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IDA/R2018-0286/1

August 23, 2018

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<p><b>Closing Date: Wednesday, September 12, 2018 at 6 p.m.</b></p>
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FROM: Acting Vice President and Corporate Secretary

**Chad - Refugees and Host Communities Support Project**

**Project Appraisal Document**

Attached is the Project Appraisal Document regarding a proposed IDA grant, that includes funding from the IDA18 Refugee Sub-Window and the national IDA allocation, to Chad for a Refugees and Host Communities Support Project (IDA/R2018-0286), which is being processed on an absence-of-objection basis.

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Report No: PAD2809

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED GRANT

IN THE AMOUNT OF SDR 42.7 MILLION  
(US\$60 MILLION EQUIVALENT)

TO THE

REPUBLIC OF CHAD

FOR A

REFUGEES AND HOST COMMUNITIES SUPPORT PROJECT

August 21, 2018

Social Protection & Jobs Global Practice  
Africa Region

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## CURRENCY EQUIVALENTS

Exchange Rate Effective = June 30, 2018

Currency Unit = SDR

0.710949 SDR = US\$1

## FISCAL YEAR

January 1 - December 31

## ABBREVIATIONS AND ACRONYMS

AFD	French Development Agency ( <i>Agence Française de Développement</i> )
CAR	Central African Republic
CFAF	Central African Franc ( <i>Franc de la Communauté Financière d'Afrique</i> )
CFS	<i>Cellule Filets Sociaux</i>
CGD	Center for Global Development
CNARR	National Agency for Refugees ( <i>Commission Nationale d'Accueil et de Réinsertion des Réfugiés et de Rapatriés</i> )
CPF	Country Partnership Framework
CRA	Regional Action Committees ( <i>Comités Régionaux d'Action</i> )
CRRF	Comprehensive Refugee Response Framework
DA	Designated Account
DEELPCN	Direction of Environmental Studies and Control of Pollution, and Nuisances
DFID	Department for International Development
DFIL	Disbursement and Financial Information Letter
DIZA	Inclusive Development Program in Hosting Areas ( <i>Développement Inclusif dans les Zones d'Accueil</i> )
ECHO	European Union's Humanitarian Office
ESIN	Social Impact Notices
ESMF	Environmental and Social Management Framework
ESMP	Environmental and Social Management Plan
EU	European Union
FM	Financial Management
GDP	Gross Domestic Product
GRS	Grievance Redress Service
HRP	Humanitarian Response Plan
IBM	Iterative Beneficiary Monitoring



ICT	Information and Communication Technology
IDA	International Development Association
IDP	Internally Displaced Person
IFR	Interim Financial Report
IOM	International Organization for Migration
IPM	Integrated Pest Management
IRC	International Rescue Committee
M&E	Monitoring and Evaluation
MDTF	Multi-Donor Trust Fund
MEPD	Ministry of Economy and Development Planning ( <i>Ministère de l'Economie et de la Planification du Développement</i> )
MIS	Management Information System
NDP	National Development Plan
NGO	Non-Governmental Organization
NSPS	National Social Protection Strategy
PARCA	Refugees and Host Communities Support Project ( <i>Projet d'Appui aux Réfugiés et aux Communautés d'Accueil</i> )
PBF	Performance-Based Financing
PIM	Project Implementation Manual
PMT	Proxy Means Testing
PFS	Safety Nets Project ( <i>Projet Filets Sociaux</i> )
PPSD	Project Procurement Strategy for Development
SCD	Systematic Country Diagnostic
SGBV	Sexual and Gender-Based Violence
SOE	Statement of Expenses
STEP	Systematic Tracking and Exchanges in Procurement
TOR	Terms of Reference
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNHCR	United Nations High Commissioner for Refugees
USAID	United States Agency for International Development
USR	Unified Social Registry
WA	Withdrawal Application
WB	World Bank
WFP	World Food Program



**The World Bank**

Chad - Refugees and Host Communities Support Project (P164748)

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Regional Vice President:

Hafez M. H. Ghanem

Country Director:

Soukeyna Kane

Senior Global Practice Director:

Michal J. Rutkowski

Practice Manager:

Jehan Arulpragasam

Task Team Leaders:

Giuseppe Zampaglione / Claudia Zambra Taibo



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## DATASHEET

**BASIC INFORMATION**

Country(ies)	Project Name	
Chad	Chad - Refugees and Host Communities Support Project	
Project ID	Financing Instrument	Environmental Assessment Category
P164748	Investment Project Financing	B-Partial Assessment

**Financing & Implementation Modalities**

<input type="checkbox"/> Multiphase Programmatic Approach (MPA)	<input type="checkbox"/> Contingent Emergency Response Component (CERC)
<input type="checkbox"/> Series of Projects (SOP)	<input checked="" type="checkbox"/> Fragile State(s)
<input type="checkbox"/> Disbursement-linked Indicators (DLIs)	<input type="checkbox"/> Small State(s)
<input type="checkbox"/> Financial Intermediaries (FI)	<input type="checkbox"/> Fragile within a non-fragile Country
<input type="checkbox"/> Project-Based Guarantee	<input type="checkbox"/> Conflict
<input type="checkbox"/> Deferred Drawdown	<input type="checkbox"/> Responding to Natural or Man-made Disaster
<input type="checkbox"/> Alternate Procurement Arrangements (APA)	

Expected Approval Date	Expected Closing Date
12-Sep-2018	31-Dec-2023

Bank/IFC Collaboration

No

**Proposed Development Objective(s)**

The Project Development Objectives are to improve access of refugees and host communities to basic services, livelihoods, and safety nets, and strengthen country systems to manage refugees.

**Components**

Component Name	Cost (US\$, millions)
Improving access to basic services	22.00
Improving resilience of households	25.00
Strengthening country systems to support refugees and host communities	5.00
Project management	8.00

**Organizations**

Borrower:	Republic of Chad
Implementing Agency:	Cellule Filets Sociaux

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

<b>Total Project Cost</b>	60.00
<b>Total Financing</b>	60.00
<b>of which IBRD/IDA</b>	60.00
<b>Financing Gap</b>	0.00

**DETAILS****World Bank Group Financing**

International Development Association (IDA)	60.00
IDA Grant	60.00

**IDA Resources (in US\$, Millions)**

	Credit Amount	Grant Amount	Total Amount
National PBA	0.00	10.00	10.00
Refugee	0.00	50.00	50.00



<b>Total</b>	<b>0.00</b>	<b>60.00</b>	<b>60.00</b>
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**Expected Disbursements (in US\$, Millions)**

<b>WB Fiscal Year</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>
<b>Annual</b>	3.50	8.12	12.62	15.24	13.41	7.11
<b>Cumulative</b>	3.50	11.62	24.24	39.48	52.89	60.00

**INSTITUTIONAL DATA****Practice Area (Lead)**

Social Protection &amp; Labor

**Contributing Practice Areas**

Fragile, Conflict &amp; Violence

**Climate Change and Disaster Screening**

This operation has been screened for short and long-term climate change and disaster risks

**Gender Tag****Does the project plan to undertake any of the following?**

a. Analysis to identify Project-relevant gaps between males and females, especially in light of country gaps identified through SCD and CPF	Yes
b. Specific action(s) to address the gender gaps identified in (a) and/or to improve women or men's empowerment	Yes
c. Include Indicators in results framework to monitor outcomes from actions identified in (b)	Yes

**SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)**

<b>Risk Category</b>	<b>Rating</b>
1. Political and Governance	● High
2. Macroeconomic	● High
3. Sector Strategies and Policies	● Substantial
4. Technical Design of Project or Program	● Substantial



5. Institutional Capacity for Implementation and Sustainability	● High
6. Fiduciary	● Substantial
7. Environment and Social	● Substantial
8. Stakeholders	● High
9. Other	● High
10. Overall	● High

## COMPLIANCE

### Policy

Does the project depart from the CPF in content or in other significant respects?

☐ Yes ☒ No

Does the project require any waivers of Bank policies?

☐ Yes ☒ No

Safeguard Policies Triggered by the Project	Yes	No
Environmental Assessment OP/BP 4.01	✓	
Performance Standards for Private Sector Activities OP/BP 4.03		✓
Natural Habitats OP/BP 4.04		✓
Forests OP/BP 4.36		✓
Pest Management OP 4.09	✓	
Physical Cultural Resources OP/BP 4.11	✓	
Indigenous Peoples OP/BP 4.10		✓
Involuntary Resettlement OP/BP 4.12	✓	
Safety of Dams OP/BP 4.37		✓
Projects on International Waterways OP/BP 7.50		✓
Projects in Disputed Areas OP/BP 7.60		✓

### Legal Covenants



#### Sections and Description

Schedule 2, Section I: The Recipient shall, as soon as possible but no later than the date of the Project midterm review, establish and thereafter maintain a High Committee with composition and terms of reference acceptable to the Association under the aegis of the President of the Recipient to hold semi-annual meetings to validate the results of the overall national programmatic approach to refugees and host communities.

#### Sections and Description

Schedule 2, Section I: The Recipient shall, no later than three months after the Effective Date, establish and thereafter maintain, throughout Project implementation, a Project Steering Committee ("PSC"), with composition, mandate and resources satisfactory to the Association

#### Sections and Description

Schedule 2, Section I: The Recipient shall ensure that the CFS shall, no later than one year after the Effective Date, open at least three fully staffed regional offices with mandate, composition and resources satisfactory to the Association

#### Conditions

Type	Description
Effectiveness	The Association is satisfied that the Recipient has an adequate refugee protection framework.
Effectiveness	The Administrative, Financial and Accounting Manual has been updated in a manner satisfactory to the Association.
Effectiveness	The Project Implementation Manual has been adopted in a manner satisfactory to the Association.
Disbursement	No withdrawal shall be made under Category (2) until the Recipient has recruited the EEA referred to in Section I.D.5 of this Schedule 2.



## I. STRATEGIC CONTEXT

### A. Country Context

1. **Chad is among the poorest countries in the world.** With a population of 13 million living in an area of 1.284 million km<sup>2</sup>, it is sparsely populated. Nearly half of the population (46.7 percent) lives below the poverty line and approximately 80 percent of the poor live in rural areas.<sup>1</sup> Chad's economy has long been based on agriculture and livestock. Cotton was the primary export and represented nearly 65 percent of total export income before oil production commenced in 2003. Since then, the country's Gross Domestic Product (GDP) doubled and the economy became heavily dependent on oil. Following the drastic fall in oil prices since 2014 (from US\$110 per barrel in 2014 to US\$55 per barrel in 2017), Chad has faced an unprecedented economic, fiscal and social crisis.

2. **Poor Chadian households are exposed to a variety of shocks, including climate change and instability in the region.** Reduced rainfall due to climate change is making access to water increasingly difficult in large stretches of the country, significantly reducing herding and agriculture opportunities. Livestock have limited access to pastures; low crop yields are increasing food insecurity, with negative implications for health and education outcomes; and conflicts over access to land and water between herders and farmers are recurrent and intensifying due to the combined effects of climate change and population pressures. The regionalization of the terrorist threat posed by Boko Haram has further disrupted Chad's economy, trade with its neighbors and the overall fiscal situation, given the significant investment by the Government of Chad in regional security initiatives. This investment is primarily in the form of increased participation of the Chadian armed forces in internationally supported military efforts against Boko Haram, including the Joint Multinational Force and the G5 Sahel Cross-Border Joint Force.<sup>2</sup>

3. **The 2015 Chad Systematic Country Diagnostic (SCD) found that Chad's high rate of monetary poverty is accompanied by very low human development indicators.**<sup>3</sup> Chad ranks 184<sup>th</sup> out of 187 countries in the 2014 Human Development Indicators Index. Average schooling was just 1.5 years in 2009. The adult literacy rate was 22 percent and the literacy rate for women was half that of men. In 2015-2016, the primary school completion rate stood at 45.5 percent, while more than half of school-age children were not enrolled in school. In 2014, the child

<sup>1</sup> Institut National de la Statistique, des Études Economiques et Démographiques, INSEED - ECOSIT 3, 2009.

<sup>2</sup> The G5 Sahel countries (Burkina Faso, Chad, Mali, Mauritania and Niger) are facing an increase in terrorist threats and organized crime, which are destabilizing the region. To address these common challenges, two initiatives have been launched: The G5 Sahel Cross-Border Joint Force, which illustrates the willingness of African nations to take charge of their own security; and the Sahel Alliance, which is based on reciprocal accountability between the major development partners and the G5 States and on significant investments in economic and social development in the G5 Sahel countries. The Sahel Alliance was launched in July 2017 by France, Germany and the EU, with the WB, UNDP and AfDB as founding partners, now joined by Italy, Spain, the United Kingdom and Luxembourg. Source: G5 Sahel Joint Force and the Sahel Alliance, *France Diplomatie*, January 2018.

<sup>3</sup> Republic of Chad: Priorities for Ending Poverty and Boosting Shared Prosperity; Systematic Country Diagnostic, The World Bank Group, Report No. 96537-TD, Washington, 2015.



mortality rate was estimated at 123 per 1,000 live births. Malaria, respiratory infections, diarrhea and malnutrition are the primary causes of child deaths, and Chad's morbidity rates for these diseases are very high. Maternal mortality was estimated at 860 deaths per 100,000 live births in 2014. A 2013 World Food Program (WFP) analysis of food insecurity found that 27 percent of children below the age of 5 suffered from chronic malnutrition and 14 percent from acute malnutrition.<sup>4</sup> In 2015, more than 2.4 million rural Chadians were food insecure, of whom 428,000 were severely food insecure.<sup>5</sup>

**4. Women and girls are disproportionately exposed to economic and social vulnerabilities, and are particularly vulnerable to covariate and idiosyncratic shocks due to gender inequalities dictated by social and cultural norms.** These inequalities contribute to sexual and gender-based violence (SGBV), poor maternal health, high fertility rates, and vulnerability of female-headed households. Women have less access to productive assets including land, agricultural inputs, paid labor, and community support; they are deprived of educational and training opportunities that could contribute to their empowerment; and they are often marginalized in decision-making at all levels. In the absence of any form of social protection, households often resort to negative coping strategies such as early marriage or taking girls out of school to work or look after younger siblings. Chad's extremely high rates of early marriage (67 percent of women between 20 and 24 were married before they were 18 years old<sup>6</sup>) and fertility (6 live births per woman) only compound these problems.

**5. Poor households in several parts of the country are also contending with a large influx of refugees fleeing volatile situations in neighboring countries.** Over the past 25 years, Chad has welcomed new refugees at its eastern, western, and southern borders. By end-2017, Chad was hosting more than 403,000 refugees and in absolute terms ranked 12<sup>th</sup> among host countries in the world and 6<sup>th</sup> in Africa.<sup>7</sup> Refugees represent more than three percent of the population, making Chad the 5<sup>th</sup> largest receiving country in the world in relative terms. Poor Chadian households also face additional pressures from internally displaced persons (IDPs) and returnees (altogether around 300,000). Around 55 percent of refugees are female and more than half are children, who live in impoverished conditions together with members of host communities.<sup>8</sup> Most refugees are situated along the country's borders, in remote areas characterized by high poverty and structural underinvestment.

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<sup>4</sup> Source: World Food Program, 2013.

<sup>5</sup> Source: World Food Program, 2015.

<sup>6</sup> Source: UNICEF, *State of the World's Children*, 2017.

<sup>7</sup> Based on UNHCR data as of end 2017. As of April 2018, the estimated number of refugees had surged to more than 440,000. This marks a significant increase in comparison to the 391,251 refugees as of end-2016 cited in the Board Consultation Note to present eligibility for the IDA18 Sub-Window for Refugees and Host Communities.

<sup>8</sup> The term "host communities" is used here to indicate communities in proximity to the camps or refugee sites. They are not necessarily physically hosting the refugees but are affected directly or indirectly by their presence, in terms of competition for food, water, health, education and economic opportunities. For a definition of host communities see Supplemental Attachment on Targeting Methodology available in the project file.



## B. Sectoral and Institutional Context

### Sectoral Context

6. **Longstanding migration patterns across the Sahel region have been intensified by forced displacement.** The Sahel has traditionally been a region with significant migration and displacement, as many ethnic groups are scattered around the countries and along their artificially drawn borders. These “lines in the sand”<sup>9</sup> are seldom an impediment to pastoralists herding their cattle or other groups who migrate seasonally for economic reasons. Refugee inflows into Chad are therefore juxtaposed with a complex pattern of regional migration for economic reasons; in response to extreme weather events; or, over the past 20 years, to escape protracted conflicts in Sudan (Darfur), South Sudan, and the Central African Republic (CAR). More recently, there has also been a significant displacement of people in the South of Chad and in the Lake Chad area due to the persistent instability in CAR and the Boko Haram insurgency.

7. **There are marked differences in the situation of refugees and host communities in the East, South, and Lake Chad areas (Box 1).** These differences result primarily from geographic and climate-related factors, which have differentiated impacts on livelihoods. In the East and parts of the South, there are relatively solid prospects for the socio-economic inclusion of refugees in hosting areas.<sup>10</sup> Refugees and hosts have similar livelihoods strategies, mostly based on agriculture, animal husbandry and small trade. In the arid East, the focus is on small agricultural production and out-of-camp migrations during the rainy season in search of arable land; while in the fertile South, it is mostly based on rain-fed agriculture and gardening. In the Lake Chad area, the situation remains fluid and fragile.<sup>11</sup> While the area is secured, there are unclear prospects for refugees (and IDPs) to integrate into the local economy.

8. **The ever-present security risks originating in neighboring countries have persistently destabilized the regional economy and created a situation of acute humanitarian needs.** Since the beginning of the Darfur crisis, there has been consistent international support to refugees and for regional security initiatives. Most refugees are hosted in camps scattered around the borders of Chad. All 19 camps are managed by the national agency for refugees, *Commission Nationale d’Accueil et de Réinsertion des Réfugiés et de Rapatriés* (CNARR), and by the United Nations

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<sup>9</sup> Such are the words used by the Governor of Abéché to define the borders with Sudan. November 17, 2017 meeting with World Bank identification mission.

<sup>10</sup> This is confirmed by the results of the qualitative study cited below on the dynamics of inclusion, given that: (a) most refugees have been in exile for a long period and have few prospects for return; (b) coexistence with host communities is relatively peaceful; and (c) with some investment in livelihood opportunities (differentiated by region to account for their respective agro-ecological and climatic constraints), it may be possible to improve economic opportunities. Watson, C., E. Dnalbaye, B. Nan-guer and G. Zampaglione, “Refugee and Host Communities in Chad: Dynamics of Economic and Social Inclusion,” May 2018. The World Bank.

<sup>11</sup> According to the Office for the Coordination of Humanitarian Affairs (OCHA), the current situation in the Lake Chad area is dominated by three crises: displacement of populations caused by the Boko Haram conflict; growing food insecurity; and a sanitary crisis. Livelihoods have been affected by both insecurity (including theft, destruction and displacement and the closing of transhumant routes and trade borders with Nigeria) and climate change, as well as a fragilization of the environment due to the influx of people into the area and historical trends in the desiccation of Lake Chad (though some recent analyses suggest this may be reversing). See Watson et al., *Refugee and Host Communities in Chad: Dynamics of Economic and Social Inclusion*, May 2018. The World Bank.





High Commissioner for Refugees (UNHCR); and refugees receive support from a variety of donors, notably the United States Bureau of Population, Refugees and Migration (BPRM), the European Union's Humanitarian Office (ECHO), the United Nations' (UN) Central Emergency Response Fund (CERF), Canada, Switzerland, Educate a Child Programme (EAC/EAA), Germany, and the Bill & Melinda Gates Foundation. These donors also fund the WFP and other UN agencies through programs implemented directly or by national and international non-governmental organizations (NGOs). Ensuring security and support in camps and in refugee areas is also a major financial commitment for the Government of Chad. Significant security expenditures are linked to Chad's continued efforts to combat transnational terrorism; to its support for regional stabilization and peacebuilding initiatives (2.8 percent of GDP in 2016); and to providing services for the vast number of refugees and displaced persons.

9. **Since late 2014, however, resources have been steadily decreasing.** In early 2014, the WFP was obliged to cut food rations in some areas because of budget constraints. UNHCR has also been downscaling its programs. As of August 2017, the appeal for US\$220 million to support Chad's United Nations Development Assistance Framework (UNDAF) for 2017-21 had mobilized only US\$27 million. Further, as of June 2018 the Humanitarian Response Plan (HRP) for Chad has only been funded at US\$150 million, which represents 28 percent of the required US\$544 million identified for 2018.<sup>12</sup>

10. **Although refugees and host communities alike have considerable unmet needs, humanitarian assistance has targeted mostly refugees (as well as IDPs in the Lake Chad area).**<sup>13</sup> As most refugees have flocked to areas of Chad that were already characterized by high poverty prevalence and scarce access to basic services, host communities often end up having lower access than refugees to basic services such as health, education, water and livelihood opportunities. However, UNHCR's policy and approach is to include a standard 15 percent of host population beneficiaries in refugee programs, and WFP provides food security and nutrition programming during the lean season to the most vulnerable of the local population. Because of limits to the long-term sustainability of humanitarian interventions, actors are increasingly targeting their assistance and gradually shifting to an approach that aims to build self-reliance and promote integration with host communities. However, many donors have limited capacity to implement economic and social development programs, and face pressures to divert resources to other humanitarian crises around the world.

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<sup>12</sup> The HRP is a financial and donor coordination platform through which a significant share of donor funding is received and invested in humanitarian refugee relief.

<sup>13</sup> Because of recent waves of refugees from CAR, the international community is considering new financial commitments.



**Box 1. Forced Displacement in Chad: Three Distinct Situations (as of December 2017)**

**The East.** Around 309,000 Sudanese refugees are settled along Chad's eastern border (Ennedi East, Wadi Fira, Ouaddai, and Sila). They have fled violence in Darfur and most have been in exile for more than a decade. These refugees belong to ethnic groups that share many cultural elements with their host communities. They usually live at specific settlement sites or in refugee camps, but have some access to land under varying conditions, including during the rainy season, when many leave the camps for some months to exploit arable land far away from the camp. Their prospects of returning to their homeland over the next few years are generally limited, although efforts are underway to facilitate a few voluntary repatriations to Darfur in 2018.

**The South.** Around 74,000 refugees from CAR live along the southern border (Logone Oriental, Logone Occidental, Mandoul, Moyen-Chari, and Salamat). Some are from relatively remote areas of CAR who fled violence and except for recent new arrivals, the majority have been in exile for more than a decade. Many are Muslim refugees living in Christian host communities. In addition, there are almost 87,000 Chadians who have returned to Chad from CAR after a long-term stay, sometimes over a generation; many of these returnees come from urban areas in CAR and are now residing in IDP-like sites in the areas of Gore and Maro juxtaposed with nearby refugee camps. However, some have made their way to villages of origin in different areas of Chad.

**Lake Chad.** Some 9,994 Nigerian refugees who fled Boko Haram now reside in the Lake Chad area on its western border with Nigeria, Niger and Cameroon. The majority, 6,900, live in a refugee camp near Bagasola in the Lake region while the remainder are hosted in Chadian villages near border areas. Most have been in exile since 2015 and come from the many ethnic groups living along the Nigerian side of Lake Chad but have limited cultural affinity with host communities. Their prospects for voluntary repatriation are uncertain due to continuing insecurity. Unofficial sources estimate that at least another 5,500 refugees have yet to be registered. There are also an additional 119,000 internally displaced Chadians in the Lake Chad area who have fled Boko Haram and other areas affected by violence. There are also some 25,000 Chadian returnees from both Nigeria and Niger.

\*By April 2018, this number is estimated to be just over 330,000.

\*\*An estimated 27,000 additional refugees from CAR have arrived in 2018.

**11. Important challenges stand in the way of finding sustainable development solutions for refugees and affected populations.** Refugees are exerting significant pressure on natural resources and land availability. In many areas around the refugee camps, the availability of wood, the main source of energy, has been reduced by deforestation, obliging women and children to face increased security risks as they travel further from camps in search of firewood. Access to water is also becoming more difficult due to desertification, the naturally arid climate in the East, lack of development and community responsibility in water management, and increased demand. In the South and East, access to arable land is limited in the face of strong demand, high population density, and conflicts between farmers and herders over land use. Around Lake Chad, the situation remains volatile, and patterns of displacement are unclear and unpredictable due to new displacement of IDPs and returnees and by the lack of clarity on what their prospects may be.



These factors pose a challenge to transitioning from short-term humanitarian response to longer-term economic and social inclusion programs. Moreover, limited government capacity at the local level constitutes a significant operational challenge to implementing development projects.

**12. Public service delivery in the East, South, and Lake regions cannot adequately support refugees and host communities.** Although a National Social Protection Strategy (NSPS) was approved by the Government in 2015<sup>14</sup>, and a national social safety net system targeting the poor and vulnerable is being piloted through a US\$10 million Safety Nets Project (PFS)<sup>15</sup>, service delivery remains limited, and most host communities live with little or no assistance. Health and education services are also scarce, given decades of underinvestment in these sectors. Frequent strikes over the past year due to non-payment of civil servants, particularly teachers and health workers, has further reduced service delivery outside of that provided by humanitarian actors. Moreover, the prospect of refugees returning to their homeland in the short term is low, especially in the East and the South—in fact, the continued risk of instability and conflict in the region is generating additional refugee inflows, especially in the South.<sup>16</sup>

**13. Despite these pressures and challenges, the Chadian context presents some unique opportunities to address the refugee situation.** At the global, regional and national levels, there is growing convergence among humanitarian and development partners towards a phased, collaborative approach to addressing the refugee crisis. This integrated approach could support a successful transition from humanitarian interventions to development programs that benefit both refugees and host communities. The international community would play a critical role in supporting the Government and its agencies in the design, strengthening, and financing of such a system. UNHCR, as part of its Comprehensive Refugee Response Framework (CRRF), will continue to catalyze and mobilize the humanitarian community in support of the Government as first responder for refugees and their host communities (Box 2). Under Government leadership and coordination, this all-of-society approach, which coordinates humanitarian, development and private actors, will foster and promote the progressive inclusion of refugees and host communities in national and local development plans and systems.

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<sup>14</sup> République du Tchad, Stratégie Nationale de Protection Sociale (2014-2018), Ndjama, Ministères de l'Economie, Planification et Coopération Internationale, Ndjama, 2015.

<sup>15</sup> Project number P156479, IDA-D1340 of US\$5 million and TF-A2801: US\$5 million. The project is supported by the World Bank and a Multi-Donor Trust Fund (MDTF) financed by DFID and the French development agency AFD. The project was made effective in late December 2016 and is scheduled to close in December 2020.

<sup>16</sup> In the South, growing demographic pressure on the land and common natural resources is taking its toll, and while the welcome and hospitality displayed by residents in the face of the massive influx of refugees and returnees has been genuine, clear problems are arising, exacerbated by local perceptions that external assistance benefiting refugees and returnees is not always bringing clear benefits to host populations. The influx of refugees and returnees into the area, along with the sedentarism of former nomadic or transhumant pastoralists now practicing agro-pastoralism is creating intense pressure on (and conflict around) shared resources and is having overall widespread negative environmental impacts, leading to increasing scarcity particularly of firewood and important gathered products such as karité, reeds for building, and niébé. See Watson et al., *Refugee and Host Communities in Chad: Dynamics of Economic and Social Inclusion*, May 2018. The World Bank.



### **Box 2. CRRF and the New York Declaration for Refugees and Migrants**

The Comprehensive Refugee Response Framework promotes an all-of-society approach to addressing durable solutions. It was laid out as part of the New York Declaration for Refugees and Migrants, adopted by all 193 UN Member States in September 2016. The New York Declaration and the CRRF aim for a more predictable and comprehensive response to refugee crises, and for greater support to refugees and the countries that host them. At the heart of this approach is the idea that refugees should be integrated into host communities from the time of their arrival.

CRRF specifies key elements for a comprehensive response to any large movement of refugees. These include rapid and well-supported reception and admissions; support for immediate and ongoing needs; assistance for local and national institutions and communities receiving refugees; and expanded opportunities for more durable solutions. In the areas of housing, education, employment, health care?

### **Institutional Context**

14. **The Government has adopted a progressive approach to managing the refugee situation, including a legal and institutional framework for refugee protection.** Chad is a party to the 1951 Convention Relating to the Status of Refugees, the 1967 Protocol Relating to the Status of Refugees, and the 1969 Convention Governing the Specific Aspects of Refugee Problems in Africa. There are some provisions in Chadian law for the rights of refugees, including the Law on Civil Status enacted in 2015, which facilitates access to birth certificates for refugee children born on Chadian territory. And while the international refugee conventions proclaim fundamental civil, social and economic rights, such as freedom of movement, the right to work and earn a living, choice of residence and naturalization, these are not yet legally guaranteed through a national law. However, a Law on Asylum comprehensively dealing with refugee issues is awaiting adoption by the Government.

15. **A dedicated agency has been set up within the Government to manage refugee protection with support from line ministries, local authorities, and UNHCR.** The national refugee agency CNARR sits within the Ministry of Public Security, Territorial Administration and Local Governance (*Ministère de la Sécurité Publique, de l'Administration du Territoire et de la Gouvernance Locale*, MSPATGL) and is present in all 19 refugee camps and most refugee-hosting areas. CNARR works with UNHCR and other partners to register new arrivals, issue documentation, and administer refugee camps and sites. It also serves as a technical advisor to the Government on durable solutions, notably on voluntary repatriation agreements, resettlement and local integration. The Ministry of Women, Family and National Solidarity (*Ministère de la Femme, de la Famille et de la Solidarité Nationale*) played an important role in securing the inclusion of IDPs and returnees in the NSPS. The Ministry of Economy and Development Planning (*Ministère de l'Economie et de la Planification du Développement*, MEPD) plays a key role in coordinating



line ministries in their implementation of the National Development Plan (NDP)<sup>17</sup> and in ensuring that refugees are included in the country's long-term development strategy. Regional and local authorities are playing an essential role in translating strategies into reality as well as informing local investment decisions. Among them, the Regional Action Committees (*Comités Régionaux d'Action*, CRAs) play a key role in connecting local communities with regional and national level policy structures.

**16. Although the institutional framework for refugee protection is in place, the Government relies heavily on external partners to support this agenda.** The lack of fiscal resources, as well as the limited administrative and technical capacity to manage the refugee agenda, have led Chad to rely heavily on international humanitarian actors. UNHCR has supported the Government of Chad's efforts to provide protection and assistance to refugees and continuously work for durable solutions to their many problems. A small number of national and international NGOs are playing a critical role in implementing humanitarian/emergency activities for refugees. They are present in all 19 refugee camps as implementing or operational partners of UNHCR and provide basic services such as education, health, water and sanitation, and access to selected income-generating opportunities. Refugee protection and assistance programs are integrated and reflected in the UNDAF. Under the leadership of the UN Resident Coordinator and the Office for the Coordination of Humanitarian Affairs (OCHA)—which coordinates implementation of the HRP—UN agencies such as UNHCR, the WFP, and UNICEF have provided the bulk of assistance to refugees, IDPs, and to a lesser extent to host communities. The US Government and ECHO are also providing substantial additional funding for humanitarian interventions through NGOs.

**17. To provide targeted support to poor and vulnerable Chadians, the Government has taken steps to develop a safety net system that is also suitable for the inclusion of refugees.** Under the World Bank/Multi-Donor Trust Fund (MDTF)- funded PFS, the Government of Chad established the *Cellule Filets Sociaux* (CFS) in 2016 to manage its safety net programs, particularly cash transfers and cash-for-work schemes. A Unified Social Registry (USR) is also being developed, with the aim of combining information from selected social programs funded by the Government and external partners into a single database. The CFS is implementing the project using a flexible approach to identification, targeting and registration of poor and vulnerable households. The objective is to have in place a highly adaptable system that can be scaled up to respond to urgent situations, such a sudden inflow of refugees, that impacts host communities.<sup>18</sup>

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<sup>17</sup> The 2017-2021 National Development Plan (NDP) is the Government of Chad's first five-year strategy. It aims at supporting the Government's longer-term development strategy, *Chad 2030 Vision*.

<sup>18</sup> As part of the combined efforts to assist the Government in building a shock-responsive social protection system, many WFP, ECHO and UNHCR partners (NGOs) are using the harmonized questionnaire during the lean season. The harmonized questionnaire was introduced by Government Decree 038/PR/PM/MEPD/SE/SG/DGEP/2017 dated September 23, 2017 and it is the first step toward building a Unified Social Registry (USR). Currently the Government, through the *Cellule Filets Sociaux*, is moving towards finalizing the USR manual and procuring all necessary hardware (servers, mainframes) and software to establish the registry. It is envisaged that a USR unit will eventually be created within the Government.





### C. Relevance to Higher-Level Objectives

18. **A Letter of Development Policy outlines the Government's commitments to the agenda on refugees and host communities.** In July 2017, the Government signed a Letter of Development Policy that describes the Government's approach to addressing the refugee agenda in a strategic and coordinated manner. The Government's five key objectives are to: (a) adopt legislative and regulatory measures aimed at addressing the refugee agenda; (b) strengthen the rights of refugees and displaced persons; (c) provide basic social services on an equitable basis to refugees and host communities; (d) improve the effectiveness of institutions responsible for refugees; and (e) strengthen coordination among humanitarian and development actors. To achieve these objectives, the Letter proposes several measures, including approval of the Law on Asylum and the creation of a project coordination and governance structure (perhaps through a new agency) or the use of existing institutions to implement projects in support of refugees and host communities.

19. **The World Bank's proposed Refugees and Host Communities Support Project<sup>19</sup> is well aligned with Chad's 2016-2020 National Development Plan, its National Social Protection Strategy, and the FY2016-20 Country Partnership Framework (CPF).** The NDP outlines the country's engagement to sustainable growth and poverty reduction. The NSPS provides a robust framework for all interventions on safety nets and protection against risks and vulnerabilities, which this project will help to strengthen and support. The project also supports two themes of the CPF: "improving returns to agriculture and building value chains" (Theme 2), and "building human capital and reducing vulnerability" (Theme 3). Finally, safety nets, refugees and host communities are addressed under Pillar 4 of the 2018 Chad First Programmatic Economic Recovery and Resilience Grant, which provides budget support to the Government's programmatic approach to fiscal sustainability and economic growth.

20. **Newly dedicated resources under IDA18 can provide much-needed support to the Government of Chad in carrying out its commitments to address the refugee situation.** On September 29, 2017, the Board of Executive Directors endorsed the proposal to include Chad in the first round of countries eligible to receive resources from the IDA18 Refugee and Host Communities Sub-window. Chad meets the three eligibility criteria for Sub-Window: (a) the number of UNHCR-registered refugees, including persons in refugee-like situations, it hosts is at least 25,000 or at least 0.1 percent of the country's population; b) adherence to an adequate protection framework for refugees; and c) having in place a strategy for long-term solutions that benefit refugees and host communities. Chad hosts over 400,000 refugees, which helps it meet the first criteria, and the World Bank, in consultation with UNHCR, determined that Chad adheres to an adequate protection framework for refugees. The Letter of Development Policy as previously described, along with the draft Law on Asylum, provide a strategic framework to identify long-term solutions to benefit refugees and host communities. The sub-window's purpose is to help refugee-hosting countries: (a) mitigate the shocks caused by an influx of refugees and create social and economic development opportunities for refugees and host communities; (b) facilitate

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<sup>19</sup> *Projet d'Appui aux Réfugiés et aux Communautés d'Accueil* (PARCA in French).



sustainable solutions to protracted refugee situations, including through the socio-economic inclusion of refugees in the host country and/or their return to their country of origin; and (c) strengthen preparedness for increased or potential new refugee flows.

21. **These important policies and financial resources provide a unique window of opportunity for regional engagement on refugees and host communities.** As described in previous sections, Chad faces significant challenges with respect to refugees. However, there are several factors which militate in favor of launching the preparation of a comprehensive project to support refugees and host communities. Such factors include: the clear commitment and political will expressed by the Government to a new approach towards refugees; the overall vision on inclusive development as outlined by the National Development Plan and the National Social Protection Strategy; strong convergence between humanitarian and development partners on the refugee agenda; the existence of a national agency on refugees (CNARR) and of the CFS; and the eligibility of Chad to access the IDA18 Refugee Sub-Window. The proposed project leverages the ongoing PFS and is designed in full alignment with ongoing projects in health, education, water and agriculture.<sup>20</sup> It also has strong synergies with the Niger Refugees and Host Communities Support Project. The two refugee projects share similar objectives and the same rationale for integrated and long-term support to refugees and host communities. The two operations are the World Bank's first contributions to operationalizing the Sahel Alliance and to engaging in the Lake Chad region, which will include an FY2019 Lake Chad Regional Recovery Project.

## II. PROJECT DESCRIPTION

### A. Project Development Objective

#### PDO Statement

22. **The Project Development Objectives** are to improve access of refugees and host communities to basic services, livelihoods, and safety nets, and strengthen country systems to manage refugees.

#### PDO Level Indicators

- Beneficiaries with improved access to community infrastructure (health and education) (total, females, and refugees)
- Beneficiaries of social safety net programs (total, females, and refugees)
- Beneficiaries in targeted areas included in the Unified Social Registry (total, females, and refugees)
- Eligible refugees with identity documents issued by CNARR (total and females).

<sup>20</sup> These projects include: Additional Financing Education Sector Reform Project Phase II (P163740); Emergency Food and Livestock Crisis Response Project (P151215); Mother and Child Health Services Strengthening Project (P148052); and Climate Resilient Agriculture and Productivity Enhancement Project (P162956).



## B. Project Components

### Component 1: Improving access to basic services (US\$22 million equivalent)

23. **This component will support improved access to basic services, particularly health and education, with investments to rehabilitate or build new public service infrastructure in targeted areas, and to manage operation of the facilities.** The rationale is to provide improved universal access to services to refugees and host communities, since refugees currently have relatively greater access to services than their hosts. The component will generate significant social and economic returns in the long term through a more educated and healthy population. The component will also improve communities' resilience to natural disasters. By improving access to basic services for both populations, but particularly for host communities, which have less access to them, this component could also contribute to maintaining or improving social cohesion in targeted areas. The positioning and staffing of facilities will be aligned with national sector plans, such as those developed by the ministries of health and education. The rehabilitation or construction of new facilities will also be coordinated with other development/humanitarian partners to ensure that investments are practical, do not overlap, and that collective resources are leveraged to provide the most equitable coverage possible for the largest number of people. Moreover, the project will finance recurrent costs associated with the supply of basic services, including water and sanitation as part of this first set of interventions. Although not explicitly a public works program, it is envisaged that all works will be carried out using labor-intensive methods with, to the extent possible, locally hired refugees and host community workers. Education and health facilities will gain access to electricity through grid connections or solar technologies and will get digital connectivity. The details on the maintenance of electricity grid connections and solar technologies will be spelled out in the Project Implementation Manual (PIM).

24. **The component will be structured around three sub-components.** Sub-component 1.1 (US\$10 million equivalent) will finance the rehabilitation and construction of primary schools, training of community teachers, salary subsidies for community teachers and administrative personnel, and maintenance and other recurrent costs. Sub-component 1.2 (US\$10 million equivalent) will finance the rehabilitation and construction of health centers, training and salary subsidies for personnel, performance-based financing (PBF) grants for facilities, and maintenance and other recurrent costs. Sub-components 1.1 and 1.2 will follow line ministries' guidelines and practices for hiring, training and salary subsidies, in coordination with other World Bank-financed projects in these sectors in different parts of the country. Staffing-related costs (training, subsidy payments) will be provided directly through the *Cellule Filets Sociaux*, the government entity retained to implement the project, in full coordination with respective line ministries, with the goal of eventually absorbing these new staff into the health and education sectors.

25. **Sub-component 1.3 (US\$2 million equivalent) will finance other sub-projects.** These may include projects in water and sanitation (water points, latrines, wells, rainwater harvesting facilities); rehabilitation of natural habitats to help offset some locally felt impacts of climate change, which are one of the main sources of social tensions among refugees and hosts (and even





within host communities); and in the Eastern and Lake regions, water retention projects in the wadis, where temporary water courses flow only during the rainy season. This sub-component may also include financing for economic and social infrastructure such as markets and irrigation systems.

**26. Implementation of the activities under Component 1 will rely on strong community participation at the identification stage, in monitoring implementation of the works and in subsequent maintenance.** At the identification stage, communities will be mobilized to identify their priorities within a limited menu with an emphasis on health, education, and water and sanitation. Available options will be consistent with national plans in the health, education, and water and sanitation sectors to position new facilities. Feedback from community leaders and NGOs working in these areas will be elicited to ensure consistency with local development strategies and to avoid duplication. The project will conduct a geo-referencing exercise of all facilities in the targeted areas as a tool to inform rehabilitation and construction of new facilities. The exercise will also ensure complementarity with government and donor resources being invested in the same areas. The project will also coordinate with the Government and external partners in these sectors to ensure ongoing support, for example in monitoring of construction-related activities, and perhaps even further down the line in support of service delivery. This support will be of importance given the long-term staffing needs and other recurrent costs related to these investments. Although procurement and financial management of the works will not be managed by the communities, they will have a role in monitoring the implementation of works, and thereafter in maintaining the infrastructure. Given the significant need for sectoral and partner coordination up front, this component will first start with the rehabilitation of existing basic infrastructure, which will be staffed as needed upon completion. During its second year of implementation, the project will move into the construction of new facilities and staff them upon completion.

**27. All infrastructure under this component will be designed to increase communities' resilience to climate change risks such as increased water scarcity due to low rainfall, soil degradation and others.** Schools and health posts will use existing or new technologies to improve rain water collection and use, while new roads are expected to increase resilience to climate change by improving access to services and reducing transport time and greenhouse gas (GHG) emissions. Sub-component 1.3 financing will be available for activities such as soil conservation, rehabilitation of degraded lands, terracing and reforestation/afforestation, thus providing positive benefits in terms of GHG reduction and enhanced adaptation to climate change.

## **Component 2: Improving resilience of households (US\$25 million equivalent)**

**28. Activities under Component 2 will focus on the expansion of Chad's social protection system to include poor and vulnerable refugee and host community households in selected areas.** This component seeks to provide more targeted assistance to improve the resilience of the poorest/most vulnerable households through cash assistance (sub-component 2.1) and productive measures (sub-component 2.2). All activities will be targeted at the household level, utilizing a combination of targeting approaches.



29. **Sub-component 2.1 (US\$19.8 million equivalent) will finance an unconditional cash transfer program for approximately 25,000 of the poorest refugee and host community households in targeted areas, or around 125,000 individuals.** Cash transfers will be provided to female caretakers in each household. The amount transferred will be Central African Francs (CFAF) 15,000 per month per household over a period of two years, paid in quarterly installments. This amount is aligned with current Government practice and close to what other partners are providing for similar activities. While the transfers will provide a boost to consumption and improved nutrition intake, it will not fill the poverty/food gap completely. However, it will help to prevent households from falling into complete dependency and/or discourage their potential for income self-sufficiency. Between 30 and 50 percent of the beneficiaries will be refugees, to be determined in close collaboration with humanitarian agencies that have been providing safety nets, including cash transfers, to refugees. The goal will be to avoid duplication of beneficiaries among refugees and to harmonize approaches to the extent possible with humanitarian programs, while also ensuring that the transitional nature of the intervention (from humanitarian support to a Government-led national social safety net program) is understood. The assumption is that humanitarian cash transfers (provided mostly by WFP) will be complemented and potentially replaced by the phasing in of cash transfers under the project. The project will identify beneficiary households by building on a targeting mechanism that has been designed under the ongoing World Bank/MDTF-financed PFS, which uses a combination of geographic targeting, community-based targeting, and proxy means testing (PMT), with some filters mainly related to the presence of children below 12 years and pregnant women.<sup>21</sup> The project will rely on the refugee household data collected by WFP and UNHCR in August 2017 using tools closely aligned with the CFS harmonized questionnaire. The targeting methodology will be tested to ensure its applicability to refugees and adapted as needed. Moreover, these activities will be complemented by a strong communications campaign designed in partnership with humanitarian agencies to ensure that the program is seen as fair to both refugees and host communities.

30. **Sub-component 2.1 aims to increase households' consumption for a period of two years.** Regular small cash payments will enable beneficiaries to stabilize their general household consumption levels. Cash transfers will be delivered on a quarterly basis in full alignment with the ongoing PFS, implemented by the *Cellule Filets Sociaux*, which is already delivering cash transfers to 6,200 households in Logone Occidentale and Bahr-El-Ghazel (in addition to managing a cash-for-work program in N'Djamena). Households will be added to the program on a gradual basis throughout with three consecutive rounds of interventions starting in the East, moving to the South after one year, and then to the Lake region. The cash transfers will be accompanied by measures being developed under the PFS to improve human development indicators, with a focus on early childhood development.

31. **Sub-component 2.2 (US\$5.2 million equivalent) will seek to increase household resilience and self-reliance in targeted areas through small grants to selected households to support productive and climate-smart income-generating activities.** Activities under this sub-component will be designed to generate climate co-benefits, such as community gardens and tree-

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<sup>21</sup> For more details on the targeting methodology, see Supplemental Attachments, Targeting Methodology available in the project file.



planting. Beneficiaries will be selected based on their poverty status and potential earning capacity. At least 50 percent of the grants will be targeted to women and female-headed households; 30 to 50 percent of all grants (female headed households or otherwise) will go to refugees and the remainder to members of host communities. Based on a simple proposal, selected beneficiaries will be given a small grant of CFAF 100,000 (equivalent to US\$200) to start up their activity.<sup>22</sup> Approximately 20,000 grants will be provided, with benefits to an estimated 100,000 individuals. Cash transfer beneficiaries will be ineligible to receive productive grants at the same time, as benefits may not overlap. While sub-component 2.1 will support the poorest, most labor-constrained households (selected using a PMT approach), sub-component 2.2 will support those that follow in the PMT ranking and comply with selected requirements related to productive and earning experience and capacity. The activities under this sub-component will also expand coverage of similar small-scale initiatives funded by humanitarian agencies.

32. **Although grants will be provided to individual households, beneficiaries will be encouraged and incentivized to pool their grants for group economic activities.** The project will encourage mixed participation of refugees and host communities in these group activities. Group income-generating activities, such as those proposed by farmer associations or village groups, will be eligible under this sub-component, and all eligible households within the group will receive their respective grants, which will then be pooled together. All beneficiaries will receive coaching and training in their chosen activities after their selection, which might include mills, community gardens, small-scale farming, fishing, saving schemes or food processing. The selection process will emphasize activities that are likely to generate spillover effects for the community and that offer prospects for sustainability.

### **Component 3: Strengthening country systems to support refugees and host communities (US\$5 million equivalent)**

33. This component will finance investments aimed at strengthening government systems to manage current and future refugee situations, with a focus on two main areas: (a) enhancing CNARR's capacity to carry out its institutional mandate; and (b) improving social protection systems.

34. **Sub-component 3.1 (US\$3 million equivalent) will focus on strengthening capacity within CNARR offices at the central and local levels.** CNARR will be supported in delivering protection services to refugees, leading the policy dialogue on the refugee situation, and carrying out activities on behalf of the High Committee once it is established. The sub-component will build CNARR's capacity to implement and manage its key operational mandates—registering new arrivals, providing them with identity documents, and administration of refugee camps and sites. The provision of identity documents will include (a) issuing refugee ID cards to eligible adults; (b) continuation of biometric registration; and (c) the issuance of birth certificates. On the policy

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<sup>22</sup> This amount is modeled on evidence from around the world on startup costs for small enterprises, and similar activities in the Sahel, see Supplemental Attachments, Economic analysis, available in the project file.



side, this sub-component will support progress in legal protections for refugees; compliance with international treaties, protocols and agreements; and platforms for public debate on refugees.

35. **Sub-component 3.2 (US\$2 million equivalent) will strengthen social protection systems, including ongoing activities on targeting and registration, such as those carried by the SCOPE program of WFP.** This sub-component will support adaptation of the PFS targeting system to the needs of this project, including by expanding coverage of the poverty targeting system to project areas, and expanding the list of poor households to also encompass refugee households. Moreover, this sub-component will support adaptation of the Management Information System (MIS) currently being developed by CFS, with new modules to support the management, monitoring and evaluation (M&E) of project implementation. The new modules will be fully interoperable with the Unified Social Registry. Data protection will follow principles developed for the establishment of the Unified Social Registry under the PFS (Box 3). This sub-component will also finance the expansion of systems currently being used by CFS, including beneficiary registration, secure payment system (by mobile phone technologies, if possible), grievance redress mechanisms and accompanying measures, monitoring and evaluation, and geo-technologies for enhanced supervision. Further, the sub-component will also support capacity building of the Ministry of Economy and Development Planning; Ministry of Public Security, Territorial Administration and Local Governance; Ministry of Women, Protection of Childhood and National Solidarity; and other ministries involved in social protection.

**Box 3. The Ten Principles of Personal Data Protection Critical for Social Registries**

- (1) **Consent:** Data treatment is only legitimate if individuals give their consent.
- (2) **Use and proportionality:** Data shall only be collected for specific ends, only if they are necessary for such ends (collection is proportional to needs).
- (3) **Complete and up-to-date data:** Data must be as exact and complete as possible, and updated as needed for the ends for which they are collected.
- (4) **Confidentiality and safety:** Those responsible for data treatment must take all necessary measures to ensure data are not manipulated, damaged, or illegally accessed by others.
- (5) **Responsible transmission:** Data transmission must respect the core principles of confidentiality, proportionality and safety. Recipients must commit in writing to respect these principles. Data can only be transmitted to international users if their country enforces adequate protection.
- (6) **Duration:** Data can only be stored for the duration required for the stated uses for which they were collected. Any later storage is only allowed for historical, statistical or scientific purposes.
- (7) **Declaration:** Any treatment of personal data must be declared to the agency responsible for the protection of personal data, and clearly state ends, potential users and duration.
- (8) **Right to information:** Those whose personal data are collected must be informed about the institution responsible, the planned uses and users of the data, their right to refuse to respond and to oppose to the use of their data, and the duration of storage.
- (9) **Right to access and correct data:** Those whose personal data are collected have a right to obtain information on their data and treatments applied; and to correct, supplement, update, lock or suppress incorrect, incomplete, ambiguous or outdated data.
- (10) **Right to opposition:** Individuals whose personal data are collected have the right to refuse the treatment of their data.

*Source: Social Registries – How to ensure the protection of personal data, World Bank 2017.*



#### Component 4: Project management (US\$8 million equivalent)

36. **Component 4 will finance technical and operational assistance in day-to-day coordination, procurement, financial management, safeguards management, citizen engagement, routine M&E, as well as enhanced M&E in insecure geographic areas of the project.** This component will include support to the project implementing unit (CFS) with salaries, equipment, and other operational costs, including the costs of information and communications technology (ICT) and geo-enabling tools, to enable CFS to fulfill its mandate of coordinating and implementing the activities under components 1-3.

#### C. Project Beneficiaries

37. **Project beneficiaries will include primarily refugees and host communities in selected areas in the East, South, and Lake regions of Chad.** The project is expected to reach approximately 1.1 million direct and indirect beneficiaries, of which between 30 and 50 percent will be refugees. The project will target refugees in major camps and refugees and their hosts in surrounding communities, spatially defined to include populations living within an average distance of 25 kilometers from the camps (see Supplemental Attachments, Targeting Methodology available in the project file).

38. **The project is classified as gender informed and includes several gender dimensions:**

39. **Analysis.** There is overwhelming evidence of gender disparities in Chad in terms of access to health and education. SGBV is pervasive, and this is also true of refugee populations being targeted by the project. Moreover, there is a higher ratio of females to males among the refugee population in Chad and a large number of children in the camps, many of them living in female-headed households, which puts them at a further disadvantage and renders them more vulnerable.

40. **Action.** All project activities will be assessed through a gender lens to ensure that activities do not inadvertently exclude women and in fact find ways to incentivize their participation, including through sensitization of males.<sup>23</sup> The project will seek to include females proportionally in all activities. This means that because there are more women than men in project areas, the target for female beneficiaries is generally higher than that for males. Women will be targeted for inclusion in planning committees where relevant, and they will be incentivized to participate in and utilize all project-funded services and activities.

41. **Monitoring and evaluation.** The Results Framework includes mechanisms to monitor the project's gender impact and facilitate gender-disaggregated analysis, in particular to monitor gender-specific vulnerabilities and how project interventions are addressing them. Issues to be monitored include the strength of women's livelihood activities, promotion of girls' education,

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<sup>23</sup> In refugee camps, this approach will be supported by the extensive work that WFP and UNHCR have jointly conducted to survey more than 83,000 households using a questionnaire based on the harmonized questionnaire.





protection of women and girls against SGBV, and expansion of access to quality reproductive health care and information.<sup>24</sup>

#### D. Results Chain

42. **At the level of problem definition and theory of change, the proposed project identifies the relatively very large number of displaced people in Chad and their impact on a proportionally large number of communities.** Their living conditions are poor and they are in constant need of significant assistance, as well as access to sustainable livelihoods. Their situation is further complicated by the diminishing humanitarian assistance, fragile economic and social context, and other compounding crises such as the recurrence of extreme weather situations, additional inflows of refugees, governance and security instability, and outbreaks of disease such as the 2017 cholera epidemic in Sili and Salamat, which affected some 4,000 people and killed at least 80.

43. **At the level of project responses, suggested changes are grounded in the realization that the current approach to the protection and support of refugees and host communities is unsustainable and insufficient.** Technical and financial partners, including key UN agencies such as UNHCR and WFP, as well as bilateral agencies, national and international NGOs, and private agencies such as the International Organization for Migration (IOM), are taking the lead on a significant number of activities in support of refugees and host communities. But the Government's capacity to intervene, take over and provide technical leadership is very limited and aside from the notable presence of CNARR, public service delivery to refugees and host communities is in many cases practically inexistent. What is required is a more structured, sustainable, targeted approach to support refugees and host communities, within a logic of progressive inclusion of refugees and other forcibly displaced groups into existing and new national systems of education, health, safety nets, access to productive assets and financial services, legal protection, and labor markets. The project will help to facilitate the transition from the current short-term and status-related approach to a more comprehensive, long-term and sustainable system of support for refugees and host communities.

44. **The ultimate vision is the establishment of a strong national system to address challenges faced by refugees and host communities.** This vision is grounded in the assumption that over the long term, the economic, social and security cost of failing to include the forcibly displaced in national systems is high, and could lead to a dangerous deterioration of conditions in host communities and to social instability and radicalization.<sup>25</sup>

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<sup>24</sup> These are some of the elements included in the Executive Summary of the paper by Watson et al., which has a specific focus on gender dimensions. The Executive Summary is included in the Supplemental Attachments available in the project file.

<sup>25</sup> Lili Mottaghi, Refugee Welfare: A Global Public Good, MENA Knowledge and Learning Quick Note series, Number 167, April 2018; and Frank Ahimbisibwe, Bert Ingelaere and Sara Vancluysen, Local Integration as a Durable Solution? The Case of Rwandan Refugees in Uganda, IOB Discussion Paper 2017-02.



## E. Rationale for Bank Involvement and Role of Partners

45. **The World Bank's value added in poverty reduction and human capital development is widely acknowledged.** The World Bank has unique experience in designing, appraising, implementing, and evaluating investments in basic infrastructure and in social safety nets, together with and through governments. Rigorous evaluations have demonstrated a positive impact of these interventions on poverty reduction and human capital building. As for working with refugees, the international donor community has called for a gradual shift from humanitarian to development financing to help integrate long-term refugees into host communities, and has entrusted a significant role to the World Bank through the IDA18 Refugee and Host Communities sub-window. Moreover, the project is included in the pipeline of the Sahel Alliance. Priorities for the Sahel Alliance in Chad include a stronger convergence with this project and other refugee operations in the sub-region, and around Lake Chad in particular.

46. **Recognizing the long-term impact of refugees and forced displacement on the economic, social and fiscal dynamics of the country, the World Bank is very well placed to co-lead in this area, together with Government, UNHCR, WFP and other agencies, along with civil society and other partners.** In fact, given that no single agency or intervention in Chad can successfully address the vast agenda of refugees, forced displacement and host communities, the project is firmly anchored in the principle of partnership with other major agencies, implementing partners and stakeholders. The project will seek out complementarity of interventions and logical sequencing to avoid overlap with other projects and activities. In the coming years of transition from a primarily humanitarian to a development approach, humanitarian support will largely need to be maintained to cover the basic needs of the most vulnerable as programming is redirected to move them towards self-reliance. Collaboration with the European Union, UNHCR, WFP and implementing partners such as NGOs will therefore be critical as the project is rolled out (see Box 4 for an example of close collaboration with the European Union (EU) Delegation and ECHO). Other agencies will also be part of the partnership approach, which will encompass specific interventions, policy coordination, sharing of information, common databases, and joint analytical work. These partners will include the National Institute of Statistics, public and private research institutions, and the media. Communication will play a key role in informing refugees, host communities, local authorities and the public about project activities.

47. **A particularly important area of coordination is the targeting of approaches in refugee camps, where most refugees are already receiving some form of support from humanitarian agencies.** The role of the project will be to leverage these experiences, take over some activities, extend and stabilize the current support within a system approach, and identify groups that are currently not benefiting from the support or need more support. In the medium term, the expectation is that technical and financial partners, humanitarian agencies and implementing partners will align their activities with those that the Government will manage through this project, and participate in consolidating the transition from status-driven support towards vulnerability-based targeting.



#### Box 4. Collaboration with the EU-funded DIZA

The project is closely aligned with the Inclusive Development Program in Hosting Areas (*Programme de Développement Inclusif dans les Zones d'Accueil*, DIZA) funded by the EU. This EUR 15 million program is being developed jointly by the EU Delegation and ECHO in Chad and will be implemented by two NGO consortia in refugee hosting areas in the South and East of Chad. The overall objective for this three-year program is to improve the living conditions of local populations, refugees and returnees in hosting areas through support for inclusive local development.

DIZA subscribes to the same principles of engagement as the Bank project in order to ensure alignment on areas of intervention and their modalities:

- Targeting beneficiaries based on the same harmonized questionnaire
- Including beneficiaries in the same national database (Unified Social Registry)
- Using the Government's norms and standards in rehabilitating and building basic service infrastructure as well as the provision of services
- Supporting a phased transition from humanitarian interventions to development programs that benefit refugees and host communities
- Aiming to harmonize the level of cash transfer benefits to poor households.

DIZA will overlap with the project in two regions—the Ouaddai in the East and the Logone Orientale in the South—and bring important complementarities. The project's investments in basic service infrastructure are complemented by DIZA's establishment of community funds for the operation and maintenance of these services. This is particularly the case in the education sector, where the project will consider co-financing the community funds established under DIZA. DIZA's activities on micro-credit, value chains, and provision of professional and technical training will complement the project's provision of small grants to support productive income-generating activities. Finally, in financing recurrent costs for health centers, DIZA and the project will test separate approaches to be jointly assessed at mid-term review and adapted and harmonized if needed.

The projects will not overlap in the following areas but will maintain the same principles of engagement: in the East, Sila and Salamat will only be covered by DIZA; in the South, Moyen Chari and Mondoul will only be covered by DIZA; and the Lake Chad area will only be covered by the project.

48. **The UNDAF as well as the Humanitarian Response Plan provide platforms for more effective coordination between the Government and the humanitarian and development communities.** Regular forums for discussion and exchange are already being implemented by the Government and its partners to improve coordination on cross-cutting humanitarian and development issues. These forums will facilitate identification of the constraints to the socio-economic inclusion of refugees and follow up on recommendations issued by the Forum on Sustainable Social-Economic Inclusion of Refugees in Chad, held in Ndjamená on July 25-27, 2017, led by Government and UNHCR. In addition, following the Letter of Development Policy, a High Committee chaired by a minister appointed by the President of Chad will be established to ensure policy and programmatic coordination on the refugee agenda.





## F. Lessons Learned and Reflected in the Project Design

49. **The project design draws on lessons learned and best practices from various sources.** This includes from the education, health and social protection sectors; advice from partners such as UNHCR, WFP and other UN agencies and NGOs that provide services to refugees and host communities; early lessons from the PFS (the benefits of which will be extended to refugees and host communities); and an array of specific studies supported by the Government, the World Bank, and the Rapid Social Response Trust Fund. These studies include extensive field research on social and economic dynamics of inclusion, an institutional assessment, a study on targeting, and background work on potential environmental and social impact of the project to support the preparation of the safeguards instruments.

50. **The project design incorporates lessons from the most recent health and education projects in Chad on the best approach to expanding service delivery.** These lessons increasingly point to the critical need for investments in recurrent costs and salaries for basic service delivery. For example, the restructuring paper for an Additional Financing Education Sector Reform Project Phase II (P163740) notes that “the major challenge that emerged recently and has the potential to lead to a serious and hard-to-reverse deterioration of the primary education sector is the non-payment of [teacher’s] subsidies.”<sup>26</sup> Given the lack of infrastructure in targeted areas, the project will take the dual approach of rehabilitating/building infrastructure and financing recurrent costs. The project will also borrow elements from other approaches used for service delivery in fragile and displacement contexts, including strong engagement with communities to encourage participation in and ownership of project activities.

51. **Lessons from safety net projects around the world suggest the need for transparent and objective targeting criteria, particularly in fragile settings, to avoid overlapping of interventions and elite capture and to improve overall efficiency.** The project will rely on several methods for targeting (described in Supplemental Attachments, Targeting Methodology available in the project file), and will ensure that its objectives, intended beneficiaries, and the selection process are clearly communicated. The project also builds on early lessons on targeting from the PFS, as well as lessons on the establishment of the Unified Social Registry, methods for registration, payment systems, and grievance redress mechanisms. Finally, the project draws on global evidence suggesting that the combination of cash plus accompanying measures tends to be the most effective way to incentivize the use of services while smoothing consumption and improving livelihoods.

52. **The project builds on a recent World Bank analysis of the dynamics of refugee inclusion to understand potential areas of tension with host communities.**<sup>27</sup> Though there is scant global evidence on successful approaches to promote social cohesion among forcibly

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<sup>26</sup> Republic of Chad, Additional Financing Education Sector Reform Project Phase II (P163740), Project Appraisal Document, June 2, 2017.

<sup>27</sup> Watson et al., Refugee and Host Communities in Chad: Dynamics of Economic and Social Inclusion, May 2018. The World Bank.



displaced persons and their hosts, this project will aim to closely monitor both pre-existing social tensions and those that might arise due to project activities.<sup>28</sup> In the absence of clear best practice, activities will be designed and adjusted on an ongoing basis in response to communities' feedback. Through this mechanism, the project will address issues related to social cohesion as they arise and adapt accordingly, and in this way also create learning for other projects.

**53. Lessons learned from projects in fragile and low-capacity contexts support a phased approach to implementation, with significant capacity support throughout the process.<sup>29</sup>**

Project activities will be phased in gradually, both in terms of the activities themselves and through gradual geographic expansion. Implementation will start with activities in which the CFS has a comparative advantage, while simultaneously expanding its geographical footprint and strengthening its capacity to take on different activities.

**54. The project design is further informed by the emerging experience from development responses to forced displacement.** The project builds on lessons from the World Bank's engagement on regional forced displacement dynamics in the Horn of Africa and the Great Lakes Region; from an International Rescue Committee (IRC)-Center for Global Development (CGD) compendium of early cases of World Bank and UNHCR partnership on forced displacement<sup>30</sup>; and from the World Bank flagship report on forced displacement.<sup>31</sup> The project also reflects lessons learned from the implementation of enhanced monitoring and evaluation mechanisms (including satellite imagery) in insecure areas of Northern and Central Mali under the Mali Reconstruction and Economic Recovery Project.

### III. IMPLEMENTATION ARRANGEMENTS

#### A. Institutional and Implementation Arrangements

**55. The proposed project will be implemented using existing government institutions and national systems, strengthened and adapted to the requirements of the project.** At the strategic level, a High Committee will be set up under the aegis of the President of the Republic and will hold semi-annual meetings to validate the results of the overall national programmatic approach to refugees. The High Committee will provide overall strategic orientation on policy issues related to refugees and host communities. At the operational level, the arrangements will build on those of the PFS by extending the skills and composition of the PFS Steering Committee to reflect the design of the project. The Project Steering Committee will be responsible for

<sup>28</sup> A recent global desk study review of the observed impact of different types of activities designed to promote social cohesion found limited evidence to support any one approach. See "Social Cohesion and Forced Displacement: A Desk Review to Inform Programming and Project Design", The World Bank, Mimeo, April 2018.

<sup>29</sup> Such is the case of Social Protection projects in Liberia, Sierra Leone, Guinea, Central African Republic and Togo.

<sup>30</sup> Tackling the Realities of Protracted Displacement: Case Studies on What's Working & Where We Can Do Better, International Rescue Committee and Center for Global Development, 2018.

<sup>31</sup> Forcibly Displaced: Towards a development approach supporting refugees, internally displaced, and their hosts, World Bank Group 2017.



providing strategic guidance for the implementation of both the project and the PFS and will validate the project's annual plans and budgets.

56. **Day-to-day project implementation will be carried out by the *Cellule Filets Sociaux* (CFS).** The CFS was established in 2016 to manage the PFS, funded by the Bank and the Department for International Development (DFID). Initial results from an independent institutional assessment<sup>32</sup> show that this is the preferred option in the short to medium term to implement the project. This approach will require that CFS be strengthened at both the central and local levels, including strengthening of the personnel in charge of general management, fiduciary requirements and safeguards support. While these activities will help support implementation of the project, a broader approach will be required to scale up its activities and impact in both the camps and host communities. To this end, the Letter of Development Policy signed in July 2017 discusses the possibility of establishing a new national agency. The mid-term review will be an important moment to fully assess such an option and consider whether to begin absorbing the experience of the CFS into a newly created agency which would combine the safety nets experience, the activities carried out in support of refugees and host communities, and the broader approach to local economic and social development and shock-responsive social safety nets. In the meantime, the CFS will have—in addition to those already in place in Logone Occidentale and Bar-el-Ghazel—three other regional offices in the East, South, and Lake Chad areas, fully staffed and trained. These offices will have the authority to procure goods and services up to a predetermined threshold and to manage related financial transactions, as well as manage implementation of safeguards, coordination, and monitoring activities. These institutional arrangements will rely on strong involvement of local government authorities and deconcentrated technical services.

## **B. Results Monitoring and Evaluation Arrangements**

57. **As the first Government-led project in Chad to focus on refugees through a development lens, the project will provide important lessons to guide future investments in this emerging area.** For these reasons, the project will put in place innovative monitoring arrangements that will measure progress on outputs and outcomes and on the evolution of the policy and protection agenda for refugees.

58. **The project will rely on its internal resources and on several partners to help monitor progress in different areas.** For Component 1, the project will adapt the existing MIS of the CFS to capture progress in rehabilitation and new construction of facilities and full operationalization of basic services. Because the CFS does not have expertise in the implementation of works, the project will hire specialized technical consultants (for example civil engineers) to supervise activities under Component 1. The project will also rely on feedback from local authorities and communities during the identification, implementation, and operationalization phases. In areas that are difficult to reach, the project will consider using geo-enabling and remote sensing technologies (enhanced M&E) to monitor implementation progress of ongoing investments and community use

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<sup>32</sup> Marcel Ferland, Rapport d'évaluation Institutionnelle du PARCA (Projet d'Appuis aux Réfugiés et aux Communautés d'Accueil), Mimeo, Avril 2018.



of completed investments. For Component 2, the M&E will be carried out using a scaled-up and strengthened version of the MIS developed for the PFS. Under Component 3, UN agencies, particularly UNHCR, will be key partners in monitoring progress toward the development and provision of legal protection of refugees by CNARR.

59. **The project will expand and strengthen the citizen engagement and grievance redress mechanisms developed for the PFS.** The project will also consider using the Iterative Beneficiary Monitoring (IBM) approach designed by the World Bank Poverty Global Practice, or an equivalent approach. The IBM is a third-party-implemented feedback mechanism designed to collect qualitative information about project outputs using surveys and beneficiary assessments. This information is collected on a regular basis and helps to identify shortcomings in project implementation that could put project objectives at risk.

60. **A process evaluation and activity assessment will be undertaken at mid-term review to ensure that activities and institutional arrangements are relevant and effective for achieving project objectives.** This assessment will be informed by continuing analytical work and studies on targeting and accompanying measures, which will make it possible to flexibly adjust project activities in response to changes in the refugee situation. Through its support to CNARR in partnership with UNHCR, the project will continually monitor the adequacy of the refugee protection framework, including progress made on the Law on Asylum, and its repercussions for project activities. The mid-term review will be a critical moment in the life of the project to assess these issues, undergo a quality and technical assessment of activities under components 1 and 2, and assess the efficiency of the institutional and implementation arrangements and potential alternative implementation options.

### C. Sustainability

61. **The project's sustainability rests on its ability to adequately link activities targeting refugees and host communities to broader sector strategies; in other words, to include refugees and host communities in public service delivery.** Sustainability will therefore be assessed by the sum of its parts, given the diversity of its activities. Questions of sustainability have been addressed separately in the project design for each of the key areas of intervention. Activities under Component 1 were designed in collaboration with line ministries to ensure that the project abides by sector standards, including facility plans, construction standards, staff training and salaries. Communities will be leading the project identification process and will be supported and trained to fully own the new or rehabilitated facility, thus ensuring a certain level of local sustainability. While the macro-fiscal environment poses a risk to the sustainability of these activities in the medium term, the design is such that sector ministries will be able to take over project-financed facilities/activities at closing. The project will start with the rehabilitation of existing basic infrastructure. Once this phase is completed, and as Government policies in education and health are further developed through separate Bank projects, the project will move into construction of new facilities.



62. **Component 2 will support poor and vulnerable families through cash-based interventions, including cash transfers, which will likely be phased out over time.** Accompanying measures will promote behavior change towards health, education, early child development, and income-generating activities, which are expected to outlast the project and enable households to sustain themselves. Strong community participation will ensure local ownership of the targeting process and accompanying measures, and of transparency in payment procedures.

63. **CNARR is the key institution supporting refugee management in Chad, and its importance is expected to increase as the UNHCR's presence and resources are expected to diminish over time.** Component 3 will strengthen capacity within CNARR in close collaboration with UNHCR, which has been providing support to CNARR since 2003 and will act as an advisor for this activity. The project will work closely with UNHCR to ensure that capacity development for CNARR supports the refugee protection framework and the Government's ability to respond to refugee situations more efficiently, with clear guidelines and transparent processes in place. Component 3 will also support strengthening of Chad's social protection system by streamlining implementation of safety net programs in coordination with the PFS.

#### IV. PROJECT APPRAISAL SUMMARY

##### A. Technical, Economic and Financial Analysis

64. The project design combines best practices from numerous sectors to address the variety of needs of refugees and host communities in Chad, and lays the groundwork for a more sustainable, long-term approach to helping those affected by forced displacement. The project is designed around a set of seven basic principles:

- **Sustainability.** Promotion of strong community involvement in project activities, particularly in needs identification, positioning and maintenance of new infrastructure, validation of beneficiary lists, and monitoring and supervision. The aim is to build long-term sustainability through (a) community ownership; (b) full alignment with national and regional development plans; and (c) consistency with sector plans in education, health and water and sanitation.
- **Phased approach.** The first set of activities will be the expansion of those which the Government (CFS and CNARR) has already managed and tested. Once operational, the project will advance to new activities which will be introduced gradually, preceded by significant capacity development and training. The implementation arrangements will follow the same gradual approach, with a sequential opening of regional offices of the CFS starting in the East, then the South, and finally the Lake region.
- **Climate change and the environment.** The environment is under significant pressure from soil degradation, extreme weather events, and the overuse of resources due to inflows of refugees. The project will address these pressures through specific environmental



safeguards and a particular focus on climate change mitigation and adaptation measures when building or rehabilitating social infrastructure.

- **Women's participation.** Women will participate in all project activities. The project will also focus on reducing sexual and gender-based violence through all project activities by promoting respect and transparency, and by encouraging reporting and corrective action. To this end, communication campaigns will be carried out, contractors will be required to follow specific protocols, and appropriate grievance redress mechanisms will be put in place. A specific report on gender and SGBV will be prepared in time for the mid-term review, detailing how cases of SGBV have been handled and how they will be addressed in the future.
- **Social cohesion.** The project will monitor the relationship between refugees and host communities, include both refugees and host communities in all project activities, and actively incorporate mitigation measures to lower the risk of tensions and conflicts.
- **Strategic and technical partnership.** The project will seek strong partnership with all relevant national and international actors on issues of geographical targeting, complementarity of interventions, selection of beneficiaries, registration and accompanying measures.
- **Transparency and communications.** A strong communication campaign will help ensure that stakeholders understand that investments are made on the basis of objective, transparent, gender-balanced, and social/environmentally sensitive criteria.

65. **It is expected that the infrastructure improvement interventions (Component 1), cash transfer program, and productive measures (Component 2) will provide a broad range of socio-economic benefits to the refugee population and host communities.** Overall, the project will contribute to reducing some of the driving forces behind the deteriorating wellbeing of refugees and host communities in Chad.

66. **The estimated economic rates of return of the investments in education and health (sub-components 1.1 and 1.2) are 25 and 18 percent, respectively, which are comparable to the economic rate of return of other World Bank projects in the region.** For example, the Chad Mother and Child Health Services Strengthening Project (P148052) and the Cameroon Education Reform Support Project (P160926) have estimated rates of return of 29 and 18 percent, respectively.

67. **The economic and financial analysis of sub-component 2.1 (cash transfers) is similar to the one undertaken for the preparation of the PFS.** With regular transfers of CFAF 15,000 per month (covering between 53 and 55 percent of the food poverty gap), beneficiary households will be able to significantly increase their level of food consumption, include more nutritious food in their diets, and invest in household assets and human capital such as livestock, health and





education. Recent experience with emergency cash transfers in the region shows that cash transfers have a positive impact on household food consumption and food security.<sup>33</sup>

68. **The package of productive measures (sub-component 2.2) is modeled after safety nets graduation programs, which provide a one-time cash grant, training and regular coaching visits.** The amount of the grant (US\$200) was determined based on the experience of other Bank projects in the region, including the Niger Youth Employment and Productive Inclusion Project (P163157) and the similar Senegal Skills for Jobs and Competitiveness Project (P145585). The package of productive measures is also consistent with those being developed as part of the Adaptive Social Protection initiative in the Sahel, supported by the World Bank, DFID and more recently by the *Agence Française de Développement* (AFD). As noted in the Project Appraisal Document for the Niger Youth Employment and Productive Inclusion Project, a grant of US\$200 is consistent with evidence from around the world on the sufficient amount of startup capital required for small enterprises.<sup>34</sup> Findings from the ongoing World Bank qualitative study<sup>35</sup> on the dynamics of social and economic inclusion of refugees and host communities in Chad will be used to inform the design of the training package, with the goal of easing major constraints impeding agricultural value chain development.

## B. Fiduciary

### Financial Management

69. **The project will be implemented by the *Cellule Filets Sociaux*, which is currently implementing the PFS.** Fiduciary compliance for that project is deemed satisfactory, and the unaudited interim financial reports (IFRs) for the project have been submitted on time and found acceptable. In addition, CFS has adequate and qualified staff to handle the financial management (FM) tasks of the proposed project, although some additional support will be required. Its current financial management team consists of a specialist on administrative and financial transactions and a senior accountant at the central level, as well as two assistant accountants at the regional level. CFS is also in the process of hiring an internal auditor.

70. **For the proposed project, CFS will hire an additional accountant to be based in N'djamena.** She or he will perform day-to-day accounting activities and record transactions in the central MIS and database. In the new regional offices, assistant accountants will be hired to perform day-to-day financial transactions.

<sup>33</sup> A review of the emergency cash transfer project in Niger (Safety Nets Project, Niger P123399) shows that cash transfers were used primarily for better and more diverse food (67–90 percent), drinkable water (urban settings), reinvestment (animals) and debt relief.

<sup>34</sup> Data collected in Sri Lanka on start-up costs for 2,019 urban microenterprises show that 10 percent of firms started with US\$100 or less and 23 percent with US\$500 or less. Previous work on Mexican microenterprises, find a similar range of starting capital levels for Mexican microenterprises, with many starting with low amounts. Several studies, including randomized experiments that give one-time grants of US\$100 or US\$200 to microenterprise owners, find high returns to capital when starting at a relatively low level of capital stock (McKenzie and Woodruff 2006, 2008).

<sup>35</sup> Watson et al., *Refugee and Host Communities in Chad: Dynamics of Economic and Social Inclusion*, May 2018. The World Bank. Inclusion



71. **Regarding the accounting software, CFS is currently using TOM2PRO Accounting Software for the PFS.** This is a multi-project accounting software capable of recording transactions and reporting project operations in a timely manner, including preparation of withdrawal applications (WA) and periodic financial reports (IFRs and annual financial statements) for multiple projects. This software will be adapted to fit the needs of the proposed project.

72. **The FM assessment has concluded that the CFS financial management system is adequate and complies with the Bank's minimum requirements under OP/BP10.00.** Overall, the current system can, with reasonable assurance, provide accurate and timely information on the status of the project, as required by the Bank. However, the residual FM risk is *Substantial*, and specific actions are required to enable CFS to adequately manage the implementation of the Refugees and Host Communities Support Project. These actions are related to staffing, internal controls, internal audit, external audit and the supervision plan. A set of financial management conditions and covenants is also foreseen (Annex 1).

## Procurement

73. **Applicable procurement rules and procedures.** Procurement of goods, works, non-consulting and consulting services for the project will be done in accordance with the procedures specified in the *World Bank Procurement Regulations for IPF Borrowers* (Procurement Regulations) dated July 2016 and revised in November 2017; and the World Bank's *Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants* (Anti-Corruption Guidelines), revised as of July 1, 2016; as well as the provisions stipulated in the Financing Agreement. All goods, works and non-consulting services will be procured in accordance with the requirements set forth or referred to in *Procurement Regulations* Section VI, "Approved Selection Methods: Goods, Works and Non-Consulting Services." Consulting services will be procured in accordance with the requirements set forth or referred to in Section VII, "Approved Selection Methods: Consulting Services." Procurement will also be guided by the Government's Project Procurement Strategy for Development (PPSD) and a simplified project procurement plan approved by the World Bank.

74. **Procurement assessment.** The overall procurement risk is rated *Substantial*. The risks are associated with the current country situation; delays in approval of bid evaluation reports experienced in various Bank-financed projects; possible long delays in approval of contracts; and the experience in Chad of overall poor management of contracts, even though arrangements were in place at the level of the MEPD and the performance of the PFS has been satisfactory on these issues. To ensure that the procurement activities are implemented on time and that procured services are of high quality, it is recommended that: (a) the CFS be responsible for all fiduciary activities comprising, notably, the management of all project procurement processes, including the signing and approval of contracts during implementation; (b) the implementation of all procurement activities be anticipated in the PSD and the procurement plan; and (c) the Steering Committee of the project chaired by the MEPD will supervise all procurement activities. With the





implementation of the proposed measures and the support of the World Bank team, the overall residual procurement risk is rated *Moderate*.

75. **Project Procurement Strategy for Development.** The Government's PPSD and procurement plan have provisions for determining whether or not: (a) the national and international environment is favorable for the procurement of goods needed for project implementation; (b) the national market is able to supply the needed inputs for works, computer equipment, office equipment, furniture and office supplies, which will be purchased according to the relevant procedures; (c) the same applies to the market for consultant services; and (d) the contracts are open to the sub-regional and international market for specific supplies and services that may require the participation of international companies. The PPSD summary is presented in Annex 1.

76. **Procurement plan.** The Government has prepared and submitted to the Bank a simplified procurement plan covering the first 18 months of project implementation. Any update to the plan shall be submitted to the World Bank for approval. The CFS shall use the World Bank's online procurement planning and tracking tool, Systematic Tracking and Exchanges in Procurement (STEP), to prepare, clear and update its procurement plan and carry out all procurement transactions. During implementation, the simplified procurement plan will be updated by agreement between the project team and the World Bank as required and at least annually, to reflect the project's actual implementation needs and any further enhancements needed of institutional capacity.

## C. Safeguards

### Environmental Safeguards

77. **Categorization.** The proposed project will rehabilitate, upgrade and construct new infrastructure in several locations to deliver social and economic services. The activities are not expected to induce adverse or irreversible environmental and social impacts. The potential environmental impacts of the project will be limited, site specific, and manageable to an acceptable level of risk if consistent monitoring of safeguards compliance is in place. The project is Environmental Category B. The environmental safeguard policies triggered are OP/BP 4.01, Environmental Assessment; OP/BP 4.09, Pest Management; and OP/BP 4.11, Physical Cultural Resources.

78. **OP 4.01, Environmental Assessment.** This policy is triggered since the project will finance rehabilitation, upgrading and construction of new infrastructure in several locations. This construction/rehabilitation could have adverse impacts on the environment. As the sites of activities will not be known before project implementation, an Environmental and Social Management Framework (ESMF) was prepared and disclosed prior to appraisal. As the specific activities and locations become known, site-specific Environmental and Social Management Plans (ESMP) will be prepared and disclosed in-country and on the World Bank website.



79. **A Medical Waste Management Plan** was prepared related to the investments in health centers that will provide procedures for safe handling and disposal of medical waste; and to ensure that veterinarian waste is well managed during project implementation.

80. **OP 4.09, Pest Management.** The project will support targeted pest management measures for improved agricultural and livestock practices. The activities justify the preparation of a Pest Management Plan and the provision of awareness raising and information campaigns for the benefit of farmers, as well as measures to prevent and address environmental, human and animal risks associated with pest management-related activities. A Pest Management Plan was prepared and disclosed before appraisal.

81. **OP 4.11, Physical Cultural Resources.** This policy is triggered because the project will involve land excavation for new construction. Specific measures in case of discovery of cultural and archeological artifacts are incorporated in the ESMF.

### **Social Safeguards**

82. **Involuntary resettlement.** The project triggers OP/BP 4.12 on Involuntary Resettlement, as it may induce physical and economic displacement of project-affected populations (PAPs). Displacement may, in turn, lead to demands for access to or acquisition of land, for resettlement and for compensation for loss of assets or livelihoods. A Resettlement Policy Framework (RPF), prepared by the client, approved by the Bank, and disclosed in country and in the Bank, addresses the OP/BP 4.12 requirements as well as the Chadian laws and regulations on social safeguards and land acquisition. The RPF provides clear guidance on minimizing land acquisition and related physical or economic displacement; compensating project-affected persons; rehabilitating livelihoods; addressing grievances; and implementing other aspects of the RPF. If resettlement does occur in any of the activities, subproject-specific Resettlement Actions Plans (RAPs) or Abbreviated Resettlement Action Plans (ARAPs) will be prepared by the CFS following the guidelines set out in the RFP. The resettlement process is meant to be inclusive, to encompass vulnerable groups such as refugees, and to guarantee that they receive equitable treatment. The RPF and RAPs/ARAPs will be reviewed and cleared by the Bank and the Government and disclosed publicly on the World Bank website and in-country.

83. **Gender inclusion and SGBV.** Gender issues are critical to the implementation of the Chad Refugees and Host Communities Support Project, since refugee women and children are especially vulnerable to sexual and gender-based violence. The project will be sensitive to the need to: (a) protect women and children protection from SGBV; (b) increase women's economic opportunities; (c) provide appropriate services to women; (d) establish gender-disaggregated baseline data in order to measure the gender impact of the project; and (e) mainstream gender-sensitive approaches in all project activities. Moreover, the project will sensitize key stakeholders and contractors on the prevention of SGBV by including specific clauses in bidding documents and contracts. In addition, a social and gender assessment is being conducted to examine household dynamics in



project areas. The assessment will provide a more informed understanding of the project's potential to address gender issues.<sup>36</sup>

84. **Citizens' engagement.** Citizens and civil society organizations (CSOs) are key partners in the planning and implementation of activities and will be involved in monitoring and assessing implementation. This will help improving the economic, social and environmental performance of the project, its sustainability, community ownership, and transparency and accountability during implementation. The Project Implementation Manual will include a specific section on citizens' engagement.

85. **Strengthening environmental and social safeguards capacity.** The Bank's safeguards team will undertake an assessment of the capacity of the CFS to deal with the safeguards agenda, and if inadequacies and capacity gaps are found it will propose specific actions to address them.

### Grievance Redress Mechanisms

86. Communities and individuals who believe that they are adversely affected by a World Bank (WB) supported project may submit complaints to existing project-level grievance redress mechanisms or the WB's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate Grievance Redress Service (GRS), please visit <http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service>. For information on how to submit complaints to the World Bank Inspection Panel, please visit [www.inspectionpanel.org](http://www.inspectionpanel.org).

## V. KEY RISKS

87. **The overall risk of the project is *High*.** The specific project risks as defined in the Systematic Operations Rating Tool (SORT) are outlined in the following section.

88. **The fragile social and economic situation in Chad is the backdrop to an ongoing major institutional transition in the country, which includes a change in the Constitution with the abolishment of the Prime Minister position and an extension of the mandate of the President.** However, parliamentary elections, which were due to take place two years ago, have yet to materialize. These political uncertainties could potentially have repercussions for project

<sup>36</sup> Watson et al., Refugee and Host Communities in Chad: Dynamics of Economic and Social Inclusion, May 2018. The World Bank.



implementation. The Government is working to address governance challenges in what is currently considered a weak system. Chad is ranked 162<sup>nd</sup> out of 180 on the 2017 Economic Freedom Index, which measures governance and economic freedom based on 12 indicators categorized in four groups.<sup>37</sup> Moreover, the persistently high threat of terrorism in the sub-region introduces an additional layer of uncertainty. For all of these reasons, the political and governance risk is considered **High**.

89. **The country's macroeconomic context is characterized by low diversification of revenue streams and limited capacity for resource mobilization.** The oil sector, the country's main source of fiscal revenue, has been severely impacted by low prices in the international market, further impacting the national debt situation. Severe fiscal constraints have led to increased levels of poverty and vulnerability throughout the country, and have impaired the Government's ability to provide basic social services. As the sustainability of the project relies on the Government's commitment to long-term investment in basic service delivery, the macroeconomic risk to the project is **High**.

90. **Sector strategies and policies are in place to support the broader social protection agenda.** Although there are limited social protection programs at the national level, the National Social Protection Strategy, adopted in 2015, serves as a reference framework for the social protection elements of all social sector interventions, including in key sectors such as education, health and agriculture. The ongoing PFS has jumpstarted the coordination among key strategic partners that is essential for building a national social protection system. On the refugee agenda, the Letter of Development Policy outlines the Government's strategic plan for the integration of refugees and forcibly displaced populations within host communities, along with the actions required to strengthen support for these populations. However, the Law on Asylum has yet to be approved, and the secondary legislation related to its implementation will require drafting and approval. For all these reasons, the risk to the social protection agenda is **Substantial**.

91. **Risks related to the technical design of the project are Substantial.** While the project conforms to various sector and national strategies, its focus on the complex, multisectoral and volatile dynamics pertaining to refugees and host communities will require additional coordination, training, and technical assistance. Furthermore, to respond to the vast array of needs among communities in targeted areas, the project's technical design encompasses several sectors and areas of intervention. Considering the capacity constraints within government, particularly at the local level, the technical design has **Substantial** risks. To mitigate certain risk elements, project activities are aligned with other sector interventions financed by the Bank—e.g., in social protection, education and health—as well as other partners, to enable synergies and leverage existing capacity and knowledge.

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<sup>37</sup> These indicators include, under *rule of law*, protection of private property, level of integrity of the government and the fight against corruption, efficiency of the judicial system; under *size of the state*, government expenditure, the weight of taxes and taxes, the situation of the tax system; under *regulatory efficiency*, freedom to do business, degree of labor liberalization, state of monetary policy; and under *open markets*, free trade, freedom of investment and financial deregulation.



92. **The overall risk related to institutional capacity for implementation and sustainability of the project is *High*, given its reliance on CFS, which is a relatively small institution.** In addition, the project will be implemented in remote areas with significant logistical constraints and uncharted local political dynamics, which are likely to be complex given the high prevalence of refugees, security risks, and an overall fragile governance context. However, the CFS has performed satisfactorily in the implementation of the World Bank/MDTF-financed PFS, and an independent institutional assessment suggests that in the medium term, an adequately scaled-up and trained CFS is a reasonable option to implement the project.<sup>38</sup> Increasing the capacity of CFS will help ensure the success of project implementation and to the broader social protection and refugee agenda. Sustained political support for the project by the Government and other key stakeholders would help mitigate institutional risks by raising the profile of the project and the CFS.

93. **Fiduciary risk to the project is *Substantial*.** The Bank's engagement with CFS through the PFS has already helped to develop significant capacity for financial management and procurement. However, this capacity will need to be further expanded under the proposed project.

94. **Environmental and social risks are *Substantial*.** Despite significant environmental challenges in target areas, no large-scale, significant or irreversible negative impacts from project activities are foreseen. However, the vagaries of climate change may contribute to the relative insecurity of rural populations that are highly dependent on natural resources. Rainfall is the primary water source for agriculture and livestock, and the wadi/river systems are an important source of water in the East and Lake Chad areas. Under the project, potential negative environmental impacts would be site specific and manageable with good practice measures. There are also opportunities to enhance the resilience of populations through sustainable management of natural resources. Safeguards implementation will be led by CFS, which has developed the capacity to implement World Bank safeguards through the PFS. However, the extent of the environmental and social risks and safeguards instruments goes beyond what CFS has already implemented and will require additional environmental and social capacity building. Further, the complex national procedures for clearance of environmental and social assessments and impact mitigation instruments pose a risk of delaying implementation. Close collaboration with the Ministry of Environment will be required to align project safeguards with national policies and get clearance for the use of such instruments in a timely manner.

95. **Stakeholder risk is *High* given the fragile country context and the tensions inherent to managing refugee inflows, particularly in areas with substantial development needs and dwindling natural resources.** Although project activities will be designed with a view toward maintaining social cohesion and mitigating potential conflicts (a communication strategy and clear and transparent selection criteria for areas of intervention and beneficiaries will be essential elements of this), a multitude of factors both within and outside of the project could affect relations with refugees. Project areas are also prone to risks relating to gender equity and SGBV, which the project will mitigate through accompanying measures such as community awareness and

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<sup>38</sup> Marcel Ferland, *Rapport d'Evaluation Institutionnelle du PARCA (Projet d'Appuis aux Réfugiés et aux Communautés d'Accueil)*, Mimeo, Avril 2018.



information campaigns. Stakeholder risk is also high due to the complexity of coordinating the contributions of multiple actors (UNHCR, WFP, UNICEF, FAO, EU, the United States Agency for International Development (USAID), and ECHO). While the objectives of these partners are consistent with those of the project, their operational procedures may differ significantly. Failure to ensure adequate coordination among partners is a primary risk to consider. This risk will be mitigated by extensive communication and Government leadership through the proposed High Committee.

96. **Other risks include the security risk described in the country context section, which could have a significant impact on project activities, either by disrupting them altogether or by increasing the inflow of refugees into Chad and potentially destabilizing the areas of intervention.** This risk has already materialized since the beginning of project preparation, with significant inflows of refugees from CAR. Despite the presence of security forces in the intervention areas and in neighboring countries, the security risk is considered high. If the security situation unravels, the Bank may be unable to supervise the project in-country; however, its partnership with UN agencies and NGOs based in-country would mitigate some of this risk as they could continue supervision activities. Another important risk is the possible deterioration of the refugee protection situation. The UNHCR Protection Note submitted as part of the Board Eligibility Package for the IDA18 Refugee Sub-Window identifies the lack of documentation of refugees, the need to ensure their freedom of movement, access to basic services, and child protection as important issues. The strengthening of systems for refugee protection, notably through CNARR, will address the need for documentation and full freedom of movement for refugees. However, implementing these measures will require approval of the Law on Asylum, which is still pending. In addition, the Eligibility Package highlights SGBV as an area of high risk that will need focus and attention by all interventions in support of refugees. The Gender Inclusion and SGBV paragraph of the social safeguards section of this document highlights some specific remedial actions to mitigate such risks, which will be further detailed in the Project Implementation Manual.<sup>39</sup> As such, other risks are rated **High**.

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<sup>39</sup> Specific measures area also discussed in Watson et al., *Refugee and Host Communities in Chad: Dynamics of Economic and Social Inclusion*, May 2018. The World Bank.





## VI. RESULTS FRAMEWORK AND MONITORING

### Results Framework

COUNTRY: Chad

Chad - Refugees and Host Communities Support Project

#### Project Development Objectives(s)

The Project Development Objectives are to improve access of refugees and host communities to basic services, livelihoods, and safety nets, and strengthen country systems to manage refugees.

#### Project Development Objective Indicators

Indicator Name	DLI	Baseline 2019	End Target 2024
<b>Improving access to basic services</b>			
Beneficiaries with improved access to community infrastructure (health and education) (Number)		75,000.00	535,000.00
Beneficiaries with improved access to community infrastructure (health and education)--Female (Percentage)		0.00	52.00
Beneficiaries with improved access to community infrastructure (health and education)--Refugees (Percentage)		0.00	30.00
<b>Improving resilience of households</b>			
Beneficiaries of social safety net programs (CRI, Number)		75,000.00	120,000.00
Beneficiaries of social safety net programs--Female (Percentage)		0.00	52.00
Beneficiaries of social safety net programs--Refugees		0.00	30.00



Indicator Name	DLI	Baseline 2019	End Target 2024
(Percentage)			
<b>Strengthening country systems to support refugees and host communities</b>			
Beneficiaries in targeted areas included in the Unified Social Registry (Percentage)		0.00	80.00
Beneficiaries in targeted areas included in the Unified Social Registry--Female (Percentage)		0.00	52.00
Beneficiaries in targeted areas included in the Unified Social Registry--Refugees (Percentage)		0.00	30.00
Eligible refugees with identity documents issued by CNARR (Percentage)		10.00	70.00
Eligible refugees with identity documents issued by CNARR--Female (Percentage)		30.00	52.00

#### Intermediate Results Indicators by Components

Indicator Name	DLI	Baseline 2019	End Target 2024
<b>Improving access to basic services</b>			
Geo-referenced health and education sector facility mapping in targeted areas completed (Yes/No)		No	Yes
Communities consulted for basic services needs assessment and targeting validation (Percentage)		0.00	90.00
Classrooms rehabilitated or newly built (Number)		42.00	420.00
Health centers rehabilitated or newly built (Number)		9.00	70.00





Indicator Name	DLI	Baseline 2019	End Target 2024
Students attending new or rehabilitated schools (Number)		0.00	32,000.00
Students attending new or rehabilitated schools--Female (Percentage)		0.00	52.00
Students attending new or rehabilitated schools--Refugees (Percentage)		0.00	30.00
Health facilities reporting quarterly activities using standard reporting forms for Performance Based Financing (Percentage)		0.00	80.00
<b>Improving resilience of households</b>			
Cash transfer beneficiaries (households) (Number)		75,000.00	100,000.00
Cash transfer beneficiaries--Female (Percentage)		0.00	52.00
Cash transfer beneficiaries--Refugees (Percentage)		0.00	30.00
Cash transfers delivered within 5 days of scheduled date (Percentage)		0.00	90.00
Productive measures grant recipients (households) (Number)		1,000.00	20,000.00
Productive measures grant recipients--Female (Percentage)		0.00	52.00
Productive measures grant recipients--Refugees (Percentage)		0.00	30.00
Group-led productive measures activities with mixed participation (refugees and host communities) (Percentage)		0.00	50.00
<b>Strengthening country systems to support refugees and host communities</b>			
Beneficiaries that have been selected through a combined PMT/community validation process (Percentage)		0.00	90.00
Grievances officially entered into the system within 15 days after being reported (Percentage)		0.00	90.00
CNARR and CFS staff undergoing at least 5 days of training (Percentage)		0.00	50.00
<b>Project management</b>			
Project management costs as percentage of total project value		0.00	13.00



Indicator Name	DLI	Baseline 2019	End Target 2024
(Percentage)			
CFS regional offices fully staffed and functional by year 2 (Number)		0.00	3.00

#### Monitoring & Evaluation Plan: PDO Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Beneficiaries with improved access to community infrastructure (health and education)		Twice a year	Baseline was calculated on the basis of data provided by UNHCR and WFP on the number of classrooms and health centers newly built or rehabilitated in target areas. The CFS is launching a	CFS local offices produce simple reports by region on attendance to schools and health centers rehabilitated/built by the project. Information will be collected from schools and health centers (enrollment lists and patient logs) to calculate utilization; utilization of other community infrastructure will be determined on the basis of representative	CFS



			baseline study which will help to confirm baseline numbers, to be reviewed at MTR. The CFS is launching a baseline study which will help to confirm baseline numbers, to be reviewed at MTR. CFS - CNARR - local authorities/health and education inspectors and directors . Reports and Surveys.	samples. This will be applied equally to infrastructure that is rehabilitated or built anew. There will be two reports a year: one in June and one in December. Figures are reported for the period (6 months) and cumulatively. Reports are then presented to the Project Steering committee and the World Bank.	
Beneficiaries with improved access to community infrastructure (health and education)--Female					



Beneficiaries with improved access to community infrastructure (health and education)--Refugees					
Beneficiaries of social safety net programs		Quarterly	For baseline, source is WFP and UNHCR data. Number of safety nets program beneficiaries includes number of refugee households receiving cash assistance from humanitarian agencies in targeted areas. The CFS is launching a baseline study which will help to confirm baseline numbers, to be reviewed at MTR.	Data will be collected from the program MIS (see further information below) and also from humanitarian agencies working in targeted areas. CFS regional offices prepare reports based on registration and payments. Reports are quarterly and consolidated centrally by the CFS. They are then presented to the Steering Committee and the World Bank. At the end of the year (December) a final report consolidates data of the previous quarters.	CFS



			CFS - Management Information System (MIS)		
Beneficiaries of social safety net programs--Female		Quarterly	CFS - Management information system	CFS regional offices prepare reports based on registration and payments. Reports are quarterly and consolidated centrally by the CFS. They are then presented to the Steering Committee and the World Bank. At the end of the year (December) a final report consolidates data for the previous quarters.	CFS
Beneficiaries of social safety net programs--Refugees		Quarterly	CFS - Management information system	In collaboration with CNARR and UNHCR, CFS regional offices prepare reports based on registration and payments. Reports are quarterly and consolidated centrally by the CFS. They are then presented to the Steering Committee	CFS



				and the World Bank. At the end of the year (December) a final report consolidates data for the previous quarters.	
Beneficiaries in targeted areas included in the Unified Social Registry		Twice a year	Unified Social Registry with support from CFS	The Unified Social Registry will be fully operational in 2020. From that moment it will be producing twice a year reports on refugees registered under the USR and supported by the Project. The USR is designed to provide just in time information on beneficiaries by gender, status and support received. There will be two reports a year, one in June and one in December. Figures are reported for the period (6 months) and cumulatively. Reports are then presented to the Project Steering	Unified Social Registry and CFS



				committee and the World Bank.	
Beneficiaries in targeted areas included in the Unified Social Registry--Female					
Beneficiaries in targeted areas included in the Unified Social Registry--Refugees					
Eligible refugees with identity documents issued by CNARR		Every six months.	CNARR	CNARR, in consultation with UNHCR, will provide a bi-annual report to CFS on the number of eligible refugees receiving an ID, to be measured against total number of refugees.	CNARR and CFS.
Eligible refugees with identity documents issued by CNARR--Female					

#### Monitoring & Evaluation Plan: Intermediate Results Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Geo-referenced health and education sector facility mapping in targeted areas completed		Yearly.	CFS - CNARR - Ministry of Health - Ministry of Education -	CFS will hire a firm to carry out a geo-referencing of all facilities in project areas in the first year of	CFS



			Ministry of Economy and Development Planning (as the coordinator of all donor-financed infrastructure).	the Project. This information will inform Component 1 activities of rehabilitation and construction of health centers and schools thereafter. Information will be updated by CFS by adding any new facilities financed by the Project as well as any new facilities financed by other partners in the selected areas.	
Communities consulted for basic services needs assessment and targeting validation		Twice a year	CFS regional offices	CFS local offices produce simple reports by region on involvement of communities in basic needs assessment. Information will be collected on the basis of representative samples. There will be two reports a year: one in June and one in December. Reports are then presented to the Project Steering	CFS





				committee and the World Bank.	
Classrooms rehabilitated or newly built		Twice a year	Baseline data collected from UNHCR and WFP on number of classrooms built or rehabilitated in target areas. The CFS is launching a baseline study which will help to confirm baseline numbers, to be reviewed at MTR. CFS Management information system - CNARR - Ministry of Education	CFS local offices produce simple reports by region on number of classrooms rehabilitated or built. Reports are then consolidated by CFS centrally and shared with the Project Steering Committee and the World Bank. There will be two reports delivered per year: in June and December. Figures are reported for the period in question (6 months) and cumulatively.	CFS



Health centers rehabilitated or newly built		Twice a year	Baseline data collected from UNHCR and WFP on number of health centers built or rehabilitated in target areas. The CFS is launching a baseline study which will help to confirm baseline numbers, to be reviewed at MTR. CFS Management information system - CNARR - Ministry of Health	CFS local offices produce simple reports by region on number of health centers rehabilitated or newly built. Reports are then consolidated by CFS centrally and shared with the Project Steering Committee and with the World Bank. There will be two reports per year in June and December. Figures are reported for the period in question (6 months) and also cumulatively.	CFS
Students attending new or rehabilitated schools		Quarterly report	Baseline data collected from UNHCR	CFS local offices produce simple reports by region on	CFS



			and WFP on number of classrooms built or rehabilitated in target areas. The CFS is launching a baseline study which will help to confirm baseline numbers, to be reviewed at MTR. CFS - CNARR - local authorities/health and education inspectors and directors . Reports.	attendance to schools rehabilitated/built by the project. Indicator is also by gender.	
Students attending new or rehabilitated schools--Female					
Students attending new or rehabilitated schools--Refugees					
Health facilities reporting quarterly activities using standard reporting forms		Twice a year	CFS - CNARR - Ministry of	CFS local offices produce simple reports	CFS



for Performance Based Financing			Health	by region on level of utilization of the standard forms Performance Based Financing introduced by the P148052 Mother and Child Health Services Strengthening Project. Information is based on representative surveys.	
Cash transfer beneficiaries (households)		Quarterly	Baseline data collected from UNHCR and WFP on number of refugees receiving cash transfers in target areas. The CFS is launching a baseline study which will help to confirm baseline numbers, to be reviewed at MTR.	CFS local offices produce simple reports by region on number of households receiving the transfer. This number is then multiplied by 5 since the average size of families is of five member. The reports are then consolidated by the CFS. Data are non-cumulative by cohort.	CFS



			CFS - Management Information System		
Cash transfer beneficiaries--Female		Quarterly	CFS - Management information system	CFS local offices produce simple reports by region on percentage of women number receiving regular (4 per year) cash transfers. Data are non-cumulative. Target is 52 percent of the total.	CFS
Cash transfer beneficiaries--Refugees		Quarterly	CFS - Management Information System	CFS local offices produce simple reports by region on percentage of women number receiving regular (4 per year) cash transfers. Data by cohort are non- cumulative. Target is between 30 and 50 percent of total beneficiaries.	CFS with support from CNARR
Cash transfers delivered within 5 days of scheduled date		Quarterly	CFS - Management Information	CFS local offices produce simple reports by region on how many	CFS



			System	beneficiaries are paid within 5 days from the scheduled date. If needed, information will be collected on the basis of representative samples. There will be two reports a year: one in June and one in December. Reports are then presented to the Project Steering committee and the World Bank.	
Productive measures grant recipients (households)		Quarterly	The CFS is launching a baseline study which will help to confirm baseline numbers, to be reviewed at MTR. CFS - Management Information System	CFS local offices produce simple reports by region on number of households receiving the productive measure grant. This number is then multiplied by 5 since the average size of families is of five member. The reports are then consolidated by the CFS.	CFS
Productive measures grant recipients-Female		Quarterly	CFS - Management	CFS local offices produce simple reports	CFS



			Information System	by region on percentage of women number receiving the grant. The reports are then consolidated by the CFS. Target is 52 percent of the total.	
Productive measures grant recipients-Refugees		Quarterly	CFS - Management Information System - CNARR	CFS local offices produce simple reports by region on refugees receiving the grant and their percentage on the total of productive measures grant beneficiaries. The reports are then consolidated by the CFS. Target is refugees as 30 (minimum) and 50 percent (maximum) of total beneficiaries of productive measures grant recipients.	CFS
Group-led productive measures activities with mixed participation (refugees and host communities)		Twice a year	CFS - Management Information System and CNARR.	CFS regional offices produce two reports a year (June and December), indicating how many (percentage) of the group activities started through the	CFS





				productive measures grants are participated by refugees and members of host communities. The reports are then consolidated by the CFS. If needed, indicator can be based on survey of representative sample	
Beneficiaries that have been selected through a combined PMT/community validation process		Twice a year	CFS - Management Information System	CFS regional offices produce two reports a year (June and December), indicating how many (percentage) Beneficiaries have been selected through a combined PMT (Proxy Means Testing)/community validation process. The target is 90 percent. The reports are then consolidated by the CFS. If needed, indicator can be based on a survey of a representative sample.	CFS



Grievances officially entered into the system within 15 days after being reported		Twice a year	CFS - Management Information System	CFS regional offices produce two reports a year (June and December), indicating how many (percentage) grievances have been entered formally into the system and within how many days from reporting (Date of written grievance will be considered as reporting date). The reports are then consolidated by the CFS. The indicator measures the actual number of grievances and surveys will not be accepted.	CFS
CNARR and CFS staff undergoing at least 5 days of training		Once a year	CFS and CNARR	By end of Project all staff will have undergone at least 5 days of total training. The project will calculate the total number of professional staff at starting date (January 1, 2019) and on such basis estimate the total number of	CFS with information from CNARR (and CFS)



				days of professional training this cohort will have to undertaken by closing date. (December 30, 2023). Every year both institutions will report the number of training days delivered and their percentage over the number of days evenly distributed by year.	
Project management costs as percentage of total project value		quarterly	CFS	Quarterly unaudited financial reports	CFS
CFS regional offices fully staffed and functional by year 2		Twice a year	CFS	Report	CFS



## **ANNEX 1: IMPLEMENTATION ARRANGEMENTS AND SUPPORT PLAN**

### **COUNTRY : Chad Chad - refugees and communities Support Project**

#### **Project Institutional and Implementation Arrangements**

1. The proposed project will be implemented using new and existing Government institutions and national systems. Institutional and implementation arrangements are as follows:

##### ***High Committee***

2. As indicated in the Letter of Development Policy, a High Committee will be set up under the aegis of the President of the Republic and will hold semi-annual meetings to validate the information provided on the results of the overall programmatic approach to refugees. The High Committee will comprise key ministers, including from the Ministry of Economy and Development Planning; the Ministry of Public Security, Territorial Administration and Local Governance; the Ministry of Social Affairs, Gender and National Solidarity; and others. The heads of selected UN agencies will also participate in the High Committee, as will representatives of NGOs and civil society. The High Committee will provide overall strategic direction on matters of refugee policy, economic and social inclusion, long-term development, and resilience of host communities.

##### ***Project Steering Committee***

3. The Project Steering Committee will be chaired by the Director General of the Ministry of Economy and Development Planning and seconded by the Director General of the Ministry of Public Security, Territorial Administration and Local Governance. Other Directors General will represent the Ministry of Women, Family, and National Solidarity; the Ministry of National Education; Ministry of Public Health; Ministry of Agriculture, Irrigation and Agricultural Equipment; and the Ministry of the Environment. The Committee will comprise a total of nine members, including one representative from civil society. It will hold quarterly meetings and will be responsible for the approval of budgets and work plans in addition to supervising implementation of activities on a quarterly basis. The Chair of the Project Steering Committee will engage with the High Committee on the progress of the project to ensure full alignment with national policies on refugees. The Steering Committee will also be responsible for providing strategic direction for and approving the annual budget and working plans of the PFS.

##### ***Project management***

4. The *Cellule Filets Sociaux* (CFS) will be responsible for implementing project activities. CFS has been in place since 2016 and has competent management and ten senior staff on board. Management and staff were selected through competitive procedures managed by an international



human resources agency. CFS has developed, trained on, and is using a complete set of operational manuals acceptable to the World Bank, including an Administrative and Financial Manual, a Manual on Targeting, a Manual on Cash Transfers, a Manual on Cash for Work and an Environmental and Social Mitigation Framework. Originally produced for the PFS, these manuals are being newly revised for this project. CFS has a main office in Ndjamená and two regional offices, in Logone Occidentale and Bar-el-Ghazel. It has surveyed close to 30,000 potential beneficiaries, registered and provided cash transfers to approximately 6,200 households, and is supporting the creation of the Unified Social Registry.

5. The CFS will open at least three additional fully staffed regional offices. Aside from a regional coordinator, each regional office will include a financial management specialist, M&E specialist, safeguards specialist, two technical specialists to manage components 1 and 2, and a communications/community engagement specialist, plus support staff as needed.

6. Given the breadth of the refugee situation and based on the performance of the project, the option to expand the project to the national level will be explored at mid-term review. Expansion could involve the establishment of a national agency for local development/social protection, as detailed in the Letter of Development Policy.

7. These institutional arrangements will rely on the strong involvement of local authorities, line ministry representatives and local communities. Their involvement will be based on local development plans if they exist, on the participation of the Regional Action Committees (para. 15), and the involvement of community leaders and key representatives of women's and youth groups.

## **Financial Management**

8. The project will be implemented by CFS, which is currently implementing the PFS (IDA-D1340: US\$5 million; Trust Fund TF0A2801: US\$5 million). The fiduciary compliance for the PFS is deemed satisfactory. Since its effectiveness, unaudited IFRs have been submitted on time and found acceptable. In addition, CFS has adequate and qualified staff to handle the FM tasks of the proposed project. The current FM team consists of an administrative specialist, a financial specialist and a senior accountant at the central level, as well as two assistant accountants at the regional level. CFS is also in the process of hiring an internal auditor, as well as an additional accountant for the N'djamena office who will perform day-to-day accounting activities and record transactions at the central level. Three assistant accountants/FM specialists will also be hired to perform day-to-day financial transactions in the regional antennas.

9. The accounting software that CFS is currently using for the PFS will be adapted to fit the needs of the proposed project. TOM2PRO is a multi-project accounting software capable of recording transactions and reporting project operations in a timely manner, including preparation of WAs and periodic financial reports (IFRs and annual financial statements) for multiple projects.

10. The FM assessment has concluded that CFS's financial management system is adequate and in compliance with the Bank's minimum requirements under OP/BP10.00. Overall, the current



system can provide, with reasonable assurance, accurate and timely information on the status of the project, as required by IDA. The financial management residual risk for CFS is, however, **Substantial**, and the following actions are required to enable CFS to better manage the implementation of the new Refugees and Host Communities Support Project:

- **Staffing.** The action includes the recruitment, on a contractual basis, of a qualified Accountant as per the Terms of Reference (ToR) to be agreed upon with the World Bank. The Accountant will be based in N'djamena and will ensure day-to-day transaction processing and accounting at the central level. Moreover, the project will recruit three qualified Assistant Accountants as per ToRs to be agreed upon with the World Bank. The Assistant Accountants will ensure day-to-day transaction processing and accounting in the three regional offices to be opened.
- **Internal control.** The Administrative, Financial and Accounting Procedures Manual currently being used for the PFS will be updated by an independent consultant to fit the new project needs. The manual will describe the role and responsibilities of the implementing entity and the beneficiaries, the applicable fiduciary procedures; the reporting procedures, the funds flow arrangements and budget management cycle and procedures. Moreover, CFS will adapt its existing TOM2PRO accounting system to fit the needs of the proposed project, no later than three months after the project effectiveness date.
- **Internal audit.** The recruitment of an internal auditor is currently ongoing. The internal auditor will develop an annual audit plan using a risk-based approach. The internal auditor will support improvement of the effectiveness and efficiency of the internal control system during implementation.
- **External audit.** The audit of the annual financial statements of the project will be carried out by a reputable auditing firm as per ToRs to be agreed upon with the World Bank.
- **Supervision plan.** Considering the current overall residual FM risk level, the project will be supervised at least twice a year in addition to routine desk-based reviews to ensure that the project's FM arrangements operate as intended and that funds are used efficiently for the intended purposes.



## FM Conditions and FM covenants:

**Table 1. FM Action Plan<sup>40</sup>**

No	Action	Due Date	Responsible
1	Update and adopt the Administrative, Financial and Accounting Procedures Manual used under the World Bank financed PFS currently being managed by CFS to fit the new project needs.	Before Effectiveness Date	Ministry/CFS
2	Elaborate and adopt a PIM in form and content satisfactory to the Association.	Before Effectiveness Date	Ministry/CFS
3	Recruit an accountant to be based in N'djamena and an assistant accountant for each regional office	Not later than three months after effectiveness.	Ministry/CFS
4	Open a Designated Account (DA) in a local commercial bank on terms and conditions acceptable to the Bank.	Within one month after the Effective Date of the Financing Agreement	Ministry/CFS
5	Customize the existing TOM2PRO accounting software to handle the new project's transactions.	Not later than three months after effectiveness.	Ministry/CFS
6	Agree on the format of the IFR to be used for the project.	Agreed.	WB/Ministry
7	Recruit a qualified and independent external auditor under Terms of Reference (TORs) satisfactory to the Bank.	Not later than six (6) months after effectiveness.	Ministry/CFS

## Financial Management Arrangements

### *Budgeting Arrangements*

11. All project transactions will be ring-fenced and will not go through Chad's public accounts. The budgeting process will be clearly defined in the updated Administrative, Financial and Accounting Procedures Manual, and the budget will be reviewed and adopted by the project Steering Committee before the beginning of the year; i.e. no later than November 30<sup>th</sup> of each year. Annual budgets adopted by the Steering Committee will be submitted for the Bank's non-objection before implementation.

12. Budgets should be regularly monitored at all levels by CFS. The approved annual budget of the project should be monitored against actual expenditures at least quarterly. The budget variances should be adequately explained and justified through the semi-annual IFRs.

<sup>40</sup> Actions 1 and 2 of the FM Action Plan are reflected in Article V of the Financing Agreement, 5.01 (b) and (c), and as such are Conditions of Effectiveness. Actions 3-7 are FM conditions and are not reflected in the Financing Agreement.





### *Accounting Arrangements*

13. **Accounting policies and procedures.** The current accounting standards in use in West and Central African Francophone countries for ongoing Bank-financed projects will be applicable. SYSCOHADA is the assigned accounting system in West and Central African Francophone countries. Project accounts will be maintained on an accrual basis, supported with appropriate records and procedures to track commitments and to safeguard assets. Annual financial statements will be prepared by the project implementing agency in accordance with SYSCOHADA and Bank requirements. Accounting and control procedures will be documented in the Administrative, Financial and Accounting Procedures Manual.

14. **FM manuals.** CFS will update and adapt the administrative, financial and accounting procedures manual it currently uses for the PFS. The updated procedures manual should be adopted before project effectiveness.

15. **Accounting staff.** The current FM team consists of an administrative and financial specialist and a senior accountant at the central level, as well as two assistant accountants at the regional level. One additional accountant and three assistant accountants will be hired. The accountant will be based in N'djamena while the assistant accountants will be based in the regional offices to be opened as part of the new project.

16. **Accounting software.** CFS is currently using a multi-project, multi-donor version of the TOM2PRO accounting software. CFS's accounting system will be adapted, within three months of effectiveness, to handle the new project activities.

### *Internal Control and Internal Audit Arrangements*

17. **Internal control systems.** Internal control comprises the whole system of control, financial or otherwise, established by management to (a) carry out the project activities in an orderly and efficient manner; (b) ensure adherence to policies and procedures; (c) ensure maintenance of complete and accurate accounting records; and (d) safeguard the assets of the project.

18. Under the PFS, CFS has developed an adequate internal control system which will be used for the project. This system includes a segregation of duties whereby authorization to execute a transaction, recording of the transaction and custody of assets involved in the transaction are performed by different people. Ordering, receiving, accounting for and paying for goods and services are appropriately segregated. However, the existing Administrative, Financial and Accounting Procedures Manual should be updated to fit the new project needs.

19. The updated Administrative, Financial and Accounting Procedures Manual will document the financial management and disbursement arrangements including internal controls,



budget process, assets safeguards, and clarify roles and responsibilities of all the stakeholders in relation to the new project.

20. **Internal audit.** CFS is currently recruiting an internal auditor. The internal auditor will develop an annual audit plan using a risk-based approach. She/he will be responsible for closely monitoring implementation of the action plans aimed at addressing weaknesses revealed during her/his own internal audit missions, Bank's supervisions and external audit missions.

### ***Financial Reporting Arrangements***

21. For this project, CFS will prepare quarterly unaudited IFRs. These will be submitted to the Bank within forty-five (45) days of the end of the quarter. The format and the content, consistent with World Bank standards, has been agreed to by the Borrower and the Bank. At a minimum, the financial report will include: (a) a statement of sources and uses of funds and opening and closing balances for the quarter and cumulative; (b) a statement of uses of fund that shows actual expenditures appropriately classified by main project activities (categories, sub-components) including comparison with budget for the quarter and cumulative; (c) a statement on movements (inflows and outflows) of the project Designated Account, including opening and closing balances; (d) a statement of expenditure forecast for the next quarter together with the cash requirement; (e) notes and explanations; and (f) other supporting schedules and documents.

22. The CFS will also prepare the project's annual accounts/financial statements within three months after the end of the accounting year in accordance with the accounting system implemented in the sub-region (SYSCOHADA). The audited financial statements should be submitted to the World Bank within six (6) months after the end of the accounting year.

### ***Auditing Arrangements***

23. The annual audited financial statements and audit reports (including Management Letter) will be submitted by CFS to the Bank no later than six (6) months from the end of the fiscal year. The annual financial statements will be prepared in accordance with the standards indicated in the audit ToRs. The audit will be carried out by an independent External Auditor with qualification and experience satisfactory to IDA.

24. The audit will be carried out in accordance with the International Standards of Auditing (ISA) issued by the International Federation of Accountants (IFAC). The auditor will prepare a work plan to cover all the major risk areas. The following mechanisms are proposed to systematically monitor the timing of audit reports and the timely action on audit findings: (a) CFS has the responsibility to prepare a consolidated audit action plans within one month of the receipt of the annual audit report; (b) within two months of the receipt of the audit report, action must be taken on all audit findings and notification given to IDA.

25. In accordance with World Bank Policy on Access to Information, the Borrower is required to make its audited financial statements publicly available in a manner acceptable to



the Bank; following the World Bank's formal receipt of these statements from the borrower, the World Bank also makes them available to the public.

26. The audit reports that will be required to be submitted by CFS with due dates for submission are:

**Table 2. Audit Reports**

<i>Audit Report</i>	<i>Due Date</i>
<i>Project Specific Financial Statements and management letter to be submitted by CFS.</i>	Submitted within six (6) months after the end of each financial year.

### Conclusions of the FM Assessment

27. The overall residual FM risk is considered **Substantial**. The proposed financial management arrangements for this project are considered adequate subject to the implementation of the mitigation measures, and they meet the minimum fiduciary requirements under Bank Policy and Directive for Investment Project Financing.

### Implementation Support and Supervision Plan

28. The intensity and frequency of FM implementation support will be in line with the risk-based approach and will involve collaboration with the entire task team. The first implementation support mission will be performed six (6) months after project effectiveness. Afterwards, the missions will be scheduled using the risk-based approach model and will include: (a) monitoring of the financial management arrangements during the supervision process at intervals determined by the risk rating assigned to the overall FM assessment at entry and subsequently during implementation; (b) integrated fiduciary review on key contracts; (c) review of the IFRs; (d) review of the audit reports and management letters from the external auditors and follow-up on material accountability issues by engaging with the task team leader, client, and/or auditors; the quality of the audit (internal and external) is to be monitored closely to ensure that it covers all relevant aspects and provides enough confidence on the appropriate use of funds by recipients; and (e) other assistance to build or maintain appropriate financial management capacity and efficient internal control system. The FM team will perform periodic field missions at CFS to review the FM performance and risk and provide adequate advice and recommendations.

### Disbursements

29. **Disbursements arrangements.** The disbursement methods will be based on the Disbursement Guidelines for Investment Project Financing, dated February 2017. More precisely, the following three methods will be used: (a) an initial advance into the project's Designated Account to finance eligible expenditures as they are incurred; (b) direct payments to a third party for works, goods and services upon the Borrower's request; and (c) reimbursements for expenditures incurred under the project. Further details about disbursements to the project will be included in the disbursement procedures described in the Disbursement and Financial



Information Letter (DFIL) and the Administrative, Financial and Accounting Procedures Manual. CFS, as the implementing agency for the project, will maintain the Designated Account. Similar to the PFS, the Designated Account will be opened at a commercial bank on terms and conditions acceptable to IDA. If ineligible expenditures are found to have been made from the Designated Account, the Borrower will be obligated to refund the same. If the Designated Account remains inactive for more than six (6) months, the Borrower may be requested to refund to IDA amounts advanced to the DA. IDA will have the right, as reflected in the Financing Agreement, to suspend disbursement of the funds if the project is not in compliance with reporting requirements.

30. **Banking arrangements.** CFS will open a DA denominated in CFAF in a commercial bank on terms and conditions acceptable to the Bank. The project's Designated Account will function under the co-signature of the project coordinator and the FM specialist of the project.

31. **Flow of funds arrangements.** Funds flow arrangements (through the Designated Account) are as follows:

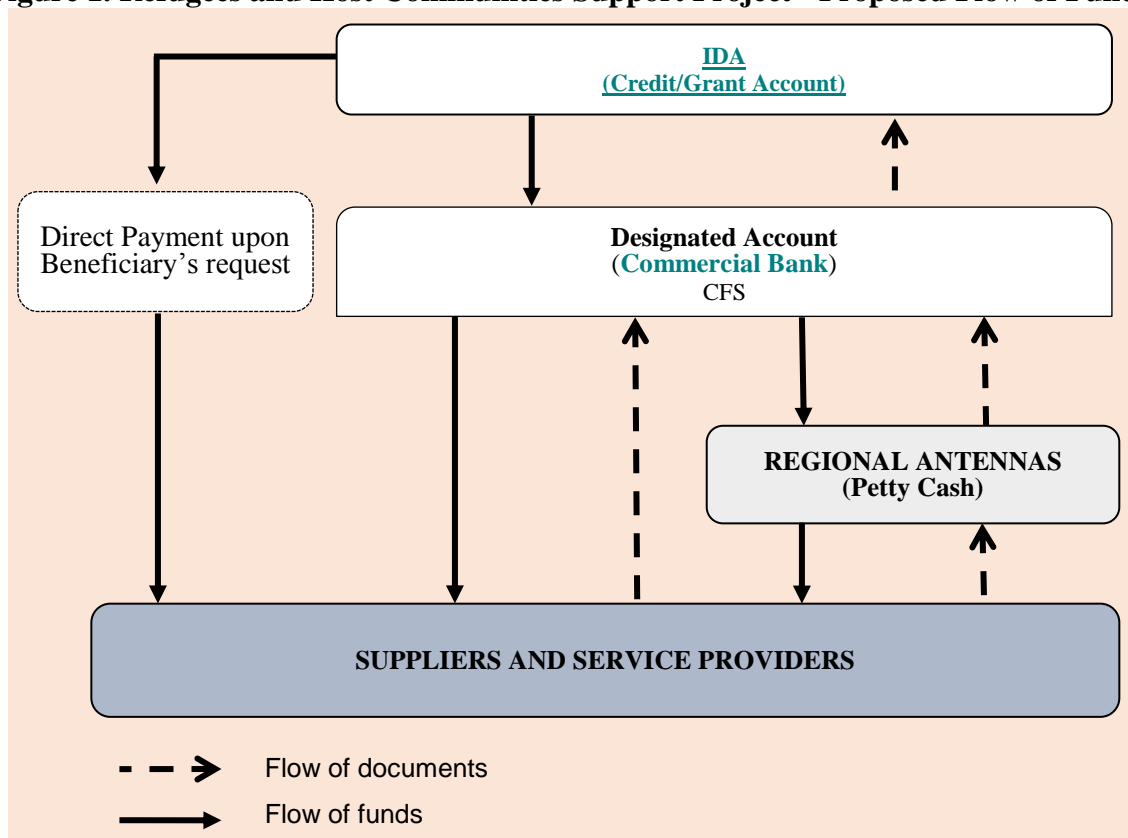
- IDA will make an initial advance disbursement into the Designated Account in CFAF upon receiving a WA from the Borrower.
- Replenishment of funds from IDA to the Designated Account will be made upon evidence of satisfactory utilization of the advance, reflected in a Statement of Expenses (SOE) and/or full documentation for payments above SOE thresholds. Replenishment applications will be required to be submitted monthly. Further details about disbursements to the project will be included in the disbursement procedures described in the DFIL.

32. **Transfer of funds to regional offices.** Each regional office will maintain a segregated petty cash account that will be used to finance small eligible expenditures incurred in the region. An initial advance will be made from the Designated Account and replenishments of funds from the Designated Account to the petty cash account will be made upon evidence of satisfactory utilization of the advance, reflected in Statements of Expenditures and Petty Cash reconciliations. Detailed arrangements on the flow of funds, utilization of funds and reporting requirements to and from the regional offices will be provided in the Administrative, Financial and Accounting Procedures Manual.

33. **Payments to beneficiaries.** Like the PFS, this project involves many relatively small payments to beneficiaries at regular intervals. Under sub-component 2.1, the project will finance an unconditional cash transfer program to approximately 25,000 beneficiaries, while under sub-component 2.2, approximately 20,000 grants of US\$200 each will be allocated to beneficiaries to start up business activities. The payments will be made by microfinance institutions and/or mobile telephony funds transfer companies. Detailed arrangements for the cash payments will be provided in the Project Implementation Manual. They will be an adaptation of procedures and arrangements under the PFS.



Figure 1. Refugees and Host Communities Support Project - Proposed Flow of Funds



## Procurement

34. **Applicable procurement rules and procedures.** Procurement for the project will be carried out in accordance with the World Bank Procurement Regulations for IPF Borrowers (Borrowers' Regulations) dated July 2016, and the provisions stipulated in the Financing Agreement. The Recipient shall use the World Bank's online procurement planning and tracking tools to prepare, clear and update its Procurement Plans and conduct all procurement transactions.

35. **Institutional arrangement for procurement.** The CFS will be responsible for implementation of all fiduciary activities comprising FM and procurement. Based on the current procurement context characterized by the lack of procurement capacity and in order to mitigate the financial risk, the World Bank team agreed with the project preparation team that the following measures are to be taken: (a) anticipating all procurement activities as indicated in the PPSD) and the Procurement Plan; and (b) closely supervising all procurement activities. These measures will be pursued during the implementation of the project.

36. **Procurement risk assessment.** A summary procurement risk assessment of the CFS was carried out, and the overall procurement risk rating is *Substantial*.



37. The main procurement-related risks are:
- Lack of knowledge and practice in application of the New Procurement Framework
  - Lengthy government approval processes.
38. The following mitigation measures are proposed:
- The CFS will apply the procurement procedures detailed in the Project Implementation Manual and will develop detailed checklists to ensure consistent and compliant project procurement.
  - The CFS will develop a contract management system to ensure that all contracts under the project are effectively and efficiently managed. This will include the tracking key contract milestones and performance indicators as well as capturing all procurement and contract records.
39. **National Procurement Arrangement.** In accordance with paragraph 5.3 of the Procurement Regulations, when approaching the national market, as specified in the Procurement Plan tables in the STEP tracking tool, the country's own procurement procedures may be used. When the Beneficiary uses its own national open competitive procurement arrangements as set forth in Public Procurement Code, such arrangements shall be subject to paragraph 5.4 of the Procurement Regulations and the following conditions:
- the procurement is open to eligible firms from any country;
  - the request for bids/request for proposal documents shall require that Bidders/Proposers submitting Bids/Proposals present a signed acceptance at the time of bidding, to be incorporated in any resulting contracts, confirming application of, and in compliance with, the Bank's Anti-Corruption Guidelines, including without limitation the Bank's right to sanction and the Bank's inspection and audit rights; and
  - maintenance of records of the procurement process. When national procurement arrangements other than national open competitive procurement arrangements are applied by the Beneficiary, such arrangements shall be subject to paragraph 5.5 of the Procurement Regulations.
40. **Procurement methods.** Various procurement methods to be used for activities financed by the proposed Credit will be set in the procurement plan.
41. **Procurement of works.** Procurement of works will include the rehabilitation and/or construction of health centers; schools; harvest storage facilities; water sources, notably wells and boreholes; and other small infrastructure. Wherever possible, owing to logistical, distance, and overall efficiency considerations, the CFS will bundle procurement of works and goods into larger-scale packages.



42. **Procurement of goods and non-consulting services.** Procurement of goods will include training and teaching materials and tools, medications, computer equipment, communication materials and vehicles.
43. **Procurement of consulting services** (firms and individuals). Consulting services will include the services of trainers, NGOs, firms and individual consultants, including all project staff.
44. **Frequency of procurement supervision.** In addition to the prior review to be carried out by the World Bank, supervision missions will be undertaken at least once a year. One in five procurement packages not subject to World Bank prior review will be examined ex-post on an annual basis.
45. **Procurement Plan.** The draft Procurement Plan for the first 18 months has been prepared. The Procurement Plan will be updated by the CFS on an annual or as-needed basis to reflect actual project implementation needs. Updates to the Procurement Plan will be submitted to the Bank for no objection, and the PPSD updated accordingly.
46. **Procurement planning and tracking tool.** In accordance with paragraph 5.9 of the World Bank Procurement Regulations for IPF Borrowers of July 2016, (“Procurement Regulations”), the Bank’s STEP system will be used to prepare, clear and update Procurement Plans and conduct all procurement transactions for the project.
47. **Project Implementation Manual.** The PIM will define the project’s internal organization and implementation procedures and will include: (a) the procedures for calling for bids, selecting consultants and awarding contracts; (b) procedures and sample contracts for community-based procurement; (c) internal organization for supervision and control, including operational guidelines defining the role of the executing agency and reporting requirements; and (d) disbursement procedures.
48. **Project Procurement Strategy for Development.** A PPSD was prepared to ensure that procurement activities are packaged and prepared in such a way as to minimize risk to the project. The PPSD concludes that the environment is favorable for procurement of the activities envisaged under the proposed project. These comprise primarily (a) small works: construction and rehabilitation; (b) goods and non-consulting services: vehicles and motorcycles; computers and IT equipment and laboratory equipment; and (c) consulting services: individual consultants and firms of consultants for specific activities. Among the latter, the PPSD makes a distinction between specialized consultants and others.
49. The national market for small works, vehicles and motorcycle, computers and IT equipment, communication equipment, and consulting services is sufficient to meet the project’s needs. Many local firms have the capability and competencies to participate in open competitive bidding but there are few firms with capability to offer vehicles and motorcycles.





48. The procurement process will need to pay sufficient attention to the recruitment of individual consultants and firms. To identify specialized consultants, the Client will need to actively search in the sub-region. Many consultants can be identified in the sub-region.

**Table 3. PPSD Summary Table**

Types of contract	Cost per contract	Prior review by the Bank	Approach	Selection method	Evaluation method
<b>Consultancy</b>					
Firms for the supervision and control of construction work and rehabilitation of basic infrastructure	Up to \$ 100 000 Mean \$ 60 000 Medium risk	No	Open National	SFQC	Qualification
International Firm for Performance Based Financing Evaluation (one evaluation per year for a total of 5 years)	Up to \$ 75 000 Mean \$ 25 000 High risk	No	Open International	SQC	Qualification
PMT surveys, Beneficiaries registration	Up to \$ 125 000 Mean \$ 50 000 High risk	No	Open National	SQC	Qualification
External Auditor (5 audits)	Up to \$ 50 000 Mean \$ 25 000 Medium risk	No	Open International	SMC	Least cost
Studies, Technical Assistance and Evaluations	Up to \$ 100 000 Mean \$ 25 000 Medium risk	No	Competitive	SQC	Qualification
NGOs for the implementation of productive accompanying measures	Up to \$ 125 000 Mean \$ 60 000 Medium risk	No	Open National	SQC	Qualification
Payment Agency for subsidies in Schools, cash transfers or productive accompanying measures grants	Up to \$ 600 000 Mean \$ 300 000 High risk	Yes	Open National	SQC	Qualification
<b>Goods</b>					
4-wheels and 2-wheels vehicles	Up to \$ 600 000 Mean \$ 350 000 Medium risk	No	Open National	Request for Bid	Least cost
Office supplies	Up to \$ 100 000 Mean 50 000 Medium risk	No	Open National	Request for quotation	Least cost
Renting contracts	Up to \$ 100 000 Mean 50 000 Medium risk	No	Competitive	Request for quotation	Least cost
IT equipment and equipment	Up to \$ 100 000 Mean \$ 50 000 High risk	No	Open International	Request for quotation	Least cost
<b>Works</b>					
Construction and classrooms, latrines and others rehabilitation	Up to \$ 750 000 Mean \$ 450 000 Medium risk	No	Open National	Request for Bid	Least cost
Construction and health centers, latrines and others rehabilitation	Up to \$ 750 000 Mean \$ 450 000 Medium risk	No	Open National	Request for Bid	Least cost
PMH drilling (new and rehabilitated) in schools	Up to \$ 100 000 Mean \$ 75 000 High risk	No	Open National	Request for Bid	Least cost
New or rehabilitated mini AEP of 2 m3 with solar energy in the health centers.	Up to \$ 200 000 Mean \$ 150 000 High risk	No	Open National	Request for Bid	Least cost





**Procurement prior review thresholds:** Procurement methods and World Bank review requirements for the procurement are summarized in tables below:

**Table 4. Procurement Prior Review Thresholds (US\$ millions):**

Type of Procurement	High Risk	Substantial Risk	Moderate Risk	Low Risk
Works (including turnkey, supply & installation of plant and equipment, and PPP)	5	10	15	20
Goods, information technology and Non-Consulting Services	1.5	2	4	6
Consultants: Firms	0.5	1	2	4
Consultants: Individual	0.2	0.3	0.4	0.5

**Table 5: Thresholds for Procurement Approaches and Methods (US\$ thousands):**

Works			Goods, IT and Non-Consulting Services			Shortlist of national Consultants	
Open International ≥	Open National <	RfQ ≤	Open International ≥	Open National <	RfQ ≤	Consulting services <	Engineering & construction supervision ≤
10,000	10,000	200	1,000	1,000	100	100	300

49 This project triggers Paragraph 12 of the Investment Project Financing Policy. Paragraph 12 renders projects eligible for additional flexibility in procurement processes in situations of urgent need of assistance or capacity constraints. Given the weak governance environment, the option of using flexible procedures will be assessed on a case-by-case basis.

### **Environmental and Social (including safeguards)**

50. **Categorization.** The proposed project will rehabilitate, upgrade and construct new infrastructure in several locations to deliver social and economic services. The activities are not expected to induce adverse or irreversible environmental and social impacts. The potential environmental impacts of the project will be limited, site specific, and manageable to an acceptable level of risk if consistent monitoring of safeguards compliance is in place. The project is categorized as B. The environmental safeguard policies triggered are OP/BP 4.01: Environmental Assessment; OP/BP 4.09: Pest Management; and OP/BP 4.11: Physical Cultural Resources.

51. **Environmental safeguard policies relevant to the project.** Several safeguards instruments were finalized and disclosed before appraisal, including:



- An ESMF identifying the main environmental and social safeguards risks, as well as the main mitigating, monitoring and capacity-building measures. Chance finds procedures are included in the event of discovering any physical or cultural artifacts during project implementation.
- A Medical Waste Management Plan identifying specific risks related the investments in health centers and providing procedures for safe handling and disposal of medical and veterinary waste during project implementation.
- A Pest Management Plan outlining policies to prevent environmental and health risks associated with pesticide use, promote integrated pest management (IPM) approaches, and define capacity building needs (training, awareness raising) in both IPM and pesticide management.
- Social safeguard policies relevant to the project. The project triggers the Safeguard Policy on Involuntary Resettlement (OP/BP4.12), and a Resettlement Policy Framework has been prepared and disclosed as part of the appraisal process.

52. **Implementation institutional framework.** Sub-project preparation work will fall under the responsibility of CFS as the implementing agency, in close collaboration with the project Steering Committee which includes representatives of relevant sector actors. The environmental and social screening of sub-projects and the validation of the selection and classification process will be executed by CFS in coordination with the Director of Environmental Studies and Control of Pollution and Nuisances (DEELPCN) in the ministry responsible for the environment. Given the risk category of the project activities, it is anticipated that Environmental and Social Impact Notices (ESIN) will be prepared for the different activities by consultants specialized in ESINs, who will report to the environmental and social focal points of CFS. ESMPs will be prepared to manage risks for specific sub-projects as they are identified. Updates on studies and/or instruments being prepared will be provided to the project Steering Committee on a regular basis. The review and approval of the ESIN, ESMP, and Resettlement Action Plan reports will be carried out by DEELPCN and the reports will be publicly released by CFS.

53. Various stakeholders will be involved in the environmental and social monitoring program: local officials and decentralized sectoral agencies, environmental and social focal points of CFS, the control office of DEELPCN, the ministry in charge of social affairs, the World Bank and consultants (national and international). Supervision of monitoring activities will be conducted by the environmental and social focal points of CFS and will include members of the Steering Committee or associated agents of the relevant ministries. The internal monitoring of environmental mitigation measures will be carried out by the environmental and social managers of enterprises, consultancies, control offices and municipalities involved in the project. Awareness-raising and training about gender and social issues, sexual and gender-based violence and social inclusion will be provided to the staff of CFS and other agencies responsible for project safeguards. The integration of environmental and social clauses as part of works tender documents will be directed by CFS.



## **Monitoring and Evaluation**

54. The project will focus significant attention to M&E of outcomes as well as implementation and institutional processes, including through enhanced supervision techniques such as geo-enabled and third-party monitoring. The project will have in place monitoring arrangements that will measure progress on (a) outputs and outcomes; (b) evolution of the policy agenda on refugees and the project-supported institutional strengthening that underlies it; (c) the institutional coordination mechanisms that are necessary to bridge the gap between policy and legal frameworks on refugees; and (d) the provision of public services for refugees and host communities in alignment with sector policies. Project M&E will comprise inputs and assessments from three separate sets of stakeholders: Government/implementing agency; communities; and third-party actors.

55. **M&E for Component 1.** Public works under this component will be completed by a firm or firms hired by CFS. Local communities will be heavily involved in supervising and monitoring progress on the rehabilitation/construction of infrastructure for public services and will be responsible for reporting any issues encountered in the process through a grievance redress mechanism. The regional offices of CFS will be responsible for conducting periodic spot checks to verify progress on Component 1 outputs. The project will also hire third-party agencies to conduct periodic supervision if needed and will elicit informal feedback from UN agencies and NGOs that are present in the areas of intervention.

56. Once facilities (health centers and schools) are fully functional, and because the project will be responsible for financing staff and other recurrent costs, communities will continue to be involved in monitoring the functionality of these facilities and reporting issues such as absenteeism of staff. CFS will continue to carry out spot checks in partnership with the relevant local line ministry staff to ensure that activities are continuing and are aligned with sector strategies.

57. **M&E for Component 2.** The M&E arrangements for the PFS will be scaled up and strengthened, and the MIS adapted by CFS to capture information on registration of refugees, cash transfers and other indicators. The project will also expand the Unified Social Registry to include all host community households that are beneficiaries under Component 2 and, if conditions allow, will also include all refugee beneficiaries.

58. The project will expand and strengthen the grievance redress mechanisms developed for the PFS, which include opportunities for citizen/community engagement as well as for the anonymous submission of grievances. The expanded grievance redress mechanisms will encompass activities under both components. In addition, the MIS will capture information about beneficiaries and productive grants provided under Component 2. NGOs hired by CFS to implement this sub-component will be responsible for submitting quarterly reports on the types of activities being financed by the grants and progress to date.

59. UNHCR will be a key partner in monitoring progress toward the development and provision of legal protection of refugees by CNARR under Component 3, and in monitoring



CNARR's activities that are financed by the project. Critical to monitoring the adequacy of the protection framework is the approval of new legislation on refugees and secondary legislation for its implementation. Once the Refugee Law is adopted, the project will monitor its implementation to ensure that its provisions are effectively in place. CNARR will produce semi-annual reports on the protection of refugees and the adequacy of existing systems and procedures to achieve this. These reports will be shared with the High Committee for Refugees and the Project Steering Committee. At the local level, UNHCR and other UN agencies will also be key partners in helping to monitor the security situation in project areas and any developments on the ground which are likely to affect the project.

60. A process evaluation and activity assessment will be undertaken at mid-term review to ensure that activities and institutional arrangements are relevant and effective for achieving the project's objective. These assessments will be supported by (a) a survey on quality, use, and sustainability of basic service infrastructure; (b) an assessment of beneficiary perceptions of efficacy and efficiency of project activities; (c) an assessment of targeting approaches, processes, tools and manuals; (d) an update on the institutional arrangements and progress toward establishment of a Social Protection Agency; and (e) dynamics in gender disparities, grievance redress mechanisms, and treatment of potential SGBV cases.

### Support Plan

61. The starting point of the Support Plan is the key project risks spelled out in the risk section of this document. **High risks** include institutional capacity for implementation and sustainability, the complexities of coordinating with multiple stakeholders, and the need to have in place an adequate framework for the protection of refugees and to support their access to basic services and economic opportunities.

62. The skills mix of the task teams required to carry out the project's due diligence and provide technical advice to the client is broad, reflecting the various activities included in the project. Specialists in social protection (safety nets in particular) will lead the due diligence supported by the fiduciary team (FM and procurement) and by safeguards specialists (environmental and social). On key aspects of project supervision related to refugees, their protection and related institutional and legal framework, the team will call on the Fragility, Conflict and Violence (FCV) Group and from the Legal Department for support.

63. The work of the task team will also be complemented by competencies from other Global Practices (GP). Under Component 1, the team will call on experts from the Education, Health, and Social, Urban, Rural & Resilience (agriculture, social and water) Global Practices. Under Component 2, skills from the Poverty, Governance, and Global Team's GOST unit will support targeting (and geo-localization of camps and villages) and monitoring as the project is implemented (Annex 2 to this document and the Supplemental Attachments available in the project file provide guidance on the geo-spatial approach to targeting retained in project design) The Gender Cross-Cutting Solutions Area will also be mobilized, as well as units working on



environment and climate. Given the project's long-term fiscal implications, the team will also rely on inputs from the Macro-Fiscal GP.

64. The task team is also relying on the Rapid Social Response Trust Fund which is financing analytical and policy work to support the progressive inclusion of refugees in Chad. This Trust Fund will also finance a comparative study on emerging lessons from the implementation of refugee projects in West and Central Africa.

65. UNHCR will also be an important partner in supporting implementation. Its experience in Chad on refugee issues puts it in a unique position to support supervision of project implementation under Component 3, for which UNHCR has already provided inputs at appraisal.

**Table 6. Support Plan and Resource Requirements**

	Focus	Skills Needed	Resource Estimate	Partner Role
<b>First twelve months</b>	<ul style="list-style-type: none"> <li>Establishment and staffing of local CFS offices</li> <li>Procurement and FM training for CFS;</li> <li>Consultations with communities;</li> <li>Identification of infrastructure subprojects;</li> <li>Set up system for cash transfers;</li> <li>Identification of accompanying measures and mechanisms</li> <li>Implementation of procurement plan, including procurement of goods and works</li> <li>Preparation of technical specifications for works contracts</li> <li>Institutional assessment and capacity building of CNARR</li> </ul>	<ul style="list-style-type: none"> <li>Social Protection</li> <li>Social development</li> <li>Procurement and FM</li> <li>Social and environmental safeguards</li> <li>Education</li> <li>Health</li> <li>WASH</li> <li>Agriculture</li> <li>Rural development planning</li> </ul>	BB: US\$300,000	CFS and NGOs carry out consultations; Communities, line ministries and NGOs with support of UNHCR to identify priority investments; CFS with external support to carry out targeting of beneficiaries of cash transfers and of productive measures; UNHCR support to CNARR
<b>12-48 months</b>	<ul style="list-style-type: none"> <li>Cash transfers and accompanying measures</li> <li>Productive measures</li> </ul>	<ul style="list-style-type: none"> <li>Social Protection</li> <li>Social development</li> </ul>	BB: US\$250,000	



	<ul style="list-style-type: none"> <li>• Rehabilitation of works</li> <li>• Safeguards support</li> <li>• Implementation of safeguards instruments for specific investments</li> </ul>	<ul style="list-style-type: none"> <li>• Procurement and FM</li> <li>• Education</li> <li>• Health</li> <li>• WASH</li> <li>• Agriculture</li> <li>• Rural development planning</li> </ul>		
<b>Other</b>				

**Table 7. Skills Mix Required**

Skills Needed	Number of Staff Weeks	Number of Trips	Comments
<b>Task team Leader</b>	10 per year	2-3 per year	Staff based in HQ
<b>Local focal point</b>	30 per year	0	Staff based in the region
<b>Agricultural specialist</b>	2 per year	0	Staff based in country
<b>Education specialist</b>	2 per year	0	Staff based in-country
<b>Health Specialist</b>	2 per year	0	Staff based in-country
<b>Social protection</b>	8 per year	2 per year	Staff based in HQ
<b>Targeting specialist</b>	8 per year	2 per year	Staff based in HQ
<b>Financial management</b>	4 per year	0	Staff are based in-country
<b>Procurement</b>	4 per year	0	Staff based in-country
<b>Environmental safeguards</b>	4 per year	2 per year	Staff is based in the region
<b>Social safeguards</b>	4 per year	2 per year	Staff is based in the region

**Table 8. Partners**

Name	Institution/Country	Role
<b>Permanent Secretary</b>	CNARR	Recipient
<b>Head</b>	UNHCR	Coordination/technical and logistic support/knowledge
<b>Director of planning and budget</b>	Ministry of Education	Technical guidance
<b>Director of planning and budget</b>	Ministry of Health	Technical guidance
<b>Director of Evaluation</b>	Ministry of Environment	Technical guidance



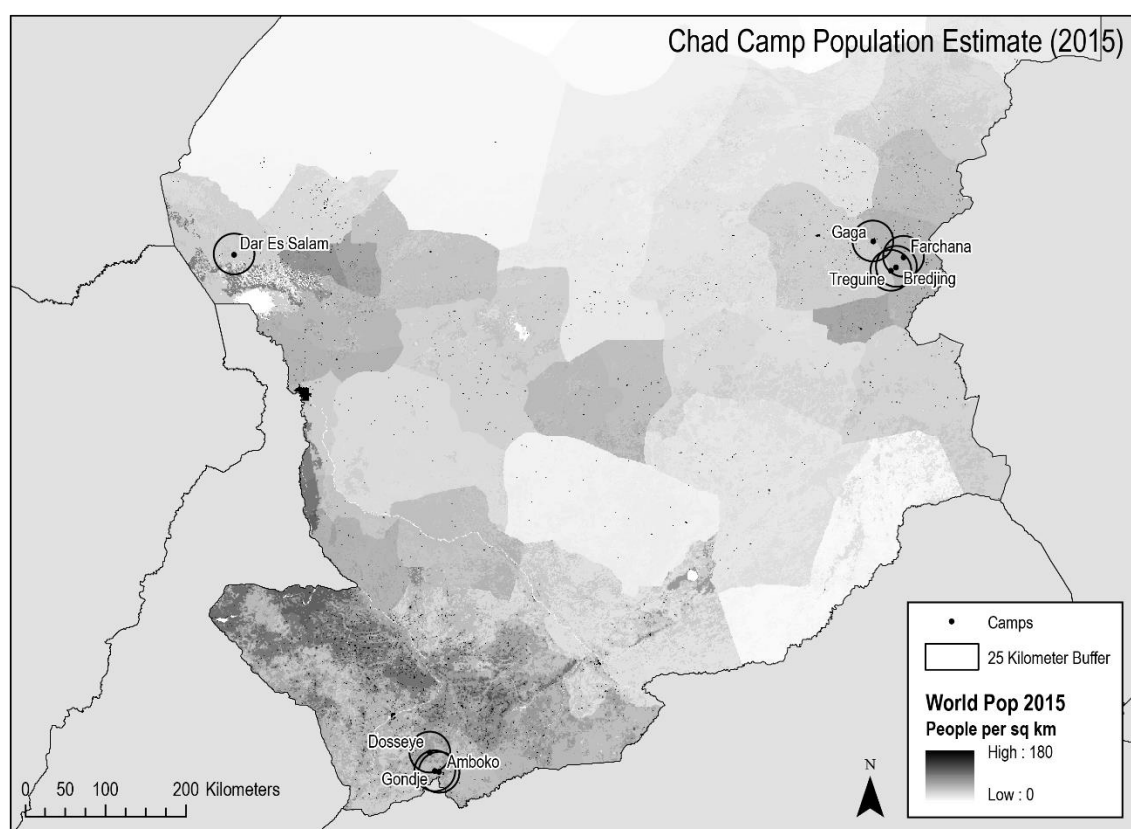


## ANNEX 2: GEO-SPATIAL ANALYSIS

1. A major obstacle to effective targeting of development projects in many developing countries is the lack of existing datasets. One option to overcome this obstacle is remote sensing. For this project, preliminary work has been done to determine the host population around selected camps using remote sensing imaging analysis. To generate population estimates, the analysis uses world population census data and statistical modeling based on the relationship between populations and physical socioeconomic characteristics such as land uses, dwelling units and image pixel characteristics.

2. The figure shows the population layer within 25 km of selected camps, and the table shows population estimates at 50 km, 25 km, 15 km, 10 km and 5 km from the camps. Since village boundary information for Chad is not available in world population data, satellite imagery and estimates of average village size from the most recent census will be used to approximate the number of host villages around each camp.

### Population Layer within 25 km of Selected Camps in the East, South, and Lake Chad Regions



Source: World Bank Geospatial Operations Support Team (GOST).



### Population Estimates Around Camps using Remote Sensing

Region	Camp	Population Estimates				
		50 km radius	25 km radius	15 km radius	10 km radius	5 km radius
<b>Ouaddai</b>	Farchana	254,334	66,256	25,553	14,145	6,735
	Gaga	199,981	45,497	17,444	8,780	3,988
	Treguine	217,488	54,023	24,491	17,686	6,561
	Bredjing	237,726	59,905	25,704	17,049	7,359
<b>Logone Orientale</b>	Amboko	186,483	56,194	28,610	18,716	5,381
	Dosseye	272,782	66,296	26,105	13,034	5,523
	Gondje	187,843	61,168	29,041	11,399	3,411
<b>Lac Chad</b>	Dar Es Salam	154,043	33,664	12,456	6,246	1,067
<b>Total host population</b>	Around camps	1,710,680	443,003	189,404	107,055	40,025
<b>Camps population</b>	Camps	145,484	145,484	145,484	145,484	145,484
<b>Ratio Refugees/ Host population</b>		8.5	32.8	76.8	135.8	363.4

Source: World Bank Geo-Spatial Operations Support Team (GOST).