



## CLR Review

Independent Evaluation Group

### Completion and Learning Review Review

#### Chad

#### FY16-FY20 Country Partnership Framework

July 28, 2022

#### Ratings

	CLR Rating	CLRR (IEG) Rating
<b>Development Outcome:</b>	Moderately Satisfactory	Moderately Unsatisfactory
<b>WBG Performance:</b>	Fair	Good

#### I. Executive Summary

i. This review of the World Bank Group's (WBG) Completion and Learning Review (CLR) covers the period of the Country Partnership Framework (CPF), FY16-FY20 and updated in the Performance and Learning Review (PLR) dated June 20, 2019.

ii. **The CPF design was well aligned with the challenges and fragilities that Chad faced.** Food insecurity and poverty were high and accentuated by variable rainfall patterns. The effects of climate change in the Lake Chad Basin on water resources and ecosystems have exacerbated food insecurity and conflicts. Boko Haram has continued deadly attacks in the Lake Chad area, requiring substantial military and humanitarian resources. Refugees have been flowing from conflicts in neighboring countries, leading to a difficult humanitarian situation with 520 thousand refugees and 400 thousand internally displaced (IDPs). Chad remains highly dependent on oil, which represents 80 percent of exports and almost 40 percent of government revenues and makes the economy vulnerable to oil price shocks. The CPF was well aligned with the on-going Government Program that corresponded to the third Poverty Reduction Program (PRSP) under HIPC, whose completion point was reached in 2015. The program reflected relevant IDA corporate priorities with a focus on the poor and gender. The CPF paid greater attention to FCV and climate change challenges during implementation.

iii. **IEG rates the CPF development outcome as Moderately Unsatisfactory.** Of the seven objectives, one was achieved, two were mostly achieved and four were partially achieved. In Focus Area 3, (Building human capital and reducing vulnerability), positive and substantive outcome gains included establishing a social protection system targeting the most vulnerable

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households (Objective 7, Achieved). Health services in rural areas improved, but the program did not have an impact on nutrition outcomes, as was intended (Objective 5, Mostly Achieved). There were substantial advances in increasing access to education but gains in quality were not tracked. The PLR commitment to shift focus to the national scale was not followed through. (Objective 6, Partially Achieved.) In Focus Area 2 (Improving returns to agriculture and building value chains under climate smart agriculture), output of key agricultural products increased, driven by land expansion rather than productivity growth, and the area under sustainable land management expanded. There were some gains in improving animal health. However, the surface area brought under climate smart agriculture increased only partially. Natural resources nationally remain under pressure making it necessary to scale-up at sustainable management. (Objective 3, Partially Achieved.) Efforts to improve the investment climate and agriculture value chains did not bear fruit, and this was a major shortcoming for the program. However, gains have been made in increasing IT connectivity (Objective 4, Partially Achieved). In Focus Area 1, (Strengthening management of public resources), transparency in the management of hydrocarbon resources improved with adherence to EITI principles but gains in the management of the hydrocarbon sector were partial (Objective 2, Mostly Achieved). Considerable efforts went into enhancing fiscal risk management, and gains have been made with IMF support and in collaboration with other development partners. The Bank contributed to increasing tax and custom revenues and reducing debt service from non-concessional sources but focus on personnel management did not prevent an increase in the wage bill greater than the gains in taxes and debt service, with the non-oil primary deficit. Gains in improving PFM have been modest, despite substantial support. Budgetary arrears have not been eliminated. (Objective 1, Partially Achieved.)

iv. **The Chad CPF was designed and implemented after a long period of limited engagement in the country.** The FY16-FY20 CPF was the first full program after the FY2004-2006 CAS. In 2006, the World Bank suspended disbursements on its portfolio. The World Bank office closed in February 2008 following a rebel attack; it reopened in 2009. The 2010-2012 Interim Strategy Note (ISN) framed the engagement until the CPF in 2015. The Bank program in place at the beginning of the was small and knowledge limited, especially considering the increasing fragility, limited capacity of government and complex political situation. The implementation challenges included complying with procurement rules and safeguards, implementing project components in unsafe environments, high rotation of government staff including at the highest level, and limited capacity of the government to focus on a reform agenda. With hindsight, the World Bank was not well prepared to support the government at the start of the CPF to address the rising fragility and the expanding program. Indeed, it may have underestimated the magnitude of the challenges, especially in the fiscal front and the limited capacity of government. However, it did adjust maintaining focus on critical priorities and improving performance, that helped deliver important results in health, safety nets, and agriculture, all critical to the poor and refugees. The agenda remains formidable, though.

v. **IEG rates World Bank Group performance as Good.** Although, the CPF design was aligned with the challenges the country faced, and the government's priorities at the time, it could have been more selective given the limited capacity of government. For instance, the

agenda on private sector development never took off. CPF design considered IDA corporate priorities, poverty, gender, and climate change. Attention to fragility drivers improved over time, with increased IDA resources channeled to the two critical challenges: fiscal stabilization and delivering on social needs. Shortcomings in the results framework included loosely defined objectives, weak results chains and objectives only partially tracked by results indicators. Beginning with a weak knowledge base, new ASA supported CPF Objectives, although it could have better targeted the drivers of fragility and volatility earlier on in the period. Likewise, an earlier PLR could have enhanced design and facilitated implementation. Risks to the program were well identified at the outset, including those related to fragility. However, risk mitigation design was incomplete and only partially applied. The Bank used complementary technologies to facilitate access to remote or insecure environments. Portfolio performance benefited from increased presence on the ground. Coordination with other development partners was good, including attention to the fiscal crisis and social challenges, including those of refugees. UN agencies and non-for-profit organization facilitated program implementation in isolated and conflict areas. Safeguards policies implementation was particularly challenging during the CPF, affected project implementation, but, albeit with a delay, major safeguard risks were averted. The Bank could have been more pro-active in support of increasing the capacity of government in critical PFM areas, such as procurement. IFC did not undertake new operations and executed only two advisory services. MIGA was not present in Chad. Overall, project performance improved. Given the mounting difficulties, the Bank response would appear slow and subdued; however, the improved project performance, the enhanced delivery of services for the poor and vulnerable, albeit at a pilot basis, and the collaboration with other development partners, IEG rates it Good.

vi. **CPF implementation provides valuable lessons on how to operate in fragile environments.** However, experience teaches that fragility environments continuously surprise, which requires the development of sharp and tailored indicators to track progress and serve as early warning systems.

vii. **The CLR presents seven lessons:**

- a. Program design in Chad should plan for considerable volatility.
- b. Key drivers of fragility should drive the program areas of engagement as well as approaches used by its portfolio----the focus on addressing fragility drivers strengthened during the program, leading to improve project implementation and better designs.
- c. The centrality of governance to achieving development outcomes demands a more candid coverage and explicit focus on the next engagement period.
- d. Achieving results requires that operations be scaled adequately.
- e. Improving portfolio performance requires a systematic, coordinated, and intensive approach to close the implementation gap.
- f. Nurturing private sector development requires deep market knowledge, increased focus on upstream activities to help structure and prepare markets, and strong collaboration within the WBG and with other development partners; and

- g. The design of the Results Framework is critical to its effectiveness as a tool to assess program progress and achievements.

viii. **IEG agrees with the lessons as written.** IEG concurs with the implicit suggestions on how to operate in highly fragile and volatile environments, where business as usual may be counterproductive or insufficient. IEG would like to:

- a. highlight that preparedness through strong and well-prioritized ASA and presence on the ground enhances the power to respond to fragility and volatility with flexible, timely and effective responses.
- b. emphasize the need to develop a deeper understanding of the conflict dynamics and the driving political economy.
- c. to reduce complexity and to adopt simple project design;
- d. rely on multisectoral investments targeted to conflict or fragile areas;
- e. enrich the understanding of the strength of local communities and organizations; and,
- f. tailor engagements to the characteristics of the target populations.

ix. **IEG stresses the need to include drivers of fragility in the results framework.** Early Warning Systems can enable governments and development partners to take prompt and decisive actions and mitigate impact from shocks. Fiscal vulnerability assessments are an example. Other approaches can focus on tracking the impact of natural shocks (rain, droughts, etc.) or developing indicators of potential social risks.

## II. Strategic Focus

### Relevance of the CPF

1. **Country Context.** Chad is a low-income country (\$700 GNI per capita in 2019) with a population of 16 million, significant development challenges and multi-dimensional fragilities. Chad ranks 187th out of 189 on the 2020 Human Development Index and scores among the last two countries on the 2020 World Bank's Human Capital Index. The poverty rate remains high (42.3 percent at end 2019), with inadequate social safety nets and economic infrastructure, and has been worsened by the pandemic. Non-oil GDP growth went from 2.0 percent in 2019 to -1.6 in 2020, with an estimated bounce back to 0.2 percent in 2021. Institutions continue to be weak, and the contribution of the private sector to economic diversification out of oil has been subdued. Chad also obtains low scores on the 2020 Transparency International Corruption Perception Index. Food insecurity and poverty are high and accentuated by variable rainfall patterns that affect agricultural production, the main of sustenance for most of the population. The effects of climate change in the Lake Chad Basin on water resources and ecosystems have exacerbated food insecurity and conflicts. Boko Haram has continued deadly attacks in the Lake Chad area, requiring substantial military and humanitarian resources. Refugees have been flowing from social conflicts in neighboring countries, leading to a difficult humanitarian

situation with 520 thousand refugees and 400 thousand internally displaced (IDPs). Chad remains highly dependent on oil, which represents 80 percent of exports and almost 40 percent of government revenues, which makes the economy vulnerable to oil price shocks. The sharp drop in oil prices in 2014 led to a sharp contraction of production and a severe fiscal crisis. Annual economic growth per capita was negative from 2016 to 2019, at -3.9 percent. Weak capacity and governance remain persistent issues, and the high turnover of mid- and high-level officials has complicated reform implementation and limited absorption capacity. On April 20, 2021, President Idriss Déby passed away from wounds sustained during renewed fighting with rebel groups. An 18-month transitional government was installed, under the leadership of a 15-member Transitional Military Council. Uncertainty as to how the political transition will unfold compounds further an already volatile situation going forward.

### *Government Strategy and CPF.*

2. **At the time of CPF preparation, the Government program in place was the National Development Plan (NDP) 2013-15, with the follow-up Chad Five-Year Development Plan under preparation, which was completed by the time of the PLR.** The government set four goals: (1) the creation of new productive capacities and opportunities for decent jobs; (2) human capital development to fight against inequality, poverty, and social exclusion; (iii) environmental protection and climate change adaptation; and (iv) improved governance. The 2017-2021 National Development Plan (NDP) set the following goals: (1) strengthening the national unity; (2) strengthening good governance and the rule of law, (3) developing a diversified and complete economy; and (4) improving the quality of life of the Chadian population.

3. **The FY16-FY20 CPF was the first full program after the FY2004-2006 CAS.** In 2006, the World Bank suspended disbursements on its portfolio in response to the government not upholding revenue management arrangements agreed under the Chad-Cameroon pipeline project. A rebel attack in February 2008 prompted the closure of the World Bank office. In the 2008-09 period, no new lending was approved. In January 2009, the Bank office reopened, and dialogue with authorities resumed. The 2010-2012 Interim Strategy Note (ISN) framed the engagement until the CPF in 2015, when Chad reached the HIPC completion point. The CPF focus areas were: (1) Strengthening management of public resources; (2) Improving returns to agriculture and building value chains; and, (3) Building human capital and reducing vulnerability. Seven objectives developed the three focus areas.

4. **At the PLR stage, the CPF was adapted to emphasize fiscal risk management, climate change, nutrition, and a shift in education from rural to national focus.** Focus Area 2 was amended to strengthen emphasis on climate change. These changes accompanied a significant increase in the number of projects and World Bank commitments. CPF adjustments were made retroactively – adjusting the CPF to reflect changes that were already underway. The magnitude of the increase in activity would have merited deeper revisions to the results framework, but given the limited time left in the CPF, a decision was made to leave those changes for the next cycle of engagement. Revisions undertaken centered mostly on indicators: six were dropped and 13 were added.

5. **The COVID-19 crisis hit after the PLR stage had been completed.** The World Bank responded rapidly with support directed to: (a) assist the health institutions in managing the pandemic; (b) address the collateral impact of the pandemic on economic activity and social needs, and (c) manage deepening fiscal pressures.

### *Relevance of Design*

6. **The CPF focus areas were well aligned with the major development challenges the country faced, as identified by the Systematic Country Diagnostic (SCD, 2015). as well as with the government program, which built on the Poverty Reduction Strategy Paper (PRSP) prepared as part of the HIPC Initiative.** Focus Area 1 (Strengthening Management of Public Resources) aligned well with the mounting governance and fiscal challenges and sought to improve transparency in the oil sector, through E I Transparency Initiative (EITI); Focus Area 2 (Improving returns to agriculture and building value chains) focused primarily on agriculture, highly relevant to the poor and the bulk of the refugees settling in rural areas. Engagements in agriculture were, however, at a pilot scale. Support was also provided to the development of agricultural-pastoral value chains and improving the investment climate. However, the program of support for both investment climate and agricultural-pastoral value chains was weak. Focus Area 3 (Building human capital and reducing vulnerability) was relevant to the poor human capital outcomes and the limited social assistance in a high vulnerability environment. During implementation of the CPF, financial commitments and the number of projects increased, with additional interventions well aligned with CPF objectives and concentrated around critical priorities such as the continued difficulties with the fiscal stance, the macroeconomic outcomes, and social expenditure (health, education, and social assistance). Nutrition, resilient agriculture, and digitalization emerged as new issues. Attention to infrastructure was limited.

7. **The linkages between interventions and objectives were not strong across the board.** Support for improving the investment climate to drive the development of value chains was weak. Support for reducing fiscal risks grew considerably, but its impact was undermined by weak government technical capacity that affected follow-through and implementation, and multiple demands on the attention of the authorities. Pathways from interventions to results were clearer in social assistance, EITI, and health. This assessment is confirmed by a review of IEG validations of Bank project self-assessments that concluded that the relevance of the interventions as high or substantial, while results chains were often weak.

### **Results Framework**

8. **The CPF (and changes introduced at the PLR stage) could have placed greater emphasis on strengthening the links between objectives, indicators, and the supporting interventions.** At the PLR stage “climate change” was added to Focus Area 2, without significant adaptation of the program, including the need for additional analytical work. Outcome indicators did not often capture the objectives well. This was the case for Objective 1, where the indicators only partially captured the contribution to enhancing fiscal risk management. Indicators for Objective 6 on education did not capture the contribution to quality, and gender disaggregation was unclear. Outcome indicators were overall measurable,

with baselines and targets, with some exceptions. The indicator on non-oil taxation (Objective 1) lacked a baseline, and its drafting was ambiguous. Some scaling up happened at the PLR stage when the focus in education moved from rural to national, but the design did not follow through with a corresponding set of revised indicators. The work on social assistance (Objective 7) set the basis for scaling up by focusing on the creation of a social assistance registry that can serve as platform to scale-up the social assistance systems and to channel contributions from development partners.

### Selectivity

9. **The CPF had seven objectives. With hindsight, it was not selective enough given the mounting pressures on the country, the limited government capacity and the difficult political economy.** Indeed, the program ended up consolidating around managing the fiscal crises and social expenditures, including attention to refugees. Attention to the non-oil economy dwindled during the implementation of the CPF. The small size of the projects also complicated selectivity because it increased operational complexity and costs and reduced effectiveness.<sup>1</sup> During the CPF, the number of projects under implementation and the volume of Bank financing to Chad increased, despite capacity constraints. The size of the projects grew larger, though.

### Alignment

10. **Alignment with cooperate priorities was good. Attention to the poor came directly through objective 7 on social safety nets, and objective 3 on agriculture the main sustenance of the poor and refugees.** The focus of health services in rural areas addressed the gender and poverty concerns. Education centered on primary schools initially in rural areas and then extended nationwide. The support for climate change came through agriculture. A greater emphasis on climate change adaptation would have been warranted. The alignment with the fragility concerns was light initially, possibly because of the limited financial resources and analytical work. It grew stronger overtime with the bulk of new financial commitments directed to key fragility drivers, fiscal and social concerns.

## III. CPF Description and Performance Data

### Advisory Services and Analytics

11. **The body of analytical work available in Chad at the beginning of the CPF was quite limited and affected the quality of design of operations early in the period.** The body of analysis grew during the CPF period. Attention was paid to fiscal risk management (Objective 1) though a Debt Management Performance Assessment (DeMPA), Public Expenditure Review, and TA in Medium Debt Strategy Design. Extractive Industries Transparency Initiative Post-Compliance Implementation enabled the government to improve transparency in the hydrocarbon sector (Objective 2). Social Safety Nets Assessments, Adaptive Social Protection,

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<sup>1</sup> The ISN 2010-2012 noted that the Bank's project portfolio was too complex and ambitious. Despite that, the Bank did not sufficiently reduce complexity.

Strengthening Social Protection Systems and adapting them to the refugee crisis was well aligned with the creation of social safety nets (Objective 7). Rural Land Tenure and Agricultural Production System in Chad opened new vistas on the work in agriculture (objective 3); Education and Skills Development for Competitiveness in Chad created knowledge to advance the education agenda in the next CPF (Objective 4); ICT development, Growth study, and Financial Sector Note hopefully will enrichen the non-oil economy program in the next CPF (Objective 4). With hindsight, ASA should have been upfronted with a sharper focus on fragility, rather than towards the end of the period as it happened. The CLR mentions that there were concerns that the Rapid expansion of the body of ASA would lead to dispersion. This risk persists. The number of ASA proposed by Global Practices has increased significantly in recent years. This supply-side increase risks constraining the opportunity for demand-driven ASA. Given capacity and absorptive constraints, it will be important to strategically prioritize ASA to inform efforts to address the most binding development constraints.

12. **IFC undertook limited advisory work.** Two pieces included: Investment Climate Program aligned with Objective 4 and one on leasing, which is active. IEG's PCR Evaluation Note for the IFC's Investment Climate program rated Impact Achievement as *Unsatisfactory*. Project design was not based on pre-implementation findings nor was it subject of a deep analysis. Implementation suffered from an unstable political situation and security concerns, and limited presence on the ground. Formal local commitment was weak as a Cooperation Agreement was signed only a year before completion. The Evaluation Note highlights that project preparation is not only crucial, but that if circumstances change drastically, IFC should initiate a new scoping mission and redesign accordingly, and that risks should be either embedded in underlying assumptions in project design or stated specifically as risks with specific mitigation measures.

### **Lending and Investments**

13. **Bank commitments expanded rapidly during the CPF period.** Ten small operations were under implementation at the beginning of the CPF period, with commitments of \$176 million. These operations covered work on agriculture, education, public expenditure management, health, education, and investment climate. From FY16 to FY20 21 operations were approved for total commitments of \$1,009 million. In FY21 and FY22, five operations were approved for \$233 million in commitments. The average size of the operations has been increasing, as the CLR correctly points out. The 21 operations during FY16 to FY20 went to emerging priority areas: \$360 million to help address the critical fiscal crisis; \$480 million in commitments to education, health nutrition and population, and social protection. For agriculture went \$108 million, and for infrastructure \$120 million. Support for COVID-19 and health approved between FY20 and FY22 amounted to \$120 million. The Bank accessed the IDA Crisis Window in support of the fiscal stabilization efforts.

14. **Trust-funded activity during the CPF period was very limited.** Only four (4) Trust Funded activities were active for a total approved amount of \$12.8 million. One supported EITI mainstreaming (Objective 2). One supported refugees and host communities and another the local development and adaptation project. The last one supported education adjustment to the



pandemic---COVID-19 Education Emergency Response Global Education Partnership (GEP) Project

15. **Project Ratings at exit fell below the average for the region and the world.** IEG evaluated eight completed projects during the CPF period. Four were rated *Unsatisfactory*, one *Moderately Unsatisfactory*, two *Moderately Satisfactory*, and one *Satisfactory*. The Safety Nets Project, rated as satisfactory, contributed to pilot cash transfer and cash-for-work interventions and helped lay the foundations of an adaptive safety net system in an efficient manner as per the project's ICCR. The percentage of projects rated MS or better (37.5 percent or 17.1 percent weighted by value) underperformed relative to Sub-Saharan Africa (45.5 percent or 31.8 percent when weighted by value) and the World (35.7 percent or 83.5 percent when weighted by value). Projects reviewed were critical to the delivery of the CPF program, providing the bulk of the support during the first half of the CPF period, including through additional financing. The Safety Nets Project supported objective 7; the Value Chain Project objective 4; the Mother and Child Health Services Strengthening Project Objective 5, Agricultural support project and Emergency Food and Livestock Crisis response to Objective 3. Public Financing Management Chad Emergency DPO and Fiscal consolidation Program to Objective 1. The ICRRs for these projects hold valuable lessons. For instance, while the relevance of all the projects was High or Substantial, results chains were often weak (unclear links on how the project activities would deliver the expected Project Development Outcomes). Weak government capacity and ownership, high-turnover in the government and the Bank, and procurement delays reduced project effectiveness. Regarding DPFs, insufficient technical assistance may have affected the capacity to carry prior actions into results. IEG downgraded ratings for several of the reviewed projects due to design and implementation issues mentioned here.

16. **Portfolio performance improved between FY16 to FY20.** While the number of projects under implementation increased from 7 in 2016 to 10 in 2020, the percentage of projects at risk dropped from 57 percent in 2016 to 20 percent in 2020. Commitments at risk dropped from 49 percent to 18 percent. The improvements brought projects and commitments at risk closer to the regional and global averages (17 percent of projects and 18 percent of commitments). The current ISR ratings for 15 projects under implementation and approved up to FY20 are 33 percent satisfactory, 53 percent moderately satisfactory and 14 percent moderately unsatisfactory. Various factors explained the improvement in performance including greater World Bank presence on the ground with a focus on improving compliance with safeguards, tighter follow-up with implementation agencies, and emphasis on additional financing. Procurement remained a constraint to project implementation partly as a result of lack of familiarity with World Bank Procurement rules.

17. **IFC did not undertake new investments during the CPF period.** Five investments committed pre-FY16 were active during FY16-FY20: two on information technology, and one each on health care, finance and insurance, and construction and real estate. The total net commitments amounted to 75.1 million with the bulk (\$69.3) being in an information project.

18. **IEG evaluated two IFC investments.** The investments were Successful and Mostly Unsuccessful. The engagement in telephony brought in a second operator helping deepen mobile penetration, expand product sophistication, and contribute to the growth of private

enterprise. The engagement with a private clinic helped increase the number of beds and enhance quality standards, posting a satisfactory contribution to private sector development.

19. **MIGA was not present** in Chad.

#### **IV. Development Outcome**

##### **A. Overall Assessment and Rating**

20. **IEG rates the CPF development outcome as Moderately Unsatisfactory.** Of the seven objectives, one was achieved, two were mostly achieved and four were partially achieved. In Focus Area 3, (Building human capital and reducing vulnerability), positive and substantive outcome gains included establishing a social protection system targeting the most vulnerable households (Objective 7, Achieved). Health services in rural areas improved, but the program did not have an impact on nutrition outcomes, as was intended (Objective 5, Mostly Achieved). There was substantial increases in access to education but gains in quality were not tracked. The PLR commitment to shift focus to the national scale was not followed through (Objective 6, Partially Achieved.) In Focus Area 2, (Improving returns to agriculture and building value chains under climate smart agriculture), output of key agricultural products increased, driven by land expansion rather than productivity, and the area under sustainable land management expanded; however, the surface area brought under climate smart agriculture increased only partially. There were gains in animal health. Natural resources nationally remain under pressure making it necessary to scale-up at sustainable management. Current efforts cover only a small percentage of the relevant surface area, (Objective 3, Partially Achieved.) Efforts to improve the investment climate and agricultural value chains did not bear fruit and is a major program shortcoming. However, gains have been made in increasing IT connectivity (Objective 4, Partially Achieved). In Focus Area 1, (Strengthening management of public resources), transparency in the management of hydrocarbon resources improved with the adherence to EITI principles but gains in the management of the hydrocarbon sector were partial (Objective 2, Mostly Achieved) Considerable effort went into fiscal risk management, and gains have been made with the support of the IMF and in collaboration with other development partners. The Bank contributed to increasing tax and custom revenues and reducing debt service from non-concessional sources but focus on personnel management did not prevent an increase in the wage bill greater than the gains in taxes and debt service, with the non-oil primary deficit. Gains in improving PFM have been modest, despite substantial support. Budgetary arrears have not been eliminated. (Objective 1, Partially Achieved.)

Objectives	CLR Rating	CLRR (IEG Rating)
<b>Focus Area I: Strengthening Management of Public Resources</b>	[Not rated]	<b>Moderately Unsatisfactory</b>
Objective 1 Enhancing fiscal risk management.	Achieved.	Partially Achieved
Objective 2 More effective and transparent hydrocarbon resources management.	Mostly Achieved.	Mostly Achieved
<b>Focus Area II: Improving returns to agriculture and building value chains under climate smart agriculture</b>	[Not rated]	<b>Moderately Unsatisfactory</b>
Objective 3 More productive and resilient agriculture.	Partially Achieved.	Partially Achieved
Objective 4 Improved environment for private sector investment.	Partially Achieved.	Partially Achieved
<b>Focus Area 3: Building human capital and reducing vulnerability</b>	[Not rated]	<b>Moderately Satisfactory</b>
Objective 5 Improve rural access to health services and nutrition.	Achieved.	Mostly Achieved
Objective 6 Improve access to and quality of education.	Partially Achieved.	Partially Achieved
Objective 7 Establish a social protection system targeting the most vulnerable households.	Achieved.	Achieved

## B. Assessment by Focus Area/Objective

### **Focus Area 1: Strengthening Management of Public Resources**

21. **Objective 1: Enhancing fiscal risk management.** The Public Financial Management Capacity Building project (FY07) supported improving budgetary transparency and efficiency in line with Objective 1. The Fiscal Consolidation DPO (FY16), the Fiscal Consolidation Support Grant (FY17), and Emergency Fiscal Stabilization DPO (FY17) provided critically needed resources to avoid a fiscal crisis and ensure the continued functioning of the public service. Prior actions under these operations centered on taxation, business registration, civil service, public procurement, and SOE management. The First and Second Programmatic Economic

Recovery and Resilience DPO (FY19); FY (20) continued supporting fiscal risks management through improved revenue mobilization and SOE management. The Digitalization of Revenue Administrations and COVID-19 Response Project (FY19) maintained the focus on taxation.

22. The assessment of performance on each of the indicators is as follows:

Indicator	Baseline (Year)	Target (Year)	IEG Validated Result (Year)	IEG Rating
Increase in tax and customs revenue collection (percentage)	8.5%	8.8% (2020)	Not Verified	Not Verified
No increase in the nominal stock of non-concessional external debt (US\$)	US\$1.4 b (2017)	US\$1.4 b (2020)	IEG validates that IMF sourced information provided by the team that the no new concessional borrowing performance criteria was met for the end of June 2019 and for the end of September 2019. That leaves out 2017, 2018, and September 2019 – June 2020 unreported.	Partially Achieved
Reduction in the number of persons on the payroll who are ineligible for salaries (number)	1,200 (2017)	750 or less (2020)	513 (2019)	Achieved

Objective 1 was redrafted at the PLR stage to focus on enhancing fiscal risk management, in line with the shift in the orientation of the supporting program to stabilize the fiscal situation. The three results indicators center on aspects relevant to improving the fiscal risk profile, but only partially. Besides, the revised indicators dropped focus on improving public financial management, which had been and continued to be an important component of the program. Additional evidence includes:

- The indicator on non-oil tax and customs revenues could not be verified as drafted because the baseline was undated, and it was unclear what “percentage” referred to. However,

IMF evidence<sup>2</sup> shows that non-oil revenues as percentage of non-oil GDP increased from 2016 to 2019, before COVID-19, from 8.4 to percent to 9.4 percent, within the context of the 2017-20 Extended Credit Facility (ECF).<sup>3</sup> Although non-oil revenues have improved, they remain volatile.<sup>4</sup>

- The Request for a Three-year arrangement under the Extended Credit Facility to the IMF (November 29, 2021), a Debt Sustainability Analysis Annex (Table 1, page 3), indicates that *commercial* debt (borrowing by the government from commercial sources) dropped from \$1,276 million in 2017 to \$1,106 million in 2020. Glencore was 100 percent of that debt in 2017; By 2020, it has dropped below 100 percent. The 2018 reprogramming of the debt with Glencore reduced debt service.
- The number of persons on the payroll who are ineligible for salaries was reduced in line with expectations; however, these efforts did not prevent the public sector wage bill as a percentage of GDP to increase from 6.4 percent in 2018 to 8.2 percent in 2020. The increase in the wage bill neutralized the gains in revenue gains and debt service from reprogramming. The indirect approach at containing wages proved ineffective. The non-oil primary balance saw a slight deterioration during the CPF period from 3.8 in 2017 to reach 4.8 percent in 2019, and 8.6 percent (estimate) because of COVID. Budget arrears to the order of 9.7 percent of GDP were still outstanding by the end of 2019.
- Public Financial Management was the original focus of the CPF, and a substantive program supported these efforts. **The World Bank Group in Chad, 2010 to 2020: A Country Program** notes that despite consistent engagement, the World Bank's impact on public financial management was modest. It notes that the 2018 PEFA rated the PFM system with an overall score of D+. D rating were also given to annual financial reports, external audits, in-year budget reports, and extra-budgetary units' expenditures non recorded in the central government financial statements (exceeding 10 percent of budgetary statements. Despite Bank support (including to legislative initiatives), the rate of sole procurement increased from 33 percent to 57, instead of falling to 25 percent as intended. (Fiscal Consolidation Program. ICCR, page 6.)
- Various IEG validations of Bank self-evaluations of projects shed additional light on outcomes and the contribution to Objective 1. IEG rated the outcome of Public Financial Management (FY07) as *Unsatisfactory* because of its weak results chains and limited efficacy. The rating for the DPO Fiscal Consolidation Program DPO (FY17) was *Moderately Unsatisfactory*, because of weak results chains and limited buy-in and capacity of government. The Chad Emergency DPO (FY17) was rated *Moderately Unsatisfactory* as efforts to reduce the wage bill as percentage of GDP failed.

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<sup>2</sup> International Monetary Fund. CHAD: Request for a three-year arrangement under the Extended Credit Facility (ECF), December 2021.

<sup>3</sup> The non-oil revenues overestimate tax and customs revenue collection and hence are not a precise proxy. According to IMF information the ratio of tax and customs revenue collection to non-oil GDP was 8.6 in 2020.

<sup>4</sup> The World Bank Group in Chad, 2010 to 2020: A Country Program, Page 19.

23. **Objective 1 is rated as Partially Achieved.** The Bank provided timely budget support that helped stave off an imminent fiscal crisis. It contributed to increase collection of tax and custom revenues and reduce debt service obligations, but a substantial increase in the wage bill reversed these gains. IEG could not verify whether non-concessional increased or not 2017, 2018, or from Sept 2019 to June 2020. The non-oil primary deficit slightly increased during the period. DPFs failed to achieve meaningful policy reform especially on PFM and public procurement.

**Objective 2: More effective and transparent hydrocarbon resources management.** This objective was supported by the following activities. The Enhanced Capacity towards Sustainable Petroleum Sector Management (FY16) supported training and capacity development at key petroleum sector institutions as well as scoping the Establishment of a Petroleum Cadaster and Contract Management System. The First and Second Programmatic Economic Recovery and Resilience Grant (FY19, FY20) included a focus on establishment of a functional oil revenue management mechanism. ASA and TA accompanied Bank support

24. The assessment of performance on each of the indicators is as follows:

Indicator	Baseline (Year)	Target (Year)	IEG Validated Result (Year)	IEG Rating
Petroleum Ministry staff trained to monitor contractual and regulatory compliance of petroleum field development operations (number)	0 (2016)	32 (2009)	5 (2019)	Partially Achieved
Report on the initial assessment for the establishment of a petroleum <i>cadastre</i> completed (number)	0 (Mar 2018)	1 (Dec 2018)	1 (2020)	Achieved
Petroleum production covered by publicly accessible contracts and licenses (on Government and/or EITI website) (%)	0 (2016)	70 (2020)	100 (2020)	Achieved

25. **Mostly Achieved.** The PLR stage adjusted the indicators and established a link with EITI compliance. An initial assessment of the establishment of a petroleum cadaster <sup>5</sup>was completed and the cadaster is close to implementation according to Extractive Industry Transparency Initiative (EITI). Chad passed a law (November 2019) mandating the publication of petroleum

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<sup>5</sup> A cadaster will include information on blocks under license, blocks open to exploration, producing blocks, and associated companies.

contracts. The Ministry of Petroleum and Energy has indicated that they are available online on the EITI website. The EITI website reports that petroleum production contracts are available publicly.<sup>6</sup> Indications<sup>7</sup> are that Chad has made considerable progress in improving transparency in the petroleum sector. Chad provides access to national oil company's audited financial statements and detailed quarterly bulletins about the oil sector on the Ministry of Finance website. Chad is also the first country to include oil transport (Chad-Cameroon pipeline) and refining (Djermaya refinery) in its EITI reporting. However, only partial progress has been made in training of the petroleum institution staff. Only five Petroleum Ministry staff were trained to monitor contractual and regulatory compliance of petroleum field development operations, as per the ICR to the Enhanced Capacity towards Sustainable Petroleum Sector Management project. Further, there is little evidence of increased effectiveness in hydrocarbon resources management.<sup>8</sup>

26. Based on the discussion above, IEG rates Focus Area 1 (Strengthening Management of Public Resources) as **Moderately Unsatisfactory**.

**Focus Area 2: Improving returns to agriculture and building value chains under climate smart agriculture<sup>9</sup>**

***Objective 3: More productive and resilient agriculture.***

27. **This objective was supported by the following activities.** The Agriculture Production Support Program (FY12), an emergency operation, supported communities and producer organizations in increasing production of selected crops and livestock species in selected areas and the use of sustainable land and water management practices in climate vulnerable ecosystems. The Regional Sahel Pastoralism Support Project (PRAPS) (FY15) focus was on improving access to essential productive assets, services, and markets for pastoralists in selected transborder regions in the Sahel, including Chad. The Emergency Food and Livestock Crisis Response (FY15) with AF (FY18) objective was to improve the availability of and access to food and livestock production capacity for targeted beneficiaries affected by the Conflict in the Central African Republic. The Climate Resilient Agriculture and Productivity Enhancement Project (FY16) is promoting the adoption of improved technologies leading to increase productivity and climate resilience in selected areas. Other support includes the Sahel Irrigation Regional Support Project (FY18); and Lake Chad Region Recovery and Development Project (FY20).

28. The assessment of performance on each of the indicators is as follows:

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<sup>6</sup> <https://itie-chad.org/liste-des-contrats/>

<sup>7</sup> ITIE---Initiative pour la Transparence dans les Industries Extractives—ITIE Tchad. Fevrier 2022.

<sup>8</sup> The World Bank Group in Chad, 2010 to 2020: A Country Program points that the indicator on training was poorly defined.

<sup>9</sup> The PLR revised Focus Area 2 to reflect climate change.

Indicator	Baseline (Year)	Target (Year)	IEG Validated Result (Year)	IEG Rating
Volume of production of sorghum, millet, maize, and rice by beneficiaries in targeted regions (tons)	759,800 (2016)	905,900 (2018)	956,426 (2018)	Achieved
Herd prevalence of CBPP31, and Post-vaccinal seroprevalence (SRP)	80 percent CBPP 30 percent SRP (2016)	50 percent CBPP 45 percent SRP (2020)	73 percent (2019) 53 percent (2019)	Partially Achieved Achieved
Additional area under sustainable land and water management practices (ha)	(2016): 0 (2016)	(2019): 6,000 (2019)	1,733,700 has (June 2020)	Achieved <sup>10</sup>
Surface area under climate smart agriculture technologies/practices	0 (ha) (2017)	3,500 (ha) (2020)	1,160 (ha) (2020)	Partially Achieved

29. **Partially Achieved.**<sup>11</sup> The production of sorghum, millet, maize, and rice by beneficiaries in targeted regions (tons) exceeded the target as did the additional area under sustainable agriculture. (Indicators 1 and 3). The target was achieved mostly by expanding the land farmed, rather than increasing per hectare productivity. Good rainfall also contributed to the increase in production. The CLR notes these were very modest targets. Achievements on improving animal health was mixed, surpassing the target on seroprevalence for small ruminant pest incidence and making only partial gains on contagious bovine pleuropneumonia. (Indicator 2). Surface area under climate smart agriculture increased partially according to the progress report by the Ministry of Agricultural Development for P162956 project shared with IEG. (Indicator 4) Engagement on sustainable and water management and on climate smart agriculture was at the pilot level, while land and water resources are under severe pressure nationally, making it critical to scale up pilot efforts on sustainable management. IEG rated outcome for the Ag. Production Support Project (FY12) as *Unsatisfactory*, as results fell below expectations and attribution was unclear given the presence of other donors undertaking similar activities. IEG rated the outcome for Emergency Food and Livestock Crisis Response Project (FY15) as *Moderately Satisfactory*. The targeted beneficiaries included refugees, returnees and local ('host') populations.

<sup>10</sup> The target was far exceeded but the project introduced only 2 of the intended 3 SLM measures (agroforestry and rangeland management).

<sup>11</sup> The World Bank Group in Chad, 2010 to 2020: A Country Program considers that Bank's contribution to increasing agricultural resilience and food security in the face of climate change was limited.



30. **Objective 4: Improved environment for private sector investment.** The following activities supported this objective. The Central Africa Backbone APL (FY10) contributed to improving digital connectivity in the region. The Value Chain Support Project (FY14) focused on improving targeted aspects of the business environment and the performance of agricultural and pastoral value chains. The Fiscal Consolidation Program (FY16) targeted improvements in business registration. The Digitalization of Revenue Administrations and COVID-19 Response Project (FY19) seeks to help facilitate international trade by improving customs operations. The First and Second Programmatic Economic Recovery and Resilience Grant (FY19, FY20) promotes economic diversification. The IFC Advisory Project on Investment Climate Program (FY16) provided complementary support focusing on business entry, construction permits, and OHADA <sup>12</sup>implementation. Trade logistics and property registration were dropped during implementation.

31. The assessment of performance on each of the indicators is as follows:

Indicators	Baseline (Year)	Target (Year)	IEG Validated Result (Year)	IEG Rating
Reforms adopted to improve the business environment for enterprise registration, construction, and cross border trade (number)	0 (2016)	8 (2020)	1 (2020)	Not Achieved
Reduction in time to register a business (days)	62 (2016)	55 (2019)	58 (2020)	Partially Achieved
Decrease in the wholesale price of international connectivity (XAF)	XAF 250,000 Mbps/month (2017)	XAF 60,000/Mbps/month (2020)	Not Verified	Not Verified

32. *Partially Achieved.* Indicator 1 was ambiguous on what the adoptions of reforms meant. IEG concurs with the CLR that the ambiguity complicates assessment of target achievement. Moreover, the indicator design does not measure impact of reforms. IEG finds that only one reform was adopted and had an impact—enterprise registration. The reduction in the days to register a business was less than targeted. The failed attempt to improve the business

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<sup>12</sup> Organization for the Harmonization of Business Law in Africa.

environment for private investment proved to be a major shortcoming for diversification, a key goal of the government supported by the CPF. The indicator regarding international connectivity could not be verified. Before the CPF, Chad was making progress on connectivity, the Project Performance Report (PPAR) for Internet and Mobile Connectivity (Central African BackBone Program APL1 And APL2) reports that the average monthly price of wholesale international capacity link from N'Djamena (Chad) to European Hub (E1) dropped from the baseline of US\$7,000 (2009) to US\$108.76 (2015) at project closure, compared to the target of US\$2,000. The PPAR confirms that there have been improvements in international (and domestic) connectivity, but it cannot be verified that those gains have been maintained. IEG rated outcomes for the Value Chain Support Project (FY16) as *Unsatisfactory* and draws the lesson that in a fragile environment building a good knowledge base before engaging is important. IEG's PCR Evaluation Note rated IFC's Advisory Project on Investment Climate Program (FY16) and indicated that gains on reducing had limited impact on business registration, that intended gains in facilitating construction permits did not materialize, and that training provided did not complement the main objectives of the project.

33. Based on the discussion above, Focus Area 2 is rated as Moderately Unsatisfactory.

### **Focus Area 3: Building human capital and reducing vulnerability**

34. **Objective 5: Improve rural access to health services and nutrition.** The following activities supported this objective. The Mother & Child Health Services Strengthening FY14) had as an objective to increase utilization and improve the quality of maternal and child health services in targeted areas. The Sahel Women's Demographic Dividend (SWEDD) Project (FY15) and AF (FY20) is supporting increasing women and adolescent empowerment and access to quality reproductive, child and maternal health services in selected areas of the Sahel, Chad included. The COVID-19 Strategic Preparedness and Response Project (FY22) seeks to help strengthen national systems for public health preparedness and retain health workers recently deployed to rural, climate sensitive and conflict affected areas.

35. The assessment of performance on each of the indicators is as follows:

Indicator	Baseline (Year)	Target (Year)	IEG Validated Result (Year)	IEG Rating
Women of reproductive age using modern contraceptive methods (number)	7,916 (2016)	14,000 (2020)	108,947 (2020)	Achieved
Pregnant women in targeted regions receiving antenatal care during a visit to a health provider.	48,300 (2016)	80,000 (2020)	171,460 (2019)	Achieved

Births (deliveries) in targeted regions attended by skilled health personnel (number)	20,836 (2016)	35,000 (2020)	70,872 (2020)	Achieved
Children immunized in project area (percent)	25 (2016)	50 (2020)	55(2020)	Achieved

36. Additional Evidence:

- The PLR added nutrition to the objective but did not introduced indicators to track progress. Thus, progress on nutrition cannot be verified.

37. **Mostly Achieved.** Three indicator targets were achieved, and one not achieved, all with the support of the Mother and Child Health Care Services Strengthening Project (FY14). Targets on reproductive health and attention to mothers before and during childbirth were met. The percentage of children (up to 11 months) immunized in target areas, increased gradually during project implementation to reach 55 percent in the targeted area by 2020. The introduction of Performance Based Financing (PBS) was delayed, having begun only in the last year of the project. Government ownership of PBS was initially weak. Project achievements set a basis to tackle the substantive challenges that merit continuous attention such as a high fertility level at 5.6 children per women in 2019, down from 6.5 in 2010. However, nutrition was added to the objective, without a specific indicator to track progress. There is therefore no indication that the Bank contributed to improved nutrition during the CPF period. The Health System Performance Strengthening Project (FY22) did foresee direct support on nutrition, but results would come after the CPF.

38. **Objective 6: Improve access to and quality of education.** The following activities supported this objective. The Education Sector Reform Project Phase II (PARSET II, FY13) and Additional Financing (FY17) focus is on improving teaching and learning conditions in primary and upper secondary schools in selected and strengthening sector institutions. Support for managing the impact of the pandemic on education is being provided by a trust fund—COVID-19 Education Emergency Response GPE Project (FY21).

39. The assessment of performance on each of the indicators is as follows:

Indicator	Baseline (Year)	Target (Year)	IEG Validated Result (Year)	IEG Rating
Primary completion rate in targeted regions (percent)	37 (all); 29 girls/48 boys (2016)	Target (2020): 43 (all); 35.8 girls/55.5 boys	(2020) 64 (all); 51.3 girls/75.2 (boys) <sup>13</sup>	Achieved

<sup>13</sup> The CLR indicates that the data on gender is not reliable.

Additional classrooms built or rehabilitated at the primary level (number)	0 (2013)	70 (2020)	70 (2020)	Achieved
Document Resource Centers created and equipped (number)	0 (2016)	30 (2020)	31 (2020)	Achieved
Additional qualified CTs (number) <sup>14</sup>	0 (2016)	9,000 (2020)	10,965 (2020)	Achieved

40. Additional Evidence:

- The PLR revised Objective 6 to focus on the national level rather than only the rural areas. However, the revised results indicators do not capture the intended shift. The country team has provided information on completion outcomes at the national level, but it is not possible to assess achievement in the absence of targets. The gap between the national level and the pilot areas remains considerable,
- The objective included improving the quality of education, but indicators for quality were not included. Thus, no assessment on quality is possible. <sup>15</sup>

41. ***Partially Achieved.*** Revised information provided by the country team, points to surpassing the targets for primary completion rated in the targeted regions, as well as on gender.<sup>16</sup> . The other three indicator targets have been achieved---additional classrooms built or rehabilitated at the primary level, document resources centers created, and additional country teachers qualified. Given that three of the four indicators are outputs, not outcomes, and it not possible to access progress on quality and impact on educational outcomes at the national level, Objective 6 is rated partially achieved.

42. ***Objective 7 Establish a social protection system targeting the most vulnerable households.*** The Safety Nets Project (FY17) piloted cash transfers and cash-for-work interventions to the poor and lay the foundations of an adaptive safety net system. The Chad Emergency DPO (FY17) included attention to laying the foundation for a functioning social safety net and transfer system. The First and Programmatic Economic Recovery and Resilience DPO (FY19); FY20) included improving social protection for the poor and vulnerable. The Refugees and Host Communities Support Project (FY19) seeks to help improving access to refugees and host communities to basic services, livelihoods, and safety nets, and strengthen the

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<sup>14</sup> Country Teachers.

<sup>15</sup> The World Bank Group in Chad, 2010 to 2020: A Country Program notes that evidence of an improvement in students' learning outcomes is not available.

<sup>16</sup> IEG's Chad CPE (2022) highlights that the CPF contributed to an improvement of girls' retention in school and primary completion rates in intervention areas. It also noted the small geographical coverage, which not generate impact at the national level.

country's capacity to manage the flow of refugees. Complementary TA was provided through Adaptive Social Protection (FY20).

43. The assessment of performance on each of the indicators is as follows:

Indicator	Baseline (Year)	Target (Year)	IEG Validated Result (Year)	IEG Rating
Households entered the new social protection system (number)	0 (2016)	9,000 (2020)	55,560 (2020)	Achieved

44. **Achieved.** Given high poverty levels as well as the vulnerability of the population and the rising number of displaced populations, attention to safety nets is highly relevant in Chad. The number of households that entered the new social protection system exceeded the target fivefold. IEG' ICRR supporting Safety Nets Project (FY17) indicates that beneficiaries from the social assistance transfers were mostly poor. Indeed, household surveys confirm that 99 percent of the beneficiaries under the project lived below the poverty line. Besides piloting transfers and targeting modalities, the project operationalized the creation of the Social Safety Net Unit (CFS), and rolled out a unified social register (USR). The design of the new social assistance system thus builds on the lessons of the pilots. The USR includes all the beneficiaries from the pilot cash transfers, has been expanded to a broader population that includes beneficiaries of other partner's projects. The social safety net platform created can be used by donors to channel and target their assistance, and also has the potential to enhance development partner cooperation.

45. **IEG rates the outcome of WBG support under Focus Area III as Moderately Satisfactory.** Achievements in social protection and health stand out. Not only has the number of households benefiting from social protection transfers has increased, but a system is in place that will enable future scaling and the channeling of development partners resources. There have been verifiable health improvements in rural areas covered by the Bank project. The commitment to nutrition cannot be verified given the lack of indicators to track progress. The gains access to education services are significant, but information on quality improvements is lacking. Also, the indicators, focused on target areas, do not reflect the intent scale up at the national level. However, data inconsistencies suggest underlying statistical weaknesses.

## V. WBG Performance

### Ownership, Learning, and Adaptation

46. **Ownership was stronger on design than on implementation, and learning is improving.** The available documentation points to good ownership in advancing the necessary legislation and decrees, for instance, in support of fiscal stabilization (taxation) and hydrocarbon transparency. It was strong in its support for the piloting and expansion of a Social Safety Net System. But the policy and political environment made it difficult to reach consensus and support for reform, in governance, for instance. Further, in that fragile and complex environment the attention of high officials concentrates on a selected set of high-priority items, with limited attention for a broad reform agenda.

47. The initial program was small and not commensurate with the size of the mounting fiscal and humanitarian (refugees) crisis from the intensifying conflict in the Sahel region. The Bank increased financial support and notably through budget support operations contained a fiscal meltdown and sustain the core operations of government but it did not achieve sustainable reform. The Bank channeled resources towards addressing social needs including the those from the refugees, especially in rural areas and social assistance. The Bank accessed the IDA Crisis Window to support macroeconomic stabilization. While the analytical underpinnings of the program were weak at the outset, it was expanded during the CPF period. Since the PLR stage came towards the end of period it did not introduce major changes but rather modified some focus areas and objectives (and their supporting indicators) to reflect how the program had evolved to meet the country's challenges.

### **Risk Identification and Mitigation**

48. **Risks were clearly identified.** The CPF rated risks as High overall. Political and governance, macro-economic, institutional capacity for implementation and sustainability were rated high. Rated as substantial were environmental and social and other risks. An overarching concern was the concentration of power and lack of transparency that led to an elevated level of corruption. There was also limited implementation capacity on the ground. The security challenges were compounded in the wake of reprisals as the government joined a regional coalition against Boko Haram in 2015. The increased flow of refugees added pressure on already scarce resources. The impact of the drop in the price of oil had a debilitating impact on the fiscal accounts and the economy. The risk from climate change on agriculture was considerable.

49. **Mitigating measures were implemented partially and proved insufficient.** The mitigation CPF mitigating measures centered on improving PFM, use of local accountability mechanisms, and working to control fiduciary risks. The CPF also highlighted the difficult security situation on the ground. The PRL stressed added relying on technology for project implementation, coordinating with development partners, particularly those involved in budget support, and increasing support for safeguard compliance. . It called for a heightened dialogue on the management of oil resources. Experts on the ground supported safeguard implementation, with success. Work with partners to implement projects in insecure areas worked with some efforts and is behind some of positive CPF outcomes. The dialogue with development partners continued. The CPF however fell short on improving PFM, including public procurement, despite efforts through DPFs. While program documents usually contained credible assessments of procurement risk and put in place mitigation measures, their design was often overly complex given Chad's limited capacity. Some efforts have been made to simplify the procurement code, but vested interests that derived rents from the current system remain in place. The only PFM-related operation ended up early in the CPF and was rated as *Unsatisfactory* by IEG. A follow-up PFM related operation could have been considered. The CLR does not present evidence that the mitigating measures the CPF envisaged for mitigate fiduciary risks were acted upon. to --- increasing Bank presence on the ground, using technologies to support implementation in difficult areas, and working with UN agencies and communities.

## WBG Collaboration

50. **The collaboration within the WBG was limited.** IFC did not undertake any investments. The opportunity for collaboration came about in Objective 4, with the IFC advisory project Investment Climate Program (FY16) and WB Value Chain Support Project (FY16); however, there is no indication that collaboration took place. MIGA does not have activities in Chad.

## Partnerships and Development Partner Coordination

51. **Development partner coordination was strong.** Coordination with development partners took place through several venues. First, a Development Partners' Committee, of which the WBG is a member. Second, the Sahel Alliance Initiative,<sup>17</sup> which the Bank co-chairs, and the AfDB, EU, and French Development agency are members. The Sahel initiative has been an umbrella from which sector initiatives have emerged. For instance, the offspring the Sahel Irrigation Initiative, under which the five Sahel countries have committed to a joint agenda sets the basis for the Bank's Sahel Irrigation Sahel's project. Third, there was the coordination around the IMF Extended Credit Facility (ECF) with a focus on fiscal and debt sustainability. The arrangement was approved in response to the economic, financial, and social impact of external shocks faced by Chad since mid-2014 drop in world oil prices. The 2017-2020 ECF brought several development partners around a common agenda. Fourth, the World Bank worked with United Nations agencies on implementation and through non-government agencies to support refugees. For instance, in the Emergency Food and Livestock Crisis Response Project, the following UN agencies supported project implementation: FAO, IOM, and UNICEF. IEG reports positively on the coordination efforts (monthly meetings, including local focal points) and the gradual integration into the project results framework. The ICRR notes: "Emergency-type operations merit reliance on utilizing partner development agencies which demonstrate a comparative advantage for helping meet project objectives, while ensuring they carryout appropriate actions to strengthen relevant local entities to enable transition to more sustainable developmental approaches and results."

## Safeguards and Fiduciary Issues

52. **Safeguards implementation was particularly challenging during the CPF.** Compliance made challenging due to Chad's limited experience with the World Bank's processes, and very poor understanding of safeguard policies and procedures in project implementation units. Eight projects were closed and validated by IEG during the CPS in the governance, agriculture, macroeconomics, health, finance, and social protection sectors. The CLR acknowledges persistent implementation challenges in the portfolio which compromised compliance with the environmental and social requirements. The project evaluations report that poor management of environmental and social risks and ignorance of safeguards instruments preparation (among others pollution and waste management system, stakeholders' engagement and grievance

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<sup>17</sup> The Sahel Alliance is an international cooperation platform to enhance the stability and global development of five countries in the Sahel region. The partnership is financing and coordinating over 1000 projects for a total amount of €21.8 billion (2020) to address security, demographic, economic and social challenges.

redress mechanisms, supervision and staffing needs, as well as budgeting plans) led to considerable implementation delays, project sites closure and protests from local populations. The WB team led various capacity-building sessions with local stakeholders on safeguards policies and grievance redress mechanisms which helped resolve many complaints amicably, as was case under the Emergency Food and Livestock Crisis Response Project. No claims were submitted to the Inspection Panel. During the CPF, the social protection team assisted the government in the investigation and the reporting of a fatal accident unrelated to any WB operation. Upon learning of the incident, the World Bank requested a full report and documentation to attest what had happened and insisted that appropriate corrective measures be implemented. In this process the local team became better aware of the world Bank processes.

### **Overall Assessment and Rating**

53. **Overall, IEG rates World Bank Group performance as Good.** The CPF was designed and implemented in an environment of mounting challenges. The design difficulties derived in part from a limited program and knowledge base, at the start. The WB enhanced selectivity, weak at the beginning, by channeling greater IDA availability to contain fiscal risks and critical social expenditure. It increased presence in the ground and collaborated with partners to address implementation difficulties. Results in health, agriculture and safety nets has been delivered to meet the needs of the poor and refugees. The Bank could have been more proactive in support of increasing the capacity of government in critical PFM areas, such as procurement. Given the mounting difficulties, the Bank response would appear slow and subdued; however, the improved project performance, the enhance delivery of services for the poor and vulnerable, albeit at a pilot basis, and the collaboration with other development partners, IEG rates it Good.

### Design

54. **CPF design was aligned with the challenges the country faced as identified in the SCD, the government's priorities and WBG program under implementation at the time, which was limited in resources and knowledge.** The initial program was not sufficiently selective and focused to take account of the limited capacity of government. Indeed, although governance (PFM, fiduciary) was correctly identified as an overarching constraint to the CPF, direct support was quite limited. The Public Financial Management project ended on in FY17. Thereafter the World Bank attempted to use Developing Policy Financing Operations to address procurement concerns, with limited success. The CPF design was aligned with corporate priorities, poverty gender and climate change. Risks to the program were well identified but mitigation inadequate, particularly with respect to government capacity and procurement. Shortcomings to the results framework included broad objectives not supported by the program, such as the cases of quality of education, nutrition, national focus on education, climate change agriculture.

### Implementation

55. **Bank financial commitments increased considerably during the CPF driven by larger IDA availability.** The allocation of the new commitments centered on fiscal stabilization and



supporting social sectors (social assistance, health, poverty, and education), enhancing selectivity. ASA increased the knowledge base consistent with the CPF Objectives. Notable ASA products include support for the safety nets, EITI and public debt management agenda. Still, ASA focused on the drivers of fragility should have been undertaken earlier in the COF period. Also, the PLR should have prepared earlier to provide a firmer footing to the expanding program. Portfolio performance improved partly because of increased presence on the ground to address safeguard requirements and collaboration with UN agencies to implement activities in low security areas. The ISR rating for the projects under implementation is mostly satisfactory or mostly satisfactory. IEG ICCRs outcome ratings for projects completed during the CPF fell below those of the region and the Bank. Remarkably, projects supporting safety nets, health and agriculture were rated as satisfactory or moderately satisfactory despite having been implemented in difficult circumstances, which suggests success at addressing implementation problems. DPF performance was unsatisfactory, despite high relevance and could have benefited from targeted technical assistance to turn prior actions into development outcomes. IFC did not undertake new operations and executed only two advisory services. Risk mitigation included working with communities and UN agencies in implementations and increasing attention to managing safeguards. Overall, the impact of the CPF on public financial management was limited, including procurement, which remains a serious implementation challenge. Coordination with other development partners was good, including attention to the fiscal crisis and social challenges, including those of refugees. The Bank partnered with UN agencies and non-for-profit organization to implement projects in isolated and conflict areas. It also enhanced the use of complementary technologies to facilitate access to remote or insecure environments. Safeguards policies implementation was particularly challenging during the CPF. Compliance with safeguards was achieved with difficulties because of the challenging FCV environment, Chad's limited experience with the World Bank's processes, PIUs' very poor understanding of safeguard policies and procedures, and inadequate technical support from the Bank in the context of a fast-growing portfolio.

## **VI. Assessment of CLR**

56. **The CLR provided evidence that constituted a point of departure for the preparation of the CPF.** The quality of the evidence was mixed, some could not be verified. It presented a candid and meticulous view of the shortcomings in the design of the result framework. The CLR discussed quality of the CPF design including relevance, and alignment with the corporate goals. It informed of the challenges of implementation and the actions taken to address constraints. It confirmed highlighted the weakness of the mitigating measures. It discussed steps taken to improve compliance with safeguards. It was candid on the limitations of the mitigating measures to manage risks. It drew relevant lessons focused on the design and implementation in highly volatile environments. The CLR should have taken a deeper look at the impact of the Bank on fiscal stabilization, to which end considerable resources were allocated. Also, it could have delved deeper on why the program fell short in the support of the oil economy. It could also have taken a closer at the adequacy of the support to increasing

absorptive capacity at a time when lending was being scaled up. Lastly, explaining the reasons for delaying the preparation of PLR would have improved context for the CPF evaluation.

## VII. Lessons

57. The CLR issues seven lessons, which are summarized as follows:

- Program design in Chad should plan for considerable volatility.
- Key drivers of fragility should drive the program areas of engagement as well as approaches used by its portfolio----the focus on addressing fragility drivers strengthened during the program, leading to improve project implementation and better designs.
- The centrality of governance to achieving development outcomes demands a more candid coverage and explicit focus on the next engagement period.
- Achieving results requires that operations be scaled adequately.
- Improving portfolio performance requires a systematic, coordinated, and intensive approach to close the implementation gap.
- Nurturing private sector development requires deep market knowledge, increased focus on upstream activities to help structure and prepare markets, and strong collaboration within the WBG and with other development partners; and
- The design of the Results Framework is critical to its effectiveness as a tool to access program progress and achievements.

58. **IEG agrees with the lessons as written.** IEG concurs with the implicit suggestions on how to operate in highly fragile and volatile environments, where business as usual may be counterproductive or insufficient. IEG would like to:

- a. highlight that preparedness through strong and well-prioritized ASA and presence on the ground enhances the power to respond to fragility and volatility with flexible, timely and effective responses.
- b. emphasize the need to develop a deeper understanding of the conflict dynamics and the driving political economy;
- c. to reduce complexity and to adopt simple project design;
- d. rely on multisectoral investments targeted to conflict or fragile areas;
- e. enrich the understanding of the strength of local communities and organizations; and
- f. tailor engagements to the characteristics of the target populations.

59. IEG stresses the need to include drivers of fragility in the results framework. Early Warning Systems can enable governments and development partners to take prompt and decisive actions and mitigate impact from shocks. Fiscal vulnerability assessments are an example. Other approaches can focus on tracking the impact of natural shocks (rain, droughts, etc.) or developing indicators of potential social risks.

## **Annexes**

**Annex 1: Summary of Achievements of CPF Objectives – Chad FY16-21**

**Annex 2: Comments on Lending Portfolio**

**Annex 3: Comments on ASA Portfolio**

**Annex 4: Comments on Trust Funded Portfolio**

**Annex 5: Comments on IFC Investment and MIGA Portfolio**

**Annex 6: Portfolio Status for Chad and Comparators, FY16-20**

**Annex 7: Comments on IFC Investments in Chad**

**Annex 8: Comments on IFC Advisory Services in Chad**

**Annex 9: Comments on MIGA Guarantees**

**Annex 10: Economic and Social Indicators for Chad, FY16-20**

**Annex Table 1: Summary of Achievements of CPF Objectives – Chad FY16-21**

CPF FY16-21: Focus Area I: Strengthening Management of Public Resources	Actual Results	IEG Comments
<b>CPF Objective 1: Enhancing Fiscal Risk Management</b>		
<p><b>Indicator 1:</b> Increase in tax and customs revenue collection (percentage)</p> <p>Baseline: 8.5%</p> <p>Target: 8.8% (2020)</p>	<p>The CLR reports the achievement of the revised indicator as a result of the restructuring (and renaming) of the Digital Revenue Administrations and COVID-19 Response Project (P164529) that occurred after the PLR stage. Thus, IEG cannot substitute the original indicator with the revised indicator as it was amended after the PLR stage. Further, the indicator is poorly drafted, lacking a date for the baseline, and being ambiguous as to what the percentage refers to.</p> <p><b>Not Verified</b></p>	<p>This indicator was supported by Digital of Revenue Administrations and COVID-19 Response Project (P164529, FY19); Public Financial Management Capacity Building (P090265, FY07); Fiscal Consolidated DPO (P155480, FY16); Fiscal Consolidated Support Grant (P162548, FY17); Emergency Fiscal Stabilization DPO (P163968, FY17); First Programmatic Economic Recovery and Resilience DPO (P163424, FY19); and Second Programmatic Economic Recovery and Resilience DPO (P168606, FY20)</p> <p>Noted: The Domestic Revenue Mobilization and Management Project (P164529) was restructured and renamed post-PLR stage.</p>
<p><b>Indicator 2:</b> No increase in the nominal stock of non-concessional external debt (US\$).</p> <p>Baseline: US\$1.4 billion (2017)</p> <p>Target: US\$1.4 billion or less (2020)</p>	<p>The CLR reports that nominal stock of non-concessional external debt was well below US\$1.4 billion target, totaling US\$1.25 billion in October 2019 (FY20). IEG cannot verify.</p> <p>According to the Performance and Policy Actions (PPA) Implementation Assessment for Chad under World Bank's Debt Reporting System (DRS) and the official letter from the Debt Office of the Ministry of Finance and Budget (MFB) shared with IEG, there was no new non-concessional debt (NCB) contracted between July 2020 and May 2021. The team has provided additional information from the International Monetary Fund (IMF) Fifth Review under the Extended Credit Facility Arrangement and Financial Assurance Review, Nov. 2019 that performance with no new non-concessional debt (NCB) had been met for the end of June 2020 and for the end</p>	<p>This indicator was supported by the First Programmatic Economic Recovery and Resilience Grant (P163424, FY19); Second Programmatic Economic Recovery and Resilience Grant (P168606, FY20)</p>

CPF FY16-21: Focus Area I: Strengthening Management of Public Resources	Actual Results	IEG Comments
	<p>of September, 2019. Since this information is cumulative from the beginning of the year, the reporting leaves 2017, 2018 and from Sept 2019 to June 2020 uncovered.</p> <p><b>Partially Achieved</b></p>	
<p><b>Indicator 3:</b> Reduction in the number persons on the payroll who are ineligible for salaries (number).</p> <p>Baseline: 1.2 K (2017)</p> <p>Target: 750 K or less (2020)</p>	<p>According to the letter from the Ministry of Finance and Budget (N. 278 PR/MFB/SE/DGM/DGSB/DS/2019) (November 8, 2019) on payroll profile shared with IEG, the number of persons on the payroll who are ineligible for salaries reduced from 1,200 in 2017 to 513 by October 31, 2019.</p> <p><b>Achieved</b></p>	<p>This indicator was supported by the First Programmatic Economic Recovery and Resilience Grant (P163424, FY19); Second Programmatic Economic Recovery and Resilience Grant (P168606, FY20)</p> <p>Target year was amended from 2017.</p>
<b>CPF Objective 2: More Effective and Transparent Hydrocarbon Resources Management</b>		
<p><b>Indicator 1:</b> Petroleum Ministry staff trained to monitor contractual and regulatory compliance of petroleum field development operations (number).</p> <p>Baseline (2016): 0</p> <p>Target (2019): 32</p>	<p>According to the <a href="#">ICR</a> of P155829 (pp. 9-10), 31 staff from the Ministry of Petroleum and Energy (MPE), Ministry of Environment and Fishery (MEF), Ministry of Finance and Budget (MFB), and the National Oil Company (SHT) were trained in various areas. However, only 5 staff from MPE were trained to monitor contractual and regulatory compliance of petroleum field operations, as required by the indicator.</p> <p><b>Partially Achieved</b></p>	<p>This indicator was supported by Enhanced Capacity towards Sustainable Petroleum Sector Management (P155829, FY16); Second Programmatic Economic Recovery and Resilience Grant (P168606, FY20) and Nonlending TA - Petroleum sector diagnostic (P166399, FY18); and ASA Extractive industries transparency initiative post-compliance (P156857, FY18)</p>
<p><b>Indicator 2:</b> Report on the initial assessment for the establishment of a petroleum cadastre completed (number)</p> <p>Baseline: 0 (March 2018)</p> <p>Target: 1 (December 2018)</p>	<p>According to the <a href="#">ICR</a> of P155829 (p. 12), the report on the initial assessment for the establishment of a petroleum cadastre was completed.</p> <p><b>Achieved</b></p>	<p>This indicator was supported by Enhanced Capacity towards Sustainable Petroleum Sector Management (P155829, FY16); and Nonlending TA - Petroleum sector diagnostic (P166399, FY18); Second Programmatic Economic Recovery and Resilience Grant (P168606, FY20); and ASA Extractive industries transparency</p>

CPF FY16-21: Focus Area I: Strengthening Management of Public Resources	Actual Results	IEG Comments
<p><b>Indicator 3:</b> Petroleum production covered by publicly accessible contracts and licenses (on Government and/or EITI website) (percent)</p> <p>Baseline: 0 (2016)</p> <p>Target: 70 percent (2020)</p>	<p>The <a href="#">Program Document</a> of P168606 reports that the Government of Chad adopted a decree of implementation of Law n°018/PR/2016 (Decree N. 1838/PR/MPME/2019) on November 8, 2019, mandating the publication of all petroleum contracts. According to the published letter of the Ministry of Petroleum and Energy (dated January 10, 2022) shared with IEG, it stated that all petroleum contracts are available on the Initiative Pour La Transparence des Industries Extractives au Tchad (ITIE) website: <a href="https://itie-chad.org/liste-des-contrats/">https://itie-chad.org/liste-des-contrats/</a>. This information is also publicly available and accessible on the <a href="#">Extractive Industries Transparency Initiative</a> (EITI) website. However, this website is currently under-maintenance.</p> <p><b>Achieved</b></p>	<p>initiative post-compliance (P156857, FY18)</p> <p>This indicator was supported by the First Programmatic Economic Recovery and Resilience Grant (P163424, FY19); Second Programmatic Economic Recovery and Resilience Grant (P168606, FY20); and ASA Extractive industries transparency initiative post-compliance (P156857, FY18)</p>
CPF FY16-21: Focus Area II: Improving returns to agriculture and building value chains under climate smart agriculture	Actual Results	IEG Comments
<b>CPF Objective 3: More productive and resilient agriculture</b>		
<p><b>Indicator 1:</b> Volume of production of sorghum, millet, maize and rice by beneficiaries in targeted regions (tons)</p> <p>Baseline: 759,800 (2016)</p> <p>Target: 905,900 (2018)</p>	<p>IEG <a href="#">ICRR: U</a> of P126576 reports that total production of targeted crops reached 956,426 by 2018, surpassing the target of 905,900.</p> <p><b>Achieved</b></p>	<p>This indicator was supported by Agriculture Production Support Program (P126576, FY12); Emergency Food and Livestock Crisis Response Project (P151215, FY15); Emergency Food and Livestock Crisis Response Project-AF (P163258, FY18); Climate Resilient Agriculture and Productivity Enhancement Project (P162956, FY18)</p> <p>Target year was amended from 2017.</p>
<p><b>Indicator 2:</b> Herd prevalence of Contagious Bovine Pleuro-pneumonia (CBPP-7) and post-</p>	<p>According to the Mid-term Review report of P174674 (p. 26) shared with IEG, the following results were achieved:</p>	<p>This indicator was supported by Regional Sahel Pastoralism Support Project (PRAPS)</p>

CPF FY16-21: Focus Area II: Improving returns to agriculture and building value chains under climate smart agriculture	Actual Results	IEG Comments
vaccinal seroprevalence -SRP8- (percent)  Baseline: 80 (CBPP)/30 (SRP) (2016)  Target: 50 (CBPP)/45 (SRP) (2020)	<ul style="list-style-type: none"> <li>• <b>CBPP</b> was reduced from 80 percent in 2016 to 73 percent by May 2019, or 23 percent of the target (7 out of 30 percentage point intended). Thus, this sub-indicator is considered <i>Partially Achieved</i>.</li> <li>• <b>SRP</b> was increased from 30 percent in 2016 to 52.9% by May 2019. Thus, this sub-indicator is considered as <i>Achieved</i>.</li> </ul> <p><b>Partially Achieved</b></p>	(P147674, FY15); Emergency Food and Livestock Crisis Response (P151215, FY15); Emergency Food and Livestock Crisis Response – AF (P163258, FY18)  Target year was amended from 2019.
<b>Indicator 3:</b> Additional area under sustainable land and water management (SLWM) Practices (hectare (ha))  Baseline: 0 (2016)  Target: 6,000 (2019)	Two projects supported this indicator:  1. IEG <a href="#">ICRR: U</a> of P126576 reports that the area brought under SLWM practices was 235,520 hectares (ha) by June 2017. 2. The September 3, 2020 <a href="#">ISR: MS</a> of P147674 reports that 1,733,700 ha of land in Chad was brought under sustainable landscape management practices by June 30, 2020.  Together, the total area of land brought under SLWM was 1,969,220 ha by June 2020, surpassing the target of 6,000 ha.  <b>Achieved</b>	This indicator was supported by Agriculture Production Support Program (P126576, FY12); Regional Sahel Pastoralism Support Project (PRAPS) (P147674, FY15)  Target year was amended from 2017.
<b>Indicator 4:</b> Surface area under climate smart agriculture technologies/practices  Baseline: 0 ha (2017)  Target: 3,500 ha (2020)	According to the progress report by the Ministry of Agricultural Development for P162956 project shared with IEG, 1,160 ha of land was cultivated under CSA by 2020.  <b>Partially Achieved</b>	This indicator was supported by Climate Resilient Agriculture and Productivity Enhancement Project (P162956, FY16); Sahel Irrigation Regional Support Project (P154482, FY18); and Lake Chad Region Recovery and Development Project (P161706, FY20)
<b>CPF Objective 4: Improved environment for private sector investment</b>		
<b>Indicator 1:</b> Reforms adopted to improve the business environment for enterprise registration, construction and cross-border trade (number).  Baseline: 0 (2016)  Target: 8 (2020)	<a href="#">IEG ICRR: U</a> of P133021 reports several efforts were supported to improve the business environment for enterprise registration, construction, and cross-border trade. However, only one reform was adopted for firm registration:	This indicator was supported by Value Chain Support Project (P133021, FY14); Fiscal Consolidation Program (P155480, FY16; Chad Emergency DPO (P163968, 17); and Digitalization of Revenue

CPF FY16-21: Focus Area II: Improving returns to agriculture and building value chains under climate smart agriculture	Actual Results	IEG Comments
	<ul style="list-style-type: none"> <li>• <b>Enterprise Registration:</b> The project supported the modernization of the one-stop shop at the National Investment and Export Agency (ANIE) through a website renovation, provision of computers, reprography and provision of communication equipment. This resulted in an increase of 28 percent from 3,000 to 7,683 new firms registered in the system by June 2019. The number of days to register a business also decreased from 62 to 58 days (<a href="#">Doing Business Report 2020</a>).</li> </ul> <p>Other efforts that received support, but no reforms have been adopted, included:</p> <ul style="list-style-type: none"> <li>• <b>Construction:</b> Under the project, two key constructions received support: <ul style="list-style-type: none"> <li>i) The Diguel slaughterhouse was rehabilitated, and milk collection and marketing centers were built. However, milk centers have not been commissioned due to failure to comply with construction and quality standards; and</li> <li>ii) The Farcha slaughterhouse remained non-operational due to delays in installation of equipment.</li> </ul> </li> <li>• <b>Cross-border Trade:</b> According to the December 17, 2020 <a href="#">ISR: MS</a> of P164529, the average time for imported goods to clear custom remains the same at 24 hours in 2018 and 2020.</li> </ul> <p><b>One reform adopted out intended eight reforms.</b></p> <p><b>Not Achieved</b></p>	<p>Administrations and COVID-19 Response Project (P164529, FY19); and IFC Advisory Project on Investment Climate Program (#600492, FY16).</p> <p>Target year was amended from 2017.</p>
<p><b>Indicator 2:</b> Reduction in time to register a business (days)</p> <p>Baseline: 60 days (2016)</p> <p>Target: 55 days (2019)</p>	<p>According to the <a href="#">Doing Business Report (2020)</a> in Chad and <a href="#">IEG ICRR: U</a> of P133021, the time to register a business reduced from 60 days in 2016 to 58 days in 2019.</p> <p><b>Partially Achieved</b></p>	<p>This indicator was supported by Value Chain Support Project (P133021, FY14); and IFC Advisory Project on Investment Climate Program (#600492, FY16).</p>
<p><b>Indicator 3:</b> Decrease in wholesale price of international connectivity (XAF)</p>	<p>According to the <a href="#">Program Document</a> (p. 33) of P168606, the wholesale price of international bandwidth decreased to US\$ 55</p>	<p>This indicator was supported by the First Programmatic Economic</p>



CPF FY16-21: Focus Area II: Improving returns to agriculture and building value chains under climate smart agriculture	Actual Results	IEG Comments
Baseline: XAF 250,000/Mbps/month (2017); Target: XAF (60,000/Mbps/month) (mid 2020)	(CFAF 32,569) per Mega Byte per second (Mbps)/month as of October 2019, well below the target of US\$101 (CFAF 60,000) Mbps/month. IEG cannot verify.  <b>Not Verified</b>	Recovery and Resilience Grant (P163424, FY19); Second Programmatic Economic Recovery and Resilience Grant (P168606, FY20); and Central Africa Backbone APL (P108368, FY10)

CPF FY16-21: Focus Area III: Building human capital and reducing vulnerability	Actual Results	IEG Comments
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CPF Objective 5: Improve rural access to health services and nutrition		
<b>Indicator 1:</b> Women of reproductive age using modern contraceptive methods (number)  Baseline: 34,204 (2016)  Target: 14,000 (2020)	The <a href="#">ICRR: MS</a> of P148052 reports that the number of women of reproductive age using modern contraceptive methods in targeted areas reached 108,947 women by December 2019 (FY20).  <b>Achieved</b>	This indicator was supported by Mother & Child Health Services Strengthening (P148052, FY14); Sahel Women's Demographic Dividend (SWEDD) Project (P150080, FY15); SWEDD-AF (P172604, FY20)  The baseline value and target were amended from 7,916 in 2014. The target year was amended from 2018.
<b>Indicator 2:</b> Pregnant women in targeted regions receiving antenatal care during a visit to a health provider  Baseline: 48,300 (2016)  Target: 80,000 (2020)	The <a href="#">ICRR: MS</a> of P148052 reports that the number of pregnant women who received antenatal care during a visit by a health provider in targeted areas increased by 255 percent from 48,300 in 2014 to 171,460 in 2019, exceeding the 80,000 target.  <b>Achieved</b>	This indicator was supported by Mother & Child Health Services Strengthening (P148052, FY14). Sahel Women's Demographic Dividend (SWEDD) Project (P150080, FY15); SWEDD-AF (P172604, FY20)  Target year was amended from 2018.
<b>Indicator 3:</b> Births (deliveries) in targeted regions attended by skilled health personnel (number)  Baseline: 48,300 (2016)  Target: 35,000 or more (2020)	The <a href="#">ICRR: MS</a> of P148052 reports that birth deliveries attended by healthcare workers in targeted areas increased from 48,300 in 2016 to 70,872 by December 2019 (FY20).  <b>Achieved</b>	This indicator was supported by Mother & Child Health Services Strengthening (P148052, FY14); Sahel Women's Demographic Dividend (SWEDD) Project (P150080, FY15);

CPF FY16-21: Focus Area III: Building human capital and reducing vulnerability	Actual Results	IEG Comments
		<p>SWEDD-AF (P172604, FY20)</p> <p>The baseline value and target were amended from 20,836 in 2014. The target year was amended from 2018.</p>
<p><b>Indicator 4:</b> Children immunized in project area (percent)</p> <p>Baseline: 25 percent (2016)</p> <p>Target: 50 percent (2020)</p>	<p>Based on information provided by the team on the yearly number of children 0 to 11 months in target areas and ISR series from P148052, IEG estimates 55 percent immunization rate for target areas in 2020.</p> <p><b>Achieved</b></p>	<p>This indicator was supported by Mother &amp; Child Health Services Strengthening (P148052, FY14); Sahel Women's Demographic Dividend (SWEDD) Project (P150080, FY15); SWEDD-AF (P172604, FY20).</p>
<b>CPF Objective 6: Improve access to and quality of education</b>		
<p><b>Indicator 1:</b> Primary completion rate in targeted regions (percent)</p> <p>Baseline (2016): 37 (all), 29 (girls), 48 (boys)</p> <p>Target (2020): 43 (all), 35.8 (girls), 55.5 (boys)</p>	<p>Based on the Statistical Yearbook 2019/2020 shared with IEG, the gender breakdown is as follows: boys increased from 48% in 2016 to 75.2%; and girls increased from 29% to 51.3%.</p> <p><b>Achieved</b></p>	<p>This indicator was supported by Education Sector Reform Project Phase II (PARSET II, P132617, FY13); and PARSET II-Additional Financing (P163740, FY17).</p> <p>The baseline value and year were amended: 37% (all), 29% (girls), and 48% (boys).</p> <p>Target value and year were amended: 40% (all), 32% (girls), and 51% (boys) by 2018.</p>
<p><b>Indicator 2:</b> Additional classrooms built or rehabilitated at the primary level (number)</p> <p>Baseline: 0 (2013)</p> <p>Target: 70 or more (2020)</p>	<p>The February 10, 2020 <a href="#">ISR: MS</a> of P132617 reports that the project built or rehabilitated a total of 70 additional classrooms at the primary level by December 2019 (FY20).</p> <p><b>Achieved</b></p>	<p>This indicator was supported by Education Sector Reform Project Phase II (PARSET II, P132617, FY13); and PARSET II-Additional Financing (P163740, FY17).</p>
<p><b>Indicator 3:</b> Document Resource Centers created and equipped (number)</p> <p>Baseline: 0 (2016)</p>	<p>The February 10, 2020 <a href="#">ISR: MS</a> of P132617 reports that 31 Document Resource Centers were created and equipped by December 2019 (FY20), surpassing the target of 30.</p>	<p>This indicator was supported by Education Sector Reform Project Phase II (PARSET II, P132617, FY13); and</p>

CPF FY16-21: Focus Area III: Building human capital and reducing vulnerability	Actual Results	IEG Comments
Target: 30 (2020)	<b>Achieved</b>	PARSET II-Additional Financing (P163740, FY17).
<b>Indicator 4:</b> Additional qualified community teachers (CTs) (number) Baseline: 0 (2016)  Target: 9,000 or more (2020)	The February 10, 2020 <a href="#">ISR: MS</a> of P132617 reports that the project recruited or trained a total of 10,965 community teachers by December 2019 (FY20), exceeding the target of 9,000.  <b>Achieved</b>	This indicator was supported by Education Sector Reform Project Phase II (PARSET II, P132617, FY13); and PARSET II-Additional Financing (P163740, FY17).
<b>CPF Objective 7: Establish a social protection system targeting the most vulnerable households</b>		
<b>Indicator 1:</b> Households entered on the new social protection system (number)  Baseline: 0 (2016)  Target: 9,000 (2020)	A total of 54,560 beneficiary households have been registered on the new social protection system under two projects:  1. <a href="#">IEG ICRR: S</a> reports that 14,560 household beneficiaries were entered on the new social protection system by August 2019.  2. The February 7, 2020 <a href="#">ISR: MS</a> of P164748 reports that the number of households entered on the new social protection system reached 40,000 by January 2020.  <b>Achieved</b>	This indicator was supported by the Safety Nets Project (P156479, FY17); Refugees and Host Communities Support Project (P164748, FY19); and TA Non-Lending Adaptive Social Protection (P153910, FY20)  Target value and year were amended from 5,000 by 2019.

## Annex 2: Comments on Lending Portfolio

IEG's review found no differences in lending portfolio data vs. what is presented in the CLR.

## Annex 3: Comments on ASA Portfolio

IEG's review found no differences in ASA portfolio data vs. what is presented in the CLR.

## Annex 4: Comments on Trust Fund Portfolio

IEG's review found no differences in trust fund portfolio data vs. what is presented in the CLR.

## Annex 5: IEG Project Ratings

### IEG Project Ratings for Chad, FY16-20

Exit FY	Proj ID	Project name	Total Evaluated (\$M) *	IEG Outcome	IEG Risk to DO
2017	P090265	TD-Public Financial Mgmt CB	12.8	IEG: U	Modest
2017	P126576	CD-Ag. Production Support Project	18.6	IEG: U	Not rated
2018	P155480	Chad-DPO Fiscal Consolidation Program	127.9	IEG: U	High
2018	P163968	FY17 -Chad Emergency DPO	66.3	IEG: MU	High
2020	P133021	Value Chain Support Project	9.2	IEG: U	Not rated
2020	P148052	TD Mother &Child Health Services Strengt	14.1	IEG: MS	Not rated
2020	P151215	Emergency Food and Livestock Crisis Resp	29.4	IEG: MS	Not rated
2020	P156479	Chad Safety Nets Project	5.0	IEG: S	Not rated
Total			283.3		

Source: AO Key IEG Ratings as of 02.09.22

### IEG Project Ratings for Chad and Comparators, FY16-20

Region	Total Evaluated (\$M)	Total Evaluated (No)	Outcome % Sat (\$)	Outcome % Sat (No)	RDO % Moderate or Lower Sat (\$)	RDO % Moderate or Lower Sat (No)
Chad	283.4	8	17.1	37.5	6.2	33.3
Sub-Saharan Africa	1,811	22	31.8	45.5	11.9	33.3
World	125,394	1,220	83.5	78.4	35.7	37.4

Source: AO Key IEG Ratings as of 02.09.22

## Annex 6: Portfolio Status for Chad and Comparators, FY16-20

Fiscal year	2016	2017	2018	2019	2020	Average 2016-20
<b>Chad</b>						
# Proj	7	8	7	12	10	8.8
# Proj At Risk	4	3	2	3	2	2.8
% Proj At Risk	57%	38%	29%	25%	20%	34%
Net Comm Amt	154.2	321	183	423	460	308
Comm At Risk	76	31	20.8	55.8	85	54
% Commit at Risk	49%	10%	11%	13%	18%	20%
<b>Region</b>						
# Proj	659	711	726	723	755	714.8
# Proj At Risk	144	173	159	157	130	152.6
% Proj At Risk	22%	24%	22%	22%	17%	21%
Net Comm Amt	59,034	63,922	73,467	80,056	88,904	73,077
Comm At Risk	18,950	20,995	20,487	23,353	19,226	20,602
% Commit at Risk	49%	10%	11%	13%	18%	20%
<b>World</b>						
# Proj	1,975	2,071	2,058	2,010	2,108	2,044
# Proj At Risk	422	449	431	411	367	416
% Proj At Risk	21%	22%	21%	20%	17%	20%
Net Comm Amt	220,332	224,420	241,886	254,763	268,294	241,939
Comm At Risk	44,245	52,549	49,307	53,151	48,624	49,575
% Commit at Risk	20%	23%	20%	21%	18%	21%

Source: WB BI as of 2/9/2022

Note: Only IBRD and IDA Agreement Type are included

## Annex 7: Comments on IFC Investments in Chad

The CLR does not present IFC investment data. IEG's review found the following IFC investments:

Project ID	Project Short Name	Institution Number	CMT FY	Project Status	Primary Sector Name	Orig Cmt-IFC Bal	Net Commitment (LN)	Net Commitment (EQ)	Total Net Commitment (LN+EQ)
32607	Chad Clinic	740499	2015	Active	Health Care	1.4	1.4	-	1.4
35857	MIC Chad II Mob	641469	2015	Active	Information	-	-	-	-
36235	ETD SME RSF	802960	2015	Active	Finance & Insurance	10.0	1.2	-	1.2
34297	Millicom Chad II	641469	2014	Active	Information	74.9	69.3	-	69.3
24758	Geyser SA	545443	2009	Active	Construction and Real Estate	3.3	3.3	-	3.3

## Annex 8: Comments on IFC Advisory Services in Chad

The CLR does not present IFC Advisory Services data. IEG's review found the following IFC AS:

Project ID	Project Name	Impl Start FY	Impl End FY	Project Status	Primary Business Area	Total Funds Managed by IFC
602298	Chad Leasing	2019	2021	ACTIVE	FIG	0.30
600492	Chad Investment Climate Program	2016	2018	CLOSED	EFI	0.67

## Annex 9: Comments on MIGA Guarantees

There were no MIGA guarantees during the review period.

## Annex 10: Economic and Social Indicators for Chad, FY16-20

Series Name						Chad	Sub-Saharan Africa	World
	2016	2017	2018	2019	2020	Average 2016-2020		
Growth and Inflation								
GDP growth (annual %)	-6.3	-3.0	2.4	3.2	-0.9	-0.91	1.36	1.74
GDP per capita growth (annual %)	-9.2	-5.9	-0.7	0.2	-3.8	-3.88	-1.17	0.61
GNI per capita, PPP (current international \$)	1,630	1,570	1,590	1,620	1,470	1,576	3,798	16,608
GNI per capita, Atlas method (current US\$) (Millions)	730	640	680	700	630	676	1,547	10914.04
Inflation, consumer prices (annual %)	-0.8	-1.5	4.3	-1.0	..	0	4.10	2.06
Composition of GDP (%)								
Agriculture, forestry, and fishing, value added (% of GDP)	46.1	48.6	45.1	42.6	46.3	45.75	16.48	4.22
Industry (including construction), value added (% of GDP)	13.7	14.6	14.4	14.3	15.8	14.54	26.48	26.59
Services, value added (% of GDP)	30.5	33.5	37.5	40.5	43.8	37.16	51.29	63.33
Gross fixed capital formation (% of GDP)	23.6	20.5	20.9	21.4	21.6	21.62	21.52	24.87
Gross domestic savings (% of GDP)	20.4	15.5	19.0	20.3	6.5	16.36	19.37	26.51
External Accounts								
Exports of goods and services (% of GDP)	26.3	33.9	36.2	36.7	26.4	31.91	22.07	27.96
Imports of goods and services (% of GDP)	37.0	39.7	38.0	37.8	41.6	38.82	24.84	27.28
Current account balance (% of GDP)	..	..	..	..	..	..	..	..
External debt stocks (% of GNI)	28.9	31.7	29.3	29.7	36.7	31.27	..	..
Total debt service (% of GNI)	1.5	1.9	0.9	0.8	1.1	1.25	3.66	..

Series Name						Chad	Sub-Saharan Africa	World
	2016	2017	2018	2019	2020	Average 2016-2020		
Total reserves in months of imports	..	..	..	..	..	..	5.57	12.06
<b>Fiscal Accounts <sup>1</sup></b>								
General government revenue (% of GDP)	12.4	14.6	15.3	14.2	20.9	15.51	16.58	..
General government total expenditure (% of GDP)	14.4	14.9	13.4	14.4	18.9	15.18	21.14	..
General government net lending/borrowing (% of GDP)	-1.9	-0.2	1.9	-0.2	2.1	0.33	-4.57	..
General government gross debt (% of GDP)	51.3	50.3	49.1	52.3	47.9	50.18	48.41	..
<b>Health</b>								
Life expectancy at birth, total (years)	53.4	53.7	54.0	54.2	..	53.84	61.05	72.47
Immunization, DPT (% of children ages 12-23 months)	41.0	41.0	46.0	50.0	..	44.50	72.82	85.74
People using at least basic sanitation services (% of population)	11.2	11.4	11.6	11.8	12.1	11.61	31.81	75.99
People using at least basic drinking water services (% of population)	44.7	45.1	45.5	45.8	46.2	45.46	62.60	89.32
Mortality rate, infant (per 1,000 live births)	74.4	72.6	70.8	69.1	..	71.73	53.70	29.43
<b>Education</b>								
School enrollment, preprimary (% gross)	1.0	0.7	1.1	1.1	..	0.97	27.27	59.83
School enrollment, primary (% gross)	86.8	78.6	89.7	89.2	..	86.09	99.32	102.77
School enrollment, secondary (% gross)	22.6	20.7	20.2	20.6	..	21.00	43.38	75.82
<b>Population</b>								
Population, total (Millions)	14,561,658	15,016,761	15,477,727	15,946,882	16,425,859	15,485,777	1,078,803,442	7,600,039,871
Population growth (annual %)	3.1	3.1	3.0	3.0	3.0	3.04	2.67	1.10
Urban population (% of total)	3.9	3.9	3.9	3.9	4.0	3.91	4.05	1.93
<b>Poverty</b>								
Poverty headcount ratio at \$1.90 a day (2011 PPP) (% of population)	..	..	..	..	..	..	..	9.50
Poverty headcount ratio at national poverty lines (% of pop)	..	..	42.3	..	..	42.30	41.67	..
Rural population (% of total population)	77.3	77.1	76.9	76.7	76.5	76.92	59.81	44.73
Urban population (% of total population)	22.7	22.9	23.1	23.3	23.5	23.08	40.18	55.27
GINI index (World Bank estimate)	..	..	..	..	..	..	..	..

Source: World Bank Development Indicators, February 10, 2022

\*International Monetary Fund, World Economic Outlook Database, October 2021