levels, which often reach the central level late. Central monitoring and response suffer as a result. The Directorate of National Solidarity at the Ministry of Social Action (the *Direction de la Solidarité Nationale* at the *Ministère de l'Action Sociale, de la Solidarité Nationale et des Affaires Humanitaires, MoSA*) then oversees coordinating national flood response efforts and collaborates with international partners.

### C. Proposed Development Objective(s)

Development Objective(s) (From PAD)

11. The Project Development Objective is to increase access to social safety nets for poor and vulnerable populations and refugees, and to strengthen Chad's social protection system.

#### Key Results

12. **For the context of this project, the following definitions are used:**

- Poor populations mean people living below the national poverty line. Vulnerable populations are poor or quasi-poor people at risk of deeper deprivation after covariate or idiosyncratic shocks.
- Strengthening Chad's social protection system refers to the strengthening or establishment of (i) the USR, which allows for dynamic enrolment and targeting of beneficiaries of safety nets and other social assistance programs; (ii) a payment platform, which allows for rapid and cost-effective payment delivery to beneficiaries; (iii) the food security early warning and response system for the detection of food insecurity and timely response; and (iv) the national safety net program led by the government.

### PDO Level Indicators

13. **The PDO indicators are:**

❖ *Increasing access to social safety nets for the poor and vulnerable populations:*

- Beneficiaries of social safety net programs (all) (corporate scorecard indicator), of which females (percentage), youth (percentage), people with disability (percentage), and Refugees (number), Host Communities (number), and Internally Displaced People (number).
- Displaced people and people in host communities provided with services and livelihoods (corporate scorecard indicator), of which females (percentage), youth (percentage), people with disability



(percentage), and refugees (number), Host Communities (number), and Internally Displaced People (number).

❖ *Strengthening the national social protection system:*

- People with updated information in the Unified Social Registry (number)\*.
- People receiving digital payments (number)\*.

\* *Disaggregated by gender, disability, and refugee.*

#### D. Project Description

14. The project supports the government of Chad in establishing and rolling out a new national and productive social safety net program (PSSNP) to 781,200 extremely poor (10 percent of poor), vulnerable, and shock-affected individuals and in building the foundations of a national adaptive and productive social safety net system.

15. **Component 1: Roll-out of the national productive social safety net program (PSSNP) (indicative US\$81.25 million equivalent)**

- Sub-component 1.1: Integrated productive social safety net program. A three-year integrated productive package will be provided to extremely poor and vulnerable households, including refugee and host community households.
- Sub-component 1.2: Shock-response emergency cash transfers. The sub-component will finance emergency transfers to 240,000 acutely food insecure individuals during the lean season.

16. **Component 2: Strengthening the social protection system (indicative US\$25.75 million equivalent)**

- Sub-component 2.1: Unified Social Registry (USR), payment module, and food security early warning and response system. This sub-component will, as its first pillar, strengthen the emerging social registry through its coverage expansion and interoperability.
- Subcomponent 2.2: Establishing the delivery for the productive social safety net program (PSSNP) with the inclusion of refugees into the system. This sub-component will assist the government in establishing the new national Productive Social Safety Net Program (PSSNP) and operationalizing the key governance structures outlined in the SNPS.

17. **Component 3: Project management (indicative US\$13 million equivalent).** This component will finance project management, human and material resources, and monitoring and evaluation.

18. **Component 4: Contingent Emergency Response (CERC, US\$0 million).** A CERC is included in the project in accordance with the Investment Project Financing (IPF) Policy, paragraphs 12 and 13, for Situations of Urgent Need of Assistance and Capacity Constraints. This will allow for rapid reallocation of project uncommitted funds in the event of an eligible emergency as defined in OP 8.00.



Legal Operational Policies	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Area OP 7.60	No

Summary of Screening of Environmental and Social Risks and Impacts

19. The project aims to support the government’s efforts in developing the national adaptive social protection system and increasing access of poor and vulnerable populations to productive safety nets, including refugees and host communities. The project will provide cash transfers, economic inclusion, and human capital accompanying measures to poor and vulnerable households nationwide with focus on shock-prone areas/poorest provinces, thus expanding the scope from the on-going Refugees and Host Communities Support (P164748, PARCA) project that focuses solely on areas with forced displacement. The project will contribute to the creation of a comprehensive payment system what will disburse cash transfers through an electronic platform, which in turns mitigates the risks involved in conducting payments in-person. Currently the proposed project activities do not involve civil works, but this will be confirmed during preparation. The payments will be based on a national integrated social registry to be established by the project. The environmental risk is rating moderate at this stage as potential risks and impacts on the environment are expected to be manageable with good practice measures. As no infrastructure is planned under the project, no irreversible impacts are anticipated. The main potential risks associated with the activities of the Project are occupational and Community Health and Safety. Also, distribution of healthcare material and digital devices can pose environmental risks related to safe final disposal of hazardous waste. Risks related to medical waste, e-waste generation and energy consumption will require adequate mitigation measures, especially in the national context where waste management is general limited. There is a national medical waste management plan and WB funded projects are strengthening its application. The social risk is assessed as moderate at this stage of preparation. The project will be implemented in remote areas, facing significant logistical constraints and uncharted local political dynamics. A high prevalence of refugees, security risks, and a fragile governance context further complicate the situation and the ability for effective monitoring. Tensions at local levels are likely given the large numbers of refugees and competition for resources and aid. Ability to obtain necessary documentation to be included in the social registry and/or for cash transfers may raise conflicts among the refugee population in particular. The preliminary SEA/SH risk is deemed to be high considering both context and project-specific risks.

### E. Implementation

#### Institutional and Implementation Arrangements

20. The project will be anchored at the Social Safety Nets Unit (*Cellule Filets Sociaux, CFS*) under the supervision of the Ministry of Economy, Planning and International Partnerships (*Ministère de l'Économie, du Plan et des Partenariats internationaux, MEPPI*). The CFS, created by a decree in 2016, aims to design and implement national social safety net programs and support systems. It has experience managing World Bank-financed programs. MEPPI will offer fiduciary oversight of the project. It is well-equipped to foster synergies between adaptive social protection and other sectors.





21. **A project implementation unit (PIU) will be created to coordinate the project's different components and hold overall fiduciary and implementation responsibilities.** The PIU will be staffed with competitively hired specialists. The CFS will support project set-up until the recruitment of key project staff and will play a role in overall supervision, ensuring coordination and synergies with other safety net initiatives. The National Institute for Statistics, Economic and Demographic Studies (*Institut National de la Statistique, des Etudes Economiques et Démographiques, INSEED*) will be an implementing partner for the activities related to the USR under sub-component 2.1. INSEED will have a focal point who will interface with the project and provide inputs into the Annual Work Plan and Budget (*Plan de travail et Budget annuel, PTBA*).
22. **The project will coordinate regularly with the UNHCR and CNARR to ensure complementarity and synergies with refugee response.** This will cover issues such as targeting refugee beneficiaries and the complementarity and synergy of interventions in refugee camps.
23. **The midterm review will evaluate the possibility of transitioning certain responsibilities to a national institution.** This will be based on the results of the institutional assessment in sub-component 2.2 and the World Bank's evaluation of the institution's capacity and support needs. The PIU will retain overall coordination and fiduciary responsibility.
24. **A Project Steering Committee (PSC) will be created to offer strategic guidance for project implementation.** The PSC will facilitate multisectoral collaboration, endorse the PTBA, address high-level strategic matters, and oversee the overall performance and impact of the project. Chaired by the Secretary General of the MEPPi, it will meet twice per year with a limited membership drawn from institutions involved in overseeing or executing adaptive social protection policies in Chad. UNHCR will be a member given its refugee protection mandate.
25. **The interaction between the PIU, the decentralized offices, local NGOs, and decentralized government structures will ensure vertical coordination.** For Component 1.1, specialized local NGOs will be contracted to deliver accompanying and productive inclusion measures. The project will leverage the capacity of the decentralized network of social welfare workers of MoSA to deliver certain activities at the community level. For Component 2, the USR will collaborate closely with provincial offices of MoSA to pilot the decentralization of its services in two provinces. Provincial offices, alongside the network of social welfare actors, will serve as entry points for the USR at both provincial and community levels in two pilot provinces.

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