



# PROJECT IDENTIFICATION FORM (PIF)

**PROJECT TYPE: Full-sized Project**

**THE Special Climate Change Fund (SCCF)**

**Submission date:** 27 May 2008

**Re-submission date:** 06 June 2008

**GEFSEC PROJECT ID:** 3695

**GEF AGENCY PROJECT ID:**

**COUNTRY(IES):** Mongolia

**PROJECT TITLE:** Mongolia Livestock Sector Adaptation Project

**GEF AGENCY(IES):** IFAD

**OTHER EXECUTING PARTNER(S):** Ministry of Nature and Environment of Mongolia, Ministry of Food and Agriculture

**GEF FOCAL AREA:** Climate Change

INDICATIVE CALENDAR	
Milestones	Expected Dates
Work Program (for SCCF FSP)	Jun 2008
CEO Endorsement/Approval	Aug 2009
GEF Agency Approval	Sept 2009
Implementation Start	Oct 2010
Mid-term Review (if planned)	Sept 2012
Implementation Completion	Sept 2014

## A. PROJECT FRAMEWORK

**Project Objective:** To increase the resilience of Mongolian livestock system to changing climatic conditions by strengthening the adaptive capacity of the livestock system as well as the capacity of herders' groups to cope with climate change impact

Project Components	Inv, TA, STA	Expected Outcomes	Expected Outputs	Indicative LDCF/SCCF Financing*		Indicative Co-financing*		Total (\$)
				(\$)	%	(\$)	%	
1. Increasing the climate change adaptive capacity of the Mongolian pastoral system	Inv	1.1. Resilience of natural resources to climate change enhanced 1.2. Climate- proofed water supply for pasture promoted	A. Up to 5,000 ha of degraded pasture restored in demonstration sites, including increased vegetation cover with different varieties of perennials that are tolerant to drought B. Traditional pasture/grazing management techniques and indigenous practices captured and disseminated where appropriate through RMMCs C. Innovative water harvesting techniques introduced in 400 ha D. 20 mobile solar water units tested	890,000	30.8	2,000,000	69.2	2,890,000
2. Strengthening of the capacity of RMMCs and raising awareness on climate change impacts in rural communities	TA	2.1. Knowledge of climate change impact in the program area improved 2.2 Capacity of RMMCs on climate change built 2.3 Awareness of herders' groups on projected climate change impacts raised	A. Natural resource map updated to include climate induced variations B. 204 RMMCs and 600 herders groups trained and enabled to implement autonomously adaptation measures C. Exchange network established	165,000	21.7	600,000	78.4	765,000
3. Improved rural risk management system		3.1 Economic loss due to climate change reduced 3.2 Meteorological data availability improved	A. Index-based weather insurance developed B. Rural income less vulnerable to climatic variability C. 15 basic meteo stations established	295,000	32.9	600,000	67	895,000
4. Project management				150,000	33.3	300,000	66.7	450,000
<b>Total project costs</b>				<b>1,500,000</b>	<b>30.0</b>	<b>3,500,000</b>	<b>70.0</b>	<b>5,000,000</b>

**B. INDICATIVE FINANCING PLAN SUMMARY FOR THE PROJECT (\$)**

	Project Preparation *	Project	Agency Fee	Total
(select fund) Grant	150,000	1,500,000	165,000	1,815,000
Co-financing	140,000	3,500,000		3,640,000
<b>Total</b>	290,000	5,000,000	165,000	5,455,000

**C. INDICATIVE CO-FINANCING FOR THE PROJECT (including project preparation\*) BY SOURCE AND BY NAME (in parenthesis) if available (\$)**

Sources of Co-financing	Type of Co-financing	Amount
Project Government Contribution	In-kind	540,000
GEF Agency(ies)	In cash and in-kind	3,100,000
<b>Total co-financing</b>		<b>3,640,000</b>

\* Indicate the amount of project preparation included in the columns.

**PART II: PROJECT JUSTIFICATION****A. STATE THE ISSUE, HOW THE PROJECT SEEKS TO ADDRESS IT, AND THE EXPECTED ADAPTATION BENEFITS TO BE DELIVERED:**

A.1. *Problem statement.* Livestock is the basis of the country's rural economy, contributing about 90 percent of agricultural GDP. Livestock production in Mongolia is mainly based on small household subsistence-level economic units. These small herders have increased in number significantly since the transition to a market economy in the early 1990s, when livestock became a last resort source of income for many people. For centuries, Mongolia's herders were nomadic, but as a consequence of the transition to the free market economy many herders have abandoned the traditional nomadic system of herding. The result has been overgrazing and degradation of pastures, permanent occupation of reserve pastures and areas close to water supply, and destruction of the overall ecological balance on which herding in Mongolia has relied for centuries. Grazing pressure has increased for the central and western regions of Mongolia during the recent decade, especially in Arhangai, Bayan-Olgii, Uvs and Hovd *aimags*<sup>1</sup> by 50%-100%<sup>2</sup>. In the period from 1986 to 2001, pasture carrying capacity exceeded in 145 soums<sup>3</sup> of which in 73 soums by 150 percents, in 18 soums by 200 percents. Research results on grassland condition show that the yield of grasslands has decreased by 20-30% in the last 40 years<sup>4</sup>. Also, increased drought at the level of 95 percent in Mongolia, has resulted in the decrease of palatable pasture plants and grass, and reduced availability of water and supplementary feed for animals.

In the past 60 years Mongolia has experienced an increase of 1.80°C in annual mean temperatures<sup>5</sup>, changes in the duration of heat and cold waves, and changes in the patterns and predictability of rainfall. Melting of high mountain glaciers has increased, and permafrost is degrading intensively. The ground water table is decreasing in arid regions, and degradation and desertification of the land due to shortage of water and precipitation have been intensifying. Climate change has also increased the frequency and the intensity of extreme events such as drought and "*dzud*" (harsh winter), including three consecutive severe winters from 1999-2002. These changes have had and will continue to have significant negative impacts on the livestock sector and overall economic development in Mongolia.

A.2. *Proposed alternative.* Considering the problems and threats mentioned above, IFAD proposes a Special Climate Change Fund (SCCF) intervention, through the GEF, to support Mongolian herders in undertaking key measures to

<sup>1</sup> In the country, the *aimag* centre is the administrative seat of local government, and the home of the *aimag's* legal bodies, theatres, hospitals, businesses, schools and industry. An *aimag* consists of up to 27 soums, including the *aimag* centre. Soums in turn are comprised of baghs.

<sup>2</sup> Tserendash S., 2000

<sup>3</sup> See note 1 above

<sup>4</sup> Bolortsetseg, 2003

<sup>5</sup> IPCC AR4

adapt to the already existing and projected climate change effects. The proposed adaptation measures have been identified making reference mainly to the working paper on “Climate Change Vulnerability and Adaptation in the Livestock Sector in Mongolia”, prepared by the GEF-funded initiative on Assessments of Impacts and Adaptations to Climate Change (AIACC), and the Mongolia’s “Initial National Communication to the UNFCCC.”

The main objective of the proposed IFAD-SCCF project is to increase the resilience of Mongolian livestock system to changing climatic conditions by strengthening the adaptive capacity of the livestock system as well as the capacity of herders' groups to address climate induced changes. This encompass, among other measures, (i) improving natural resources management to increase their resilience to climate change; (ii) climate-proofing the pasture water supply; (iii) building the capacity of herders' groups to address climate change, and (iv) improving the risk management system as a response to climate change. In more detail, the project will be organized into four components: (1) Increased climate change adaptive capacity of the Mongolian livestock system; (2) Strengthened capacity of Rangeland Monitoring and Management Committees (RMMCs) and awareness raising on climate change impact; (3) Improved rural risk management system; and (4) Project management.

*Component 1, Increased climate change adaptive capacity.* As livestock depends primarily on natural resources, in particular on the availability of feed and water, the project will aim at ensuring that rangeland and pasture management are improved and made resistant to climate change impact. For this purpose, the project will support the following activities: (i) restoration of degraded pasture in selected sites to pilot and demonstrate the techniques and potential benefits to herders. Restoration activities will also include weed control and increased vegetation cover with drought resistant varieties of perennials; and (ii) re-introduction of traditional pasture management techniques and modification of the schedule of grazing. This activity will include surveys to gather and record traditional pasture and grazing management techniques that are suitable to local conditions and can contribute to increase resilience. The selected indigenous practices will be disseminated through the RMMCs. As water resources are decreasing due to climate change, particular attention will be given to climate proofing the pasture water supply. The proposed approach includes the support in testing technologies for water harvesting of snow, snowmelt water and rainwater, especially in steppe areas, as well as exploring options for using mobile solar water pumping units, where feasible.

*Component 2, Strengthened capacity of RMMCs.* Despite a good understanding of current vulnerabilities of the livestock sector to climate extremes such as *dzud*, the consequences of human-caused climate change need more and better analyses. The second component will aim at enhancing the capacity of RMMCs to address climate change, through a better understanding and knowledge of the phenomenon, its impacts and how to address them. This project component includes the update of the natural resource map developed under the IFAD “Rural Poverty Reduction Programme” (RPRP) to include the changes caused by climate change (i.e. water availability, grassland, etc). A broad series of training programmes, thematic workshops, information sessions and visits to demonstration activities will be carried out, in connection with the activities on restoration, and gathering and dissemination of traditional techniques under component 1 . Other awareness-raising activities will be undertaken and an exchange network among RMMCs will be established.

*Component 3, Rural risk management.* The third component will focus on climate change risk reduction. Firstly, this component will support the establishment of basic meteorological stations to improve data and meteorological information in the project area. Secondly, the project will support the development of a parametric index-based insurance product that would complement other insurance products issued in the country responding more specifically to the need for addressing climate change induced risks. For this purpose, the proposed financial tool will be developed on the basis of weather parameters. By doing so, this product will not only target herders but also farmers, making it more appealing to wider cross-sector users. If adequately designed, the insurance product might also represent an incentive for increasing small-scale vegetable and fodder crop production, which would also contribute at lessening the dependency of herders from livestock and thus would reduce their vulnerability to climate change. This would be also beneficial to the livestock system by decreasing the burden on pasture as a consequence of the reduced number of animals. Rural financial institutions would represent a good vehicle for distributing the insurance product to the rural population. The development of this insurance scheme, based on weather parameters, will consider the learnings and experience of the World Bank (WB) in the country, which is testing an insurance product, based on a different method (livestock mortality). Activities to be carried out by IFAD will be complementary to those of the WB.

The proposed programme area would cover mainly four *aimags* where IFAD is already working: Arkhangai, Huvsgul, Bulgan and Hentii<sup>6</sup>. The total land area is about 285,000 km<sup>2</sup> or 22% of the national area, and the estimated population is about 400 000 persons, 15% of the national total. The five major kinds of livestock kept in the area are camels, horses, cattle, yaks, sheep and goats. Livestock numbers were reduced by 30% or more during *dzuds* in 2001 and 2002. The four *aimags* have suitable soil conditions for crop production; however decreased rainfall and harsh winter conditions represent a constraint.

The project will build upon the planned IFAD's programme in the country which consists of three main interventions: (i) Pro-Poor Market Access Development Project; (ii) Rural Finance Pilot Project; and (iii) Natural Resources Management Initiative. The SCCF intervention will complement in particular the last, which has been developed building on the achievements and the lessons from the ongoing IFAD programme in the country, the RPRP. In the context of supporting livestock and natural resource management, the RPRP introduced the concept of RMMCs, as private-public entities that regroup "herder groups" and "special interest groups". RMMCs were set up and empowered to plan and manage their natural resources, to improve grazing conditions and resilience to harsh climatic conditions. However, to date there is still the need for strengthening the community element in natural resource management. For this reason the new Natural Resources Management Initiative (NRMI) will focus on strengthening the ownership of the members of the grassland institutions through various actions including: building their capacity for technical and management aspects, supporting and developing economic and social activities of the groups. IFAD's past experience on the ground revealed also the need to address specific climate change induced constraints, which are not taken into account in the new NRMI. Thus, the proposed SCCF alternative will improve the adaptive capacity of the livestock system in the program area integrating its activities within those listed above with a specific focus on building the capacity of RMMCs on climate change and supporting activities that will allow herders to manage their natural resources and increase the resilience of their livestock system in a context of increased vulnerability to climate variability.

The total project cost will be US\$ 5,000,000 to which the SCCF, through the GEF, will contribute with US\$ 1,500,000, excluding the preparatory grant (US\$ 150,000) and the agency fees (US\$ 165,000). Total co-financing (US\$ 3,500,000) will be provided by IFAD (grant of US\$ 3 million), and Government and beneficiaries.

A. 3. *Expected benefits.* The SCCF alternative will support and complete the past and current IFAD rural development efforts in the country in connection with the livestock sector. Increasing the resilience to climate change of the livestock production system in Mongolia will enable rural people to achieve the development objective of building a solid asset base for their development. In this way, the SCCF intervention will reduce the unpredictability and uncertainty posed by climate change to the achievement of the development objectives. This would represent a pre-requisite for supporting a sustainable value chain development programme in the country. Rural poor people are expected to benefit directly from the proposed activities, as the proposed approach will be participatory and will aim at strengthening the capacity of local institution to cope autonomously with climate change impact.

## **B. DESCRIBE THE CONSISTENCY OF THE PROJECT WITH NATIONAL PRIORITIES/PLANS**

The proposed project is in line with current development strategies in Mongolia, including the Rural Development Strategy (RDS) and the government's Economic Growth and Poverty Reduction Support Strategy (EGSPRS). The latter incorporates national development goals linked to the MDGs with targets for 2015. The EGSPRS emphasizes that Mongolia's rural people are extremely vulnerable to environmental insecurity (natural disasters, droughts, *dzuds*, forest fires, etc). Vulnerability to climate extremes and long-term unpredictability are recognized as significant barriers to livestock sector development and this impediment threatens to grow steadily in the coming decades. The Mongolian government supports livestock health protection, fodder production, and other livestock services including *dzud* relief activities on a limited scale restricted by lack of financial resources. It also implements a "National Program to Improve Livestock Services" and an "Animal Health Program", but relies mainly on donor assistance to fully carry it out.

In 1999 the Government of Mongolia developed its National Action Programme on Climate Change (NAPCC), which aimed not only at meeting the UNFCCC obligations, but also to set priorities of action and integrate climate change

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<sup>6</sup> The IFAD-GEF intervention may also pilot some activities in the *aimags* of Tov and Dund-Gobi.

concerns into other national and sectoral development plans and programmes. The NAPCC was approved in 2000. The project also fits within the programme laid forth in the Mongolia's National Communication (2001) to the UNFCCC, which emphasizes the negative impact expected on pasture productivity due to climate change, and on livestock weight and health, and identifies a series of measures which the government could undertake to adapt to the effects. The adaptation measures identified in the Initial National Communication refer to the following sectors, rangeland and livestock, water supply and demand, arable farming, soil degradation and desertification. The country has also prepared, through the AIACC, an assessment on potential impacts climate change in the livestock sector, mentioned in A.2, above. This report stresses that more than 80% of the country territory is considered as highly vulnerable to climate extremes, and recommends several adaptation measures, most of which will be taken into consideration when developing this proposal.

Finally, the country submitted last year, during UNCCD COP 8, a report on the priority theme "The effects of climatic variations and human activities on land degradation". This paper highlights the interrelations between human activities and climate variations resulting in increased land degradation and desertification, and the urgency to adopt adaptation measures based on the sustainable land management approach.

#### **C. DESCRIBE THE CONSISTENCY OF THE PROJECT WITH LDCF/SCCF ELIGIBILITY CRITERIA AND PRIORITIES:**

The proposed project is in line with the SCCF programming principles. The activities identified in the project are:

- Country driven as they take into account the priorities identified into the Mongolian Initial National Communication and other relevant information provided by the country (AIACC Report and submission to UNCCD CST during COP 8).
- Cost-effective as the project has been designed with cost-effectiveness in mind, in order to ensure the feasibility and replicability of the proposed activities in the country.
- Integrated into national sustainable development and poverty reduction strategies, as it is in line with the development strategies currently implemented in Mongolia.

Also, the adaptation activities identified in this project for funding under the SCCF will target the most vulnerable groups of the country as the programme area is characterized by high poverty incidence. Women will receive particular attention. Therefore, the proposed project is expected to produce significant co-benefits in terms of poverty reduction.

#### **D. OUTLINE THE COORDINATION WITH OTHER RELATED INITIATIVES**

There are some related initiatives ongoing in Mongolia, dealing with sustainable development and land management, nature conservation and environmental awareness in rural areas, support for the livestock sector and for the economic viability of agriculture. These include UNDP and the Government of the Netherlands' work on sustainable grassland management, an UNDP/GEF-funded project on combating desertification through sustainable land management, and an initiative on environmental education and public awareness work carried out by the Swiss Agency for Development and Cooperation, the GEF Small Grant Program, WWF, and others. Asian Development Bank (ADB), IFAD and other donor-funded projects in agriculture have laid down the foundation for production improvements by building up rural infrastructure and support services, including changes in production methods and planning. In the economic sector, the WB Sustainable Livelihoods Project supports pastoral risk management, micro-finance outreach, and a community investment funds, and the ADB supports business development for private agricultural enterprises. With reference to risk management, the WB has designed an index-based livestock insurance programme addressing the problem of frequent death rates in the livestock population. The risk management component in the IFAD/SCCF project will be developed to complement the WB initiative, testing another approach (based on weather parameters) in three different *aimags*.

#### **E. DESCRIBE ADDITIONAL COST REASONING:**

E.1. Current baseline scenario. Mongolian pastoral livestock sector is recognized to be highly sensitive to climate change impact. Despite the fact that climate variability has always been taken into account in the Mongolian rural development, in recent years, Mongolia's pastoral system has been subject to increased risks due to environmental,

economic and social changes. Climate change has already demonstrated to affect negatively pasture and consequently livestock productivity, especially by reducing the availability of water resources. Acknowledging that pasture management is a crucial element for the development of the livestock sector, through its past and ongoing operations IFAD has already supported activities improving rangeland management and it has also promoted the establishment of herder groups and RMMCs that are gradually taking on the responsibility for pasture and fodder management. The current baseline scenario focuses on assisting producers to build up their asset base and to mobilize directly financial resources through the existing formal rural banking system. Under a business as usual development scenario, the measures adopted are likely to be not enough to cope with the increased vulnerability posed by climate change. The need to cope with the current and projected climate stresses on natural resources will increase the costs of current development action and will undermine the possibility of building a solid asset base for rural people in the poorest areas of Mongolia. As an example, due to the lowering of water levels caused by climate change, IFAD needed to make deeper drilling than expected, which increased expenditure and also modified implementation.

In consideration of the above, the SCCF intervention is needed to ensure that the sustainability of the development achievements in the country is not challenged by climate change.

**E.2. SCCF Alternative.** The SCCF alternative aims at introducing activities and measures that will allow the Mongolian herders communities to better cope with climate variability and to protect their asset base from recurrent and intensified climatic stress. This would support the realization of a value chain development programme in the country, which otherwise risks being subject to increased unpredictability and uncertainty.

The proposed activities will complement the planned and ongoing development efforts in the country, reducing the risk of incurring in higher costs to address the negative impacts of climate change as well as its economic loss. The SCCF intervention will take into account these aspects through the introduction of specific climate change adaptation options and ex post risk management measures. For this purpose, the SCCF alternative will support adaptation and coping strategies to climate change, by strengthening local institutions and cooperation for pasture land use coordination and water resources planning and management, including water harvesting techniques that are becoming particularly important in this context. The SCCF support will aim at demonstrating how climate change concerns can be mainstreamed into pasture and grazing management, as well as restoration efforts. In this regard, pilot and demonstration activities will be limited to natural resources deteriorated by climate variability.

The adaptation measures to be introduced through this project include the following: (i) improved natural resources management in a way that they result to be more resilient to climate impact; (ii) increased awareness and capacity of herders' groups to better understand and address autonomously climate change impacts; (iii) improved risk management system, including through the development of an insurance product specifically designed to reduce the impact of climate change induced losses. The implementation of activities falling into these categories of action will allow filling current and past gaps in supporting the development of the Mongolian livestock sector.

## **F. INDICATE THE RISKS THAT MIGHT PREVENT THE PROJECT OBJECTIVE(S) FROM BEING ACHIEVED AND OUTLINE RISK MITIGATION MEASURES**

The main risks impeding the achievement of the project objectives can be categorized as follows:

- 1) Institutional barriers: RMMCs that are supposed to gradually take on the responsibility for rangeland management. However, at the time in which the project will be implemented RMMCs still might be not mature to take on the responsibility for developing the proposed measures.
- 2) Lack of capacity: herders groups and herders themselves are not able to absorb and carry out the recommendations and the actions proposed.
- 3) Financial barriers: the formal rural banking system could be not able to adequately support the proposed risk management system.

To mitigate these risks, training, capacity-building and public awareness activities are key components of the project. The recipients of the capacity-building will be those individuals and groups who have already been identified, through the baseline programme, as community leaders who are in a position to manage the implementation of adaptation activities. Moreover, measures will be limited to those which are simple, feasible, and low-cost.

Finally, the project will apply effective project management and monitoring measures, including the use of milestones or checkpoints for the further disbursement of funds, to manage risk throughout the project.

**G. DESCRIBE, IF POSSIBLE, THE EXPECTED COST-EFFECTIVENESS OF THE PROJECT**

The project will be designed in a cost-effective manner, as it will focus on low-cost measures, in order to ensure their feasibility and replicability in Mongolia. Therefore cost effectiveness analysis - both quantitative and qualitative - will be an integral part of the studies and analyses carried out as part of the project, and the conclusions and measures to be implemented will be determined on this basis. Due to the close association and complementarity with the IFAD program in the same area, the proposed approach will be highly cost-effective. A thorough cost effectiveness analysis for the project itself will be carried out during the project preparation stage. A series of alternatives concerning the content and extent of assessments to be carried out and measures to be implemented will be generated and compared based on their cost and capacity to achieve the desired outcomes and objective. Where the stated outcome has a quantifiable effect, such as for proposed investments in equipment, a preliminary quantitative analysis can be carried out.

**H. JUSTIFY THE COMPARATIVE ADVANTAGE OF GEF AGENCY**

As a specialized United Nations agency dedicated to eradicating rural poverty in developing countries, IFAD supports programmes and projects with strong natural resource management components. In the *IFAD Strategic Framework 2007-2010*, the organization acknowledges climate change as one of the factors affecting rural poverty and as one of the challenges it is expected to address. IFAD has gained experience regarding climate change through its efforts to increase the resilience of people in rural areas. By adopting risk management approaches and putting the objective of reducing vulnerability at the core of its programmes, it has sought to empower rural people to improve their own livelihoods and overcome poverty. Mongolia joined the membership of IFAD in 1994. Since then Mongolia became a member of IFAD, two projects have been implemented. In 1996, the Government of Mongolia obtained USD 5 million worth of “Rural Poverty Alleviation Project”. This project has been implemented in the Arhangai and Huvsgul *aimags*, and its operations were completed in June 2004. The second IFAD-funded project, RPRP, started in July 2003 with the objective of achieving sustainable and equitable poverty eradication for vulnerable rural households living in an environment with increasingly degraded natural resources.

IFAD comparative advantage at the country level lies in the following:

- The focus on poverty reduction.
- The emphasis given in its present and past operations to pasture management as a crucial element in sustainable livestock development. To this end, IFAD has promoted the establishment of herders’ groups and RMMCs, who are gradually taking on the responsibility for pasture and fodder management
- Support to rural finance to reach the poorest borrowers.

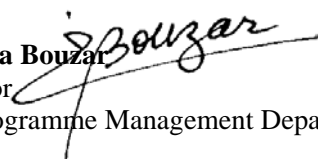
**PART III: APPROVAL/ENDORSEMENT BY OPERATIONAL FOCAL POINT(S) AND GEF AGENCY(IES)**

**A. RECORD OF ENDORSEMENT OF GEF OPERATIONAL FOCAL POINT(S) ON BEHALF OF THE GOVERNMENT:**

(Please attach the [country endorsement letter\(s\)](#) or [regional endorsement letter\(s\)](#) with this template).

<b>ENKHBAT, Altangerel</b> Director General, Sustainable Development and Strategic Planning Department Ministry for Nature and Environment Ulanbaatar Mongolia	Date: <i>14 May 2008</i>
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**B. AGENCY(IES) CERTIFICATION**

This request has been prepared in accordance with GEF policies and procedures and meets the LDCF/SCCF criteria for project identification and preparation.	
<b>Dr Khalida Bouzar</b> Coordinator GECC, Programme Management Department IFAD 	Project Contact Person <b>Mr. Jesús Quintana</b> Programme Officer, GECC, Programme Management Department IFAD
Date: <i>6 June 2008</i>	Tel.: +39 06 5459 2210 Email: <a href="mailto:j.quintana@ifad.org">j.quintana@ifad.org</a>
<i>Please do not forget to copy the IFAD/GECC Registry on official communications, <a href="mailto:GECCregistry@ifad.org">GECCregistry@ifad.org</a></i>	