



**PLANNING WORKSHOP  
EMPRES PROGRAMME FOR PREVENTIVE LOCUST CONTROL IN  
THE WESTERN REGION**

**Phase I: January 2001–December 2004**

**Nouakchott, Mauritania  
10–15 February 2001**

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**Plant Protection Service (AGPP)**

**FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS  
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## PREAMBLE

The Planning Workshop of the Emergency Prevention System for Transboundary Animal and Plant Pests and Diseases (EMPRES) – Desert Locust component – was held from 10 to 15 February 2001 in Nouakchott, Mauritania. The purpose of the Workshop was to establish the project planning matrix and workplan for Phase I (January 2001–December 2004) of the EMPRES - [Western Region](#) Programme.

Workshop participants included:

- Representatives of member countries (Algeria, Chad, Libya, Mali, Mauritania, Morocco, Niger, and Tunisia). The representative of Senegal could not participate in the Workshop;
- The Senior Officer of the Locust and Other Migratory Pests Group (AGPP) of FAO and [the](#) Locust Officer of the same Group;
- The Chairman of the Commission for controlling the Desert Locust in North-West Africa (CLCPANO);
- The Executive Secretary of CLCPANO, in charge of coordinating the EMPRES - Western Region Programme;
- The Representative of the United States Agency for International Development (USAID);
- The Representative of the French Ministry of Foreign Affairs;
- The Representative of the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ), Germany;
- The Representative of the Islamic Development Bank (IDB);
- The Coordinator a.i. of the EMPRES (Desert Locust) Central Region Programme;
- The EMPRES National Professional Officer in Mauritania;
- The FAO consultant who participated in the formulation of the EMPRES Western Region Programme;
- The Head of CERES LOCUSTOX, Senegal.

The Workshop Moderator was Mr Brahim Hafidi. This Workshop report was drafted by Messrs. Brahim Hafidi and Michel [Lecoq](#), in French.

## 1. Introduction

The Desert Locust is an insect pest that threatens agriculture across a large area extending from North Africa through the Near East to South-West Asia.

Three serious upsurges of the Desert Locust were recorded during the past 30 years, specifically in 1968, 1987–1988, and 1993–1995. It was in this context that the Council of the Food and Agriculture Organization of the United Nations (FAO) endorsed in May 1994 the proposal of a new initiative -called EMPRES- made by the Director-General. EMPRES, the Emergency Prevention System for Transboundary Animal and Plant Pests and Diseases, is a long-term preventive control system based on early warning, early reaction and research; it has two components: the Desert Locust Component and the Animal Diseases Component.

In October 1995, the FAO Conference, in recognition of the importance of the EMPRES Programme, adopted a resolution requesting the Director General to consider the extension of the programme to the Western Region, covering Algeria, Chad, Libya, Mali, Mauritania, Morocco, Niger, Senegal, and Tunisia.

This Workshop was organized for planning Phase I of the extension of the EMPRES (Desert Locust) Programme to the Western Region. It was held in Nouakchott, Mauritania, from 10 to 15 February 2001. The objectives of the Workshop were:

- To establish the project planning matrix (PPM) for the EMPRES Western Region Programme;
- To establish a workplan for the first 4-year phase (January 2001–December 2004).

The opening session was chaired by the Minister of Rural Development and the Environment of Mauritania, in the presence of the Minister of Finance, the Minister of Water Resources and Energy, the Commissioner for Food Security, the Representative of the Director-General of FAO, the Chairman and Executive Secretary of CLCPANO, Representatives of UNDP and the European Union, ambassadors or their representatives, and representatives of countries involved in the Programme.

In his opening address (Annex I), on behalf of the Director General of FAO, Mr. A. Hafraoui expressed his pleasure in welcoming the participants and his deep appreciation of the warm welcome extended by the Mauritanian authorities. He recapitulated the early achievements of the EMPRES Programme, the first component of which was launched in 1997 in the Central Region. He then stressed the importance of rapidly extending the Programme to the Western Region.

In his welcome address (Annex II), His Excellency the Minister of Rural Development and the Environment, Mr. Ahamdy Hammady, first welcomed the Workshop participants. He then described the threat that the Desert Locust still posed to agricultural development in numerous low-income countries and thanked FAO and all development partners for their assistance to these countries for controlling this threat. After highlighting the intense efforts deployed by Mauritania to this end, he concluded by wishing success for the Workshop.

Mr. M. Lecoq, FAO consultant, who was involved in the formulation of the proposal for extending the EMPRES Programme to the Western Region, presented the Workshop agenda (Annex III) and then went on to outline the concept of the Programme for the region. He explained that the programme document was the result of a wide regional consultation. The first draft of the document had been prepared following a formulation mission in the countries concerned in September–October 1997. It had been revised by the technical representatives of the countries and the donors at a workshop held in Nouakchott in March

1998 and later approved by the countries concerned. He stressed the relevance of the recently created Commission for Controlling the Desert Locust in the Western Region (CLCPRO) for efficient implementation of the EMPRES Programme and coordination of its activities in the Western Region.

Mr. C. Pantenius, Coordinator a.i. of the EMPRES Central Region Programme, described how the Programme had been implemented in the region.

Messrs T. Benhalima and A. Hafraoui described the preventive control efforts undertaken in the past by OCLALAV and CLCPANO in the countries of West and North-West Africa. The two organizations had jointly carried out the earlier survey and control activities. Mr. Benhalima described the work of CLCPANO since its inception in 1971. He stressed the importance of the human resource training policy, which had provided the subregion with the necessary capacity.

Ms A. Monard presented the actions undertaken by FAO during the past two years to assist the countries of the Western Region in their surveys and early warning operations and in controlling several local outbreaks.

Messrs M. Sissoko and C. Mahatan, on behalf of the Sahelian countries, expressed the interest of their countries in the EMPRES Programme.

Mr. Aliesh, on behalf of the Maghreb countries, described their efforts and their cooperation with the Sahelian countries. He emphasized the relevance of the EMPRES Programme's basic strategy of preventive control.

Mr. B. Hafidi, the Workshop moderator, then presented the objective-oriented project planning (ZOPP) methodology that had been adopted for the Workshop.

Extensive exchanges and discussions between the participants throughout the Workshop, based on the formulation mission document approved by member countries in 1998, led to the development of a project planning matrix and a workplan for Programme's Phase I.

## **2. Project Planning Matrix (PPM)**

### **2.1. Overall goal**

The overall goal of the EMPRES Western Region Programme is as follows:

**To minimize the risk of Desert Locust plagues in the Western Region, thereby contributing to poverty alleviation, food security, and the protection of the environment.**

### **2.2. Programme purpose (up to December 2004)**

There was a long discussion on what objective of the EMPRES – Western Region Programme should be for Phase I (January 2001–December 2004). The final working, below, took into account the opinions of the different participants representing member countries and donors:

**To establish a preventive Desert Locust control system through the strengthening and/or creation of national control units and a regional**

**coordination unit, and to define the basis for ensuring sustainability (financial, technical, and environmental).**

### **2.3. Outputs**

The six necessary and sufficient outputs for attaining the Programme objective, which were endorsed by participants, were defined as follows:

- O1 A survey and early warning unit is operational in each country.**
- O2 Early reaction measures are undertaken by the national units in each country.**
- O3 An operational network for exchange and storage of information at national, regional, and international levels is established.**
- O4 A regional coordination unit is operational.**
- O5 The Human resource capacity of national units is strengthened.**
- O6 An operational research programme is defined and initiated.**

### **2.4. Activities**

One working session was devoted to the discussion of activities that guarantee each of the six outputs. These activities were agreed upon by the consensus and are shown in the PPM (pages 7-9).

### **2.5. Important assumptions**

After defining the objectives and activities, the participants considered the important assumptions for different levels of the PPM. Such assumptions form the key external factors for the success of the Programme, although they are not directly influenced by it. After discussion, the participants identified the following four assumptions:

**Breeding sites of the Desert Locust are accessible.**

**Human and material resources of the national units are assigned exclusively to Desert Locust control.**

**Desert Locust upsurges in the Central Region are brought under control.**

**Recurrent costs for maintaining the system are covered.**

One precondition for implementing the activities of Phase I of the Programme was mentioned repeatedly:

**Timely availability of funds required for carrying out the activities.**

## **2.6. Objectively verifiable indicators (OVI)**

The participants identified four indicators related to the Programme objective for measuring the effectiveness of preventive Desert Locust control, the basis of its sustainability, and the strengthening of national units and the regional coordination unit (page 7). They then separated into groups to determine the OVIs for each of the six outputs. The OVIs were validated in the plenary session and the corresponding means of verification are presented in the PPM.

Project planning matrix (PPM)	Desert Locust control programme in the Western Region of its habitat (EMPRES)	Estimated period for implementation: January 2001–December 2004	Sheet 1
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Brief description (objectives and activities)	Objectively verifiable indicators	Means of verification	Important assumptions
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<p><b>Overall goal</b></p> <ul style="list-style-type: none"> <li>To minimize the risk of Desert Locust plagues in the Western Region, thereby contributing to poverty alleviation, food security, and the protection of the environment</li> </ul>			<p><b>To contribute to the overall goal:</b></p>
<p><b>Programme objective (→12/2004)</b></p> <ul style="list-style-type: none"> <li>To establish a preventive Desert Locust control system through the strengthening and/or creation of national control units and a regional coordination unit, and to define the basis for ensuring sustainability (financial, technical, and environmental)</li> </ul>	<ol style="list-style-type: none"> <li>Indicators showing the effectiveness, cost-effectiveness, and safety of preventive control are available in 2004.</li> <li>At least 1 national unit for Desert Locust control is established (Chad) and 3 are strengthened (Mali, Mauritania, Niger). 13 survey teams and 4 maintenance teams are created (Chad, Mali, Mauritania, Niger) by 2004.</li> <li>Member countries of the Programme are notified of the nomination of the EMPRES Coordinator by end 2001.</li> <li>Measures (financial, technical, and environmental) that ensure the sustainability of Desert Locust control are defined and launched by end 2004.</li> </ol>	<ol style="list-style-type: none"> <li>Programme report</li> <li>Reports of national units; establishment agreement officially approved (Chad)</li> <li>Notification letter sent out</li> <li>EMPRES Programme reports</li> </ol>	<p><b>To achieve the Programme purpose: Recurrent costs for maintaining the structure are covered</b></p>

<p><b>Outputs</b></p> <p><b>O1</b> A survey and early warning unit is operational.</p>	<ol style="list-style-type: none"> <li>Teams in each country carry out surveys accurately, based on related ecological data (vegetation, rainfall, etc.).</li> <li>Reliability (frequency, quality, timeliness) of early warning bulletins from each country is ensured.</li> </ol>	<ol style="list-style-type: none"> <li>Activity reports from national units; survey reports received at DLIS, FAO HQ</li> <li>Early warning bulletins from national units</li> </ol>	
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<b>Outputs (continued)</b>			
<b>O2</b> Early reaction measures are undertaken by national units in each country.	2.1 Intervention teams in each country have the necessary human and material means for intervention.	2.1 Inventory from national units	<p><b>To obtain outputs 1 and 2:</b></p> <p><b>Breeding sites of the Desert Locust are accessible.</b></p> <p><b>Human and material resources of the national units are assigned exclusively to Desert Locust control</b></p> <p><b>Desert Locust upsurges in the Central Region are brought under control</b></p>
	2.2 Locust outbreaks are brought under control in time.	2.2 Progress reports of national teams and units	
<b>O3</b> An operational network for exchange and storage of information at national, regional, and international levels is established.	3.1 Each month, all national units receive SPOT–VGE and, if possible, METEOSAT images.	3.1 Computer files	
	3.2 Each month, DLIS and the regional coordination unit receive locust report from each country.	3.2 Statistics of the Desert Locust Bulletin	
	3.3 Data banks are functional in at least 2 countries.	3.3 Site visit	
<b>O4</b> The regional coordination unit is operational.	4.1 Annual workplans of the regional coordination unit are evaluated by the consultative committee (Stakeholder Meeting)	4.1 Annual reports of the regional coordination unit	
<b>O5</b> Human resource capacity of national units is strengthened.	5.1 At least 80% of the teams are capable of applying available good practices.	5.1 Follow-up report	
	5.2 At least 2 regional training workshops are organized by 2002.	5.2 Workshop reports	
<b>O6</b> An operational research programme is defined and initiated.	6.1 At least 3 research themes are initiated.	6.1 Project progress reports	
	6.2 At least 1 operational regional research station and 2 functional national research units are established.	6.2 Visit to research stations and units	

<b>Activities</b>	
<p>1.1. Establish a harmonized methodology for surveys and early warning</p> <p>1.2. Establish annual plans for surveys and early warning for each country</p> <p>1.3. Allocate additional means (material and human) required by each country for implementing survey and early warning plans</p> <p>1.4. Execute annual survey and early warning plans</p> <p>2.1. Define early reaction methods</p> <p>2.2. Form early reaction teams</p> <p>2.3. Set up structure (equipment, infrastructure, products) for early reaction</p> <p>2.4. Undertake early reaction actions in each country</p> <p>3.1. Adapt and develop procedures for acquisition, entry, analysis, and dissemination of information</p> <p>3.2. Establish an operational information cell within each national locust control unit</p> <p>4.1. Ensure administration of the EMPRES Programme</p> <p>4.2. Coordinate and monitor activities of the EMPRES Programme</p> <p>4.3. Cooperate with the EMPRES Central Region Programme</p> <p>4.4. Promote links with Programme partners</p> <p>4.5. Establish a firm basis to ensure sustainability of preventive control in the Western Region</p> <p>4.6. Establish emergency plans, in consultation with member countries, and oversee their execution, if necessary</p> <p>4.7. Undertake scientific and technical information monitoring</p>	<p>5.1. Identify training capacity and needs in member countries</p> <p>5.2. Establish a harmonized regional training plan</p> <p>5.3. Implement training plan</p> <p>5.4. Encourage exchange of experts</p> <p>5.5. Encourage dissemination and acquisition of scientific and technical information</p> <p>6.1. Identify applied research themes relevant to preventive control</p> <p>6.2. Intensify on-going research activities</p> <p>6.3. Ensure coordination and complementarity of operational research activities between member countries and the Central Region</p> <p>6.4. Encourage dissemination of operational research results</p>

### 3. Establishment of workplan

After finalizing the project planning matrix for Phase I of the EMPRES Western Region Programme, the participants divided into groups to prepare the 4-year workplan (2001–2004). The purpose was to break up each activity into operational subactivities, to fine tune them by using indicators if necessary, to determine the schedule of activities, to specify human resource and material requirements, and to add assumptions or remarks, if necessary.

The participants based their plan on the formulation mission report on the EMPRES Western Region Programme, which includes a budget (in US\$) for implementation of Phase I over four years (see table below).

Item	National contribution	(1)	External contribution US\$	(2)
<b>National PC units</b> (9 countries)				
A. Infrastructure	3,398,000	(3)	408,600	
B. Investment (vehicles, etc.)	3,360,000	(4)	2,078,300	
C. Local staff (basic salary)	2,746,200	(5)	0	
D. External assistance (consultants)	0		768,000	
E. Operating costs	1,626,400	(4)	1,803,660	
F. Contracts and outsourcing	68,000	(6)	160,000	
G. Short-term training			270,000	
<b>Sub-Total</b>	<b>11,198,600</b>		<b>5,488,560</b>	
<b>Regional organizations</b> (government contributions)	<b>1,793,840</b>			
<b>EMPRES coordination unit</b> (temporary, 4 years)				
A. Infrastructure			0	
B. Investment (vehicles, equipment, etc.)			160,000	
C. Staff			1,070,000	(10)
D. External assistance (consultants)			200,000	
E. Operating costs			396,000	
F. Contracts and outsourcing			200,000	
G. Short-term training			30,000	
<b>Sub-Total</b>			<b>2,056,000</b>	
<b>TOTAL</b>	<b>12,992,440</b>		<b>7,544,560</b>	
<b>FAO 13% (on external contributions)</b>			980,793	
<b>GRAND TOTAL</b>	<b>12,992,440</b>		<b>8,525,353</b>	

The PPM of activities for each of the six outputs was discussed and validated in the plenary session. The approved PPM is presented in the following tables.

#### 4. Workplan for Phase I of the EMPRES Western Region Programme (11 pages)

PPM of activities (schedule, responsibilities, material and equipment)	Desert Locust control programme in the Western Region (EMPRES)	Planning period: 01/2001–12/2004	Plan established on 15/02/2001	Sheet 1
	<b>Output 1: A survey and early warning unit is operational</b>			

Activities, subactivities	Indicators	Schedule								Responsibility	Staff requirements (man-months)	Material and equipment	Assumptions and remarks
		2001		2002		2003		2004					
		1	2	1	2	1	2	1	2				

<b>1.1.</b> Establish a harmonized methodology for surveys and early warning													Figures for staff and material requirements are presented in the formulation mission report
1.1.1. Inventory and examine existing survey and early warning methods (FAO guidelines)	Draft document for regional workshop		■							Regional coordination unit	Consultant		
1.1.2. Propose and validate a harmonized survey and early warning method	Existence of a harmonized method for survey and early warning (validated document)		■							Regional coordination unit	Consultant		
<b>1.2.</b> Establish, for each country, annual plans for survey and early warning of breeding sites	Dissemination of plans throughout the region		■	■	■	■	■	■	■	National liaison officers for locust control			

PPM of activities (schedule, responsibilities, material and equipment)	Desert Locust control programme in the Western Region (EMPRES)	Planning period: 01/2001–12/2004	Plan established on 15/02/2001	Sheet 2
	<b>Output 1: A survey and early warning unit is operational</b>			

Activities, subactivities	Indicators	Schedule								Responsibility	Staff requirements (man-months)	Material and equipment	Assumptions and remarks
		2001		2002		2003		2004					
		1	2	1	2	1	2	1	2				
<b>1.3.</b> Allocate additional means (material and human) required by each country for implementing survey and early warning plans											National staff (27 survey teams) and consultants	Infrastructure, vehicles, equipment (meteorological, survey, camping, communication)	Part of the staff is shared with survey teams
1.3.1. Acquire and allocate additional means for forming survey and early warning teams	Existence of means for intervention by survey and early warning teams										Regional coordination unit		
1.3.2. Obtain information on the environment (vegetation maps, climatic data, etc.)	Information received regularly										Regional coordination unit		Telecommunication enables optimum transmission of information
<b>1.4.</b> Execute annual survey and early warning plans	Plans executed, depending on forecasts										National EMPRES Liaison Officers		Intervention areas are accessible

PPM of activities (schedule, responsibilities, material and equipment)	Desert Locust control programme in the Western Region (EMPRES)	Planning period: 01/2001–12/2004	Plan established on 15/02/2001	Sheet 3
	<b>Output 2: Early reaction measures are undertaken by national units in each country</b>			

Activities, subactivities	Indicators	Schedule								Responsibility	Staff requirement (man-months)	Material and equipment	Assumptions and remarks
		2001		2002		2003		2004					
		1	2	1	2	1	2	1	2				

<b>2.1. Define early reaction measures</b>											Consultants		Figures for staff and material requirements are presented in the formulation mission report
2.1.1. Prepare inventories and develop appropriate early reaction methods			■							Regional coordination unit			
2.1.2. Draft manuals of early reaction procedures	Availability of a procedure manual for teams		■							Regional coordination unit			
<b>2.2. Form early reaction teams</b>											National staff		Part of the staff is shared with survey teams
2.2.1. Assign staff	Decisions on staff assignment are taken	■	■	■						National liaison officers for locust control			Budget lines are created
2.2.2. Organize national teams		■	■	■						National liaison officers for locust control			
2.2.3. Develop procedures for forming and setting up joint transboundary teams	Procedures for joint border surveys are adopted by member countries	■	■	■						Regional coordination unit and FAO			

PPM of activities (schedule, responsibilities, material and equipment)	Desert Locust control programme in the Western Region (EMPRES)	Planning period: 01/2001–12/2004	Plan established on 15/02/2001	Sheet 4
	<b>Output 2: Early reaction measures are undertaken by national units in each country</b>			

Activities, subactivities	Indicators	Schedule								Responsibility	Staff requirement (man-months)	Material and equipment	Assumptions and remarks
		2001		2002		2003		2004					
		1	2	1	2	1	2	1	2				

<b>2.3.</b> Establish arrangements (equipment, infrastructure, insecticides) for early reaction													
2.3.1. Acquire and replace equipment and supplies	Equipment and supplies acquired and replaced									Regional coordination unit		Infrastructure, vehicles, treatment equipment	Part of the staff is shared with survey teams
2.3.2. Distribute equipment and supplies	Equipment and supplies distributed									National liaison officers for locust control			
2.3.3. Establish maintenance units r	Permanent operationality of structure									National liaison officers for locust control			
2.3.4. Establish procedures for optimum management of equipment and supplies for locust operations	Procedures established									Regional coordination unit	Consultants		
<b>2.4.</b> Undertake early reaction actions in each country	Timely execution of early reaction interventions									National liaison officers for locust control		General running expenses	

PPM of activities (schedule, responsibilities, material and equipment)	Desert Locust control programme in the Western Region (EMPRES)	Planning period: 01/2001–12/2004	Plan established on 15/02/2001	Sheet 5
	<b>Output 3: An operational network for exchange and storage of information at national, regional, and international levels is established</b>			

Activities, subactivities	Indicators	Schedule								Responsibility	Staff requirement (man-months)	Material and equipment	Assumptions and remarks
		2001		2002		2003		2004					
		1	2	1	2	1	2	1	2				

<b>3.1.</b> Adapt and develop procedures for collection, entry, analysis, and dissemination of information													
3.1.1. Sign draft agreements with national meteorological offices and other potential suppliers										PP or DLC officer			
3.1.2. Acquire and install automatic meteorological stations (6) in 3 countries	2 meteorological stations installed each year from 2002 onwards									FAO and regional coordination unit		6 automatic meteorological stations	Installation and maintenance contracts
3.1.3. Use SPOT-VEG and METEOSAT images supplied by DLIS/FAO in the national and regional coordination units	National and regional coordination units make use of images									FAO, regional coordination unit, and PP/DLC officers	One permanent national senior staff at regional coordination unit	1 computer and software for regional coordination unit	
3.1.4 . Computerize data entry in all countries based on FAO model .....										FAO, regional coordination unit, and PP/DLC officers			Precondition: widespread use of FAO model (Cf. 1.1.2. and 5.3.3.)



PPM of activities (schedule, responsibilities, material and equipment)	Desert Locust control programme in the Western Region (EMPRES)	Planning period: 01/2001–12/2004	Plan established on 15/02/2001	Sheet 6
	<b>Result 3: An operational network for exchange and storage of information at national, regional, and international levels is established</b>			

Activities, subactivities	Indicators	Schedule								Responsibility	Staff requirement (man-months)	Material and equipment	Assumptions and remarks
		2001		2002		2003		2004					
		1	2	1	2	1	2	1	2				

3.1.5. Develop use of RAMSES software in at least 2 countries										FAO, regional coordination unit, and PP/DLC officers			Contract for supply and installation of software, including training
3.1.6. Standardize locust status reports for all countries													Consultation
<b>3.2.</b> Establish an operational information office within each national locust control unit													
3.2.1. Acquire computer systems for information offices in all countries										FAO and regional coordination unit		18 computers, 18 printers, and 18 UPS units	
3.2.2. Assign necessary staff										Countries concerned	1 senior staff and 1 assistant		
3.2.3. Test, in at least 2 countries, a new technique for data transmission using two-way radio between information office and field										FAO and regional coordination unit		2 handheld PCs and 2 modems	

PPM of activities (schedule, responsibilities, material and equipment)	Desert Locust control programme in the Western Region (EMPRES)	Planning period: 01/2001–12/2004	Plan established on 15/02/2001	Sheet 7
	<b>Output 4: The regional coordination unit is operational</b>			

Activities, subactivities	Indicators	Schedule								Responsibility	Staff requirement (man-months)	Material and equipment	Assumptions and remarks
		2001		2002		2003		2004					
		1	2	1	2	1	2	1	2				

<b>4.1.</b> Ensure administration of the EMPRES Programme (Cf. p. 52 of Programme document)											FAO and regional coordination unit	1 administrative and finance officer (national staff), 1 secretary, 1 chauffeur	Operational, equipped office  Vehicle TBA	
<b>4.2.</b> Coordinate and monitor scientific and technical activities of the EMPRES Programme														
4.2.1. Organize a workshop to harmonize working methods with regional coordination											FAO and regional coordination unit	Consultant–moderation		2 weeks
4.2.2. Organize consultation on different locust management methods in member countries											FAO and regional coordination unit	Locust and logistics consultants (2 man-months)		
4.2.3. Design and implement an activity monitoring plan	Monitoring plan available										Regional coordination unit	Consultants		
<b>4.3.</b> Promote links with Programme partners											Regional coordination unit			Visits to different partners
<b>4.4.</b> Establish a firm basis to ensure sustainability of preventive control in the Western Region	Procedures for programme sustainability defined and initiated										Regional coordination unit			Cf. activity 3.1.3.

PPM of activities (schedule, responsibilities, material and equipment)	Desert Locust control programme in the Western Region (EMPRES)	Planning period: 01/2001–12/2004	Plan established on 15/02/2001	Sheet 8
	<b>Output 4: The regional coordination unit is operational</b>			

Activities, subactivities	Indicators	Schedule								Responsibility	Staff requirement (man-months)	Material and equipment	Assumptions and remarks	
		2001		2002		2003		2004						
		1	2	1	2	1	2	1	2					
<b>4.5.</b> Undertake scientific and technical information monitoring	Scientific and technical information received by countries										Regional coordination unit	One permanent national senior staff at regional coordination unit	1 PC and software for regional coordination unit <i>Cf. Activity 3.1.3.</i>	
<b>4.6.</b> Establish emergency plans, in consultation with member countries, and oversee their execution, if necessary											Countries and Regional Coordination			
4.6.1. Formalize procedures for mobilizing and redeploying teams											FAO and regional coordination unit	Consultants		<i>Cf. 2.2.3. of Output 2</i>
4.6.2. Establish a budget for emergency plans	Emergency plans established										FAO			
<b>4.7.</b> Cooperate with the EMPRES Central Region Programme														
4.7.1. Define areas of cooperation between the programmes of the two regions (Rome)											EMPRES regional coordination units (Central and Western regions)			Mutual participation in meetings

PPM of activities (schedule, responsibilities, material and equipment)	Desert Locust control programme in the Western Region (EMPRES)	Planning period: 01/2001–12/2004	Plan established on 15/02/2001	Sheet 9
	<b>Output 5: Human resource capacity of national units is strengthened</b>			

Activities, subactivities	Indicators	Schedule								Responsibility	Staff requirement (man-months)	Material and equipment	Assumptions and remarks
		2001		2002		2003		2004					
		1	2	1	2	1	2	1	2				
<b>5.1.</b> Identify training capacity and needs in member countries												General running expenses	Training themes established for harmonization of methods, in consultation with the Central Region and based on FAO guidelines
5.1.1. Identify existing capacity			■							National and regional coordination units			
5.1.2. Define training themes			■							National and regional coordination units			
5.1.3. Identify suitable training facilities										National and regional coordination units			
<b>5.2.</b> Establish a harmonized regional training plan			■							National and regional coordination units			

PPM of activities (schedule, responsibilities, material and equipment)	Desert Locust control programme in the Western Region of its habitat (EMPRES)	Planning period: 01/2001–12/2004	Plan established on 15/02/2001	Sheet 10
	<b>Output 5: Human resource capacity of national units is strengthened</b>			

Activities, subactivities	Indicators	Schedule								Responsibility	Staff requirement (person-months)	Material and equipment	Assumptions and remarks
		2001		2002		2003		2004					
		1	2	1	2	1	2	1	2				

<b>5.3.</b> Implement training plan													
5.3.1. Train trainers	18 trainers trained									National and regional coordination units	4 instructors (5 x 1 person/months) 18 trainers (2/country, 2 person-months/year)	Cost of two regional workshops	Initial and in-service training
5.3.2 Develop training tools										National and regional coordination units			
5.3.3 Implement national and regional training plans	27 teams trained									National and regional coordination units		Cost of national workshops (2/country/4 years)	
<b>5.4.</b> Encourage exchange of experts										Regional coordination unit			Encourage participation in regional and international conferences, depending on opportunities
<b>5.5.</b> Encourage dissemination and acquisition of scientific and technical information	Cooperation agreements with institutions established									Regional coordination unit			

PPM of activities (schedule, responsibilities, material and equipment)	Desert Locust control programme in the Western Region (EMPRES)	Planning period: 01/2001–12/2004	Plan established on 15/02/2001	Sheet 11
	<b>Output 6: An operational research programme is defined and initiated</b>			

Activities, subactivities	Indicators	Schedule								Responsibility	Staff requirement (person-months)	Material and equipment	Assumptions and remarks
		2001		2002		2003		2004					
		1	2	1	2	1	2	1	2				
<b>6.1.</b> Identify applied research themes relevant to preventive control	3 themes defined									Regional coordination unit			
6.1.1. Identify research partners			■							National and regional coordination units			
6.1.2. Organize a PPM planning workshop	Research plan defined		■							National and regional coordination units	1 moderator (1 person-month)	Cost of workshop with 20 participants	
<b>6.2.</b> Intensify on-going research activities	1 research station and various research units operational	■	■	■	■	■	■	■	■	National and regional coordination units		Cost of equipping and operating research units	In collaboration with other research partners
<b>6.3.</b> Ensure coordination and complementarity of operational research activities between member countries and the Central Region	Continuing consultation between countries and Central Region	■	■	■	■	■	■	■	■	Regional coordination unit			
<b>6.4.</b> Encourage exchange of experts		■	■	■	■	■	■	■	■	Regional coordination unit			
<b>6.5.</b> Encourage dissemination of operational research results		■	■	■	■	■	■	■	■	Regional coordination unit			See Activity 5.5.

## 5. Final resolution

At the end of the planning workshop for Phase I of the EMPRES (Desert Locust) Western Region Programme, which was held in Nouakchott, Mauritania, from 10 to 15 February 2001, the participants

- re-stated their support of the concept of preventive control aimed at minimizing the risk of Desert Locust plagues in the Western Region and thus contributing to poverty alleviation, food security, and environment protection in the region;
- approved once again the principle of strengthening the existing locust control infrastructure through national units for preventive Desert Locust control, which will undertake surveys, early warning, and early reaction operations;
- re-emphasized that the Western Region had extensive experience in preventive control operations and regional cooperation, which are key factors for coordinating the control operations against a highly migratory pest;
- stressed again the importance of creating a Regional Commission for Desert Locust Control in the Western Region, thus demonstrating the commitment of the countries in the region to pursue a new common policy of preventive control and to ensure the financial, technical, and environmental sustainability of the Programme;
- expressed the desire that the EMPRES Programme be extended rapidly to the Western Region, in line with the programme proposal by the FAO formulation mission and according to the project planning matrix and workplan drafted at this Workshop;
- therefore enjoined FAO to undertake efforts and consultations with the donors for a timely funding of a full implementation of the Programme.

## **6. Brief analysis of the Workshop**

The business of the Workshop was conducted efficiently. The participants followed the methodological approach and successfully completed the planning phases in due time.

The participants efficiently drafted the PPM for the EMPRES Western Region Programme. They shared a common vision of the objectives and outputs for Phase I of the Programme. The activities to be undertaken for the Programme were defined by the participants after detailed discussions. They also drafted a detailed workplan.

The working sessions were marked by good group dynamism, and frank and stimulating discussions in a participatory spirit. The composition of the group (see List of Participants, Annex IV) was conducive to knowledgeable discussion (and the ensuing planning exercise) of the different viewpoints expressed by representatives of member countries, FAO, donors, and consultants, and of the experience acquired in the Central Region.

Implementation of the workplan will depend on the availability of the required funds. Donors' representatives participating in the Workshop expressed their interest in contributing to activities that meet the objectives of their respective organizations. Representatives of member countries, who demonstrated their strong commitment and team spirit, requested FAO to undertake the necessary consultations with regional and international donors to obtain their support for implementing the workplan drafted at the Workshop.

The overall evaluation of the Workshop (Annex VI) by the participants was highly positive. The participants were very satisfied with its organization, the relevance of the discussions, and the Workshop procedure and moderation. They also expressed their deep appreciation of the welcome extended by the host country. Moderation of the Workshop was facilitated by the excellent organization and prior preparation as well as the assiduity and commitment of the participants.

The representative of the Minister of Rural Development and the Environment of Mauritania formally closed the Workshop.



## **ANNEXES**

**Introductory address by  
Mr Aderrahmane Hafraoui, FAO, AGPP  
at the EMPRES Western Region (Desert Locust Component)  
Planning Workshop,  
Nouakchott, Mauritania, 10–15 February 2001**

Your Excellency, Minister of Rural Development and the Environment,  
Your Excellency, Minister of Finance,  
Your Excellency, Minister of Water Resources and Energy,  
Mr. Commissioner of Food Security,  
Your Excellencies, the Ambassadors,  
Delegates of EMPRES member countries,  
Representatives of regional organizations,  
Representatives of the donor community,  
Workshop moderators,  
Colleagues,  
Ladies and Gentlemen.

On behalf of the Director General of the Food and Agriculture Organization of the United Nations, I have great pleasure in welcoming you to Nouakchott and in opening this participatory Workshop for planning Phase I of the EMPRES (Desert Locust) Western Region Programme.

I would like to take this opportunity briefly to outline the creation of EMPRES. Soon after the current Director General assumed his responsibilities in 1994, it was decided at an FAO activity review that a fresh effort be launched to find a solution to the increasingly frequent and costly emergency campaigns for Desert Locust control. After several consultations with countries affected by Desert Locust and with donors, FAO established the Emergency Prevention System for Transboundary Animal and Plant Pests and Diseases (EMPRES) in 1995 as a Special Programme of the Director General; it included an Animal Diseases Component and a Desert Locust Component. In 1997, EMPRES (Desert Locust Component) launched its first field phase in the Central Region; it was funded mainly by donor contributions with some inputs from FAO's Regular Programme. As the first phase was to be completed in December 2000 during which an Implementation Document for Phase II (2001-2003) was developed.

As envisaged since the inception of the Programme, it is now time to extend the EMPRES Programme to other regions of the Desert Locust habitat. This Workshop has been organized for the purpose of implementing Phase I in the Western Region.

The EMPRES Western Region Programme is a collaborative exercise involving countries affected by the Desert Locust, regional organizations, the donor community, and FAO to develop preventive control strategies, with the aim, I quote:

"To reduce the risk of Desert Locust plagues emanating from the Central Region of the Desert Locust distribution area, in order to mitigate food security, economic, and environment concerns in the Central Region and beyond."

During this meeting, we shall consider a certain number of points, which I would like to highlight:

- Establishment of a fully operational communication network in the region.
- Updating of knowledge through the organization of training courses and seminars.
- Development and/or introduction of geographic information systems.
- Calibration of satellite data, which is a promising tool for improving forecasts and decision-making.
- Definition of a framework for operational research activities.
- Attempts to assess the economic impact of locust control operations.

These activities will all contribute to the development and introduction of autonomous and improved strategies for preventive Desert Locust control in the affected countries.

What does this signify? That this approach will enable rapid decision-making on the most efficient, economically viable, and environmentally safe control measures when the need arises, and on the resources to be mobilized to contain locust upsurges so that they do not develop into major plagues and destroy crops.

At the end of the Programme, we expect that the improved preventive control strategies will benefit the people within the Western Region and beyond by reducing donor contributions.

As has been indicated by the Director General, the Secretary of CLCPANO (which recently became CLCPRO) will be nominated as the EMPRES Coordinator for the Western Region. This will offer a significant advantage for the implementation and coordination of all EMPRES activities, which, in addition, will benefit from the experience acquired by CLCPANO during its long period of existence.

The EMPRES Programme still faces a challenge, despite these measures. Not only is it responsible for improving technical aspects such as surveying, forecasting, and locust control, but it is also called upon to operate in a cultural and political context, where human attitudes and behaviour must be taken into account.

One of the characteristics of human behaviour is to underestimate potential risk during lull periods. This also applies to the Desert Locust, leading to devastating consequences. During recessions, players mostly tend to slow down their efforts significantly, so that

- Surveys are no longer carried as frequently as necessary.
- Quality of reporting on the Desert Locust declines.
- Funds for locust control activities decrease.
- Staff training is discontinued.
- Qualified staff leave the service.
- Equipment is not maintained or replaced.
- The international community shifts its interest to subjects of "more" important public interest.

In short, the capacity to prevent emergency situations is eroded, setting the scene for the next plague.

EMPRES was created to break the vicious circle and designed, if I may repeat, as a combined effort. The success of the Programme depends on a pooling of your capacities, talents, and strengths; on remaining vigilant; and on working together towards a common goal.

Bearing this in mind, I open this session and wish this Workshop success in its efforts to produce realistic, carefully considered, and achievable results. I hope that a constructive frame of mind will allow all participants—field staff, EMPRES liaison officers, their governments, representatives of donors, regional organizations, and colleagues from FAO—to combine their efforts for the implementation of Phase I.

I thank you for your attention.

**Statement of the Minister of Rural Development and the Environment  
at the EMPRES Western Region (Desert Locust Component)  
Planning Workshop  
Nouakchott, Mauritania, 10–15 February 2001**

Distinguished Ministers,  
The Representative of the Director General of FAO,  
Your Excellencies the Ambassadors,  
Honourable Guests,  
Ladies and Gentlemen.

The event that brings us together today is of great importance as it constitutes a forum where eminent crop protection specialists are gathered to design a sustainable strategy for preventive control of the Desert Locust.

This extremely destructive pest of crops and pastures is also one of the most formidable.

The selection of our country for hosting this important meeting is not just a matter of chance, but the consequence of obvious scientific and technical considerations.

Located in a favourable position for the development of the Desert Locust, our country lies directly on the path between the northern and southern part of the Sahara.

A strengthening of cooperation between the countries of the subregion has always been a farsighted concern of His Excellency, President Maouiya Ould Sid'Ahmed Taya of the Islamic Republic of Mauritania.

Honourable participants,

The agricultural sector holds an important place in the development policies of both the Maghreb and Sahelian countries. It is the source of livelihood for the people and contributes significantly to the gross domestic product of these countries.

It is for this reason that the countries have designed development programmes to ensure food security and to attain the objective of food self-sufficiency. This enormous challenge can only be met through conditions conducive to agricultural development based on technological progress. The objectives hinge on the appropriation of different means for controlling crop pests, mainly the Desert Locust, which is a real threat to crops and pastures.

Despite combined efforts, the locust threat still remains a constraint to agricultural development in certain countries, particularly low-income countries.

The efforts of African and Sahelian countries—with the commendable support of FAO and our bilateral and multilateral partners—have led to a new preventive control programme to help them confront this increasingly devastating scourge. The programme implemented by EMPRES spearheads all the national, regional, and international policies and initiatives taken towards this end.

We firmly believe that the implementation of the Programme will significantly limit the adverse effects of the Desert Locust on agricultural production.

I am certain that the work you will accomplish in the coming days for programming the activities will be decisive for the implementation and success of the EMPRES Programme in our region.

Honourable participants,

The policy of the government of Mr Cheikh El Avia Ould Mohamed Khouna focuses intense efforts on control of crop pests. Its concrete result is the creation of a centre specializing on the Desert Locust and the establishment of related research and experiments with the generous support of our development partners. These different actions are oriented increasingly towards biological control and alternative methods for minimizing the effects of chemicals.

I once again thank FAO and all our other partners who support these efforts to control the Desert Locust.

I wish the representatives of the different countries and organizations a pleasant stay and declare the EMPRES Workshop for the Western Region open.

Thank you.

## Workshop programme

### Sunday, 11 February 2001

09:30	Welcome
10:00-10:30	Opening of Workshop
10:30-11:00	Cocktail
11:00-12 30	Introduction of participants Workshop programme Presentation of EMPRES (A. Hafraoui) Extension of the programme to the Western Region (M. Lecoq)
12:30-14:00	Lunch break
14:00-15:30	EMPRES Central Region Programme (C. Pantenius) Preventive control in the Western Region (T. Benhalima) Agreement for the creation of CLCPRO (A. Hafraoui)
16:00-17:30	Situation in the Western Region and activities conducted since 1998 (A. Monard) Examples of changes in national situations since 1998 (C. Mahatan, M. Sissoko, and M. Aliesh)

### Monday, 12 February 2001

08:30-10:30	Presentation of work methodology Establishment of the project planning matrix of the Programme Objectives and outputs
11:00-12:30	Establishment of the project planning matrix of the Programme (cont'd) Activities
12:30-14:00	Lunch break
14:00-15:30	Establishment of the project planning matrix of the Programme (cont'd) Important assumptions
16:00-17:30	Establishment of the project planning matrix of the Programme (cont'd) Objectively verifiable indicators (OVIs) for the project purpose Separation into groups

### Tuesday, 13 February 2001

08:30-10:30	Determination of OVIs and means of verification for outputs (group discussions)
11:00-12:30	Plenary session for validation of OVIs
12:30-14:00	Lunch break
14:00-15:30	Establishment of workplan (group discussions)
16:00-17:30	Establishment of workplan (group discussions)

### **Wednesday, 14 February 2001**

08:30-10:30	Establishment of workplan (group discussions)
11:00-12:30	Establishment of workplan (group discussions)
12:30-14:00	Lunch break
14:00-15:30	Plenary session for presentation of results of group discussions
16:00-17:30	Validation of final workplan

### **Thursday, 15 February 2001**

10:00-11:30	Follow-up of conclusions of the Workshop and proposals for implementation of the workplan Presentations by representatives of member countries Presentations by representatives of donors Reading of final resolution Workshop evaluation
12:30	Closing of Workshop



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## Workshop evaluation

### What I like

- Excellent preparation by Mauritanian colleagues
- Good guidance by the Moderator—he is familiar with the method
- The workshop results are reasonable and provide a good basis for further implementation of the Programme
- Workshop organization
- I like everything
- Good commitment of the participants; positive workshop spirit
- Constructive result of the method
- The frank dialogue that characterized the discussions
- Level of detail for objectives, outputs, and activities
- Communication between the participants
- The method ensured coherence of proposals
- Overall preparation of the workshop
- Climate in which the discussions were held
- Hospitality of Mauritania
- To take a cup of tea during a work session
- Active participation of donors
- Quality of moderation
- Application of the PPM method
- Participatory approach was generally very effective
- Organization and coordination
- Organization—particularly how the sessions worked
- Method, moderator, work programme
- Hospitality
- Dinner offered by the host country
- Organization
- Workshop organization and the participatory approach
- Hospitality and logistics
- Importance given to donors
- Programme content
- Results and quality of discussions
- The moderator
- Open discussions
- Successful workshop organization
- Hospitality of the host country

### **What I don't like**

- Laboriousness of certain stages and lack of time to integrate the results of group discussions
- It would have been better to be sure of the financing of the Programme prior to the Workshop
- Lack of clarity on the link between the 1998 programme proposal and this Workshop
- Resolution of activities (Wednesday afternoon) not optimal
- Absence of certain donors
- Given the limited time available for planning, it would have been preferable to use the base document for all planning to avoid any contradiction
- Low involvement of donors
- No definition of certain activities specific to certain countries
- Too much food
- Sand storm
- Dust
- Sand storm

## List of Acronyms

AGPP	Plant Protection Service, FAO
CERES	Centre de recherche scientifique, Locustox Dakar
CIRAD	Centre de coopération internationale en recherche agronomique pour le développement, France
CLAA	Centre de lutte antiacridienne, Mauritania
CLCPANO	Commission FAO de lutte contre le criquet pèlerin en Afrique du Nord-Ouest,
CLCPRO	Commission FAO de lutte contre le criquet pèlerin en région occidentale
CNLAA	Centre national de lutte antiacridienne, Morocco
CR	Coordination régionale, EMPRES Central Region
DLCC	Desert Locust Control Committee
DLIS	Desert Locust Information Service, F
EMPRES	Emergency Prevention System for Transboundary Animal and Plant Pests and Diseases
FAO	Food and Agriculture Organization of the United Nations
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit, Germany
IDB	Islamic Development Bank
INPV	Institut national de protection des végétaux, Algeria
NPO	National Professional Officer
OADA	Organisation Arabe pour le développement de l'agriculture, Khartoum
OCLALAV	Organisation commune de lutte antiacridienne et de lutte antiaviaire
OVI	objectively verifiable indicators
PC	Poste de Commandement
PP	plant protection
PRIFAS	Acridologie opérationnelle, Programme protection des cultures, CIRAD-AMIS, France
TBA	To be advised
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
ZOPP	Objective-oriented project planning