

**Programme of Work and Budget (PWB) 2017-2018**  
**of the Sahel and West Africa Club Secretariat**

**Table of Contents**

<b>The Sahel and West Africa Club .....</b>	<b>3</b>
<b>The Sahel and West Africa .....</b>	<b>4</b>
<b>General presentation of the programme of work.....</b>	<b>5</b>
<b>I. Regional governance of food and nutrition security .....</b>	<b>7</b>
<i>1.1 Food Crisis Prevention and Management Network (RPCA) .....</i>	<i>8</i>
<i>1.2 Global Alliance for Resilience (AGIR) Sahel and West Africa .....</i>	<i>10</i>
<b>II. Innovative approaches to analysing food system transformations and policies.....</b>	<b>11</b>
<i>2.1 Food system transformations .....</i>	<i>11</i>
<i>2.2 Food security, cities and information systems .....</i>	<i>13</i>
<b>III. Cities and borders .....</b>	<b>14</b>
<i>3.1 Urban morphologies, functions and economies .....</i>	<i>15</i>
<i>3.2 Resilience to climate change and intercommunal cross-border co-operation.....</i>	<i>17</i>
<b>IV. Dialogue and knowledge sharing .....</b>	<b>19</b>
<i>4.1 Statistics and analyses on urbanisation dynamics .....</i>	<i>19</i>
<i>4.2 Statistics and analyses on discrimination against women .....</i>	<i>20</i>
<i>4.3 Analysis of security issues and political networks .....</i>	<i>20</i>
<b>V. Regional policy dialogue.....</b>	<b>21</b>
<i>5.1 Lobbying for a regional policy dialogue.....</i>	<i>21</i>
<b>Budget.....</b>	<b>23</b>
<b>Follow-up tables.....</b>	<b>28</b>

## The Sahel and West Africa Club



The SWAC is the only international platform dedicated to regional development issues in the Sahel and West Africa.

*Its mission* is to improve the effectiveness of regional policies and the strategies of international partners.

Over 70 stakeholders participate in SWAC platforms: governments in the region and their regional organisations, professional and civil society organisations, many organisations of the United Nations system, development banks, non-member states, international NGOs, and several bodies of the European Union (EU) and African Union (AU), among others.

The work carried out by the SWAC focuses on *two objectives* that promote policy effectiveness: *co-ordination* and *adaptation*. The co-ordination objective is built on

work done through a permanent dialogue network, while adaptation involves taking into account any structural or conjunctural changes such as demographic growth and urbanisation, climate change, unstable world food prices, trafficking and terrorism. It also involves the use of innovative analysis methodologies, including the spatial approaches and social networks analyses.

SWAC's unique contributions are grounded in the convergence of *three values*, which are also the Club's working methods: *Dialogue*, *Objectivity* and *Audacity*.

The SWAC's members and financial partners are Austria, Belgium, Canada, CILSS<sup>1</sup>, ECOWAS, the EU, France, Luxembourg, the Netherlands, Switzerland, the United States and UEMOA. ROPPA<sup>2</sup> and NEPAD<sup>3</sup> act as observers.

The SWAC Secretariat is part of the Development Cluster of the Organisation for Economic Co-operation and Development.

<sup>1</sup> Permanent Interstates Committee for Drought Control in the Sahel.

<sup>2</sup> Network of Farmers' Organisations and Agricultural Producers of West Africa.

<sup>3</sup> New Partnership for Africa's Development.

## **The Sahel and West Africa**

Since 2010, the Sahel and West Africa region has made significant progress related to human development indicators and with the exception of East Africa, these improvements have been made much more quickly than in other parts of the continent. However, these trends have also been accompanied by a growing inequality gap between the rich minority and the poor majority, and between men and women. This is a reality that the region and its partners must address.

The regional economy is still failing to create enough jobs for the growing population of young people. Between 2010 and 2015, the population increased from 320 to 370 million and is expected to reach 400 million by 2018. Despite the rising pressure on land and natural resources due to rapid population growth, the agricultural sector has performed rather well. Agro-pastoral production has been growing at a rate higher than that of the population for the past thirty years, in spite of climate change and an increase in the variability and number of extreme weather events. Nevertheless, while the region has not experienced a major food crisis in the past five years, there remains an average of three to four million people requiring food and nutrition assistance every year, even when the agricultural campaign performs well. This figure increased to eight million at the end of 2015 due to significant security issues. West Africa has also faced one of the worst health crises in its history with over 11,000 Ebola-related deaths since 2014.

Terrorism and trafficking, which emerged at the turn of the century and have since become firmly entrenched in the region, are posing increasingly greater trans-national and trans-border risks that threaten the West African nations. The occupation of northern Mali and the regional spread of Boko Haram are the most recent manifestations.

In addition to these security issues, there are concerns over political stability and democracy, particularly in Burkina Faso, Côte d'Ivoire, Mali, Niger and Nigeria. However, the situation is less dire than might have been feared. Despite experiencing six attempted or successful coups, 16 presidential elections held in the region were deemed transparent and democratic by the African and international communities over the past five years and nine of those elections resulted in the inauguration of a new President. However, real challenges remain in the areas of justice, particularly in combating terrorism despite the judicial system's training efforts, and the governance of outlying areas. The situation in Mali is a case-in-point, raising questions about the state's ability to manage areas outside of its capital and how basic services such as education, which has a key role in tendencies to extremism, can be managed.

Added to these significant challenges is the drop in the global price of raw materials. With prices forecast to remain subdued, economic growth is expected to slow in the coming years and will limit the ability of the governments in the region to take action through social spending.

The issue of food security, in the broad sense of the term, is as pertinent as ever and thus remains at the core of SWAC's work. This issue – which includes preventing and managing food crises, food resilience and the region's ability to feed a rapidly growing population – is connected to the issue of gender equality (women are more greatly affected by hunger and malnutrition than are men), climate (adapting to climate change is a key factor for food security, resilience and agricultural growth), youth employment (the food economy is by far the main source of jobs) and stability, without which, little is possible.

## General presentation of the programme of work

As has been the case for many years, *food issues* are still central to the SWAC's programme of work. These issues are addressed from a number of angles: *preventing* and *managing crises* (see sections 1.1 and 1.2), *resilience* (see 1.2) as well as *economic growth* and *employment* (see 2.1). While continuing to grant agriculture the position it merits, the Secretariat will focus on the role that *cities* and non-agricultural activities play with respect to these issues. Currently, most of the West African population no longer earns a living from agriculture, and close to half the region's population live in cities. This irreversible trend must now occupy a central place in public policy, be it a matter of providing aid to the hungry, developing the agro-foods economy or combatting the effects of climate change. To do so, a better understanding of urbanisation is needed, and the role played by urban centres in regional dynamics must be better taken into account (see 4.1 and 3.1); it must not be forgotten that a city is also a market that feeds its rural hinterland and often plays host to *cross-border* trade.

*Gender equality* and *adapting to climate change* are also inextricably linked to food security and resilience (see I.), and thus these subjects account for over 40% of the SWAC's 2017-2018 budget. Women and children account for two-thirds of the people who suffer from chronic malnutrition. And there is a correlation between place of residence (marginalised rural areas of the Sahel are particularly subject to climatic uncertainty), young women's level of education, the number of young women who marry early, the fertility rate and malnutrition. For that reason, women's issues figure prominently in pillars I and II of the Global Alliance for Resilience (*AGIR*) Sahel and West Africa (see 1.2). They also merit being better taken into account in regional integration strategies, given the role women play in cross-border trade (see 3.2). These issues must also be accurately documented so that gender equality can be positioned at the centre of policy discussions (see 4.2). That is also why adapting to change underpins *AGIR's* pillar 3. Moreover, as natural resources do not recognise borders, the programme of work addresses the question of *cross-border adaptation* to *climate change* (see 3.2).

*Insecurity* and *governance* also impact the two aforementioned issues. Often, they are addressed in arenas that have little connection with those that address food, environmental and other matters; analyses that document the interactions between the two subject areas are notably lacking. Therefore *lobbying* and *dialogue*, fed by *analytical monitoring* and *communications*, will be used to promote public policies that fit within the field of regional West African co-operation (see V.).

The programme of work is in keeping with eight of the *Sustainable Development Goals (SDGs)*, and more indirectly with four others (see table below). Notably, the SWAC is the only platform worldwide being used to address implementation of the SDGs *at the regional level*, building on the *synergies within the OECD*, most commonly with the *Development Centre* (DC). Together with the DC and the AU, it now co-organises the *OECD's Africa Forum* and plays a role in formulating the Organisation's *Africa Initiative*, both of which provide excellent opportunities to promote the Sahel, West Africa and regional approaches to development challenges. Expanding the *Africapolis* database (see 4.1) contributes directly to the strategy of the OECD. The Secretariat also makes the most of the Development Centre's expertise regarding defending gender equality in West Africa (see 4.2). It is actively involved in implementing an integrated approach to *communications* within the *development arm of the OECD* (see V.) and relies increasingly on its considerable capacity for dissemination of its work (OECD.Stat and two official OECD publications: "West African Studies" and "West African Papers").

**Table: 2017-2018 programme of work and the SDGs**  
(Direct contributions in green; indirect in orange)

1	No poverty	Green	Not having access to food is a result of extreme poverty (1.1 and 1.2). A paying job is the best way out of poverty; the food economy is the most significant source of jobs in West Africa (2.1).
2	Zero hunger	Green	"Zero Hunger" is the ultimate goal of RPCA and AGIR (1.1 and 1.2).
3	Good health and well-being	Orange	Health and social well-being in general are at the core of food resilience issues (1.2).
4	Quality education	Orange	Access to education is a key marker of gender inequality (4.2).
5	Gender equality	Green	Chronic hunger is one of the worst forms of gender inequality (1.1 and 1.2). Instances of gender inequality must be documented and raised at policy discussions (4.2), and the role women play within the economy as well as the problems they face must be brought to light (3.1).
6	Clean water and sanitation	Orange	Access to water and sanitation are important elements of food resilience (1.2).
7	Affordable and clean energy		
8	Decent work and economic growth	Green	The key to promoting the food economy is the promotion of non-volatile economic growth, with a focus on domestic markets that generate more stable income and employment (2.1).
9	Industry, innovation and infrastructure		
10	Reduced inequalities	Orange	One of the solutions to combatting income inequality in ASS involves promoting entrepreneurship that develops quickly and must be supported in the food economy (2.1).
11	Sustainable cities and communities	Green	Even though it is one of the main sustainability concerns, little is known about African cities, e.g. real levels of urbanisation and the size of cities (4.1). The situation of cities located in border areas is a special case; it is important to understand the specifics of these urban centres (3.1).
12	Responsible production and consumption		
13	Climate action	Green	For the most part, West African natural resources are cross-border in nature. Is it possible to develop cross-border adaptation measures (3.2)
14	Life below water		
15	Life on land		
16	Peace, justice and strong institutions	Green	The SWAC has made significant contributions to understanding security issues and to policy dialogue on stabilisation issues (4.3).
17	Partnerships for the goals	Green	The Secretariat is a long-term partnership for preventing and managing food crises, eliminating hunger and, more generally, sustainable development in the Sahel and West Africa through regional co-operation.

## I. Regional governance of food and nutrition security

Regional governance of food and nutrition security has been strengthened in recent years. Regional food crisis prevention and forecasting instruments as well as the solidarity promoted by the Food Crisis Prevention Network (RPCA) are now a reality. The *Cadre harmonisé*<sup>4</sup> (CH – Harmonised Framework) was rolled out for the first time in all 17 countries for the 2015-2016 campaign and the Regional Food Security Reserve (RFSR) project is in the start-up phase. Moreover, the region now has new support instruments for food and nutrition security (FSN) including the 5th band (35%) of the Common External Tariff to protect strategic food production and the Alliance for a climate-smart agricultural framework in 2015.

However, food and nutrition is still a major concern in West Africa. Regardless of the status of the agro-pastoral campaign, each year three to four million people – mostly women and children – require food and nutrition assistance.

This situation is due to a number of interconnected structural and conjunctural factors including availability issues, access to food, access to basic social services and the effects of security and health crises. It calls for strengthening the capacity to forecast and adapt food and nutrition security governance tools. It is also at the root of the desire in West Africa to formulate a second generation of the regional and national agricultural investment plans – RAIP and NAIPs<sup>5</sup> – (ECOWAP 2025 process). Lastly, it also underpins the numerous international food resilience initiatives as well as the Global Alliance for Resilience (AGIR) – Sahel and West Africa, established in 2012.

The SWAC Secretariat – in close collaboration with the CILSS Executive Secretariat – plays a key role in facilitating the work of the RPCA (meetings, studies, communications and evaluation of the PREGEC Charter, among other roles). It supports the leadership of ECOWAS and UEMOA and takes part in the Task Force on the RFSR, a project for which the Secretariat was successful in obtaining a G20 endorsement, and also contributes to strengthening the regional governance of food and nutrition security. However, a number of challenges remain:

1. There is little or no stakeholder compliance with the PREGEC Charter, which was intended to act as a compass for the regional governance of food and nutrition security. The problem is related to issues of co-ordination, monitoring and evaluation and creating synergy among the different actions; the Network therefore needs instruments to *prevent food and nutrition crises, monitor and evaluate responses to them (currently underway) and call for compliance with the Charter*.
2. The Network's analysis and forecasting tools, which are part of the crisis prevention and management mechanism (PREGEC) need to be further enhanced in order to take into account the lessons learned from the Ebola epidemic and the new regional food and nutrition security ambitions.
3. Gender-related issues are not sufficiently taken into account in terms of the Network's work and discussions.

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<sup>4</sup> A consensus-based tool adopted as part of the RPCA framework at the end of the 1990s, the CH is used to identify populations at risk of food and nutrition insecurity based on the level of severity and geographic distribution. The institutionalisation of the CH is foreseen by ECOWAS through a regulation or a community directive.

<sup>5</sup> National Agricultural Investment Plan (NAIP); Regional Agricultural Investment Plan (RAIP).

The Secretariat has been providing support to AGIR – as part of the RPCA framework – since 2012. It provides support to AGIR's Technical Unit (CT-AGIR), which was put in place by regional organisations to provide states with assistance; it also carries out communications, advocacy and international lobbying actions that benefit the Alliance. Thanks to the Alliance, the Sahel–West Africa is the first region in Africa to have a regional framework for action on food and nutrition security. At the end of April 2016, six countries adopted their "National Resilience Priorities" (NRPs) as a result of participatory and inclusive national dialogues<sup>6</sup>; five others have entered the finalisation phase<sup>7</sup>. These processes are in the start-up phase in the remaining countries. In addition to lobbying and securing the resources needed to finalise all of the national processes, three issues are of particular significance:

1. Numerous international food resilience initiatives are being undertaken and AGIR is still often seen as "one of them", even though the Alliance's mandate is to act as a unifying framework. This situation speaks to the need for more concerted communication and advocacy efforts. The Network must offer a platform for dialogue to all those undertaking resilience initiatives (AGIR Stakeholders' Declaration – Milan, October 2015).
2. The Alliance stakeholders do not define or measure resilience in the same way. It is essential that a consensus-based tool be recognised and used by all to provide data for the AGIR table of results.
3. Including NRP dynamics in the second generation of RAIP and NAIPs must become a priority.

### ***1.1 Food Crisis Prevention and Management Network (RPCA)***

#### ***→Activities***

- a) **Facilitating dialogue, building consensus and co-ordinating food and nutrition security** by way of two meetings per year (April and December). There will also be a focus on the mechanism for monitoring and evaluating responses to food crises and on synergising member actions.
- b) **Evaluating and implementing the PREGEC Charter.** The Secretariat will organise the second external evaluation of the Charter in 2017. It will also continue to provide support to civil society organisations working to establish a mechanism for consulting with stakeholders and provide support for the process of formalising a framework agreement between IGOs and their partners with respect to disseminating and using the Network's consensus-based analyses. Discussions on streamlining consultation and dialogue mechanisms for food and nutrition security will also continue (after the release of the findings of the first external evaluation). Studies will also be carried out on topics such as: i) the cost-effectiveness of responding to food crises versus investing in prevention; ii) innovative tools for data collection and analysis.
- c) **Strengthening the Network's capacity for influencing policy decisions.** The Secretariat will continue to facilitate and support: i) the development of a surveillance, monitoring and evaluation mechanism for responses to crises and prevention measures; and ii) regional organisations in utilising the CH as a community reference tool.
- d) **Task force on the Regional Food Security Reserve (RFSR).** The Secretariat will continue to take part in meetings and contribute to discussions.

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<sup>6</sup> Burkina Faso, Chad, Côte d'Ivoire, Mali, Niger and Togo

<sup>7</sup> Cabo Verde, Gambia, Guinea-Bissau, Mauritania and Senegal

- e) **Communication.** The Secretariat will provide support for implementing the communications enhancement strategy validated at the restricted RPCA meeting in April 2016. These activities – carried out in collaboration with CILSS and Network members – are intended to enhance the Network's impact on policy decisions: i) redesign the RPCA website, in collaboration with CILSS; NewsAlerts; publish an online document base; and develop a common distribution list; ii) increase media visibility; iii) use the PREGEC analyses to develop dedicated communication tools; iv) interactive maps of food and nutrition security as well as resilience initiatives; v) promote the NRPs and develop a platform for discussing and making use of AGIR best practices ; vi) relaunch the RPCA News (sharing information on the food and nutrition situation and Network members' actions).
- f) **Gender-related issues.** A discussion session will be conducted to focus on better targeting food and nutrition vulnerability, in particular of women, (including female heads of households) and young people.

This work will be underpinned by a high degree of involvement on the part of all Network members, in particular civil society members (WAWA, APESS, FIAB-Interface, POSCAO, RBM, RECAO, RESIMAO, ROAC, ROPPA, etc.).

#### → *Products*

- Report on the 2017 external evaluation of the PREGEC Charter;
- Operational framework for consulting with civil society organisations (CSO) on the application of the PREGEC Charter;
- Formal framework for a regional agreement on communications and use of the RPCA analyses;
- Two policy briefs (NAD);
- Communications products: bi-monthly publication of the *RPCA News*, interactive maps, newsletters; NewsAlerts, etc.;
- Reports on specific studies and policy briefs: i) cost-effectiveness of responses to food and nutrition crises; ii) innovative tools/instruments (new information and communications technology and other tools developed by CSOs and local communities) to support the PREGEC mechanism; etc.

#### → *Expected outcomes*

- More significant commitment on the part of the signatories in terms of applying the PREGEC Charter;
- Enhanced relevance and quality of the RPCA's advice and recommendations;
- Greater impact generated by RPCA's advice and recommendations on stakeholder decisions, including those of governments, intergovernmental organisations, technical and financial partners and civil society organisations;
- More effective responses to food and nutrition crises;
- Greater engagement on the part of governments, their regional organisations and partners, in preventing crises and seeking out sustainable solutions to the root causes of chronic food and nutrition insecurity.

## ***1.2 Global Alliance for Resilience (AGIR) Sahel and West Africa***

### **→Activities**

- a) **Facilitating dialogue** by way of two annual meetings of the Senior Experts Group as part of the RPCA meetings. In keeping with the Alliance stakeholders' Declarations made in Milan in October 2015 and at COP21 in December 2015, there will be a focus on opening up a space for engaging in *dialogue with all parties undertaking resilience initiatives* in the region, and on the *role of resilience and the Alliance in terms of strategies for adapting to climate change*.
- b) **Supporting the process of formulating "National Resilience Priorities"** (NRPs) and including them in the second generation of NAIPs. The support provided for NRP formulation in the remaining countries (Benin, Ghana, Guinea, Liberia, Nigeria and Sierra Leone) will be technical and methodological in nature. At the same time, the Secretariat will provide support for integrating the NRPs into the process of formulating the second generation of RAIP and the NAIPs: i) participate in discussions of the technical and monitoring group for the ECOWAP 2025 process; ii) facilitate the participation of AGIR focal points in that process; and iii) communicate the process at the regional and international levels.
- c) **Supporting policy dialogue for the implementation of NRPs** and strengthening the synergy of resilience initiatives:
  - Within the RPCA framework: i) monitoring and evaluation of national and regional resilience priorities; ii) encouraging stakeholders to work with each other in a complementary manner marked by synergy and convergence;
  - At the national level: supporting cross-sector, multi-actor platforms to encourage resilience initiatives that are synergistic and complementary;
  - Conducting analyses to provide a basis for these national, regional and international dialogues that address: i) developing national *in situ* monitoring and evaluation mechanisms for the implementation of resilience priorities; and ii) strengthening the synergy and complementarity of resilience initiatives.
- d) **Support for sharing and making use of best practices:** i) developing a method for collecting and analysing information on best practices; ii) creating a platform for sharing and discussing best practices; iii) creating a dedicated forum, within the framework of the RPCA, for sharing and discussing success stories and best practices.
- e) **Supporting the process of developing a consensus-based tool for measuring resilience:**
  - i) contributing to the work and discussions of the technical experts and steering committees on developing a regional platform for measuring resilience facilitated by CILSS; ii) providing support for organising an experts group workshop; iii) providing support for national dialogues focusing on reviewing and validating the tool and the associated communications activities; iv) contributing to organising a regional workshop to review the tool.
- f) **Communications, advocacy and lobbying:** There will be a focus on involving stakeholders in implementing the priorities, in addition to strengthening the synergy, complementarity and convergence of resilience initiatives.

The work carried out within the framework of the RPCA features a high degree of involvement on the part of Network members, including civil society organisations, in particular, the WAWA, APSS, FIAB-Interface, POSCAO, RBM, RECAO, ROAC, ROPPA.

→ *Products*

- Methodology guide for conducting the ECOWAP 2025 process;
- Monitoring and evaluation mechanism for the implementation of the NRPs, and AGIR in general;
- A forum for policy dialogue (national and within the framework of RPCA) on the synergy, complementarity and convergence of resilience interventions;
- A draft tool for measuring resilience;
- Reports on specific studies and policy briefs: i) strengthening the synergy and complementarity of national resilience initiatives; ii) platform for sharing best practices for resilience.

→ *Expected outcomes*

- Seventeen NRPs validated;
- Second generation NAIPs including a "Component aimed at strengthening the resilience of the populations most vulnerable to food and nutrition insecurity";
- Increased synergy, complementarity and effectiveness of resilience initiatives in the region;
- Operational frameworks for measuring and monitoring resilience outcomes at the local, national, regional and international levels.

## **II. Innovative approaches to analysing food system transformations and policies**

Between 1950 and 2015, the population in the region grew from 73 to 370 million inhabitants and close to 50% of them now live in urban areas. As a result, the food economy has grown considerably. It was worth some USD 178 billion in 2010, almost five times the GDP of Ghana, the region's second largest economy. In a number of countries, the regional food market is now attracting more agricultural producers than the export markets for cash crops. One of the major changes is the rapid development of non-agricultural post-harvest activities from processing and packaging to shipping and distribution. These activities now account for up to 40% of the sector's value added and are the source of a considerable number of jobs in both rural and urban areas.

These changes must be taken into account in food and nutrition security strategies and early warning systems. Policies need to be adapted in light of these changes and must make the most of the opportunities they offer: economic growth, jobs, diversification as well as accessibility and stability of food supply and nutrition. They must also be integrated into information and data collection systems.

The activities proposed below will build on the work already done by the Secretariat on the links between the settlement dynamics, market development and regional exchanges and also on close collaboration with the activities of the "Regional food and nutrition security governance" programme (see I.).

### **2.1 Food system transformations**

Food security, agricultural development and non-agricultural rural jobs increasingly depend on the smooth operation of the entire food economy. However in a context of growing international competition, the region's capacity to take advantage of the opportunities offered by the food economy will depend on the competitiveness of its products. Despite remarkable progress in agricultural production, the volume of imported food continues to rise.

The work undertaken by the Secretariat shows that food prices in West Africa are higher than they are in other parts of the world where income levels are similar. The competitiveness of West African production is constrained by low agricultural productivity, poor infrastructure, high transport costs and an unfavourable business climate. It is essential that constraints throughout the value chains be identified and removed.

The proposed activities will help better inform public policies and provide information on geographic disparities in terms of access to food and connection to markets. They will also contribute to improving information systems and formulating local, national and regional policies.

→ *Activities*

- a) **Analysis and policy recommendations** related to opportunities for job creation and value added in the regional food economy. The Secretariat will extend the scope of its work on food value chains to better identify changes in the sector and their implications for food and nutrition security policies. There will be a focus on competitiveness, market functioning and job creation.
- b) **Policy dialogue.** The Secretariat will facilitate discussion and debate on food economy issues with stakeholders, in particular SWAC members, to contribute to formulating their policies and programmes. Its work will be disseminated in a variety of formats (publications, databases, events, etc.).
- c) **Support the agricultural policy review processes** of West African members of the SWAC. The Secretariat will continue to support the review processes of agricultural policy as well as food and nutrition security strategies by contributing analyses and taking part in dialogue processes (technical meetings, conferences, etc.).

The Secretariat will collaborate with the RPCA members, in particular CILSS and the FEWS NET. Partnerships will be established – via the Urban Food Plus programme – with West African research centres. Collaboration with the World Bank (role of secondary towns in creating jobs in West Africa) will help complete the analyses and strengthen communications with policy makers. We will also be strengthening our partnerships with NEPAD and UCLG Africa<sup>8</sup>.

→ *Products*

- A spatial database of the main factors related to the development of the food economy (food prices, market size and infrastructure), accessible via the OECD and World Bank web sites;
- A session during the Sahel and West Africa Week on food value chain development, investments and food policy;
- Two West African Papers (WAP) on the following topics: prices, competitiveness and employment in the food economy, and trade dynamics and the geography of agricultural and food trade;
- One/two workshops on the links between food prices, connection to markets and population dynamics.

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<sup>8</sup> United Cities and Local Governments of Africa.

→ *Expected outcomes*

- Identification of the policy levers and areas for investment in order to improve competitiveness and the capacity for job creation in West African food value chains;
- Production of analyses and data on the spatial dynamics of food value chain and trade development as well as their impact on urban-rural linkages and rural transition;
- Identification of food economy opportunities for job creation in rural and urban areas.

## 2.2 *Food security, cities and information systems*

The current early warning systems are based on a geographical disaggregation of food and nutrition insecurity zones but do not make an explicit distinction between urban and rural areas. Even though the numbers of urban and rural residents in West Africa are now roughly equivalent, analyses are lacking and the available tools are insufficient for providing an accurate picture of the food and nutrition situation in urban settings and designing effective response mechanisms.

A review is needed of the current and future (ten year time horizon) food and nutrition insecurity issues in urban areas, including an analysis of specific spatial factors. This work will build on the work done by the Secretariat in the past and in close collaboration with the "Regional governance of food and nutrition security" activities (see I.). This will help better inform policy makers working to target vulnerable populations, identify prime levers for action and allocate public resources; it will also contribute to improving existing monitoring systems.

→ *Activities*

- a) **Analysing urban food and nutrition security issues and monitoring tools.** The Secretariat will facilitate a combined consultation and analysis process. This will consist of i) consulting with the RPCA members and completing an inventory of the approaches and tools for monitoring food and nutrition security in urban settings; ii) analysing urban food and nutrition security issues; iii) identifying, in consultation with PREGEC actors, the relevant and applicable indicators to be included in the mechanism. This activity will build on SWAC's previous work, data available from the Secretariat on urbanisation dynamics in the region, and the Africapolis data in particular.
- b) **Supporting the development of tools for monitoring food and nutrition security in urban areas and strengthening the Harmonised Framework.** The support provided for including urban food and nutrition insecurity monitoring indicators in the PREGEC mechanism will be technical and methodological in nature. In collaboration with CILSS, the Secretariat will facilitate discussions amongst RPCA members on monitoring urban food insecurity; the discussions will include working sessions and technical workshops.

The Secretariat will work with the RPCA members, in particular CILSS (AGRHYMET<sup>9</sup> and INSAH<sup>10</sup>), FEWS NET<sup>11</sup>, UNICEF<sup>12</sup> and WFP<sup>13</sup> to identify the objectives and expected outcomes for these activities.

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<sup>9</sup> Agrometeorological and Hydrological Centre.

<sup>10</sup> Institut du Sahel.

<sup>11</sup> Famine Early Warning Systems Network.

<sup>12</sup> United Nations International Children's Emergency Fund.

<sup>13</sup> World Food Programme.

→ *Products*

- A report on the development of tools for monitoring food and nutrition insecurity in urban settings;
- A spatial database – available on the OECD web site – of the main indicators for food insecurity and resilience in West Africa;
- A meeting during the Sahel and West Africa Week on food and nutrition insecurity in urban settings and monitoring tools;
- One West African Paper (WAP) on the topic: food and nutrition insecurity in urban areas;
- Two workshops: mapping food and nutrition insecurity; and food and nutrition insecurity indicators adapted to urban settings.

→ *Expected outcomes*

- Urbanisation dynamics are better understood and taken into account in food and nutrition security policies;
- Identification of food and nutrition security issues in urban settings and analysis of the spatial dynamics of food security;
- Contributions toward developing monitoring indicators for food and nutrition insecurity in urban areas.

### **III. Cities and borders**

Border cities and their transit hubs (ports, train and bus stations, airports, etc.) provide access points to national territories. They host temporary, pendular or long-term migrations, and also provide a venue for trade. The dynamics of co-operation, exchanges and trade between actors often develop in the absence of a legal framework truly adapted to cross-border movements. Their level of complexity varies depending on the size and functions of the city, and on agreements, treaties, cultural traditions and the community of languages. Cross-border dynamics are thus essential to West Africa's regional and global integration, necessitating the adaptation of analyses, dialogue and policy strategies that are tailored to local circumstances, through more systematic and rigorous approaches to challenges.

This work builds on the SWAC's achievements, including the ECOLOC programme (Reviving Local Economies in West Africa), the West African Long-Term Perspective Study (WALTPS), the Africapolis database and most recently the report on "Cross-border co-operation and policy social networks in West Africa". The different activities will draw on each other and inform a number of initiatives developed by the AU, CILSS, ECOWAS and UEMOA on topics such as borders, climate and women's issues. The purpose of this forthcoming work is to provide support for regional policies and international strategies in order to better anticipate two major changes impacting the region: the border-related aspects of urbanisation and climate change.

As was the case in 2015-2016, researchers, academics and African institutions will be involved in all activities involving field surveys and analyses. Research centres and universities in OECD member countries will also participate in the work with a view to enhancing the dialogue between the research world and institutions; small-group workshops will be organised to facilitate this.

### 3.1 *Urban morphologies, functions and economies*

A cross analysis of a set of key variables (physical, socio-economic and institutional) will be used to better understand the development dynamics of cross-border cities and the role they play in building regional integration, and will seek to answer some of the following questions: how is cross-border trade organised? How does this organisation of border trade influence the morphologies of cities in terms of their relationship to borders and their functions? What are the spatial representations of urban border centres? Is there a correlation between the characteristics of border cities and their accessibility measures? How do city morphologies and accessibility influence network structure and function? And more specifically, how are women traders' networks organised? What information could an analysis of these networks provide that could be useful in terms of indicators for measuring resilience, spatial dynamics and the urban food economy?

The proposed activities and the spatial approach to cross-border co-operation developed here are a continuation of the initiatives already conducted that foster closer links between the "bottom-up" and "top-down" regional integration processes.

#### → *Activities*

The activities are based on the Africapolis database update (see 4.1) and the work on cities, food security and information systems (see 2.2).

#### **a) Identifying city morphologies and functions in terms of their relationships to borders.**

Urban development may take many different forms. For example:

- Border-cities are those *intersected by a border*. The border is active and acts as a dividing line or it is a legacy of history and shapes the city by interrupting the urban network. Border cities feature duplicate urban infrastructure and functions on both sides of the border.
- *Borderline cities* are located in proximity to a border. In this case, the capacity for growth is impacted and the functions it exercises are closely related to transit and control, most notably.
- *Twin cities* are two urban entities that developed separately to meet the internal spatial logic of each State. The future of twin cities changes when borders open up to flows and some functions are lost (most notably the control function).
- *Trans-border agglomerations* develop when a number of small towns located in different States "merge" together. They form a continuous urban network on both sides of one (or several) border(s) that develops as a result of the blurring of the border(s). The shape of the city is not fundamentally changed by the border. However, its functions are strongly influenced by the presence of the latter.

In order to identify the morphologies of a city, a number of qualitative and quantitative variables will be taken into account. These include physical features such as geography or climate as well as social, economic, legislative or institutional factors. This work will supplement the extensive mapping work produced as part of the "Cross-border co-operation and policy networks in West Africa" report on seven environmental, socio-economic and political indicators. This work will also follow-on from previous reports to further highlight the spatial disparities among the regions of West Africa.

**b) Measuring the accessibility of border cities in terms of time and distance.** The number of people that can be reached from border cities varies greatly. Some borders divide dense and well connected population centres, as is the case between Accra and Lagos, while others stretch across vast and sparsely populated areas, as is the case between Mali and Mauritania. These specifics

have a significant impact on communications infrastructure, major equipment or services developed to benefit the border population. The methodology of calculating the population potential will be applied here to measure accessibility. Measuring the impact of the border will shed light on the relative attractiveness of the different areas and can play a role in identifying levers for developing border cities. The calculations will be based on the urbanisation statistics from the forthcoming Africapolis analysis. The results – most notably the study of the correlation between the characteristics of border cities and the accessibility indicators – will supplement and inform the activities listed in section 2.2.

*c) Analysis of how women traders' networks function.* Women traders are important actors in border markets and play a significant role in forging ties beyond borders. Their networks vary in size from local to regional and international. Are they different in any way? How do they function and adapt to economic, security or climate risks? These questions will be addressed through a social network analysis (SNA) that builds upon the work carried out in 2015-2016 on cross-border co-operation. This SNA will be used to identify the actors involved in cross-border co-operation, map their formal and informal relationships and assess the impact of national borders on exchanging information and power. The structure of and changes in these networks will also help with collecting information on the adaptation strategies developed by their members, in this case women. The choice of case studies will be refined based on synergy with work done internally or by partners, technical feasibility and field surveys. The two following typical examples could be complementary and if conducted together would allow for a cross analysis.

- Women are very involved in marketing and processing tomatoes; this is organised around patterns of commuting among several border markets. Their activities are most often part of a resilience strategy. Therefore, understanding how these networks function will help inform discussions on resilience indicators and the food economy on the one hand, and strategies for promoting gender equality, on the other.
- Women can also form much larger networks, such as the "Nana Benz" and other Togolese textile vendors. The volume of business they handle enables them to regularly grow their economic capital. Their activities reflect a set of trade practices with common characteristics and traditions. However, they are constantly being reshaped under the influence of contemporary dynamics that affect the economic, social and political spheres at the national and regional levels. The careers of major traders from Ibadan (south-western Nigeria) are the product of the constant reconfiguration of traditional and new elements. On that basis, the traders form new solidarity and customer networks, the foundation of their relationship-based capital. The latter is likely to be converted into political capital, which would in turn strengthen the capital holder's economic and social base. However, these strategies are subject to economic constraints such as a fall in the exchange rate, greater imports from China, and climate and security risks. An analysis of how these networks function may provide a path to understanding the ability of these networks of women and the individuals operating within them to adapt.

These activities will be shared with the appropriate departments of the three regional organisations who are Club members, the AU, the NEPAD agency, and other SWAC members. Wageningen University (Netherlands) will provide support in the form of a software programme for calculating the accessibility of cities. The Geography Department at the University of Niamey and the Sahel Group at the University of Florida and its West African networks will play a role in the surveys and discussions with local actors - women traders, most notably - and in analysing the results. The global WIEGO network and women's organisations such as FIAB, AFAO-WAWA, and WILDAF will be consulted. The UCLGA will provide

networks of communities and local actors with a link to information and policy advocacy with a focus on adopting and proposing discussion frameworks appropriate to each context.

→ **Products**

- A West African Paper on the morphologies of border cities and their dynamics (and a contribution to West African Studies);
- A West African Paper on the accessibility of cross-border cities with respect to their typology;
- A West African Paper on the spatial analysis of networks of women traders;
- A possible publication in the West African Studies series (the decision on producing the publication will be based on the results of the activities listed in section 3.1 or 3.2 and will be made in 2017).

→ **Expected outcomes**

- Identification of the forms and functions of border cities as well as their levels of co-operation on a spatial basis;
- Promotion of the role of cross-border urban economies in building regional integration and identifying the levers for developing cross-border poles of attraction;
- Informing gender-related policies and strategies through better understanding the specifics of networks of women traders.

### ***3.2 Resilience to climate change and intercommunal cross-border co-operation***

Climate change and risk, both natural and technological, do not recognise borders. Beyond national and local treatment, cross-border actions represent real value added. Cross-border areas are also frequently found to be specifically shared natural areas. Cross-border territories, cities in particular, are or should become areas of joint responsibility and management that pool their resources to address climate and risks.

At the global scale, urban areas are responsible for over 70% of CO<sub>2</sub> emissions and close to half of greenhouse gas emissions. The percentages are roughly the same in West Africa. So, what types of climate funding are suited to urban settings (post COP21)? What cross-border mechanisms are possible in terms of both funding and development? Local initiatives and shared experiences exist in Africa and elsewhere (e.g. Porto Novo) and merit being disseminated and examined. Is it possible that decentralised co-operation and sharing best practices with cities like Geneva could play a role?

This work will contribute to implementing the Yamoussoukro Declaration (African cities and regions climate summit organised by the Côte d'Ivoire regions and districts association (ARDCI), UEMOA and the Global Fund for Cities Development (FMDV), June 2015. It is in keeping with the recommendations issued at COP21, where there was a special emphasis on the African presence, and with the upcoming COPs. The intent is to develop an understanding of environmental – and more particularly climate – constraints as they relate to cities and discuss developing a cross-border mechanism for managing climate change adaptation and risk management actions, led by municipalities and local actors and the possibility of developing a legal structure for it.

→ *Activities*

The activities are based on the morphologies (physical) and functions of cities in terms of their relationships with the border; they will be carried out within the framework of the work presented in section 3.1 above.

- a) *Status of cross-border law and identifying shared legislative and financial levers with a view to strengthening resilience to climate change in cross-border cities.* Strengthening cross-border co-operation opportunities for local communities to jointly develop and manage services of general interest is still a key issue; community initiatives need to be enhanced, and legislation and national laws may need to be adapted. At the regional level some legislative mechanisms exist, such as the African Union Convention on Cross-Border Co-operation (2014), that could support this. Cities can drive change in two ways. Firstly, with strategies for resilience to climate change within the framework of managing a shared basin, building infrastructure or developing a sustainable sector, among other things. And secondly, with border law, by creating the impetus for communities to push the State to develop appropriate frameworks in place for cross-border management. This drives the questions: what are the possible scenarios based on the existing legislation and from the perspective of possible legislative changes, and what best practices are in use in the region and elsewhere? How can cross-border observation capacity and data be enhanced?

Work on the legislative scenarios will be carried out in collaboration with the Cross-Border Operational Mission (MOT) and draw on its past experience collaborating with the AU, ECOWAS, SWAC, UEMOA (LOBI), the AU and SWAC's member States. The OECD's Environment Directorate, regional initiatives including NEPAD and international organisations will also be approached. The AGHRYMET data are especially relevant in terms of the physical characteristics of border cities, while the University of Florida's Sahel Group will also be involved.

→ *Products*

- Practical guide to legislative and financial levers for developing cross-border actions for resilience to climate change. The guide may be published as part of the West African Studies series (the decision on producing the publication will be based on the results of the activities listed in section 3.1 or 3.2 and will be made in 2017);
- A West African Paper.

→ *Expected outcomes*

- Improved prospects for climate funding for cross-border entities;
- Promotion of an outline for cross-border co-operation through legislative scenarios and a funding framework (based on the existing one);
- Improved potential for sharing best practices and experiences with border cities on other continents; facilitation of the process of transferring between cross-border territories experience related to climate change and risk prevention as well as making the most of it;
- More generally speaking, enhancing the possibilities for local communities to take action in cross-border areas.

## IV. Dialogue and knowledge sharing

SWAC promotes policy dialogue on topics of importance to the region. Hosted by the Secretariat, this function is based on the networking and analytical output described above. They are also based on a knowledge-generating and knowledge-sharing function centred on database development and analyses of major West African issues.

### 4.1 Statistics and analyses on urbanisation dynamics

*(N.B. This activity receives additional USAID funding)*

Africapolis is the only exhaustive, homogeneous, comparable and geo-localised database on urbanisation dynamics in West Africa. It enables regional, dynamic analyses (since 1950) of cities, urban networks and urbanisation processes. The Secretariat completed a 1950-2010 update in collaboration with e-Geopolis. Available at [OECD.stat](http://OECD.stat), this database enriches work by the Secretariat on the food economy, cross-border co-operation and job creation. It has become an international reference for analyses of cities, urbanisation processes, demographic growth, rural transition and more.

#### → *Activities*

- a) Given the important role that cities play in the economic and social transformation due to the fast pace of urban growth, **the database (2015) will be updated again in 2018**. It will cover *the entire African continent*. The method used combines satellite images and general population census data published by national statistical institutes. The database will be posted online at OECD.stat.
- b) **A detailed analysis of population centres** will be completed (urban population and urbanisation levels, urban networks and corridors, polarisation between the large metropolitan centres and smaller centres that provide a seedbed for secondary cities, etc.).

The work will be performed in collaboration with the e-Geopolis programme which ensures the consistent measurement of urbanisation world-wide. It will constitute an operational contribution to implementing the OECD's Africa strategy.

#### → *Products*

- A 1950-2015 spatialised database on all population centres with more than 10 000 inhabitants on the African continent;
- A publication on outcomes and analyses in the "West African Studies" series published by the OECD; Regional reports and country notes are planned.

#### → *Expected Outcomes*

- A substantial improvement in knowledge about the urbanisation dynamics at work in West Africa and the rest of the continent;
- A stronger basis for work that will more effectively support policy, for example, through more accurate urban environment indicators in every field (food security, employment, etc.).

#### ***4.2 Statistics and analyses on discrimination against women***

The OECD Development Centre regularly produces an index measuring discrimination against women (SIGI<sup>14</sup>) in 160 countries. This index is based on a large number of variables, such as women's legal rights (marriage, divorce, inheritance, etc.), early marriage practices, violence against women, access by women to land or financial services, etc. All West African countries are included and usually place last within the global ranking, and sometimes within Africa. These data are vital for promoting women's rights. They must be broadly disseminated and debated. They must also receive more systematic consideration within policies, including policy on food security and nutrition strategies, resilience and food economy development, in which the gender issue plays a vital part.

##### ***→Activities***

- a) **Several “Maps & Facts” will be produced**, and the situation in West African countries concerning women's rights and the impact of reduced discrimination on well-being and economic growth will be presented at the June 2017 SPG meeting.
- b) **A regional SIGI report will be produced in 2018 on West Africa**: statistical data and comparative analysis. Blogs and press articles will be produced; presentations/debates during visits to Member's headquarters; and materials will be distributed during Sahel and West Africa Week events.

The work will be performed in very close collaboration with the OECD Development Centre's “Social Cohesion unit,” which will produce the regional report. This transverse collaboration optimises the dissemination and impact of knowledge generation and minimises costs. A joint brainstorming session will be held to prepare for greater collaboration in areas such as SIGI updates.

##### ***→Products***

- A SIGI Regional Report;
- Communication products (“Maps & Facts” on the role of women in West African societies) blogs and articles.

##### ***→Expected Outcomes***

- Greater awareness in the region and among its partners of issues related to social and economic discrimination against women;
- More systematic consideration of these issues in strategies and policy.

#### ***4.3 Analysis of security issues and political networks***

*(N.B. This activity depends on the allocation of additional financial resources)*

The Secretariat participates in meetings of the Special Envoys and Partners for the Sahel network that meets every six months to hold informal discussions on stabilisation issues affecting Sahel-Saharan areas. The network has expressed a need for a closer connection to thinking on innovative approaches and, more generally, the results of academic research. The Secretariat maintains ongoing relations with researcher networks working on Sahel security and stabilisation issues, particularly the University of Florida (USA)

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<sup>14</sup> Social Institutions and Gender Index

Sahel research group. This network consists of researchers from every quarter (West Africa, Europe and the United States) working on the political, economic, social and cultural dynamics underlying security and stabilisation issues. The Secretariat provides a bridge between these two networks – political and academic – for enhanced strategic thinking.

→ *Activities*

- a) **The Secretariat will co-ordinate academic research synthesis work** addressing, for example, the consequences of insecurity on cross-border trade; political reforms, social change and the outlook on stability; border conflicts and permeability; etc.
- b) This work will be discussed at the **Special Envoys and Partners for the Sahel network meetings**.

→ *Products*

- Five West African Papers;
- Five presentations to the Special Envoys and Partners for the Sahel network.

→ *Expected Outcomes*

- Better consideration of the underlying political, economic, social and cultural dynamics of the security and stabilisation strategies;
- Better consistency between policy dialogue and academic research.

## V. Regional policy dialogue

Increasingly, the Secretariat contributes to discussion and lobbying efforts centred on the policies and strategies of Members and certain civil society organisations; recent examples include the decennial agricultural transformation community programme for food and nutritional security (UEMOA); the ECOWAP 2025 (ECOWAS) process; Austrian strategies for West Africa; the Sahel plan of the French Development Agency, support for lobbying by regional organisations at COP21 and a day of thought on West Africa by the Belgian co-operation.

### 5.1 Lobbying for a regional policy dialogue

The Club Secretariat and President are implementing a lobbying strategy designed to foster policy dialogue and promote regional action.

→ *Activities*

- a) The Secretariat will pursue and intensify these multi-faceted activities that not only provide Members and partners with access to the knowledge capital acquired by the Secretariat and current thinking, but also keep the Secretariat informed about the concerns and analyses of Members and partners.
- b) More specifically, the strategy is based on the annual Sahel and West Africa Week events and meetings of the SWAC Strategy and Policy Group, attendance at statutory meetings of ECOWAS, UEMOA and the CILSS, regular contact with OECD or European Union Member representatives,

and visits with West African leaders and senior officials active in development co-operation within OECD Member countries. The Secretariat has also been involved in all visits by African Leaders to the OECD Secretary-General (recently Senegalese President Macky Sall and Malian President Ibrahim Boubacar Keïta, Ivorian Prime Minister Daniel Kablan Duncan, and more).

- c) In addition, the Secretariat now also co-organises the **OECD Africa Forum** in co-operation with the OECD Development Centre and the African Union.
- d) **Communication tools** (websites, social networks, blogs, media and a weekly press review) support this lobbying strategy and more generally help promote regional co-operation and the interests of the Sahel and West Africa.

→ **Products**

- Customised support at internal meetings and seminars at Member headquarters;
- Ad hoc support for regional organisations in promoting their strategies and visibility within the major international fora;
- Support for civil society organisations;
- Two Sahel and West Africa Week events bringing together from 350 to 400 people;
- Four meetings of the SWAC Strategy and Policy Group (including two held during the Sahel and West Africa Week);
- Articles in the regional and international press;
- Promotional or summary flyers;
- SWAC's website;
- OECD's development website;
- Institutional communications: information letters, "Maps and Facts," social media and weekly press reviews;
- Annual report.

→ **Expected Outcomes**

- Enriched internal discussion among Members and a closer connection between the Secretariat and Members' concerns;
- Greater visibility for regional and West African organisations;
- Strengthened civil society organisations;
- A deeper awareness of regional Sahel and West African issues among regional leaders and about international policy agendas (COP, SDG, G20/G7, food resilience, effective co-operation, etc.);
- Dissemination to a much broader audience of regional issues and action by regional and civil society organisations in the Sahel and West Africa;
- Enhanced Member visibility in terms of regional action;
- Enhanced SWAC visibility.