Project Information Document (PID)

Concept Stage | Date Prepared/Updated: 27-Jan-2023 | Report No: PIDC35223

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BASIC INFORMATION

A. Basic Project Data

Country Argentina	Project ID P180092	Parent Project ID (if any)	Project Name Food Security Programs Improvement Project (P180092)
Region LATIN AMERICA AND CARIBBEAN	Estimated Appraisal Date May 12, 2023	Estimated Board Date Aug 08, 2023	Practice Area (Lead) Social Protection & Jobs
Financing Instrument Investment Project Financing	Borrower(s) Argentine Republic	Implementing Agency Ministry of Social Development	

Proposed Development Objective(s)

The development objectives of the project are a) to improve the coverage and adequacy of the Food Benefit program; and b) to enhance the efficiency and traceability of the community kitchens food programs.

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	300.00
Total Financing	300.00
of which IBRD/IDA	300.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Bank for Reconstruction and Development (IBRD) 300.0
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Environmental and Social Risk Classification

Moderate

Concept Review Decision

Track II-The review did authorize the preparation to continue

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Other Decision (as needed)

B. Introduction and Context

Country Context

- 1. Bolstered by favorable external conditions, the Argentine economy recovered from the COVID-19 crisis at a fast pace, reaching pre-pandemic activity levels by mid-2021. Argentina's economy grew by 10.3 percent in 2021. Higher commodity prices and trading partners' growth, notably Brazil's, combined with higher public investment resulted in a robust growth recovery. However, since end-2021, increasing macroeconomic imbalances and a more turbulent global context, started to slow down the pace of gross domestic product (GDP) growth. The Government of Argentina (GoA) has concluded the process of restructuring its debt in foreign currency (both local and external) with private creditors, significantly improving its maturity profile for the next five to eight years. However, debt service obligations as of 2028 are projected to be equivalent to those that triggered the debt swap in 2020-2021.
- 2. Inflation in Argentina has been historically high and has accelerated since the outbreak of the war in Ukraine, with likely increases in poverty rates. Inflation rates, which were already stubbornly high in the immediate prepandemic period, slightly decelerated during the recessionary period that derived from the lockdown measures and picked-up again as the economy recovered. Coincidentally with the war in Ukraine, inflation rates doubled, escalating from monthly inflation rates of around 3 percent to 7 percent since March 2022¹. The discontinuous and persistent increase in monthly inflation implies that the y-o-y rate went up from 50.7 percent (January 2022) to 88 percent in October 2022 and is expected to reach 100 percent if increases in the consumer price index (CPI) do not decelerate. Inflation rates for food items have been even higher than the overall CPI variation rate, with monthly inflation rates of 6.7 percent, accumulated to 76.6 percent as of October 2022.
- 3. Although the available statistical information confirms that poverty was declining after the peak reached in the COVID-19 pandemic, its levels remain high in historical terms and a new rebound is expected due to the increase in food prices derived from the war in Ukraine. According to the latest available measurement, poverty and extreme poverty reached 36.5 percent and 8.8 percent during the first quarter of 2022, respectively. These figures peaked during the pandemic (second semester of 2020), reaching 42 percent for those with an income below the poverty line, and 10.5 percent for those in extreme poverty. The incidence of poverty and extreme poverty is much higher for the age group 0-14, being 50.9 percent and 12.7 percent respectively, as reported by National Institute of Statistics (INDEC, by its acronym in Spanish) for the second semester of 2022, based on the Permanent Household Survey (EPH, by its acronym in Spanish). These poverty figures partially capture the increase in CPI since the war in Ukraine, which is likely to be fully reflected in the incidence of poverty during the second half of 2022. Finally, the outlook for the global economy predicts a sharp global slowdown, deepening the food and energy crises through currency depreciations and higher commodity prices².
- 4. As inflation accelerates, the loss in purchasing power of both labor and non-labor income (e.g., the benefit amount of Social Protection (SP) programs) becomes more evident, and the role of mechanisms and instruments to update the benefit amounts becomes more relevant. The biggest SP programs, pensions and family allowances (FA)³, adjust their benefits with regular frequency according to a pre-established formula and

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¹ Monthly inflation rates for September 2022 were reported at 6.2 percent.

² Commodity Markets Outlook, World Bank, October 2022.

³ The FA programs run by the National Social Security Administration (ANSES) cover 70 percent of all children younger than 18 years of age. These FA programs are comprised of a series of contributory and non-contributory programs that cover the children of the

- lost 7 percent of purchasing power between Jan 2020 and Dec 2022. Other SP programs with discretionary increases yield higher losses in the purchasing power of their benefits. The minimum wage⁴ and the food benefit (FB) lost 12 and 17 percent, respectively, over the same period.
- 5. In the absence of cash transfer programs targeted to the most vulnerable households with children, extreme poverty would be higher than observed. For those at the first stage of the lifecycle, extreme poverty was 15 percent in 2020, and would have been 20 percent in absence of Family Allowance Program (Universal Child Allowance or AUH by its Spanish acronym), and two percentage points higher if those households had not received the FB as part of their non-labor income. The incidence of these programs on those in central ages is lower and almost inexistent among the elderly, given that AUH is targeted to those younger than 18 years of age, and FB is capped at 14 years of age.
- 6. Despite the implementation of AUH and FB, food insecurity has increased with the recent acceleration of inflation due to the external negative shock of the war in Ukraine. A recent UNICEF report (2022)⁵ shows that 19 percent of households skipped at least one meal due to insufficient income. Also, the incidence of food insecurity was larger among households that received meals or food boxes at community kitchens, and among those that are beneficiaries of the AUH and/or the FB program.

Sectoral and Institutional Context

- 7. Despite its strong SP system with quasi-universal coverage on both ends of the lifecycle, the GoA had to launch a series of one-off payments (bonuses) to ameliorate the impact of inflation on the purchasing power of household income in 2022. Likewise, during the pandemic, SP expanded first vertically and later horizontally, on the basis of temporary programs or one-off payments to top-up the benefits of existing programs or to reach those uncovered by the programs of the SP system. Despite using a quarterly pension (and benefit) adjustment index, in 2022, beneficiaries of the pension and FA programs were paid one-time lump-sum payments which finally yielded lower-than-inflation increases. Similarly, as experienced in 2020 when the economy slowed down due to the pandemic and the lockdown measures, the demand for food assistance increased.
- 8. Argentina's *Politica Alimentaria* (food assistance policy) comprises a series of programs run by the Ministry of Social Development (MDS, by its acronym in Spanish) with unequal coverage and budgetary dimensions. ⁶ The FB is the largest and fastest growing program of this set with an expenditure of 0.39 percent of GDP in 2022. Unlike most of the pre-existing food programs, the FB was originally introduced in late 2019 as a cash transfer program paid directly to the final beneficiary through an independent debit card (with restricted use of funds) with a variable benefit depending on the number of children in the household⁷. FB, the flagship SP program of the current

formal salaried workers as well as those of beneficiaries of Unemployment Insurance (UI), and pensioners. A fourth non-contributory FA program covers the children of the unemployed or the informal workers. The latter is called Universal Child Allowance program (AUH, by its Spanish acronym) and it is similar in design to a conditional cash transfer program with co-responsibilities on health and education.

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⁴ The workfare *Potenciar Trabajo* program run by MDS pays half the minimum wages to 1.3 million beneficiaries.

⁵ UNICEF (2022): "Encuesta Rápida sobre la situación de la niñez y la adolescencia". Buenos Aires, August 2022.

⁶ Food assistance policy, implemented by the MDS, has been a priority for the government that launched the Argentina Program Against Hunger, within which the Food Card was created, the main innovation of the current administration. Initially launched to cover households receiving AUH with children under 6 years of age, once the COVID-19 emergency programs were suspended, coverage of the Food Card was extended, through an act, to households receiving AUH with children under 14 years of age (April 2021), in addition to updating the initial amount that does not have a formal indexation instrument. In that same act, the amount of the benefit was increased again by 50 percent. In this way, this food policy item expanded strongly, unbalancing the composition to the detriment of in-kind transfer programs to community or school kitchens.

⁷ Before 2019, when the current administration launched the Argentina against Hunger program, MDS was already implementing a Food Card under the Food Security program. The coverage was much smaller than the current FB, and the program was cofinanced between the national and provincial budgets.

administration, experienced two normative changes which first expanded its coverage and updated the benefit amount, and later on, replaced the debit card for an additional cash transfer of the non-contributory AUH⁸. The current coverage of FB almost fully overlaps AUH with the exception of children between the ages of 15 to 17. Unlike AUH, the FB did not include an indexation mechanism to periodically update the benefit amount⁹. Since its launching, the FB amount was updated three times (April 2021, April 2022, and November 2022), increasing the amount by 50 percent the first two times and 40 percent the last one. The total cost of the FB is difficult to predict, since its coverage depends on the number of beneficiaries of AUH; and also due to the benefit amount which is discretionarily determined. The launch of the FB has increased the overall expenditure on food programs from 0.054 percent of GDP to 0.44 percent in 2022¹⁰.

- 9. The second largest food program run by MDS is the *Programa de Comedores Comunitarios* (or Community Kitchens Program—CKP), implemented through civil society organizations (CSO) with little traceability at the individual level. Following the rationale of programs designed to address natural disasters; for the CKP, the MDS procures, stores, and distributes staple food items, that are later on either cooked and processed in the form of meals or fractioned and delivered as food boxes by the CSOs¹¹. The CKP was used as a response to economic crises firstly during the hyperinflationary episodes of the late 1980s and expanded later during the 2001 economic and social crisis. Community kitchens are located mostly in poor areas of urban settings, with high concentration in the Buenos Aires Metropolitan Area. Given its solidarity and altruistic nature, access to community kitchens is not restricted or ex-ante targeted, which is particularly relevant for those vulnerable individuals or households that are not reached by other programs of the SP system. The result is a program that is self-targeted; not traceable at the individual level; and where the overall demand for the program is self-regulated according to factors like the economic cycle, the purchasing power of household income, or the food availability at CSOs¹². In terms of expenditure, the evolution of the budget allocated to the CKP is relatively more stable than that of the FB and increased from 0.02 to 0.05 percent of GDP between 2019 and 2022.
- 10. Nevertheless, the implementation of the CKP is seriously challenged by the indirect effect of inflation, as reflected by the significantly high level of under-execution of the CKP budget, which is not observed among the other food programs¹³. By November 2022, the execution is less than half of the budget allocation. A large number of bidding processes conducted during 2021 and 2022¹⁴ were not awarded (or were cancelled even at the cost of fines) due to the four- and six-month lag time elapsed between the presentation of bids and the final payment in which the market value of the food item varies significantly, and a norm that regulates the food procurement

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⁸ The full benefit amount of AUH can be cashed out either at the Bank or ATM, which implies an unrestricted use of funds.

⁹ The AUH program was launched in 2009 and in its original design its benefit amount was not expected to be regularly updated. After a few discretionary increases of the benefit amount, its program normative was modified to incorporate the pension indexation mechanism.

¹⁰ If the final cost of FB coincides with its budget allocation, in terms of GDP (using the latest available figure from 2022-Q2) would yield a figure around 0.52 percent for 2022. In relative terms, this means that the overall budget of the FB is equivalent to that of the AUH program.

¹¹ Although the original model of community kitchens was a space where meals were prepared and delivered to be eaten in at a dining space, both the higher demand that exceed existing capacity, as well as the mushrooming of community kitchens (especially during the pandemic), increased the heterogeneity of community kitchens in the program.

¹² Several, if not most of the CSOs and the associated community kitchens do not depend exclusively on programs run by MDS. Some receive resources from sub-national governments, and others can receive donations from altruistic members of civil society.

¹³ The rest of the good programs have levels of budget execution in the range of 88-91 percent of their current budget allocation.

¹⁴ According to MDS, in 2021, 56 bidding processes were launched, 6 were cancelled, and 18 could not be finalized and remain open. Independently of the outcome, once a bidding process to procure a certain good is launched, no other bidding process for the same good can be launched within 90 days of the previous one. In 2020, excluding those bidding processes launched due to the COVID-19 pandemic, 54 bidding processes have been launched by the public sector, of which 72 percent have been awarded.

- process that introduced reference prices¹⁵. The sub-execution of the CKP budget results in a significant reduction of the available staple food items for the CSOs.
- 11. Alternatively, a smaller food program implemented through civil society organizations (CSO) has been able to execute their budget as planned. As a response to the acute economic crisis of 2001, a World Bank project (Fourth Social Protection Project, AR-4398, approved in 1998) supported technical and financial assistance to community kitchens under the FOPAR program (Social Investment Participatory Fund) run by MDS. A follow-up small-scale program has been run by MDS with support from the United Nations Development Program (UNDP) since 2006. The program named Abordaje Comunitario (Community Approach—AC) transfers cash to pre-screened CSOs' bank accounts with the exclusive purpose of buying food 16. The documentation of the CSOs' purchases is conducted on a monthly basis using the invoices which triggers the replenishment on those accounts. AC is run on the basis of a memorandum of understanding with CSOs, selected based on their institutional and fiduciary record. In its origins, the FOPAR project was intended to strengthen the institutional capacity of CSOs. The current AC has built on FOPAR, moving the focus towards food support and complementing it with training courses and other activities to strengthen the capacity of CSOs to prepare meals (e.g., procurement of ovens, fridges, or cooking tools), for the economically vulnerable population that eat at their dining spaces. Except for the FB, where beneficiaries are selected ex-ante by the AUH program, beneficiaries of either CKP or AC are voluntarily informed by the CSOs providing little traceability to the system.
- 12. The GoA through the proposed Project is aiming at improving the design of the FB and launching a new approach to decentralize the food procurement of the CKP. Regarding the FB, the government would introduce benefit indexation mechanism to periodically update the benefit amount and avoid losses in purchasing power, and also would expand the coverage to children aged 15 to 17 years old under the AUH program, to avoid potential disincentives to the health and education co-responsibilities, where school drop-out rates are higher. Additionally, the government would improve the effectiveness of the CKP, currently under-executed due to inflation incompatible mechanisms. The introduction of a decentralized procurement approach through debit cards will expedite the budget execution and will improve resources allocation across CSOs over time by exploiting an information-based bottom-up criteria that will result from the use these digital payment tools. Finally, this new approach will gather the information at the individual level (national ID) enhancing the traceability and transparency of food programs and allowing the integration of these programs with the rest of the SP system in Argentina. The specific description of the approach and the proposed Project is explained in detail below.

Relationship to CPF

13. The proposed Project is aligned with World Bank Group FY19-22 Country Partnership Framework (CPF)¹⁷ for the Argentine Republic discussed by the Executive Directors on April 25, 2019 and updated by the Performance and Learning Review (PLR)¹⁸ discussed on May 24, 2022. The proposed project objective is specifically aligned with Focus Area 2, on strengthening service delivery to protect the poor and vulnerable through improving the

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¹⁵ In an attempt to improve the transparency of food programs, the laws regulating the procurement of food items was amended, adding a series of 'witness' or benchmark prices suggested by SIGEN (*Sindicatura General de la Nación*), an auditing institution of the public sector. Although the mechanism has been improved and those 'caps' to prices are updated right before the launching of the bidding process, significant challenges remain. The war in Ukraine increases prices internationally, making it economically impossible for a local firm to participate in a bidding process that may last for four months, instead of exporting the same goods abroad. Firms prefer to pay fines if they win the bidding process, rather than deliver the goods at the prices established in the documents of the procurement process.

¹⁶ As part of the program, other funds are transferred to CSOs under the rationale of training (nutrition, safety of food processing, storing and cooking) or institutional strengthening of the CSOs to improve their installed capacity to prepare meals.

¹⁷ Report No. 131971-AR, World Bank.

¹⁸ Report No. 170668-AR, World Bank.

coverage, adequacy, traceability, and efficiency of selected food programs implemented by the government (Objective 5 "Improving the human capital of vulnerable population"). The Project is also aligned with the World Bank's Global Crisis Response Framework (GCRF)¹⁹ underpinned by the Green, Resilient, and Inclusive Development agenda as it supports the expansion and efficiency of food programs to respond to food insecurity (Pillar 1).

C. Proposed Development Objective(s)

14. The development objectives of the Project are a) to improve the coverage and adequacy of the Food Benefit program; and b) to enhance the efficiency and traceability of the community kitchens food programs.

Key Results (From PCN)

- 15. Key results, as well as performance indicators, will be defined during the preparation of the Project in coordination with GoA counterparts. The following key results indicators are proposed to measure the achievement of the project development objectives:
 - i. Number of FB beneficiaries aged 15-17 years, to measure the coverage expansion of FB (disaggregated by gender).
 - ii. Moving average of the value of FB benefit at constant prices, to measure improvements in the adequacy of FB program
 - iii. Percentage of CSOs/Community Kitchens that procure food through CKP's debit card, to measure the enhancement of efficiency of the food programs implemented through CSOs.
 - iv. Number of individual beneficiaries of the CKP identified by the program, to measure the enhancement of traceability.

D. Concept Description

- 16. This proposed Project will support the food programs combatting food insecurity in a period in which cash transfers are insufficient to fully cushion the impact of negative external shocks like the price increase of food, in a country with pre-existing high inflation rates.
- 17. The proposed Project would improve the coverage, adequacy, efficiency, and traceability of selected food programs implemented by the MDS. The value added of this Project will result from expanding the coverage of the FB to households participating in the AUH program with children between 15 and 17 years of age which will potentially mitigate food insecurity in a larger number of households and at the same time avoid potentially conflicting disincentives with the education co-responsibility of AUH, over and age group where school drop-out is larger. Moreover, this Project is also aimed to progressively replace part of the centralized procurement of staple food goods (which is undergoing a series of challenges derived from the highly inflationary context) with a decentralized method that will allow CSOs to procure food locally. The benefits of the operational model are the improvement of the nutritional content of meals based on the possibility to add fresh food in local procurement; and the reduction of the negative carbon footprint derived from the current distribution of centrally procured food. Additionally, by improving the traceability of the food programs implemented through CSOs, the Project will introduce a tool to replace the discretionary criteria currently used to distribute the procured goods, by a bottom-up driven criterion, driven by traceable demand at the community kitchens. To achieve this, the Project would support the following three components:

Component 1: Design improvement of food programs run by MDS (estimated cost US\$15 million)

http://documents.worldbank.org/curated/en/099640108012229672/IDU09002cbf10966704fa00958a0596092f2542c

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¹⁹ World Bank. Navigating Multiple Crises, Staying the Course on Long-term Development: The World Bank Group's Response to the Crises Affecting Developing Countries (English). Washington, D.C.: World Bank Group.

18. This component aims to improve and strengthen de design, capacity, and quality of the two largest food programs in Argentina. Regarding the FB, this component will provide technical assistance to MDS in two specific areas: benefit indexation mechanism and the expansion of coverage to children aged 15 to 17 years old under the AUH program. With respect to the food program implemented through CSOs, this component will support the development of a new decentralized method that will allow CSOs to procure food locally, improving the transparency and efficiency of the program.

Component 2: Decentralized community kitchen food program financing (estimated cost US\$35 million)

19. This component aims at providing financial support to the decentralized implementation of the CKP and will finance the expenditures incurred under the new decentralized procurement method through debit cards to be used by CSOs. This new method will also replace the discretionary top-down distribution criteria by a bottom-up process that more fairly allocates resources following food demand and CSO effectiveness in catering to it. The nutritional content of meals is expected to improve as fresh food items will be included in eligible locally procured items. Also, reducing the amount of 'dry' food procured centrally will have a positive result in terms of carbon emissions, as fewer items need to be bought, transported to the two MDS warehouses, and then transported to the community kitchens. Finally, implementing a decentralized procurement modality will also reduce the stock of food stored either at MDS warehouses or at the community kitchens, freeing resources to expedite the progressive expansion of CSOs under this traceable method. The disbursements will be linked to results through Performance Base Conditions (PBC). The definition of this PBC will be developed during project preparation and validated with the Government during the appraisal stage.

Component 3: Food Benefit (FB) program financing (estimated cost US\$250 million)

20. This component aims to improve the design and coverage of the FB program. A series of improvements in the program are being considered, some as bills. The first is aimed at adopting an indexation mechanism that allows for a period adjustment of the benefit amount of the FB to protect purchasing power or adjust it countercyclically. This component would finance a one-off PBC which will be authorized against the effective implementation of the benefit indexation mechanism. Similarly, the GoA plans to expand the coverage of the FB to children participating in AUH, aged 15 to 17 years. A second one-off PBC will be authorized against proof of compliance that the policy reform has been effective. The definitions of this PBC will be further developed during project preparation and validated with the Government during the appraisal stage.

Legal Operational Policies	Triggered?		
Projects on International Waterways OP 7.50	No		
Projects in Disputed Areas OP 7.60	No		
Summary of Screening of Environmental and Social Risks and Impacts			

Environmental Risk Rating: Low

21. Preliminary findings suggest that this operation does not entail serious risks to the environment. The Project does not finance land acquisition. It does not entail remodeling, rehabilitation, or construction of new infrastructure either. The actions of the Project will be carried out within existing facilities, and will not intervene in sensitive or protected areas, nor will it carry out actions or generate effects that put biodiversity or cultural heritage at risk. The overall risks to and potential adverse impacts on the environment are likely to be minimal or

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negligible. Furthermore, the Project would result in valuable outcomes such us: i) reducing the carbon footprint produced by the logistics transport as per the current distribution of centrally procured food; ii) addressing problems that arise in food purchasing procedures in inflationary contexts. This fact not only causes problems in which purchases are made but also ends up generating a delay in the distribution of food, as well as an insufficient supply of food that does not end up covering the demand by the community kitchens; iii) strengthening the food management and meal planning capacity of the community kitchens, thus promoting the delivery of meals with higher nutritional content and with adaptations according to the region and its nutritional needs (nutritional content of the meals is expected to improve as the fresh food items are included among those eligible items procured at the local level); and, iv) reducing the stocks of food stored either at MDS warehouses or at the community kitchens, increasing the number of CSOs that could be reached monthly through the use of rotating funds.

22. Based on available information to date, the Project will finance basic computer equipment and will provide education and training for the use of software and hardware, as part of an upgrade of information technology resources (in the MDS and its network of reference centers or CDRs, by its Spanish acronym); the potential replacement of obsolete electronic equipment would have then the potential to generate e-waste and, accordingly, the need of its proper handling/disposal.

Social Risk rating: Moderate

- 23. As stated above, the proposed project would improve the coverage, adequacy, efficiency, and traceability of selected food programs implemented by the MDS. In addition to the positive outcomes mentioned in the environmental risk section, by improving the traceability of the food programs implemented through CSOs, the Project will introduce a tool to replace the discretionary criteria currently used to distribute the procured goods, by a bottom-up criterion, driven by traceable demand at the community kitchens. In this sense, the Project is expected to have only positive social impacts on vulnerable and systematically excluded groups and no negative social effects.
- 24. The main social risks are associated with the potential exclusion of vulnerable groups from participating in the benefits of the Project and with possible weakness in communication, participation, and engagement capacity of the MDS. These risks will be assessed through the preparation of an Environmental and Social Assessment (ESA) which will also incorporate mitigation measures and propose actions to improve project design and/or implementation. The ESA will inform the Stakeholder Engagement Plan (SEP) too, which will cover risks related to exclusion in participation of vulnerable groups through the planning and implementation of proper strategies of information disclosure and consultation in a timely and culturally appropriate manner.
- 25. In addition, the MDS has an active Grievance Redress Mechanism (GRM) in place with different channels to address questions, complaints, and grievances. It is called Sistema Integrado de Comunicación Institucional (SICOI) and it allows the MDS to have integrated records of the communications received, and the follow-up of each case until it is responded and resolved.

Sexual Exploitation and Abuse/Sexual Harassment (SEA/SH) Risk Rating: Low

26. Sexual exploitation and Abuse and Sexual Harassment Risk is Low. The country has a strong legal framework focused on Gender Based Violence (GBV) prevention and has a national referral pathway protocol for GBV service provision and an active GBV working group. In addition, the Project is not expected to finance infrastructure works and therefore has no risk of labor influx. Nevertheless, the ESA will include an assessment on any potential SEA/SH risks associated with the proposed Project, in consultation with the Ministry of Women, Gender, and Diversity, and the final design of the Project will incorporate any recommendation that may arise as a product of the assessment.

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CONTACT POINT

World Bank

Juan Martin Moreno, Gaston Mariano Blanco, Santiago Scialabba Senior Social Protection Economist

Borrower/Client/Recipient

Argentine Republic Leandro Gorgal Undersecretary of International Financial Relations ssrfid@mecon.gov.ar

Implementing Agencies

Ministry of Social Development Victoria Tolosa Paz Minister edisibio@desarrollosocial@gob.ar

FOR MORE INFORMATION CONTACT

The World Bank 1818 H Street, NW Washington, D.C. 20433 Telephone: (202) 473-1000

Web: http://www.worldbank.org/projects

APPROVAL

Task Team Leader(s):	Juan Martin Moreno, Gaston Mariano Blanco, Santiago Scialabba	
Approved By		

Practice Manager/Manager:			
Country Director:	Paul Procee	31-Jan-2023	

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