



Food and Agriculture
Organization of the
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OFFICE OF EVALUATION

Project evaluation series

Evaluation of the Emergency Prevention System (EMPRES) Programme in Food Chain Crises

ANNEX 1. Terms of reference

ANNEX 2. Historical workshop agenda
and list of participants

October 2016

PROJECT EVALUATION SERIES

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**FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS
OFFICE OF EVALUATION**

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Annex 1. Terms of Reference

1. Introduction and background

1. In November 2015, the Food and Agriculture Organization of the United Nations (FAO) Programme Committee requested the Office of Evaluation (OED) to undertake evaluations of the progress made towards the five Strategic Objectives (SOs) of the Strategic Framework. The first evaluation that is being carried out and will be presented at the November 2016 Programme Committee is the Evaluation of Strategic Objective 5: Increase the resilience of livelihoods to threats and crises. The Emergency Prevention System (EMPRES) Programme, in addition to being largely normative work of FAO, also constitutes a major area of work of SO 5, contributing mainly, though not exclusively, to Outcome 502 – Countries and regions provide regular information and early warning against potential, known and emerging threats. Following an agreement with FAO Senior Management¹ and the Food Chain Crisis Intelligence and Coordination Unit, the Office of Evaluation (OED) decided to carry out a separate and independent evaluation of the EMPRES Programme to look at its technical and operational capacities in order to enhance EMPRES delivery. This evaluation will partially contribute to the SO 5 evaluation, but will be conducted in parallel and with a distinct evaluation management arrangement and with a longer time frame.
2. The evaluation of the EMPRES programme had been originally proposed by the Food Chain Crisis Intelligence and Coordination Unit and discussed with the Office of Evaluation (OED) about three years prior to the current Terms of Reference, but had never been included in the evaluation work plan of the Office of Evaluation (OED). The evaluation of SO 5 seemed the best moment to finally carry out the EMPRES evaluation. The rationale for conducting it as a separate exercise from the SO 5 rests mainly in considerations around focus, complexity, timing and utilization.
3. The EMPRES evaluation will be completed after the SO 5 evaluation but it is expected that it will be able to contribute to main strategic findings and evidence to be used in the SO 5 evaluation analysis. This will be achieved by carrying out the initial scoping phase and part of the main evaluation of the EMPRES evaluation at the same time as the SO 5 evaluation process, especially in terms of country case studies and interviews with staff at FAO headquarters and regional and subregional offices, as well as with key partners. The preliminary findings from EMPRES will be used in the SO 5 evaluation, together with parallel evidence on the broader early warning, intelligence and prevention systems covering other areas of work of FAO around food safety, trade and markets, which in the past have benefited from separate and dedicated programme evaluations.
4. Due to its complexity, EMPRES warrants a complete and fully dedicated evaluation exercise to obtain more detailed and articulated evidence on which to assess the future strategic direction, institutional and partnership, arrangements plus implementation of

¹ This evaluation was requested by the Programme Coordinator of Strategic Programme 5 and the separate evaluation process in a sequence with SO 5 was agreed with Assistant Director-Generals for the Agriculture and Consumer Protection Department (AG) and Technical Cooperation and Programme Management Department (TC).

the EMPRES programme. EMPRES is highly technical and its subjects very diverse in nature with a range of delivery mechanisms, necessitating the formation of a diverse yet balanced and comprehensive team of experts. This also poses challenges in finding this wide range of competent evaluating experts within the required time frame. In addition, some components of EMPRES require their evaluation with other partners because they are joint programmes such as the Crisis Management Centre (CMC).

5. In terms of utilization, some key overarching findings and recommendations will be incorporated in the SO 5 evaluation and therefore presented to the Programme Committee. The full EMPRES evaluation will not be submitted formally to the FAO Governing Bodies, but will be made publicly available as for all FAO evaluation reports. The main utilizers of the evaluation will be the internal FAO senior managers and teams working either directly under, or closely associated with, the EMPRES areas of work and mandate. Other key evaluation audiences will be the external global, regional and national partners and countries, working with, or benefitting from, EMPRES activities, as well as current and potential donors.

2. EMPRES Programme and structure

2.1 The origins of EMPRES

6. The devastating losses over the world from major outbreaks of transboundary diseases, mainly rinderpest and desert locust, were the main stimulus for the establishment of the EMPRES programme in 1994. The 106th FAO Council (June 1994) approved the Emergency Prevention System (EMPRES) for transboundary animal and plant pests and diseases, as an FAO priority programme with the goal of enhancing world food security and fighting transboundary animal and plant pests and diseases. Transboundary diseases as defined by FAO are "those diseases of significant economic, trade and/or food security importance for a considerable number of countries; which can easily spread to other countries and reach epidemic proportions; and where control/management, including exclusion, requires cooperation between several countries"². The mandate was therefore to establish emergency prevention systems for transboundary animal and plant pests and diseases. The two active components are the animal health and plant protection. The core EMPRES precepts are surveillance and monitoring, early warning; early reaction; enabling research and communication; capacity development; and coordination.
7. The EMPRES concept was endorsed by the World Food Summit in 1996, through Commitment 3³ of the Rome Declaration on World Food Security - The World Food

² Extracted from Appendix 4 of the Developing national EMPRES 4.

³ Objective 3.1. of the Plan of Action states that "governments, in partnership with all actors of civil society, and with the support of international institutions, will, as appropriate; seek to ensure effective prevention and progressive control of plant and animal pests and diseases, including especially those which are of transboundary nature, such as rinderpest, cattle tick, foot and mouth disease and desert locust, where outbreaks can cause major food shortages, destabilize markets and trigger trade measures; and promote concurrently, regional collaboration in plant pests and animal disease control and the widespread development and use of integrated pest management practices".

Summit Plan of Action. This commitment was in response to the awareness by the Heads of State and Government of the actual and potential impact of transboundary diseases on human health, livelihoods, national economies and global markets. These transboundary diseases are the principal concern of FAO and are the target of its current strategy for assuring food security, nutrition and sustainable development. The initial major thrust of the programme was rinderpest under the animal health component and desert locusts under plant protection.

8. The 2007 Independent External Evaluation of FAO noted that transboundary pest and disease management was one area of technical cooperation where, as national capacities increase, the demand for FAO support will grow. Furthermore, it noted that transboundary pest and disease management is an area where FAO has a distinct advantage in terms of its normative underpinning.
9. In 2009, EMPRES was expanded to address food safety issues along the food chain, including food-borne pathogens, residues and other contaminants. Thus, the three main components are:
 - EMPRES Animal Health component (including aquatic animals and wildlife);
 - EMPRES Plant Protection component (including forest health);
 - EMPRES Food safety component.

2.2 EMPRES Programme structure

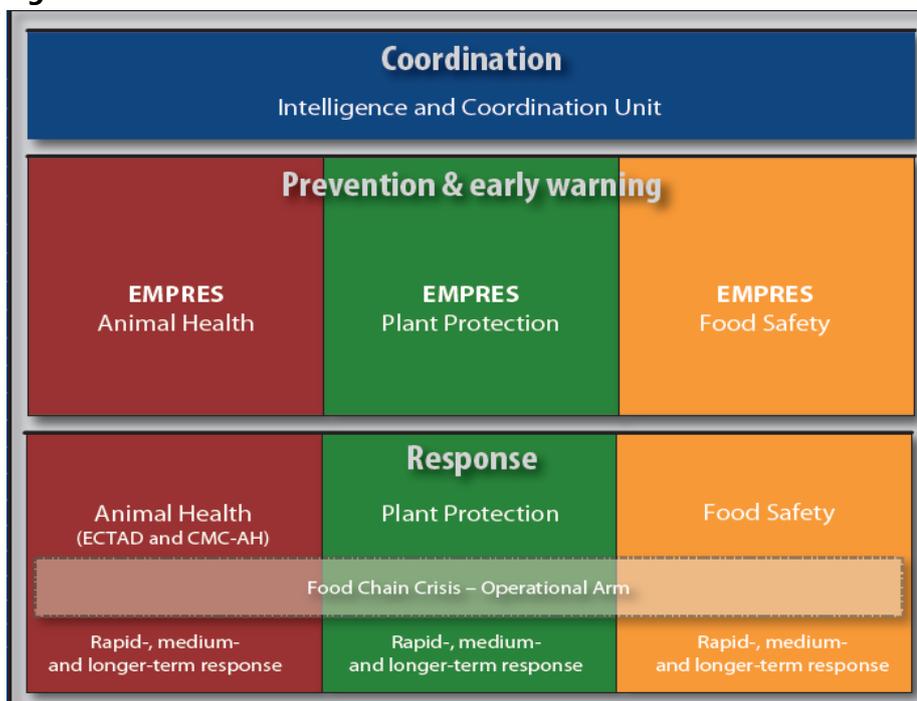
Food Chain Crisis (FCC) Management Framework⁴

10. In the effort to address the challenges of large-scale emergencies emanating from transboundary pests and diseases more effectively, FAO created the Food Chain Crisis Management Framework in 2008 as an approach with the intention to effectively integrate prevention, preparedness and response to emergencies affecting the food chain; subsequently radiological and chemical aspects were included under FCC purview with the tsunami/Fukushima disaster. EMPRES is a fundamental component of FAO's Food Chain Crisis Management Framework. The FCC supports FAO member countries in the fight against threats to the human food chain – including animal health, plant protection and food safety – at all stages, from production to consumption.
11. FCC operates through three interrelated units:
 - **Intelligence and Coordination Unit (FCC-ICU)** provides the overall coordination within the FCC plus long-term risk analysis, risk communication and advocacy. The FCC-ICU is managed by a Coordinator under the direct supervision of the Assistant Director-General of the Agriculture and Consumer Protection Department (AG).
 - **Emergency Prevention and Early Warning/EMPRES** is carried out by the EMPRES components. It works on prevention, early warning and early reaction across the entire food chain.

⁴ Background of the FCC Framework extracted from the Director-General's Bulletin-DGB 2010/24 Rev1.

- **Emergency Response** serves as the operational arm of the FCC, by ensuring an adequate response to threats to the food chain.

Figure 1: Structure of the FCC



EMPRES-Animal Health component

12. The EMPRES-Animal Health component was designed to “promote the effective containment and control of the most serious epidemic livestock diseases as well as emerging diseases, by progressive elimination on a regional and global basis, through international cooperation involving early warning, rapid reaction, enabling research and coordination”. In 1996, there was the first EMPRES-Animal Health expert consultation, where they identified the target diseases as those of strategic importance, those requiring tactical attention and those evolving or emerging diseases. The principal thrust since EMPRES-Animal Health inception was to promote the global eradication of rinderpest.⁵
13. EMPRES-Animal Health currently focuses on about 12 to 14 diseases of transboundary nature, which are: foot and mouth disease, rinderpest, contagious bovine pleuropneumonia, sheep and goat pox, peste des petits ruminants, highly pathogenic avian influenza, Rift Valley fever, Newcastle disease, African and classical swine fever, equine encephalitis, and under certain circumstances rabies and brucellosis. EMPRES-Animal Health embraces the One Health approach in addressing animal health issues at the human-animal ecosystems interface.⁶

⁵ Extracted from EMPRES developing national emergency prevention systems for transboundary animal diseases, page 1.

⁶ One Health is jointly pursued by FAO, World Organisation for Animal Health (OIE) and World Health Organization (WHO). It is a viable approach to address the multidimensional challenges that are rapidly evolving in a changing world. This approach recognizes that animal disease prevention and control in the past emphasized transmission disruption without addressing root causes of disease emergence. It emphasizes that to better comprehend disease emergence at its most fundamental level, there is a need to understand the key drivers of disease emergence.

14. EMPRES-Animal Health component is functioning under the Animal Health Service, which has greatly evolved in the last 15 years. The changes (mainly decentralization and the establishment of other transboundary animal diseases (TADs) programmes such as the Emergency Centre for Transboundary Animal Diseases (ECTAD; 2004), the Crisis Management Centre-Animal Health (CMC-AH; 2006), the peste des petits ruminants control programme (PPR; 2016), the Global Framework for the Progressive Control of Transboundary Animal Diseases (GF-TADs; 2004), Global Early Warning System (GLEWS; 2007) and the European Commission for Foot and Mouth Diseases (EU-FMD; 1954) have greatly affected the role and impact of the EMPRES-Animal Health team. Before the changes, EMPRES was the core and dominant component of the Animal Health portfolio. Strategically, significant components of the Animal Production and Health Division's (AGA's) Animal Health portfolio fall under EMPRES but as of 2004/2005 most of country projects fall under ECTAD and its Emerging Pandemic Threats Programmes (EPT 1 and 2).⁷ For example, ECTAD has significant presence at the regional and country level and in principle, ECTAD facilitates and promotes EMPRES early warning and response work but is officially obliged to report directly to EMPRES.

EMPRES-Plant Protection component

15. This component initially focused on the desert locust, a migratory pest that, during crises (upsurges and plagues), can move rapidly in large swarms, devastating crops in its path. The desert locust programme focused on strengthening the preventive desert locust management capacity of 18 desert locust-affected countries in Africa and the Near East to minimize the risk of desert locust plagues. To be noted that global information on desert locust is managed at FAO headquarters by the Desert Locust Information Service (DLIS), which monitors desert locust populations and environmental conditions on a daily basis and provides early warning to member countries through monthly bulletins, forecast, updates and alerts using the latest technology.

16. Due to recent locust outbreaks in Central Asia, Southeast Asia and Eastern and Southeastern Africa, which involved other locust species, namely Migratory Locust, Moroccan Locust, Italian Locust and Red Locust, EMPRES now addresses other locust species as well as invasive plant pests, adopting the successful desert locust management model to mitigate these other transboundary threats.

17. EMPRES-Plant Protection also addresses other transboundary plant pests and diseases. Non-locust threats include armyworm in Eastern and Southern Africa, affecting agro-pastoral resources and livelihoods; fruit flies, impacting the horticultural industry in more than 30 African countries; wheat rust diseases affecting Africa, Near East and Asia and coffee leaf rust affecting coffee plantations in Central America as well as banana diseases (Bunchy Top Disease; Bacterial Wilt Disease, Fusarium Wilt Disease); cassava (Mosaic Virus and Brown Streak Virus) and maize (Maize Lethal Necrosis) diseases in Africa and Asia. While most of non-locust pests and diseases are generally covered through regional activities, wheat rust disease and banana Fusarium wilt disease are handled through global programmes. In this area, the evaluation will also cover the

⁷ Refer to Appendix 1 for brief of ECTAD and the EPT-Programme

partnership between FAO and the International Plant Protection Convention (IPPC) and its Secretariat, which is hosted in FAO.

18. As far as locusts are concerned, three FAO regional commissions for controlling desert locust were established (more than half a century ago for the first one) to better deal with the desert locust. They work closely with their member countries based on annual plans prepared together during their sessions (every two years) and, in addition in the case of the Western Region, during annual EMPRES Liaison Officer Meetings. Furthermore, a regional Programme is being implemented in the Caucasus and Central Asia area, within the framework of EMPRES. These three desert locust commissions and the Caucasus and Central Asia Programme are described in Appendix 1.
19. Concerning plant diseases, Global Programmes on Wheat Rust Disease and Fusarium Wilt of Banana are designed to plan and deliver technical support of the Organization through a coordinated approach at global level. There is no permanent regional or international institution or centre to facilitate work implementation; activities are designed and carried out in collaboration with headquarters and decentralized offices as well as with external partners. Key components of the programmes include awareness raising and advocacy at global level as well as technical support for surveillance, contingency planning, best agricultural practices, preventive measures, regional and global collaboration and response to outbreaks when needed.

EMPRES-Plant Protection Information Systems:

- Desert Locust Watch⁸
- Locust Watch in Caucasus and Central Asia

EMPRES-Food Safety

20. The food safety component complements FAO's well-established EMPRES systems in animal and plant health. Leveraging FAO's position as the premier intergovernmental organization on food, EMPRES-Food Safety works with FAO Members and numerous national agencies with food safety-related responsibilities, including the Codex Alimentarius or "Food Code" established by FAO and the World Health Organization (WHO) in 1963, in an integrated, transparent and neutral manner to prevent food safety emergencies. A major component of the initiative has been the Early Warning initiative, which started with systematic reviews, expert survey and interviews in 2012⁹ and resulted in a training handbook that has been piloted during workshops in East Africa (2014), Middle East (2015) and West Africa (2016). The focus has been on the improvement of capacity development on food safety surveillance in the countries.
21. The joint FAO/WHO International Food Safety Authorities Network (INFOSAN) is a key element of EMPRES-Food Safety to rapidly alert member states about food safety hazards of international concern.

Food Safety Information Systems:

- The International Food Safety Authorities Network

⁸ Desert Locust Watch is operated by the Desert Locust Information Service can be accessed at <http://www.fao.org/ag/locusts/en/info/info/index.html> and information on Locust Watch in Caucasus and Central Asia can also be accessed at <http://www.fao.org/ag/locusts-CCA/en/index.html>

⁹ <http://www.fao.org/3/a-i4082e.pdf> and <http://www.fao.org/3/a-i4061e.pdf>

Key Food Safety Partners:

- World Health Organization
- FAO/International Atomic Energy Agency (IAEA) joint division for nuclear techniques

2.3 EMPRES main outputs

22. The following are the main outputs of the EMPRES programme:

Monitoring and surveillance

Early detection

- EMPRES promotes event reporting;
- EMPRES enhances the capabilities of laboratories and specialized units within the ministries of Agriculture.

Early warning

- EMPRES monitors trends and tracks events.

Preparedness and timely reaction

- EMPRES develops [basic] preparedness plans and conceptual framework guides for contingency plans;
- EMPRES assists and contributes to the application of simulation exercises (field and table top) and practiced contingency plans;
- EMPRES develops and introduces new and environmentally sound control technologies.

Coordination and communication

- EMPRES ensures close collaboration and partnership with affected countries plus FAO Reference Centres or other International Agricultural Research Centres, other International Institutions, as well as interagency coordination;
- EMPRES offers a wide array of publications to improve communication with all stakeholders, internally, across agencies and for the public.

Capacity development

- Capacity development at the international, regional, national and local levels, ensures that EMPRES tools are operational and adapted to the needs/conditions on the ground.

2.4 Delivery mechanisms

23. In terms of delivery mechanisms under the new FAO Strategic Framework, EMPRES is organized under the following Strategic Programme objectives and outcomes:

- **201** - Producers and natural resource managers adopt practices that increase and improve agricultural sector production in a sustainable manner;
- **202** - Stakeholders in member countries strengthen governance – the policies, laws, management frameworks and institutions that are needed to support

producers and resource managers – in the transition to sustainable agricultural sector production systems;

- **203** - Stakeholders endorse/adopt international (including regional) instruments and support-related governance mechanisms for sustainable agricultural production systems;
- **204** - Stakeholders make evidence-based decisions in the planning and management of the agricultural sectors and natural resources to support the transition to sustainable agricultural sector production systems through monitoring, statistics, assessment and analysis;
- **401** - Supporting the development of new and revised international standards for food safety and quality and for plant health;
- **404** - Supporting public sector institutions to provide national public services related to plant and animal health, food safety and quality;
- **501** - Countries and regions adopt and implement legal, policy and institutional systems and regulatory frameworks for risk reduction and crisis management;
- **502** - Countries and regions provide regular information and early warning against potential, known and emerging threats;
- **503** - Countries reduce risks and vulnerability at household and community level;
- **504** - Countries and regions affected by disasters and crises prepare for and manage effective responses.

24. Under the previous strategic framework, EMPRES highlighted as one of the Impact Focus Areas contributed to the following outcomes:¹⁰

- **A02** - Risks from outbreaks of transboundary plant pests and diseases are sustainably reduced at national, regional and global levels;
- **A03** - Risks from pesticides are sustainably reduced at national, regional and global levels;
- **B02** - Reduced animal disease and associated human health risks;
- **C04** - Members and other stakeholders have benefited from increased production of fish and fish products from sustainable expansion and intensification of aquaculture;
- **D03** - National/regional authorities are effectively designing and implementing programmes of food safety and quality management and control, according to international norms;
- **E04** - Sustainable management of forests and trees is more broadly adopted, leading to reductions in deforestation and forest degradation and increased contributions of forests and trees to improve livelihoods and to contribute to climate change mitigation;
- **I01** - Countries' vulnerability to crisis, threats and emergencies is reduced through better preparedness and integration of risk prevention and mitigation into policies, programmes and interventions;
- **I02** - Countries and partners respond more effectively to crises and emergencies with food and agriculture-related interventions;
- **I03** - Countries and partners have improved transition and linkages between emergency, rehabilitation and development.

¹⁰ FAO Medium Term Plan 2010-2013 and PWB 2010-11, accessed on <http://www.fao.org/docrep/meeting/017/K5831E.pdf> (Figure 3 - Impact Focus Areas, page 22).

3. Objectives of the Evaluation

25. The objective of the Evaluation is to assess the current and future, global, regional and national relevance of the EMPRES framework and programmes in the dynamic and evolving context of threats, risks, response needs and gaps in preparedness and response over the broad sphere of food chains. It will do this by reviewing the relevance, results, connectedness¹¹ and effectiveness of the architecture of the EMPRES framework in terms of its overall and specific technical mandates and the pillars of early detection, early warning, preparedness, timely reaction, capacity development, coordination, research and intelligence, communication and response. It will explore how the programme has evolved from its foundation in 1994 to the present.
26. The ultimate objective is to provide FAO, the SO 5 Programme team, the Agriculture and Consumer Protection Department (AG), the Forestry Department (FO) and the Fisheries and Aquaculture Department (FI) the Special Office for Food Safety and the FCC/EMPRES and their internal and external partners with lessons and evidence which can be used to assess the current and future strategic focus to support delivery of the EMPRES mandate¹² as well as to support the contributions to the delivery of the FAO Strategic Objective 5 and the requests of regional offices and member countries.

4. Scope

27. It is critical to define the scope of the EMPRES evaluation because there is a significant difference between what the formal boundaries of the programme in terms of staffing and portfolio are and what it actually covers in terms of mandate and partnerships, which is potentially very broad. EMPRES brings together three major areas of FAO's corporate work (EMPRES Animal Health, Plant Protection and Food Safety), each with its universe of governance, partnerships, national and global stakeholders, standard setting, delivery mechanisms, assessment of ongoing and emerging threats, risks and outbreaks.
28. In a narrow understanding, based on the funding and staffing profile of EMPRES, the programme is limited to FAO headquarters, under the coordination of the Food Chain Crisis Intelligence and Coordination Unit based in the office of the Assistant Director-General of the Agriculture and Consumer Protection Department (AG), and with all its staff and funding in the technical divisions (that is Animal Production and Health Division (AGA); Plant Production and Protection Division (AGP); and Office of Food Safety, AGF) and the Emergency Division for the CMC-Animal Health (with participation also from the World Organisation for Animal Health (OIE)). In addition to the three main technical areas of transboundary animal health, transboundary crops pests and

¹¹ Connectedness in terms of organizational relationships, its work on capacity development, the sustainability of its interventions and resilience building strategies.

¹² As described in numerous documents and fora: World Food Summit Plan of Action commitment 3 and 5, Animal Production and Health Division (AGA) mission and work plan; IFA-EMPRES and Medium Term Plan 2010-2013; One Health Action Plan 2011-2015; Global Framework-TADs global and regional five-year action plans; Member country needs expressed by regional conferences and Committee on Agriculture; Country CPFs; International resolutions, FAO's conference resolutions, Governments (Head of States and Ministers); the Emergency Center for Transboundary Animal Disease Director-General bulletin; ECTAD decentralization concept note; Interdepartmental Working Group One Health.

diseases and food safety, the EMPRES programme also has smaller-scale contributions from forestry/wildlife and fisheries-related transboundary risks and threats and these will also be covered by the evaluation.

29. The EMPRES evaluation will focus on the current technical capacities of EMPRES housed within the Plant Production and Protection Division (AGP), Animal Production and Health Division (AGA) and AGF, (Fisheries and Aquaculture Policy and Resources Division (FIA) and Forestry Policy and Resources Division (FOA)), and the related emergency response implemented jointly with the Emergency and rehabilitation Division (TCE). It will evaluate the ability of EMPRES to respond with its current capacities and partnerships to requests of countries for action on transboundary animal and plant pests and diseases and food safety. The objective is to provide strategic recommendations to EMPRES teams and FAO Senior Management to enhance EMPRES capacities and enable it to respond more effectively to Member Countries' requests.
30. The evaluation will also consider the EMPRES Programme beyond its narrow official definition. Indeed EMPRES implements its mandate and activities in partnership and through collaborative efforts with many other stakeholders, both internal to FAO and external ones. The scope of the evaluation, while keeping as a primary focus the mandate and activities falling directly under EMPRES, will have to explore them by also covering both the internal and external strategies, joint activities and partnerships and its broader institutional set-up. As the EMPRES Programme has never been evaluated as a whole, the evaluation will provide a 'light' coverage of EMPRES, from 1994 (year of its foundation) to 2012 and a more in-depth and comprehensive analysis of the period from 2013 (year in which FAO started to implement Strategic Objective 5) to the present.

5. Evaluation criteria and questions

31. The evaluation has several dimensions to it (the historical evolution, the organizational and institutional set-up and effectiveness, the delivery of services and collaborative action supported by highly specialized technical expertise in the various EMPRES components, including the timely response capacity of the CMC-Animal Health). Each of these components will require a dedicated combination of evaluation questions and lines of enquiry, each of them supported by a set of tools and methods which may differ from one component to the other. The three major and two minor technical components and the CMC-Animal Health will be treated as separate case studies contributing to the overall evaluation, while the organizational, institutional, partnership and capacity dimensions will constitute the overarching framework through which the 'case studies' will be brought together in a broader evidence framework.
32. The evaluation will analyse the evidence from each of the case studies and present lessons and forward-looking recommendations both for EMPRES and SO 5 as a whole, as well as across technical areas and/or regions. The evaluation will carry out a relatively light touch review of results for the period from 1994 to 2012 and a more in-depth analysis of intermediary results contributing to the SO5 Outcomes from 2013 to date.

33. The overarching questions are a set of two questions focusing on two main areas:
- I. relevance and strategic positioning**
 - II. delivery of results**
34. Each of these questions will be asked (and adapted) for each of the specific EMPRES components and the findings will be brought together and aggregated to form an overarching assessment of the EMPRES programme as a whole.
35. Specifically, the overarching evaluation questions will be:
- a) What is the relevance and strategic positioning of the EMPRES programme as a whole within the global context and trends of transboundary threats and crises across the food chain and the extent to which the single components are part of a coherent whole contributing to the FAO Strategic Objectives?
 - b) How effective is the organizational, institutional, collaborative and partnership environment and arrangements of the EMPRES programme as a whole and to what extent and how is it supporting the delivery of results on early warning, intelligence, crisis prevention and response (especially for the CMC-Animal Health), coordination, innovation, research and communication?
 - c) What is the relevance and the strategic positioning of each of the three components on transboundary animal health and diseases, transboundary plant and crops pests and diseases and food safety as well as the contributions under forestry/wildlife and fisheries, and what is the extent to which they represent areas of comparative advantage of FAO, where FAO may provide leadership and respond to the challenges and needs of each of the components at the global, regional and national levels?
36. These questions will be further articulated and adapted to each of the components in an Evaluation Matrix, which will guide the lines of enquiries of the evaluation team and determine the methodology.

6. Methodology

37. As highlighted in Section 5, the evaluation covers a programme which has very diverse components and a long historical timeline. In order to accurately capture all the different aspects of the work, the evaluation will use a mixed set of methodological approaches and evidence sources which may vary from one to the other, as each of the areas of work has its own specific history and landscape. The ultimate aim of the evaluation will be to pull all the different narratives into one single piece of analytical evidence that can provide FAO with lessons on how to make the best use of EMPRES as a whole *vis-à-vis* the delivery of SO 5 to its constituencies.
38. The evaluation will make use of the following methods:
- review of portfolio activities and projects, programmes and strategy documents;

- review and synthesis of findings and lessons of past evaluations for the highly pathogenic avian influenza and desert locusts as well as evidence on any of the areas of work contained in country, regional and thematic evaluations;
- surveys of internal and external partners and platforms;
- interviews with FAO staff and external partners who are key informants on EMPRES from 1994 until 2011;
- interviews with FAO staff and external partners currently working with EMPRES or closely associated programmes and bodies (commissions, standard setting institutions, intelligence and research units, etc.). These will be carried out either face to face (during SO 5 field missions and supplementary missions as needed) as well as remotely;
- expert analysis based on research, assessments and other available documentation on the technical aspects of EMPRES outputs and results, carried out by subject matter specialists;
- historical workshop with key informants and stakeholders (i.e. FAO staff who were involved in key moments of EMPRES since its inception). The workshop will use an adapted After Action Review methodology to reconstruct the evolutions, results, gaps and lessons from a historical perspective.
- the proposed development of Theory of Change exercise with stakeholders for each of the EMPRES components. This will then be aggregated into an overarching Theory of Change for EMPRES as a whole.¹³

7. Management arrangements

39. The Office of Evaluation (OED) Evaluation Manager will act as team leader for this evaluation and will be responsible, under the overall supervision of the Office of Evaluation (OED) Strategic Objective 5 Senior Evaluation Officer and the Office of Evaluation (OED) Director for the management and conduct of the evaluation as well as for the final report. Given the complex technical and institutional nature of the EMPRES programme, she will work in close collaboration with an independent, external senior evaluation expert that will be associated to the evaluation from the inception phase until its completion. The senior evaluation expert and the Office of Evaluation (OED) Evaluation Manager will jointly develop the Evaluation Matrix, select the most appropriate methodological tools and the subject matter technical specialists to review the major components of EMPRES, supervise the surveys and analytical work as well as conduct the interviews and field visits. Both the Office of Evaluation (OED) Manager and the Senior Evaluation Expert are also part of the SO 5 evaluation team, so they will be feeding the EMPRES findings and results into the SO 5 evaluation. They will be jointly responsible for drafting the final report.

¹³ The feasibility of this activity will have to be further discussed and agreed with the Reference Group.

40. The evaluation will be carried out in close and constant dialogue and regular exchanges with the group of evaluation stakeholders more directly involved in EMPRES. This group will include the coordinator of the Food Chain Crisis Intelligence and Coordination Unit, the heads and key staff of the three main EMPRES components, as well as the CMC-Animal Health, and the fisheries and forestry staff who are working part-time for EMPRES. In addition, the Reference Group will also benefit from the contributions of the SO 5 focal point animal health and the Chief Veterinary Officer. The Reference Group will receive regular updates on the evaluation conduct from the Office of Evaluation (OED) Evaluation Manager and will provide their views and feedback on the selection of the technical subject matter area specialists, each relative to their own area of expertise. Together with the broader group of evaluation stakeholders, they will provide feedback and comments to the evaluation Terms of Reference as well as to the draft report and recommendations.
41. The Directors of the relevant technical Divisions, the SP 5 Leader and the Assistant Director-Generals of the Agriculture and Technical Cooperation Departments will also be kept informed and will be able to provide comments to the evaluation Terms of Reference and draft report.
42. The World Organisation for Animal Health will be informed about the evaluation by the Office of Evaluation (OED) and there will be a joint decision on their degree of active involvement. At a minimum, they will receive the evaluation Terms of Reference and draft evaluation report for feedback and comments.
43. The evaluation team will conduct a stakeholder mapping early on in the evaluation process, identifying both the internal and external partners. The evaluation team, jointly with the Reference Group, will decide who else of the stakeholders and partners should be involved in the review and feedback processes for the draft evaluation report and/or the evaluation Terms of Reference. FAO Senior Managers (SP 5, Assistant Director-Generals technical, operations and regional) will be informed and consulted at key moments in the evaluation process (sharing of Terms of Reference and of draft report).
44. From an evaluation perspective, the process will benefit from peer reviews (Terms of Reference and draft report) from the SO 5 Team Leader/Evaluation Manager and another colleague in the Office of Evaluation (OED) with a background in animal health and emergency response.
45. The evaluation may avail itself of external quality assurance experts that may be requested to review the key evaluation products (Terms of Reference, Evaluation Matrix, draft report) both from an evaluation perspective and from a technical one. This will be decided subsequently based on an ongoing assessment of the possible weak areas of the evaluation conduct.

8. Team composition

46. In addition to the Office of Evaluation (OED) Evaluation Manager/Team Leader and the Independent Senior Evaluation Expert, it is foreseen that the EMPRES evaluation will comprise the following team members:

- an epidemiologist specialized in transboundary animal diseases in developing countries;
- a food safety specialist;
- an acridologist/entomologist, specialized in desert locusts;
- a plant pathologist, specialized in transboundary crops and plants diseases;
- a fish and aquatic diseases expert (this area could be covered by the epidemiologist);
- a forest diseases specialist/entomologist (this area could be covered jointly with the plants component);
- an Office of Evaluation (OED) evaluation analyst who will be responsible for collecting and analysing the portfolio as well as other secondary information reports and data;
- an expert in FAO response systems, capacity development and partnerships who will be focusing on the CMC-Animal Health response mechanisms and effectiveness as well as on the internal and external partnership surveys.

47. Based on the inception phase and the emerging issues, the evaluation team may also decide to avail itself of shorter inputs from experts in one or more of the following technical areas: plant pests (other than locusts), forest pathology and fish diseases.

9. Evaluation timeline

48. The evaluation will be conducted according to the following time frame:

Table 1: Evaluation timeline

Dates	Evaluation phase/activity	Responsibility (Evaluation Manager: EM / Evaluation Analyst: EA / Senior Evaluation Expert: SEE)
May-June 2016	Scoping phase	Office of Evaluation (OED) EM and EA
End June 2016	Draft Terms of Reference and internal Office of Evaluation (OED) peer review	OED EM and OED peer reviewers
By 20 June 2016	Recruitment of the Senior Evaluation Expert (initially joining as part of the SO 5 team but with days dedicated to the EMPRES evaluation)	OED EM

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20-28 June	Initial EMPRES interviews and review workshop with the Reference Group	OED EM and EA and SEE
By 15 July 2016	Feedback on the ToRs	Reference Group
July 2016	SO 5 field missions (covering EMPRES programmes)	OED EM, EA and SEE
By 8 Sept. 2016	Call for Expression of Interest for evaluation technical experts	
By third week in October 2016	Recruitment of the technical experts (with individual ToRs) and of the response, capacity development and partnership expert and of the technical experts Identification and recruitment of the external QA experts	OED EM, EA and SEE – in close consultation with Reference Group
By 30 October 2016	Finalization of the ToRs	OED EM and EA
October/December 2016	Partnership and capacity development surveys Documents and evaluations review	Evaluation experts
November 2016- January 2017	Evaluation team in Rome and additional country and partners visits	OED and evaluation experts
23-27 January 2017	Workshop presenting initial findings and conclusions in Rome, including initial findings presented during the CMC Steering Group Meeting (date tbd)	OED, evaluation experts and Reference Group
By 15 February 2017	Draft report	OED EM, EA and evaluation experts
By 22 February 2017	Internal peer review and external QA	OED and QA Group
By 7 March 2017	Feedback and comments to draft report	Reference Group, FAO Senior Management
By 15 March 2017	Final report issued and sent for Management Response	OED EM and EA
By 31 March 2017	Management Response completed	Reference Group and FAO SM
By 15 April 2017	Evaluation report and Management Response published on the OED website. Report disseminated to internal and external partners	OED EM and Communication Team

10. Appendices to the Terms of Reference

Appendix 1. Brief of related Animal Health TAD Units and Programmes

Emergency Centre for Transboundary Animal Disease (ECTAD)

1. ECTAD was established in December 2004, by the Director-General of FAO in the context of FAO's commitments in the fight against H5N1 highly pathogenic avian influenza to enable an enhanced response by associating the Animal Production and Health Division (AGA) and the Emergency and Rehabilitation Division (TCE) in this operation.
2. ECTAD is headed by FAO's Chief Veterinary Officer as ECTAD Manager and composed of four groups:
 - **Group 1:** Early warning, situation monitoring and information dissemination coordination;
 - **Group 2:** Emergency response, operational monitoring through field projects coordination;
 - **Group 3:** Socio/economic; rehabilitation, institutions and policy;
 - **Group 4:** Elaboration and harmonization of strategies and guidelines, regional and international events.
3. The ECTAD Regional Unit in the FAO Regional Office for Asia and the Pacific (RAP) was established in December 2005. When H5N1 highly pathogenic avian influenza spread to Africa, the Middle East, Central Asia and Europe early in 2006, regional ECTAD units in those regions were established with extra-budgetary resources (also in the Americas when H1N1 was a threat, though this was short-lived). In Africa and in the Near East, FAO and the World Organisation for Animal Health (OIE) established five Regional Animal Health Centres (RAHC). The establishment of these centres started at the end of 2006 in Bamako, Mali, with the FAO Director-General's support on a project approach basis using extra-budgetary funds. ECTAD Regional Units were put in place and made operational in Beirut, Tunis, Bamako, Gaborone and Nairobi.¹⁴ ECTAD regional managers are responsible for regional programmes and backstopping to country units.
4. In 2016, the United States Agency for International Development (USAID) funded the Emerging Pandemic Threats Programme (EPT 2), a major initiative that unifies investments in influenza and other emerging viral threats under one strategic umbrella. EPT 2 is housed within ECTAD, is supported by the Emergency and Rehabilitation Division (TCE) for its operations and the EPT Coordinator reports to FAO's Chief Veterinary Officer.

¹⁴ RAHC offices in Tunis and Gaborone have now closed.

Crisis Management Centre – Animal Health

5. CMC-Animal Health is a joint FAO/OIE rapid response mechanism to animal disease emergencies. CMC-Animal Health was launched in 2006 with a mixture of regular programme and extra-budgetary funding. Recognizing the needs of FAO, three RP posts were suggested, including the Manager, but only two were obtained. With the advent of the Food Chain Crisis and the Intelligence and Coordination Unit, one of these posts was transferred under the Assistant Director-General of the Agriculture and Consumer Protection Department (AG. The CMC-Animal Health set-up was envisioned in Global Framework-TADs and ECTAD as a facility for immediate intervention (i.e., 72 hours after official request) in case of disease outbreaks where FAO intervention was deemed necessary and for rapid assessment missions. As part of ECTAD, the Centre also associates both of FAO's technical (through the Animal Production and Health Division) and operational (through the Emergency and Rehabilitation Division) expertise. The Centre fields rapid response missions to countries to help diagnose outbreaks of animal diseases, assess the disease epidemiology and recommend immediate measures to prevent or stop disease spread.

6. The Centre works closely with the Global Early Warning System (GLEWS) (see below) and has now been resituated under EMPRES as the Early Response component mentioned above.

Global Framework-TADs

7. The Global Framework for the Progressive Control of Transboundary Animal Diseases (GF-TADs; 2004) is a joint FAO/OIE initiative which combines the strengths of both organizations to achieve agreed common objectives. It is a facilitating mechanism which endeavours to empower regional alliances in the fight against transboundary animal diseases, to provide for capacity building and to assist in establishing programmes for the specific control of certain TADs based on regional priorities. The OIE framework is for resource mobilization and prioritization scheme of TADs.

Global Early Warning System

8. There has also been a consolidated effort by WHO, OIE and FAO to establish a Global Early Warning System (GLEWS) for major animal diseases including zoonosis. The system is mainly used for monitoring data from existing event-based surveillance systems and to track and verify rumours on relevant animal and zoonotic events. The mechanism has provided a global platform that brought together expertise, data, functional networks, operational systems and stakeholders to improve interorganizational coordination and support to Member Countries for detecting, preventing and controlling threats to health and the food chain. GLEWS embodies a cross-sectoral and multidisciplinary collaborative tool in addressing health risks at the human-animal-ecosystems interface.

Up to September 2013 GLEWS was part of EMPRES. It was then made a separate unit with its coordinator reporting directly to FAO's Chief Veterinary Officer.

Appendix 2. Brief of FAO Desert Commissions and Caucasus and Central Asia Programme

Commission for Controlling the Desert Locust in the Central Region (CRC)

9. **CRC** has 16 member countries: Bahrain, Djibouti, Egypt, Eritrea, Ethiopia, Iraq, Jordan, Kuwait, Lebanon, Oman, Qatar, Saudi Arabia, Sudan, Syria, United Arab Emirates and Yemen. The Executive Secretary is Mr Mamoon AlSarai AlAlawi. Cairo is the headquarters for CRC. In the mid-90s, most of the observed outbreaks started around the Red Sea. The first EMPRES-Desert Locust component programme was thus implemented in the central region at that time, with three successive phases. It was concluded in 2006, when activities were handed over to the CRC in order to ensure their sustainability. CRC works with the two other desert locust commissions and also with the Desert Locust Control Organization for Eastern Africa (DLCO-EA).

Commission for Controlling the Desert Locust in the Western Region (CLCPRO)

10. **CLCPRO** has ten member countries from West and North-West Africa: Algeria, Burkina Faso, Chad, Libya, Mali, Mauritania, Morocco, Niger, Senegal and Tunisia. The Executive Secretary is Mr Mohamed Lemine Hamouny, who is also the Coordinator of the EMPRES programme in the Western Region (EMPRES-WR). CLCPRO's headquarters is in Algiers; the Agreement related to the creation of the CLCPRO approved by the Council in November 2000 entered into force on 25 February 2012. The conclusion of the implementation of the first Phase (2006-2010) of the EMPRES-WR Programme was that considerable progresses had been achieved from an institutional and operational perspective: creation of autonomous National Locust Control Units and strengthening of human and material capacities including implementation of early warning and rapid intervention systems in the countries. These results have led to the implementation of a second Phase (2014-2017) to consolidate lessons learned from the first one, and to ensure sustainability of the desert locust preventive control strategy in the Western Region.

FAO Commission for Controlling the Desert Locust in South-West Asia (SWAC)

11. **SWAC** has four member countries: Afghanistan, India, Iran and Pakistan. Mr Keith Cressman, the Senior Locust Forecasting Officer based at FAO headquarters acts as the Executive Secretary for SWAC. The EMPRES programme was never initiated in the Region.

FAO Programme to improve national and regional locust management in Caucasus and Central Asia

12. **The Caucasus and Central Asia Locust Programme** is set to the benefit of ten countries: Afghanistan, Armenia, Azerbaijan, Georgia, Kazakhstan, Kyrgyzstan, Russian Federation, Tajikistan, Turkmenistan and Uzbekistan. This multi-funded Programme, which was developed upon countries' requests to improve the management of three locust pests (Asian Migratory, Italian and Moroccan Locusts), was officially launched in October 2011. It is implemented by the Locusts and Transboundary Plant Pests and Diseases with the assistance of decentralized FAO offices in the ten countries. The Programme is part of the FAO EMPRES approach and is therefore based on the key concepts of locust preventive control. It aims mainly at developing regional

cooperation and strengthening capacities to improve locust survey and control in the respect of human health and the environment.

Past evaluations

13. EMPRES as a programme has never been evaluated as a whole; the table below however shows the past project evaluations that can be linked to or are relevant for the EMPRES/TAD projects and programmes.

Table 2: Past project evaluations

No.		Eval. Year	Type	EMPRES Component	Project Title
1.		1994-1995	Programme	TAD activities (before EMPRES)	Programme Evaluation Report (Chapter 5 FAO Activities for Control of Transboundary plant pests and animal diseases 1986-94)
2.		1998	External Review	Animal Health	EMPRES Livestock Programme
3.		2001	Project	EMPRES-PC	Observatoire des risques des pesticides dans l'environnement du Sahel (Phase IV)
4.		2001	Project	EMPRES-PC	Improving pesticide application techniques for Desert Locust control
5.		2002	Evaluations for governing bodies	EMPRES-PC	"Programme Evaluation of the Emergency Prevention System for Transboundary Animal and Plant Pests and Diseases (EMPRES): Desert Locust"
6.		2002	Project	EMPRES-AH	Controlling Transboundary Animal Diseases in Central Asian Countries (GTFS/INT/907/ITA)
7.		2002	Evaluations for governing bodies	EMPRES-AH	Evaluation of the Animal Health Component of Programme 2.1.3 (Livestock) (
8.		2003	Project	EMPRES-PC	EMPRES Desert Locust Component-Central Region (Highlight: GCP /INT/817/SWI)
9.		2005	Project	EMPRES-PC	EMPRES Desert Locust Component-Central Region (Highlight: GCP /INT/670/NET, GCP /INT/720/USA, GCP /INT/757/USA, GCP /INT/817/SWI, MTF/INT/007/MUL, MTF/INT/008/MUL)
10.		2006	Evaluations for governing bodies	EMPRES-PC	Multilateral Evaluation of the 2003-05 Desert Locust Control Campaign
11.		2006	Project - Joint Evaluation	EMPRES-AH	"Appui à la mise en œuvre du Programme de lutte contre la grippe aviaire" par l'intermédiaire du "Fonds spécial pour les activités d'urgence et de réhabilitation" (SFERA) dans les pays touchés par l'épizootie
12.		2007	Evaluations for governing bodies	EMPRES-AH	The First Real Time Evaluation of FAO's Work on Highly Pathogenic Avian Influenza
13.		2009	Project Evaluation	EMPRES-AH	Independent Evaluation of FAO's Participatory Disease Surveillance and Response Programme in Indonesia
14.		2009	Project	EMPRES-PC	Rapport de l'Evaluation à mi-parcours du Programme EMPRES composante Criquet pèlerin en Région occidentale
15.		2010	Evaluations for governing bodies	EMPRES-AH	Second Real Time Evaluation of FAO's work on the Highly Pathogenic Avian Influenza

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15.		2012	Project evaluation	EMPRES-PC	Evaluation externe finale du projet d'« appui au programme EMPRES Criquet pèlerin en Région occidentale pour l'amélioration de la prévention et de la gestion des crises acridiennes » (FSP Inter-état 2004-057)
16.		2012	Project Evaluation	EMPRES-AH	Controlling Transboundary Animal Diseases in Central Asian Countries

Annex 2. Historical workshop agenda and list of participants

1. Agenda for the EMPRES Programme Historical Evolution Workshop

28-29 November 2016

FAO headquarters, Mexico Room (D211)

Objectives of the workshop

- Contribute a narrative analysis of the evolution of the Emergency Prevention System on transboundary pests and diseases from 1994 to present

Main Outputs of the workshop include:

- Establish a timeline from 1994 to 2012
- Analysis of the main achievements, gaps and lessons learnt
- Identify what will be most relevant for the future

DAY 1: Monday 28 November

Time	Program topic
09:00-10:30	Opening Session
09:00-09:15	Opening/welcoming remarks/why this workshop (expectations of evaluation team)
	Presentation of participants
09:15-09:45	Setting the stage: Workshop objectives, road map, workshop rules
09:45-10:00	Introduction of timeline and facts along the timeline, brief discussion in plenary (facilitator and evaluation team)
10:00- 10:30	
10:30-11:00	Coffee
11:00-12:30	Session 2: Completing the timeline facts
11:00- 12:30	Walking through the key questions of the timeline, adding participants' experience to the timeline (FCC-ICU and the EMPRES Components)
12:30-14:00	LUNCH
14:00-17:00	Session 2 cont'd
14:00- 15:30	Introduction of newcomers to current status of timeline Walking through the key questions of the timeline, adding participants' experience to the timeline
15:30-16:00	Coffee

16:00- 17:00	Presenting highlights. Plenary discussion on major observations. Dialogue with evaluation team based on their additional questions.
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DAY 2: Tuesday 29 November

Time	Program topic
09:00-09:30	Opening Session
09:00-09:05	Opening and program of the day
09:05-09:30	What have we achieved yesterday? Brief recall (One person from the participants and one from the evaluation team) What is their major take away from the previous day?
09:30-12:30	Session 2: Analysis of results and outlook
09:30-10:30	Strengths and weaknesses of past EMPRES period
10:30-11:00	Coffee
11:00-12:30	Session 2 cont'd
11:00-12:00	Plenary discussion on lessons learnt: What was most relevant in the past? What will be most relevant in the future?
12:00-13:00	Visioning
13:00-14:00	LUNCH BREAK
	Follow-up individual discussions with evaluation team on the different EMPRES components.

2. List of participants

Evaluation Team

1. Ms Marta Bruno – Office of Evaluation (OED) Evaluation Manager
2. Mr Olivier Cossee - Senior Evaluation Officer
3. Ms Arwa Khalid - Evaluation Officer
4. Ms Maame Duah - Evaluation Analyst
5. Mr Emmanuel Moncada - Evaluation Consultant
6. Mr Timothy Leyland - External Consultant - Lead Evaluator
7. Ms Katharina Stark –External Consultant - Food Safety Expert
8. Mr John Edwards - External Consultant - Animal Health Expert
9. Mr Hanu Pappu - External Consultant - Plant Pathology Expert
10. Mr Said Ghaout - External Consultant - Locust Expert
11. Mr Jose Paclibare - External Consultant - Aquatic Animal Health Expert

List of Confirmed Workshop Participants

12. Mr Ren Wang - Assistant Director-General, Agriculture and Consumer Protection Department
13. Mr Tekola Berhe – Director, Animal Production and Health Division
14. Mr Dominique Burgeon – Director, Emergency and Rehabilitation Division
15. Mr Manuel Barange - Fisheries and Aquaculture Policy and Resources Division
16. Mr Hans Martin Dreyer - Plant Production and Protection Division
17. Ms Mona Chaya - Senior Coordinator, FAO Food Chain Crisis
18. Mr Mark Rweyemamu - Inaugural Head of EMPRES-Animal Health Component
19. Ms Gillian Allard-Former Forest Protection and Health Officer
20. Mr Joseph Domenech - Former FAO Chief Veterinary Officer
21. Mr Rohana P Subasinghe - Former Senior Fishery Resources Officer
22. Mr Nick Van der Graf - Former Director, Plant Production and Protection Division
23. Mr Peter Kenmore (*via skype*) - Former Director, Plant Production and Protection Division
24. Mr Thami Ben Halima – Former Secretary of CLCPRO/ Coordinator of the EMPRES Western Region
25. Mr Subhash Morzaria –Former ECTAD Manager
26. Ms Annie Monard- Head of EMPRES Plant Protection Component
27. Ms Renata Clarke- Head of EMPRES Food Safety Component
28. Mr Eran Raizman – Head of EMPRES-Animal Health Component
29. Ms Melba Reantaso –Head of EMPRES-Aquatic Animal Health Component
30. Mr Keith Cressman - Senior Locust Forecasting Officer
31. Ms Diana Dennington - Institutional Memory for EMPRES-Animal Health Component
32. Mr Ahmed ElIdrissi – Senior Animal Health Officer/Lead, Programming Unit
33. Ms Cornelia Boesch - Food Safety Consultant
34. Ms Hilde Kruse - Food Safety Consultant
35. Ms Rosanne Marchesich (SP 5 team - Emergency and Rehabilitation Division (TCE) response team)
36. Mr Shukri Ahmed (SP 5 deputy coordinator)



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