

**REPORT**

**EMERGENCY PREVENTION SYSTEM  
(EMPRES)**

For Transboundary Animal and Plant  
Pests and Diseases

**DESERT LOCUST COMPONENT**

**FIRST MEETING  
OF THE  
CONSULTATIVE COMMITTEE**

Cairo, Egypt  
9-10 December 1998



**Food and Agriculture Organization of the United Nations**

## **OPENING**

1. The First Meeting of the EMPRES (Desert Locust) Consultative Committee for the Central Region was opened by the Assistant Director-General/Regional Representative for the FAO Regional Office for the Near East, Mr. A.Y. Bukhari. He welcomed participants to the Regional Office and reminded them of the importance that FAO attached to the EMPRES Desert Locust programme. Mr. Bukhari said that FAO expected the Consultative Committee to review EMPRES progress and to advise FAO how to make the programme better and more likely to achieve its objective. The objective was to reduce the risk that Desert Locust plagues could develop. This being the first Consultative Committee meeting, it was also expected that the Committee's functioning and composition would be further defined. Mr. Bukhari wished the meeting every success in its deliberations.
2. It was agreed that pending further definition of the modus operandi of the Consultative Committee, FAO would chair the first meeting and provide the Secretariat. Mr. N. Van der Graaff, Chief, AGPP chaired the meeting
3. A list of participants is given in Annex I.

## **ADOPTION OF THE AGENDA**

4. The agenda, as amended in Annex II, was adopted.

## **REVIEW OF EMPRES CENTRAL REGION PROGRESS AND CONSTRAINTS**

5. The EMPRES Central Region Coordinator presented the working papers and summarized its contents. Mention was made of various unforeseen events in the Region, including the coordinator's evacuation from his duty station, which had caused some activities to be delayed. Nevertheless the EMPRES Liaison Officers and the EMPRES staff had together made considerable progress in establishing the structure of the programme. The coordinator referred participants to the paper "The EMPRES Central Region Approach for 1999 and Beyond" which encapsulated the directions it was proposed to take. Highlights of the year included the Liaison Officers Workshop in Ethiopia which prepared a series of progress indicators for the programme, the joint-training with the Central Region Commission on locust control, in Egypt and the first Country Focus programme meeting, which was held in Eritrea. Considerable effort had also gone into establishing the research programme involving Core Research Teams and Solicited Research projects. Many other activities were also accomplished and details were given in the working paper.
6. In the discussions which followed, it was acknowledged that EMPRES had been very active during 1998. It was, however, difficult to apply the mandate of the Committee, namely to evaluate progress against progress indicators, as the progress report had not been presented in this format. Also no reference had been made to the logical framework which had been part of the original document. The meeting, therefore, **RECOMMENDED** that in future, both the working paper on EMPRES progress and the Annual Report should be in this format.

7. In respect of the number of reports required per year, donors outlined their requirements. It was **AGREED** that EMPRES should prepare one main Annual Report at the end of each calendar year, and a brief Interim Report at the end of six months. Furthermore, the Netherlands specified the need for its own biannual reports using the standard FAO Trust Fund reporting form and referring only to the Netherlands project. An annual report was also required of the Senior Field Officer, for BMZ.

8. There was considerable discussion on the use of the term “Core Research Team”. It was felt that the word Core could be taken to mean Basic, whereas it was expected that most of the EMPRES-supported research effort should go towards operational testing of research results. It was agreed that a new terminology should be found to describe a group of researchers concentrating on one particular topic of key importance to improved locust management. It was also of great importance that research capacity within the Region be built up to cover all aspects of locust research including basic, applied and operational approaches. Every research team put together should include researchers/projects from within the Region.

9. It was **RECOGNIZED** that research was one of three important elements of the EMPRES programme along with improved early warning and early reaction. It was **RECOMMENDED** that research efforts supported by EMPRES be geared towards applied and operational research, and that careful attention be given to involving researchers/institutions from within the Region. EMPRES should also assist in stock-taking on particular research issues, and continue catalyzing relevant research. It was further **RECOMMENDED** that the term ‘Core Research Team’ should be replaced with a more appropriate description.

## **FUTURE COMPOSITION OF THE CONSULTATIVE COMMITTEE**

10. The meeting noted that the mandate of the Committee was provided in the EMPRES programme document and was confirmed at the Stakeholders Meetings in Rome (see Annex III), but that it could always be amended, by consent, to changing situations. It had also been agreed that in principle the Committee should meet one year in conjunction with the EMPRES Liaison Officers Meeting and the next year with the Desert Locust Control Committee. No consensus had been reached on the composition at the Stakeholders Meetings.

11. The working paper explained that it had been felt that a Committee of limited size would function more efficiently and would also keep the cost of the meeting down. The paper presented a modified proposal for 6 locust-affected countries, 5 donors, FAO, 2 regional organizations, and a Secretariat provided by FAO, giving a total of 14 plus the Secretariat.

12. The locust-affected countries expressed the view that all participating countries should be invited. There should be no division into key-countries and other countries. They all considered the EMPRES Programme as important and wished to be present.

13. It was noted that the EMPRES Programme Document specified that the Committee would be formed of “senior representatives of the participating countries, donors and organizations which either take part in its implementation or support it directly or indirectly. It will include executing Governments, regional organizations as well as donor agencies and FAO.” It was stated by some participants that in developing the document, there had been an understanding that a small and efficient committee would be formed.

14. After extensive discussion, it was **RECOMMENDED** that all locust-affected countries in the Central Region, together with the donors directly concerned and the two regional organizations, be invited to the next Consultative Committee meeting tentatively to be held in late 1999 in Rome. The effectiveness of the Committee should be reviewed at that meeting, with a view to evolving its form to suit changing needs as necessary. It was also **AGREED** that the donors and affected countries present at the next DLCC discuss the matter further.

15. It was observed that in case Liaison Officers would be appointed as senior officers to represent their country in the Consultative Committee, a situation would arise whereby they would be required to advise upon their own work. Some participants considered this undesirable.

## **REVIEW OF FINANCIAL SITUATION**

16. Information was presented on expenditures incurred in 1998. It was noted that it was expected that about US\$ 1.3 million would be spent when the final accounting was completed. The present indication was that EMPRES had sufficient funds for its activities in 1999 and 2000, but that there was a tailing off of resources thereafter. In FAO’s case, the figures given were only indicative, as budgets were always prepared biennially.

17. In reviewing the figures given, it was noted that funds unspent in the Germany-funded project in 1998 had been carried forward to the year 2000 , and for the Swiss-funded project to 2001 without proper consultation with GTZ as manager of the two funds. It was reiterated that the terms of the agreement of both projects should be strictly followed by FAO to avoid confusion and the potential loss of additional support. In the meantime FAO/GTZ should collaborate to correct the matter, as appropriate.

18. The representative of Germany said that indications had been given that Germany was in favour of supporting EMPRES for a further three years, which would provide funds for the year 2000 and help to cover the expected shortfall in 2001 and 2002. The meeting expressed its appreciation of the support of Germany.

19. Several donors said that it was important that EMPRES undergo a mid-term evaluation in order to support the case for continued funding. The Committee **RECOMMENDED** that an Evaluation Mission be set up for August 1999 and that the final approved version of the Mission’s report be made available to donors not later than the end of the first week of September.

## **ESTABLISHMENT OF CONTINGENCY FUND AND MECHANISMS OF IMPLEMENTATION**

20. A short overview was given on the current mechanisms for donor support of Desert Locust control under emergency conditions, including Trust Fund arrangements. The question was raised how to improve on these mechanisms and how to make them sustainable. The Committee decided that it was not necessary to establish a common Contingency Trust Fund under the umbrella of FAO, as it was felt that the main donors have their own efficient mechanisms for reacting at short notice to locust emergencies.

21. It was **RECOMMENDED** that the affected countries make appropriate use of the existing mechanisms and that EMPRES should advise them on the possibilities. It was further **RECOMMENDED** that special consideration should be given to Sudan as its access to emergency funding was very limited. The possibility of assistance to Sudan indicated by the representative of Germany should be taken up when appropriate.

## **COLLABORATION WITH OTHER ORGANIZATIONS, PROJECTS AND RELEVANT PARTIES**

22. The working paper was presented. The Director of DLCO-EA mentioned that DLCO offered full collaboration with EMPRES, and felt that its most important contribution was in aerial operations. The Council of Ministers had also recently stressed the importance of information and forecasting, including upgrading the relevant post with this responsibility. Other facilities such as the DLCO laboratories were available to EMPRES as needed.

## **LONG-TERM SUSTAINABILITY OF LOCUST MANAGEMENT IN THE CENTRAL REGION**

23. The working paper raised the question of how EMPRES activities should be sustained once the programme came to an end, particularly in regard to which regional organization should continue coordinating activities. Some participants felt that, with the programme scarcely two years old, it was too early to be considering its end. Others felt that it was not too early to be thinking about the different options and the implications involved. Several locust-affected countries said that they were gradually working towards achieving sustainability within their own countries. The matter of how best to achieve coordinated action between countries would depend on what methodologies and strategies were developed by EMPRES and on how far national capacity had improved.

24. In conclusion, it was **RECOMMENDED** that the topic remain on the Agenda of future meetings and that countries involved in EMPRES should continue to consider the issue. It was further **RECOMMENDED** that the Secretary of the CRC should seek the views of its members, and if a discussion on sustainability was planned at a future Commission Session, EMPRES countries that were not members of the Commission should be invited as observers. It was noted that at some future

date, it may be appropriate for FAO to host a meeting of all CRC and EMPRES countries to consider the matter.

## **ECONOMICS STUDIES**

25. The Committee considered possible follow-up action to build on the preliminary analysis study which had been presented in draft form at a Workshop in late 1997. It was noted that a number of misunderstandings had occurred during earlier attempts to undertake follow-up economic studies. It was **RECOMMENDED** that EMPRES continue the development of a suitable structure and specific protocol for the Central Region to allow such studies to be initiated in full collaboration with locust-affected countries in the Central Region. It was noted that such studies are an integral part of improved strategy development.

26. The representative of Germany offered further assistance to help develop a draft Guidelines for collecting and evaluating data on economic impacts of the Desert Locust, as part of the FAO Guidelines series. The Committee **WELCOMED** the offer and **RECOMMENDED** that FAO HQ and EMPRES staff collaborate closely with Germany in defining the project and that they should consult with locust-affected countries in developing an appropriate text.

## **ANY OTHER BUSINESS**

27. It was noted that for practical purposes, EMPRES First Phase should be considered to have started in January 1997 and to end in December 2000.

## **ADOPTION OF THE REPORT**

28. The report, with amendments, was adopted

## **CLOSURE**

29. The Chairman, Mr. N. Van der Graaff, thanked all participants for their contributions. He made special mention of Mr. Stephan Krall for whom the meeting was the last concerning locusts, as he would be transferred to new duties in the New Year. Mr. Krall had over the last ten years been a strong supporter of improvements to locust management, and, more recently, of EMPRES, and deserved the profound thanks of all concerned. The Chairman wished participants a safe journey home and declared the meeting closed.

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**EMERGENCY PREVENTION SYSTEM (EMPRES)  
for Transboundary Animal and Plant Pests and Diseases**

**Consultative Committee**

**Cairo, 9-10 December, 1998**

**Agenda**

- 1. Opening**
- 2. Adoption of the Agenda**
- 3. Review of EMPRES (Central Region) progress and constraints**
- 4. Future composition of the Consultative Committee**
- 5. Review of financial situation**
- 6. Establishment of a contingency fund and mechanisms of implementation**
- 7. Collaboration with other organizations, projects and relevant parties**
- 8. Economics Studies**
- 9. Long term sustainability of locust management in the Central Region**
- 10. Any other business**
- 11. Adoption of the Report**

### **Mandate of the Consultative Committee**

The Mandate of the Consultative Committee, as agreed at the two Stakeholders Meetings, is as follows:

- Review the activities and results of the EMPRES Central Region Programme, comparing this to progress indicators.
- Review and agree: a) the workplan formulated by the EMPRES Liaison Officers Meeting; b) the draft budget, for the next year.
- Evaluate constraints and problems, and recommend actions to overcome them.
- Review the financial situation, expenditure and income/contributions from different sources, and recommend any action to be taken.
- Review coordination and collaboration within the programme between different projects, organizations and other interested parties, with a view to improving it.
- Review special issues such as the establishment of a contingency fund and the sustainability of EMPRES activities, and recommend any action to be taken.