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para la
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y la
Alimentación

FAO DESERT LOCUST CONTROL COMMITTEE

Thirty-eighth Session

Rome, 11-15 September 2006

REVIEW OF THE EMERGENCY ASSISTANCE PROVIDED TO AFFECTED COUNTRIES, MULTILATERALLY, BILATERALLY AND MADE AVAILABLE FROM NATIONAL RESOURCES DURING THE DESERT LOCUST CAMPAIGN 2003 TO 2006

(Agenda item 6b)

1. Funding of the campaign

The cost of the Desert Locust campaign is estimated at US\$ 280¹ million for the control and survey of the Desert Locust and related environmental activities including pesticide stock management and human health protection. Funds for the locust control campaign were mobilized by the countries affected contributing US\$ 149¹ million from their own resources, multilateral emergency assistance through FAO of US\$ 80.4 million and bilateral assistance amounting to a value of US\$ 50.5¹ million.

2. National resources

As mentioned, the locust affected countries contributed in total some US\$ 149 million to the locust campaign. The assistance mobilized by the two North-West African countries, Morocco, Algeria made up the majority of the total resources used for Desert Locust survey and control. These resources consisted of control inputs such as pesticides, control equipment and spray aircraft already available in country or were procured by the countries themselves. In addition, the running costs of national teams in Morocco and Algeria for survey and control operations were covered to a large extent through their national resources.

The many other locust affected countries mobilized themselves essential control means, ranging from vehicles to aircraft made available from their military support or other State Departments (Plant Protection). Further, countries procured themselves equipment and pesticide in addition to any existing pesticide stocks. Moreover, countries contributed partly to the running costs of their national survey and control teams.

¹ Source of information "Independent Multilateral Evaluation Report of the Locust Campaign".

3. Bilateral assistance

Bilateral assistance contributed significantly to the campaign by providing assistance worth some US\$ 50.5² million as reported in the Report of the Independent Multilateral Evaluation of the locust campaign. Again the Maghreb region alone, Algeria, Libya and Morocco, contributed significantly with control inputs worth some US \$ 32² million to the locust control operations in the Sahel. A part of this assistance, in addition to donor support mainly from USA and South Africa, funded the supply of some 2.6 million liters of pesticides mainly for control operations in Mali, Mauritania, Niger and Senegal. These pesticides were supplied in addition to the pesticides supplied through FAO.

Further, bilateral assistance funded aerial survey and control operations by loaning or donating aircraft to the locust affected countries. It is estimated that during the 2004/2005 Desert Locust campaign, 42 aircraft were made available to region, of which 14 were allocated to Senegal, 11 to Mali and 9 to Mauritania. Donors supporting these operations were mainly Algeria, Libya, Morocco and USA.

The assistance covered also control needs in terms of equipment such as vehicles, sprayers and radios, as well as financial support to the national control teams.

4. Appeals for donor funding and multilateral assistance through FAO

In response to the locust crisis, FAO alerted the donor community since October 2003 of the need to face the threatening locust situation and issued an appeal for funds to the donor community in February 2004 for US\$ 9 million. Due to the exceptional weather and ecological conditions favourable to the quick building-up of the Desert Locust populations and insufficient fund mobilization, the needs for controlling the rapidly increasing locust populations rose within months to US\$ 17 million by April and increased further up to US\$ 100 million in August 2004. FAO re-established its Emergency Centre for Locust Operations (ECLO) on 25 August 2004 to foster its response capacity in terms of fund-raising and assistance to the locust affected countries.

As the locust situation evolved quickly locust affected countries appealed for FAO's emergency funding through its Technical Cooperation Program (TCP). By August 2004 FAO had provided funding of US\$ 4.1 million through national and regional TCP projects. This budget increased further over the summer 2004 to US\$ 6.2 million managed through some 22 TCP emergency projects.

Donor response to FAO appeals was initially rather slow when only some US\$ 1.3 million were approved to FAO by April 2004. However, donor funding grew rapidly once the Desert Locust infestation increased considerably starting to menace food security and people's livelihood in the region. Between August and the end of December 2004 donors had approved US\$ 76 million managed through national and regional projects in 18 locusts affected countries. By the beginning of 2005 the donor funded portfolio increased even further up to US\$ 78.6 million reaching US\$ 80.4 million during the course of the year, handled through 68 projects, Graph 1 illustrates the situation of funds received against appeals.

Due to the changes of the Desert Locust situation, both in number and geographical distribution, changes in the overall assistance to countries due to bi-lateral contributions as well as the countries' own resource management, the FAO managed donor-funded projects required frequent revisions of the budget and project duration. These more administrative and financial constraints could be addressed by pursuing a more regional and multi-donor funded approach in the future opposed to the somewhat fragmented current approach focusing on single national and regional projects, which are often conditioned by a rather rigid budget. However, donors' general

² Source of information "Independent Multilateral Evaluation Report of the Locust Campaign".

support has been appreciated in adjusting budget and extension projects into 2006 allowing the implementation of an important environmental and human health program as part of the locust campaign and of its follow-up.

A remarkable development during this locust campaign was the close cooperation with the WB's emergency and development program for the control of locust in 7 West African countries. While the focus of project implementation is at the country level due to the nature of the WB funding arrangement of loans to the recipient countries, FAO appreciated the coordination mechanism established with the WB during the last 2 years. Upon completion of the emergency phase FAO intends to continue this fruitful cooperation with the WB as well as with bi-lateral partners including Regional Banks, as part of FAO's EMPRES program.

5. Allocation of funds to locust affected countries

As a result of the features of the Desert Locust upsurge and according to the needs of the locust affected countries, the majority of ECLO funding was allocated to the North and Western Region in Africa amounting to 79.5 million USD (99% of the total ECLO budget), the remaining US\$ 980 000 being allocated to the countries of the Central Region (graph 2).

Within the Western Region, 85.5% of the funds were allocated to the five Sahelian countries (Mauritania, Mali, Niger, Senegal and Chad), 11.3% to the four north-western African countries (Morocco, Algeria, Tunisia and Libya) and the remaining 3.1% to the southern circuit countries (Burkina Faso, Guinea-Bissau, Guinea, Gambia and Cape-Verde). Graph 3 illustrates this situation and graph 4 shows the budget allocation by Country of the Central Region of the Red Sea area.

Funds were budgeted originally for the current needs at country level. However during the course of the locust campaign budgetary allocations had to be adjusted to meet most essential needs to reduce the locust population and thereby reduce the risk of crop losses and food insecurity. In this context it should be noted that upon FAO's request some countries and donors preferred at times to re-allocate funds from locust control inputs to recovery of agricultural production as the food security was affected through the aftermaths of the locust infestations and droughts affecting some countries in the Sahelian region.

The change in budgetary allocation during the period October 2004 to August 2006 and the actual expenditure by type of inputs are presented in the following table³:

Major Inputs	Budget Oct. 04		Budget Aug. 06		Expenditures Aug. 06	
	USD thousands				% on allocated budget	
Pesticides	40%	22,949	35%	28,299	18,188	64%
Sprayers	3%	1,868	2%	1,567	1,780	114%
Protective clothing	1%	729	1%	858	831	97%
Communication equipment	1%	794	2%	1,802	2,091	116%
Vehicles	1%	763	3%	2,130	2,384	112%
Flying hours	19%	11,134	15%	12,274	10,509	86%
Human resources	6%	3,683	8%	6,239	4,335	69%
Equipment related to Locust control	2%	1,099	5%	4,291	2,877	67%
Operating Expenses	18%	10,288	18%	14,441	10,900	75%
Project operating expenses and FAO technical services	7%	3,860	11%	8,590	6,515	76%
Total	100%	57,166	100%	80,490	60,410	

³ Data extracted from FAO's Field Program Information Management System (FPMIS) does not take into account latest approved budget revisions. For this reason, expenditures for vehicles, communication equipment and sprayers exceed the approved budget. However, taking into account donor approvals in reality expenses are within the approved budgets by major inputs and will be reflected in the final report of the DLCC.

At the beginning of the campaign funds were mainly allocated for control means such as, pesticides, aerial survey and control of locust, operating expenses for national control operations. Later on, with the scaling-down of the locust infestation, the emphasis shifted more towards environmental and human health related activities including the pesticide management and disposal programs of empty pesticide drums. This is reflected in the increase of the funds allocated to items such as “Other equipment related to Locust control”, “Vehicles” and “Human resources” in the above table.

Graph 5 demonstrates the change of budget allocations to major inputs during the Desert Locust campaign.

6. Assistance delivered through ECLO to the locust affected countries

Out of the US\$ 80.4 million available to the ECLO program, US\$ 60.4 were delivered as of August 2006 equivalent to 75% of the total ECLO budget.

The expenditure pattern, presented in graph 6 indicates that over 50% of the funds were spent for the procurement of pesticides (US\$ 18.2 million), hiring of aircraft (US\$ 10.5 million) and for operating expenses at the field level (US\$ 7.6 million). However, it should be noted that the budget for pesticides had to be used only up to 64% to meet countries’ needs due to additional pesticide supply through other sources and a reduced locust population. The attempt to re-allocate funds from pesticides to other activities has materialized only partially as funding conditions for some donors do not allow for sufficient flexibility to change the budget in these circumstances. In these cases unspent funds will be returned to the donor. However, the majority of donors approved re-allocation of funds particularly to address environmental and human health related needs.

During the Desert Locust campaign, FAO delivered a total of 2.6 million liters of pesticides for a value of US\$ 18.2 million. The main countries benefiting from the delivery of pesticides were Mauritania (US\$ 7.5 million), Senegal (US\$ 4.1 million), Niger (US\$ 2.1 million) and Morocco (US\$ 2 million). Thus, these 4 countries alone received 86% of pesticide supplied through FAO.

Regarding aerial services for locust survey and control operations, the cost of FAO’s contracted aircraft from commercial companies amounted to US\$ 10.5 million for a total of 3 659 flying hours. The countries benefiting from this assistance were Mauritania (US\$ 4.9 million), Niger (US\$ 1.6 million), Senegal (US\$ 1.4 million), Mali (US\$ 1.1 million) and Chad (US\$ 1 million). Funds spent on flying hours for these five countries represent 95% of the total amount spent for flying hours.

In summary, funds mobilized through FAO thanks to donor funding and FAO’s own TCP resources allowed contributing to a successful locust campaign in the north-west region of Africa as well the Central region in spite of some initially funding constraints.

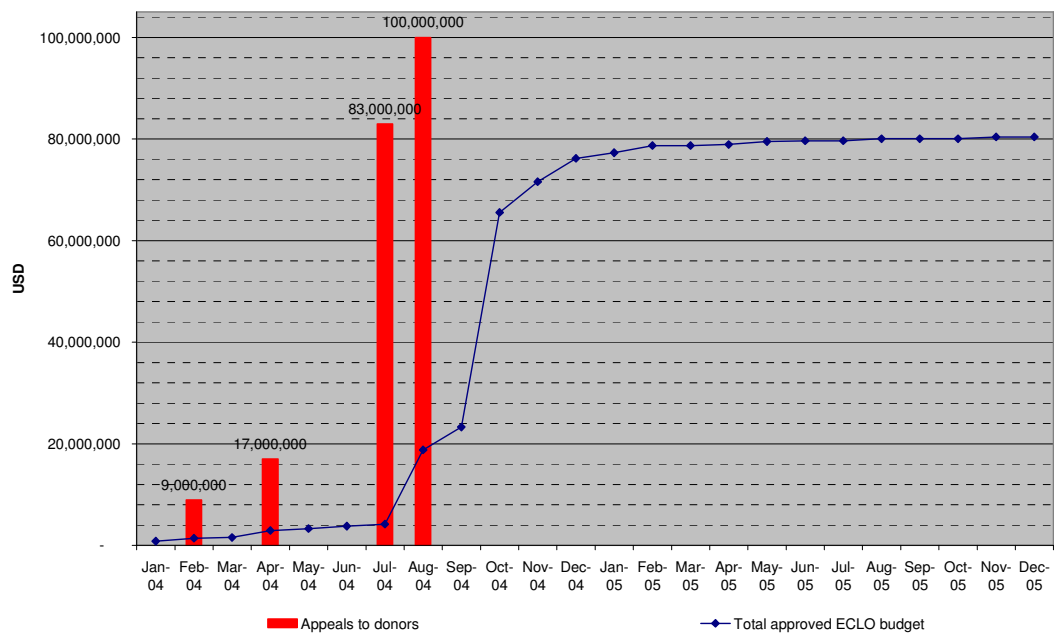
The findings of the Independent Multilateral Evaluation of the Locust Campaign may contribute to address these and other constraints experienced over this locust campaign.

7. Issues for consideration by the DLCC

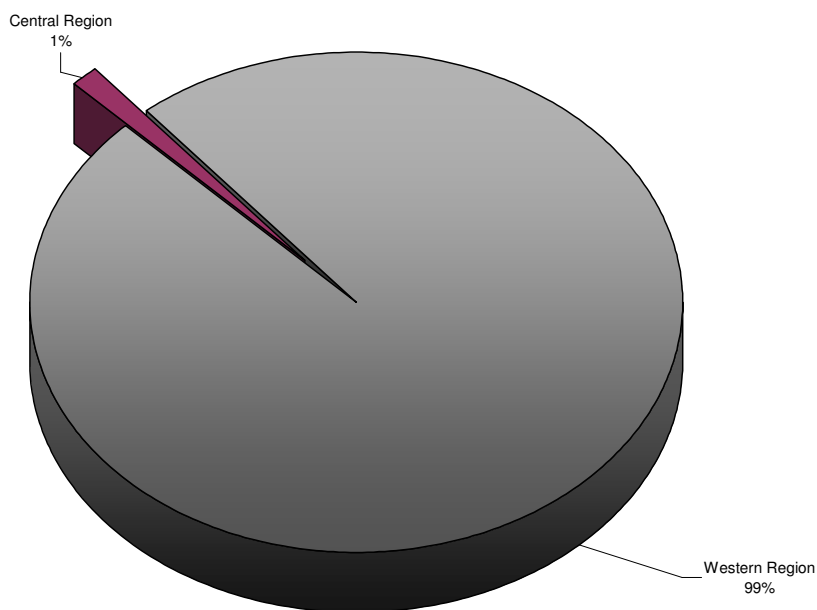
Programme rather than project approach for locust emergency funding: In view of the rapid development of Locust populations and administrative procedures required for setting-up a series of individual locust emergency projects, a programme rather than a single project approach would be more effective and efficient in terms of project management. Whenever this approach is acceptable to donors this approach should be more beneficial for smoother and more effective assistance to the locust affected countries.

Allocation of unspent project funds at the end of the locust campaign/ ECLO: It can be anticipated that some US \$ 2.1 million of donor funds will remain unspent by the end of 2006, by when most emergency projects will have been concluded. Subject to donors' concurrence, these funds could either strengthen the countries capacities for improved locust preparedness within the framework of the EMPRES programme for the Western Region or could be allocated to a special Desert Locust Emergency fund.

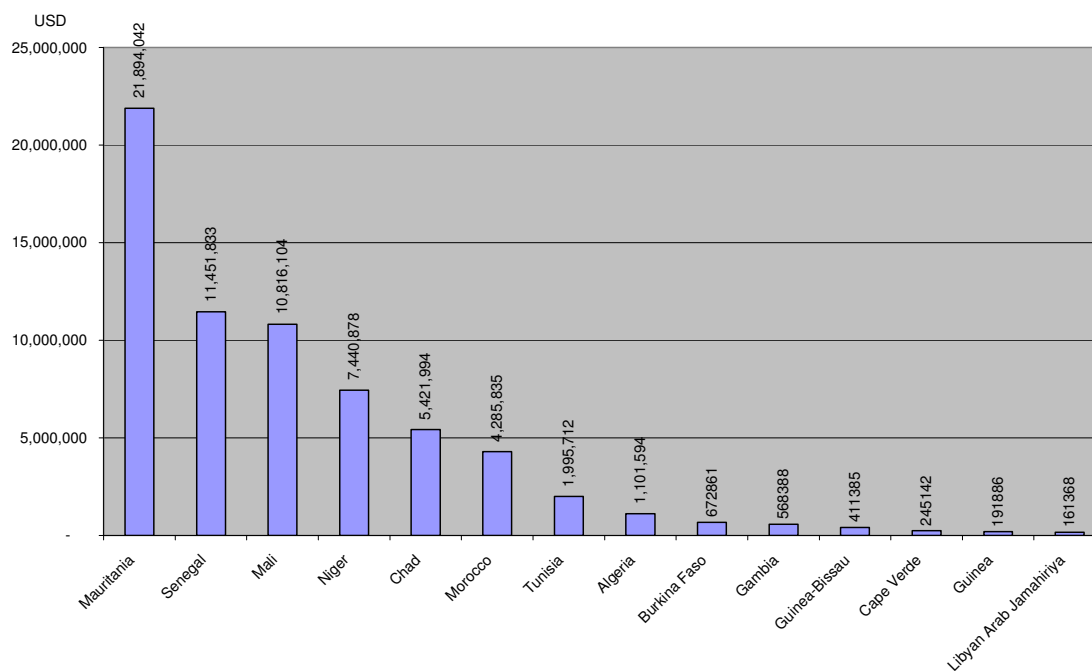
Graph 1: Funds received by FAO against appeals made for emergency assistance to the donor community



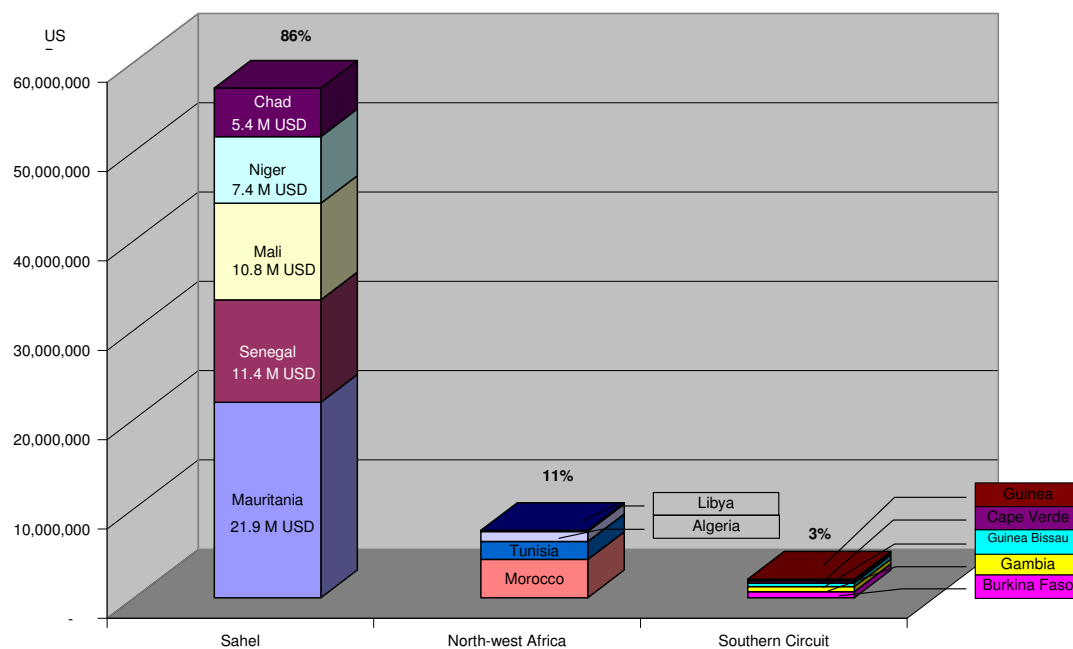
Graph 2: Distribution of the FAO/ECLO budget between the Western Region and the Central Region (DL affected countries in the Red Sea region assisted by FAO)

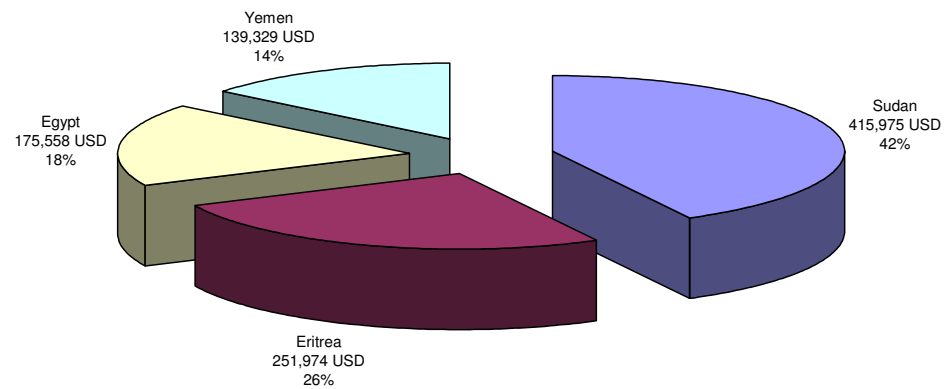
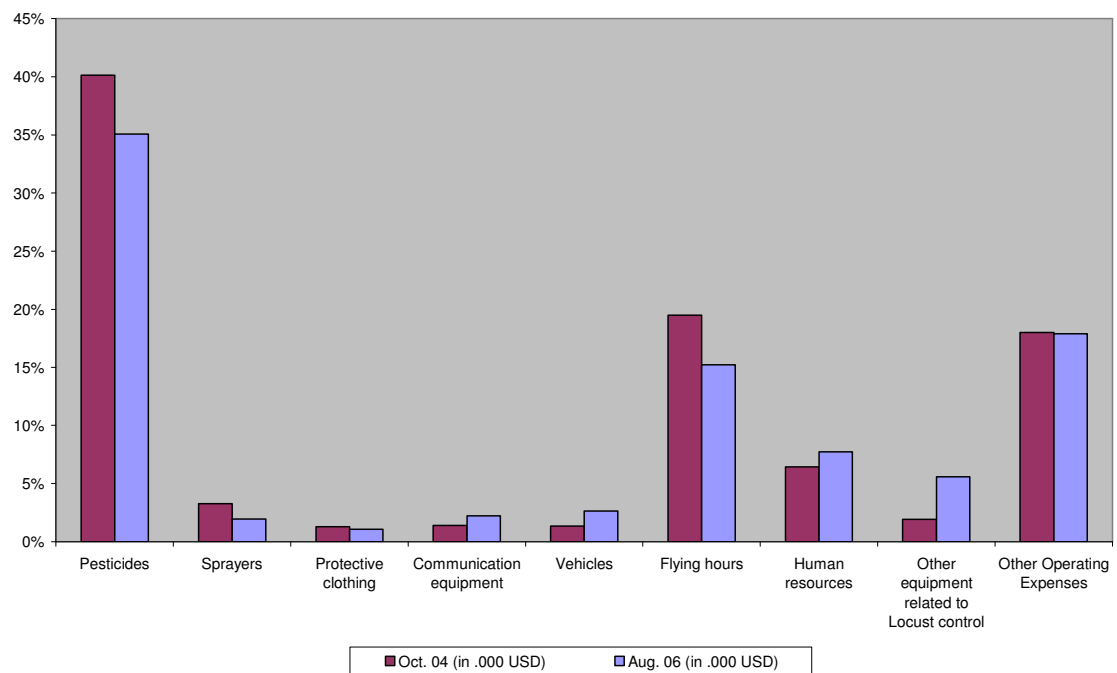


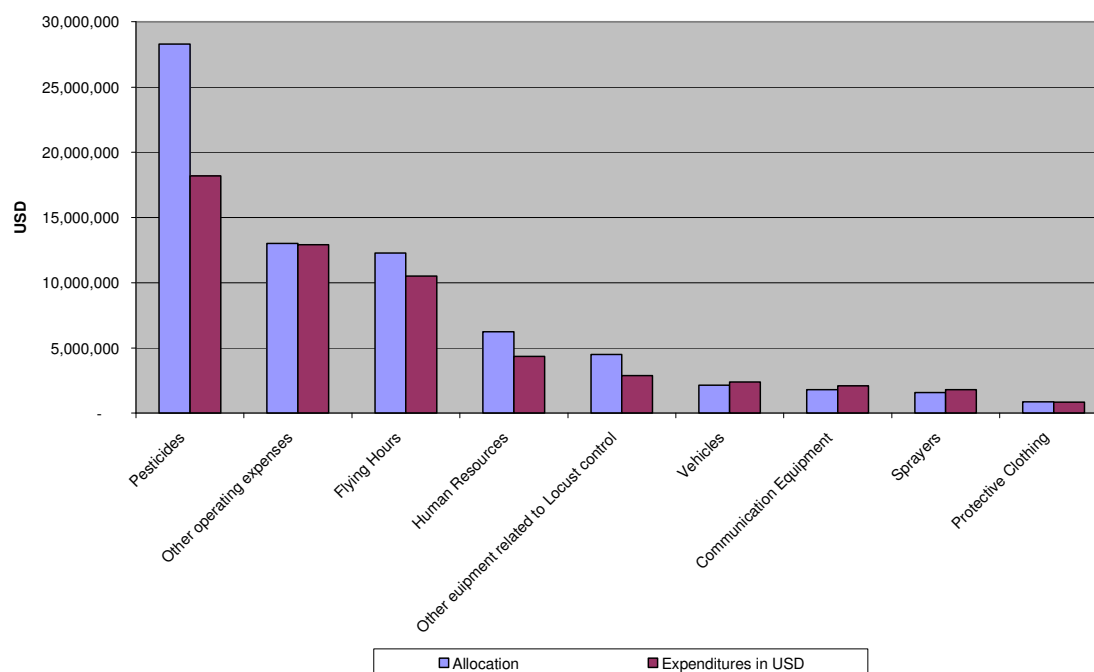
Budget allocated to the North and West African Region



Graph 3: Distribution of the US\$ 79.5 million FAO/ECLO budget allocated to the Western Region within the three sub-regions



Graph 4: Distribution of the FAO/ECLO budget allocated to the Central Region**Graph 5: Comparison of budget allocated to the various major inputs by FAO/ECLO in October 2004 and in August 2006**

Graph 6: Expenditure pattern by major inputs⁴

⁴ Data extracted from FAO's Field Program Information Management System (FPMIS) does not take into account latest approved budget revisions. For this reason, expenditures for vehicles, communication equipment and sprayers exceed the approved budget. However, taking into account donor approvals in reality expenses are within the approved budgets by major inputs and will be reflected in the final report of the DLCC.