



The World Bank

Additional Financing to Madagascar FSRP (P181398)

Project Information Document (PID)

Appraisal Stage | Date Prepared/Updated: 30-Apr-2024 | Report No: PIDA37066

**BASIC INFORMATION****A. Basic Project Data**

Country Eastern and Southern Africa	Project ID P181398	Project Name Additional Financing to Madagascar FSRP - Phase I	Parent Project ID (if any) P178566
Parent Project Name Food Systems Resilience Program for Eastern and Southern Africa	Region EASTERN AND SOUTHERN AFRICA	Estimated Appraisal Date 09-Apr-2024	Estimated Board Date 29-May-2024
Practice Area (Lead) Agriculture and Food	Financing Instrument Investment Project Financing	Borrower(s) Intergovernmental Authority on Development (IGAD), Republic of Madagascar, Federal Democratic Republic of Ethiopia, Center for Coordination of Agricultural Research and Development for Southern Africa (CCARDESA)	Implementing Agency Ministry of Agriculture and Livestock, Madagascar, Ministry of Agriculture, Ethiopia, IGAD Agriculture and Environmental Division, Center for Coordination of Agricultural Research and Development for Southern Africa (CCARDESA)

Proposed Development Objective(s) Parent

To increase the resilience of food systems and preparedness for food insecurity in Project areas

Components

(Re-)building Resilient Agriculture Production Capacity

Supporting the Sustainable Development of Natural Resources for Resilient Agricultural Landscapes

Getting to Market

Promoting a Greater Focus on Food Systems Resilience in National and Regional Policymaking

Contingency Emergency Response Component (CERC)

Project Management

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

Total Project Cost	70.00
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Total Financing	70.00
of which IBRD/IDA	50.00
Financing Gap	0.00

DETAILS**World Bank Group Financing**

International Development Association (IDA)	50.00
IDA Credit	50.00

Non-World Bank Group Financing

Trust Funds	20.00
Global Agriculture and Food Security Program	20.00

Environmental and Social Risk Classification

High

Other Decision (as needed)

B. Introduction and Context¹

1. This Project Paper seeks the approval of an Additional Financing (AF) in the amount of US\$70.0 million to the Multi-phase Programmatic Approach (MPA) of the Food System Resilience Program for Eastern and Southern Africa (FSRP Phase I, P178566) for the Republic of Madagascar. The proposed AF will leverage resources from the Crisis Response Window Early Response Financing (CRW-ERF; US\$50 million), in addition to a grant from the Global Agriculture and Food Security Program (GAFSP; US\$20 million). The FSRP Madagascar (FRSP-MG) is financed by the International Development Association (IDA) with an initial budget of US\$158.1 Million. The revised project budget will be US\$228.1 million.

2. The AF will: (a) partially replenish the financing gap created by activating the US\$50 million contingency emergency recovery component (CERC); (b) process the US\$20 million GAFSP grant to strengthen food and nutrition security; (c) respond to the Government of Madagascar's (GoM) request for support for emergency locust response and livelihood support²; and (d) complement parent project activities by scaling up support to productive alliances to create jobs, improve preparedness and the efficiency of response systems, and enhance resilience to shocks. This

¹ Further details can be found in the original Project Appraisal Document of the FSRP MPA Phase I (P178566).

² This is consistent with MPA Pillar 2 aim to increase the ability of national and regional food production to withstand and recover from food shocks at the farm, national, and regional levels, including Pillar 2.1 on monitoring of pest and animal diseases and Pillar 2.2 on capacity to prevent and respond to crop and livestock disease outbreak. Livelihood-restoration activities fall under Pillar 1, aiming to provide short-term support to farmers and households to restore basic productive capacity.



project paper also restructures the project to integrate the CERC activity and makes necessary adjustments to the Results Framework (RF) at the intermediate results (IR) level.

3. The FSRP MPA Phase I was approved by the World Bank Board of Directors on June 21, 2022, for US\$2.3 billion equivalent of IDA. Phase I provides financing to Ethiopia, Madagascar, the Intergovernmental Authority on Development (IGAD), and the Centre for Coordination of Agricultural Research and Development for Southern Africa (CCARDERSA). The program development objective (PrDO) is *to increase the resilience of food systems and preparedness for food insecurity in the participating countries*. The project development objective (PDO) for FSRP-MG is *to increase the resilience of food systems and preparedness for food insecurity in Madagascar*.

4. On May 31, 2023, a total of US\$903 Million of IDA was approved by the World Bank Board of Directors for phases two and three of the Eastern and Southern Africa FSRP MPA. Phase two provides US\$300 million to a Program for Results operation in Tanzania. Phase three provides US\$603 million to Kenya (US\$150 Million), the Union of Comoros (US\$40 Million), Somalia (US\$150 Million), Malawi (US\$250 Million) and the African Union Commission (US\$13 Million). This brings the total MPA envelope to US\$2.75 billion. See tables 1 and 2 for more information.

5. According to the Madagascar Country Partnership Framework (CPF), FY23-27 (Report No: 179576-MG), uneven investment in physical and human capital, decreasing productivity, and vulnerability to shocks are the most salient constraints on Madagascar's development and sustainable poverty gains. Between 2013 and 2019, the economy grew an average of 3.5 percent/year, enough to achieve modest per capita income. The COVID-19 crisis caused a 7.1 percent contraction in 2020, one of the worst in Sub-Saharan Africa; per capita income dropped to historic lows; and extreme poverty rose from an already-high 77.4 percent to 81 percent, reversing more than a decade of poverty reduction gains. Though Gross Domestic Product (GDP) grew 5.7 percent in 2021 and 3.8 percent in 2022, Madagascar is one among only a handful of countries for which real income per capita is lower today than it was in 1960.

6. Madagascar is one of the most vulnerable countries to climate change and one of the least prepared to absorb the shocks. The country is prone to natural hazards, including drought, floods, cyclones, and locust invasion. Below average seasonal rainfall, prolonged droughts, and cyclone-induced flooding have hampered crop and livestock production, particularly in the South, while moving millions of people into high levels of acute food insecurity and malnutrition. In the Grand Sud region, severe droughts debilitated food production between 2019 and 2021 when more than 2 million people faced acute food insecurity. Climate change-induced weather extremes are expected to exacerbate pest and disease threats to Madagascar's food systems. In 2021, extreme weather fueled widespread locust and armyworm infestations that contributed to up to 60 percent crop losses in parts of the South. To address these vulnerabilities and mitigate climate impacts, Madagascar must facilitate recovery, safeguard and restore the productive assets of affected households and strengthen resilience against future shocks. It will also be important to enhance adaptation and resilience of livelihood systems while safeguarding food security of affected households by enhancing the purchasing power to meet food and other basic needs, such as through cash transfers.

7. Exacerbated by climate change, the latest upsurge of the Madagascar Migratory Locust (locust) continues to jeopardize food security. Budget shortfalls and mismanagement have severely eroded the country's locust prevention and management capacity. Long regional droughts ending with soaking rains favor the development of destructive swarms—and global warming is intensifying both of those extremes. Scientists believe that suitable locust habitat could increase about five percent in a low-emission future with limited warming, compared to locust distribution between 1985 to 2000. In a high emission scenario with greater warming, locust habitat could increase by as much as 13 to 25 percent between 2065 and 2100.³ The locust crisis emerged following severe droughts

³ Xinyue Liu et al. (2024). Unveiling the role of climate in spatially synchronized locust outbreak risks. *Science Advances*, Volume 10, Issue 7. February 14.



(2019-2021) that depleted livestock populations and upended livelihoods, especially in the country's Grand Sud. Left unchecked, the crisis will continue to disrupt food production and cause substantial losses and damage to crops, livestock, and other assets. To mitigate such risks and strengthen resilience against future climate shocks, Madagascar must restore and safeguard the country's locust prevention, preparedness and management capacity through a comprehensive restructuring and revitalization of Madagascar's Locust Eradication Center (*Ivotoerana Famongorana ny Valala eto Madagasikara, IFVM*).

8. Malagasy women are especially vulnerable to climate shocks amid high levels of gender inequality. Climate change and natural disasters, including pandemics, have a disproportionate impact on women, especially in rural areas, where they rely heavily on agriculture for their income. As of 2021, 39.4 percent of employed women worked in agriculture, and 32 percent concentrated in subsistence farming in contrast to 23 percent of working men.⁴ Women farmers are less able than men to transition to off-farm work and access markets.⁵ Cultural norms and beliefs, prevailing gender roles and unequal gender power relations in Madagascar influence access to health, food and nutrition, education, property, infrastructure, basic services, and employment, often placing women at an economic and social disadvantage. Women also suffer from limited participation in decision-making related to issues affecting their well-being and that of their families, communities, and surrounding environment.

A. Relevance to Higher Level Objectives

9. Like the parent project, the AF fully aligns with the World Bank country engagement strategy. The AF aligns with the World Bank goals of reducing poverty and increasing inclusive growth on a livable planet. It aligns with the Madagascar CPF's High Level Objective 2: *Improved human capital outcomes*, with emphasis on Objective 2.3: *Improving food security systems and reduce stunting*; High Level Objective 3: *Enhanced resilience against shocks*. It also supports the World Bank Africa Eastern and Southern Regional priorities of strengthening climate resilience and food security. The Madagascar 2021 Systematic Country Diagnostics (Report #: 170225-MG) shows the importance of improving access to major corridors and markets to increase farmer incomes and encourage investments to raise productivity.

10. The AF is fully aligned with requirements for accessing CRW-ERF funding. A Technical Expert Group on Food Security (TEGFS) reviewed the Eligibility Note (EN) submitted by GoM to demonstrate eligibility for CRW-ERF. The TEGFS endorsed the following points: (i) the evidence provided in the EN sufficiently supported the view that the country is facing an eligible food security event under the CRW ERF; (ii) related risks are considered minimal for the ERF support in the areas affected by food insecurity; (iii) the EN sufficiently provided information about the readiness of WB's operations - including FRSP Madagascar - to respond to the crisis and fits very well with the WBG's Country Partnership Framework (CPF 2023 – 2027) for Madagascar; and (iv) the information included in the EN corroborates views provided by external experts, including the Integrated Food Security Phase Classification (IPC) system, among others. With support from the World Bank and the Food and Agriculture Organization of the United Nations (FAO), GoM is preparing a Food Security Crisis Preparedness Plan (FSCPP). The Plan aims to promote collective, early and cost-effective responses to food and nutrition security (FNS) crises.

C. Proposed Development Objective(s)

Original PDO

⁴ EPM 2021-22

⁵ Tojo-Mandaharisoa S. et al. (2023). Drivers of food and nutrition security during the lean period in southeastern Madagascar. Journal of Agriculture and Food Research, Volume 14.



To increase the resilience of food systems and preparedness for food insecurity in Project areas

Current PDO

To increase the resilience of food systems and preparedness for food insecurity in Madagascar and in case of an Eligible Crisis or Emergency, respond promptly and effectively to it.

D. Project Description

11. The FSRP MPA Phase I was approved by the World Bank Board of Directors on June 21, 2022, for US\$2.3 billion equivalent of IDA. Phase I provides financing to Ethiopia, Madagascar, the Intergovernmental Authority on Development (IGAD), and the Centre for Coordination of Agricultural Research and Development for Southern Africa (CCARDERSA). The program development objective (PrDO) is *to increase the resilience of food systems and preparedness for food insecurity in the participating countries*. The project development objective (PDO) for FSRP-MG is *to increase the resilience of food systems and preparedness for food insecurity in Madagascar*.

12. On May 31, 2023, a total of US\$903 million of IDA was approved by the World Bank Board of Directors for phases two and three of the Eastern and Southern Africa FSRP MPA. Phase two provides US\$300 million to a Program for Results operation in Tanzania. Phase three provides US\$603 million to Kenya (US\$150 million), the Union of Comoros (US\$40 million), Somalia (US\$150 million), Malawi (US\$250 million) and the African Union Commission (US\$13 million). This brings the total MPA envelope to US\$2.75 billion. See tables 1 and 2 for more information.

13. The original financing to Madagascar supports five components: (i) Component 1 - (Re) Building Resilient Agricultural Production Capacity, with an objective to strengthen the productivity and resilience of food production to shocks and stressors (aligned to Pillar 2); (ii) Component 2 - Supporting the Sustainable Development of Natural Resources for Resilient Agricultural Landscapes, with aims to promote participatory planning and more sustainable, community-led natural resources and irrigation infrastructure management and to reduce or reverse the adverse impact of climate change (aligned to Pillar 3); (iii) Component 3 - Improving Market Connectivity and Access for Smallholders, with the objective to elevate intra-regional food trade and increase value addition in target food crops. The parent Project also supports Project Coordination, Knowledge Management and Dissemination (Component 4) and the CERC, Component 5.

14. The rationale for the proposed AF is to replenish in part the US\$50 million used for CERC activation and to add new activities to support emergency locust response and strengthen livelihoods recovery and resilience to future climate shocks. The AF will: (i) allocate US\$22.0 million of the US\$50 million of CRW-ERF resources to finance among new investments GoM's locust crisis response, restore locust prevention capacity, and facilitate livelihoods recovery while strengthening resilience to future shocks; and (ii) process the GAFSP TF (US\$20 million), which will support scale up of school feeding based on local production. The AF will also complement and build on the design of the FSRP Phase 1 MPA by crowding in private sector investments through support to strategic Productive Alliances. This will be the first restructuring of FSRP Phase I. It includes changes to IR indicators and targets to account for the CERC and the additional CRW-ERF and GAFSP resources.

15. The PDO is amended to reflect CERC activation and there is no change to closing date. The PDO of the AF is amended to reflect the triggering of the CERC: *to increase the resilience of food systems and preparedness for food insecurity in Madagascar, and in case of an Eligible Crisis or Emergency, respond promptly and effectively to it*. The closing date of the project remains June 29, 2029.



16. The AF will expand the geographical coverage of FSRP-MG to three new regions: Androy, Atsimo Atsinanana, and Melaky, for a total of 16 regions⁶ under the restructured project. As discussed during the decision meeting and the appraisal mission, additional geographic coverage is needed to expand the project's regions of interventions to align with the scale up of the Home-Grown School Feeding (HGSF) Program and to optimize public investment through synergies with IFC-supported projects with the private sector.

17. Institutional arrangements will be the same as the parent Project. The project will be implemented by the Ministry of Agriculture and Livestock (MINAE) through a Project Implementation Unit (PIU) at the national level and Interregional Implementation Unit (RIU) at the regional level.

18. Components and costs. The proposed US\$70 million includes an IDA CRW Grant and GAFSP Grant. As a result, the total project budget will increase from US\$158.1 million to US\$228.1 million (see Table 1 below). The AF covers components 1, 2, 3, and 4 of the parent Project. Under Component 1, among other activities, the AF will support the mobilization of the first General Agricultural Census in nearly 20 years.⁷ Under component 2, the AF will in part support the Government's response to Cyclone Gamane, namely the rehabilitation of impacted irrigated perimeters. Under Component 3, the AF will support: (a) productive alliances to integrate smallholder production into commercial agro-food value chains with support from matching grants; and (b) scaling up school feeding programs through local sourcing arrangements, with support from the World Food Program (WFP) (c) rural road rehabilitation or construction. Component 4 will support the cost of involuntary resettlement to facilitate smooth implementation of the project. Under the new Component 6, the AF will support emergency and resilience-building measures—such as, locust surveillance and control, capacity building for preparedness and prevention, and training on climate-smart agriculture to facilitate livelihoods adaptation in dry lands and strengthen resilience against future climate and other shocks. Table 3 shows the proposed allocation of the AF and reallocations across components, following activation of the CERC and processing of the restructuring.

Table 1: Project Cost by Component

Component	Current Project (US\$ m)	AF (US\$ m)	Total with AF (US\$ m)
C1: (Re-)Building Resilient Agricultural Production Capacity	27.1	12.0 (CRW)	31.1
C2: Supporting the Sustainable Development of Natural Resources for Resilient Agricultural Landscapes	44.8	8.0 (CRW)	36.8
C3: Improving Market Connectivity and Access for Smallholders	64.2	20.0 (GAFSP) 4.0 (CRW)	62.2
C4: Project Coordination, Knowledge Management, and Dissemination	22.0	4.0 (CRW)	24.0
C5: Contingency Emergency Response Component (CERC)	0.0	0.0	50.0
C6: Supporting Locust Response and Climate-Smart Livestock Systems	0.0	22.0 (CRW)	34.0
TOTAL	158.1	70.0	228.1

19. GAFSP funding will enhance nutritional outcomes and smallholders' access to markets. Through partnership with WFP and under Component 3, proposed activities include the scaling-up of HGSF program, with dedicated support to strategic sourcing arrangements between school canteens and local and regional suppliers, facilitating a link between

⁶ Diana, SAVA, Analanjirofo, Boeny, Melaky, Betsiboka, Analamanga, Itasy, Atsinanana, Vakinankaratra, Vatovavy, Fitovinany, Atsimo Andrefana, Atsimo Atsinanana, Anosy, Androy.

⁷ The last General Agricultural Census in Madagascar was completed in 2005.



components one and three of the project. Investment will also cover improved storage facilities and improved producer access to agro-meteorological data and information. Key objectives include improving food security and nutrition outcomes, mitigating absenteeism, and leveraging school canteens as institutional markets to stimulate local production of sorghum, legumes, fruits and vegetables, cassava, orange-fleshed sweet potatoes and other dietary rich foods, and related jobs. Over a three-year period, 800 schools, 240,000 children and 20,000 farmers will benefit from the program.

20. Component 5: Contingency Emergency Response Component (CERC) - US\$50 million equivalent (original project US\$0 million, US\$50 million reallocated from other components to this component). This component provides immediate response to an eligible crisis or emergency, as needed. Triggered on April 12, 2023, the CERC activity is financed via a reallocation from other components of US\$50 million, as illustrated in Table 1 above. Under the CERC, 657,000 urban and rural households facing high inflation and food and fuel price spikes will benefit from non-conditional cash transfers. This will cover some 2.8 million direct beneficiaries, among which, 65 percent women. These targets have been introduced as new IR indicators under the RF.

21. Component 6: Support to Locust Response and Climate-Smart Livestock Systems - US\$22.0 million equivalent. To aid GoM's locust response and mitigate Madagascar's increasing vulnerability to climate shocks and climate change, this new component will include emergency response and resilience strengthening activities. Component 6 will finance: (i) emergency locust surveillance and control measures; (ii) technical and physical infrastructure upgrades to restore IFVM's preparedness and prevention capacity; and iii) an animal restocking campaign to facilitate recovery of communities and livelihoods affected by crop and livestock losses and damages and to promote adaptation of animal-based livelihood systems for improved climate resilience.

Legal Operational Policies

	Triggered?
Projects on International Waterways OP 7.50	Yes
Projects in Disputed Areas OP 7.60	No

Summary of Assessment of Environmental and Social Risks and Impacts

22. For Madagascar, the environmental and social risk classification (ESRC) is rated as Substantial. The project and its AF will have significant positive environment and social impacts as activities to be financed under its components.

23. Activities to be financed under component 1 associated with strengthening agriculture research and providing grants) could lead to increased demand for agrochemicals and will require measures to manage waste that may be generated by animal health care services. The project will also finance the rehabilitation and construction of Small-Scale Irrigation (SSI) schemes (component 2) and the construction and rehabilitation of market infrastructure (component 3) investments for value addition, food safety, and reduced food loss and waste (storage, cold chain, processing, and marketing). These activities could result in various environment, health, and safety risks and impacts including (a) inappropriate use and disposal of agrochemicals and agricultural research laboratory chemicals; (b) health and safety risks and impacts during construction works; (c) inappropriate use of water resources and agrochemical contamination, affecting water quantity and quality in neighboring communities and downstream; (d) physical and chemical degradation of soils from unsuitable land management techniques; (e) adverse impacts on biodiversity and



ecosystems through an introduction of invasive species; and (f) though site specific and small in scale in the context of this project, construction of small-scale infrastructure such as storage facilities and SSI schemes and associated adverse externalities (air pollution, construction waste pollution, noise pollution, and water pollution).

24. Broadly, FSRP-MG AF will generate a net reduction of GHG emissions compared to business as usual. There are activities, such as the fight against the locust invasion, that might generate emissions in the short term but not surpassing the Paris Alignment cap and not creating transition risks. Other activities, like animal restocking are also accompanied by mitigation measures (improved animal husbandry and management) which in the long run will lead to a balance and or even slight net reduction per activity (see GHG Balance Annex 1). The project will be implemented on existing agricultural land and hence will not lead to the conversion of natural habitat.

25. The project is expected to result in social benefits, but its social risk level is high. In particular, it is expected to increase rural employment opportunities (including for youth and women), improve income and livelihoods, enhance the resilience of farmers to shocks, improve access to finance, increase agricultural yields, and increase access to diverse and nutritious foods (especially to pupils), increase access to information system, restore land. However, the social risk of the project is considered Substantial because of the project's extensive scope and country cultural and political context. In addition, the project-supported activities could result in land acquisition—notably for the construction of agricultural infrastructure such as small-scale and household irrigation, market infrastructure, and rural feeder roads and laboratories and for trees plantations. The latter may trigger involuntary resettlement (physical and economic displacement), restrictions on access to land, and a loss of livelihoods within affected communities. In addition, although the exact location of the investments will be determined during the project implementation stage, project activities will be implemented in highland and lowland areas with complex socioeconomic and political contexts.

E. Implementation

26. The Madagascar parent project became effective on August 16, 2022. GoM submitted to the WB an emergency request on November 4, 2022, and the project's CERC for US\$50.0 million was approved by the Bank on April 12, 2023. The activated CERC funds were subsequently suspended on September 26, 2023, amid renewed in-depth discussions at the technical level. On February 26, 2024, the World Bank authorized GoM to proceed with implementation of the CERC activity, which is expected to be completed by July 2024. As of April 2024, FSRP MG total disbursements were US\$55.6 million.

27. Challenges implementing the CERC, shifts to the project's coordination arrangements,⁸ and the November 2023 Presidential elections slowed early implementation of FSRP-MG, but progress has since been notable. As of April 15, 2024, FSRP-MG commitments were US\$91.2 million and the disbursement rate was 35.6 percent (US\$56.4 million). This includes US\$16 million disbursed during FY24. Among notable achievements, the Project signed in December 2023 a US\$40 million contract with the World Food Program (WFP) supporting the scale up of Home-Grown School Feeding (HGSF) Program across nine of Madagascar's most vulnerable and food insecure regions. Teams from the World Bank's Development Impact Evaluation (DIME) and WFP Office of Evaluation (OEV) are jointly developing a robust impact monitoring and evaluation framework and identification of the 800 schools is underway. For the CERC, a total of 657,000 households are expected to receive the first of two cash transfers by the end of March and April will see the official launch of the multi-year development, supported by the International Livestock Institute (ILRI), of the GoM's Master Plan for the Livestock Sector.

⁸ The 9-month extension of the Sustainable Landscape Management Project (P154698), which is implemented by the same PIU, severely compromised project coordination during the early stages of project implementation and necessitated a comprehensive overhaul of the project's coordination mechanisms and staffing.



28. Steps to improve project performance. The GoM confirmed its commitment to achieving the PDO and results and has agreed to a detailed action plan it will implement by the GoM to improve project implementation performance in the latest implementation support mission. Key actions include: (1) recruiting the remaining technical consultants; (2) validating the matching grants manual; (3) launching technical studies for the irrigation and road rehabilitation works; and (4) finalizing the 6-month implementation plan for the HGSF program.

Institutional and Implementation Arrangements

29. Institutional arrangements remain unchanged from the Parent Project, except for the CERC activities. The parent project's PIU, anchored in the MinAE, will assume coordination and management of the proposed AF resources, except for the CERC activity under component 5. All new activities build directly on relevant methods and structures put in place under the parent project and other relevant interventions and partnerships. The CERC activity, on the other hand, is administered via parallel arrangements as outlined in the CERC manual, developed by GoM and reviewed and approved by the WB in February 2023. This activity is being implemented by FID (*Fonds d'Intervention pour le Développement*). Implementation arrangements, lead implementing agencies, partner institutions from the parent project to be retained, and new partners to be engaged are outlined in the CERC Manual.

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