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I. INTRODUCTION
Despite promising declines in global hunger over the past decades, the number of people experiencing food insecurity has been rising since 2015. In 2018, over 113 million people in 53 countries experienced acute hunger, and 820 million people – 11 percent of the planet’s inhabitants – suffered from undernourishment. The increase has been primarily fueled by the rise in internal or international conflicts, which were found to be the main driver of food insecurity in 21 countries in 2018. This explains why contributing to the prospects for peace is essential to combat hunger in many parts of the world. With its dual mandate to eliminate hunger in both emergency and longer-term development settings, the World Food Programme (WFP) has an important stake – and potential role – in fostering peace. Thus, WFP has increasingly explored ways to ensure that its food assistance programmes support countries and communities in transitioning to peace, and do not exacerbate existing tensions.

This joint Thematic Report by the Programme - Humanitarian and Development Division and the Performance Management and Reporting Division describes WFP’s progress in improving the prospects for peace and ensuring its operations do no harm in the communities and societies assisted through its programmes and country activities. It explains why and how WFP contributes to the international community’s peace-building objectives (Section II); provides evidence of the ways in which WFP’s programmes have advanced the prospects for peace in 2018 including evidence from four country case studies (Section III); and highlights WFP’s plans for moving forward, including actions to embed conflict sensitivity and peace-building objectives into its activities and related knowledge management and evidence-collection systems (Section IV).

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820 MILLION PEOPLE SUFFERED FROM UNDERNOURISHMENT

3 Idem.
II. THE GLOBAL LANDSCAPE: THE 2030 AGENDA AND THE SUSTAINABLE DEVELOPMENT GOALS
WFP’S GLOBAL FOOTPRINT

As the world’s largest humanitarian organization, WFP is on the frontline to achieving the Sustainable Development Goals (SDGs) on ending hunger by 2030 and is a major contributor to most of the other SDGs, including SDG 16 which aims to build peaceful, just and inclusive societies. In 2018, WFP provided essential food assistance to nearly 87 million people in 83 countries affected by war, civil unrest, economic and natural disasters. The year was particularly challenging: 15 countries experienced the most severe (Level 3 or Level 2) emergencies, violent conflict continued to rise, and forced displacement of populations was at record levels, affecting 68.5 million people. In these situations, while its overriding mission is to save lives, WFP plays a critical role in the broader United Nations efforts to promote and support effective linkages between humanitarian, developmental and peace-building activities. Simply put, WFP’s unique operational scale, reach and partnerships helps households, communities and governments improve the prospects for peace.

BREAKING THE CYCLE OF CONFLICT AND HUNGER

Globally, it is estimated that 2 billion people currently live in fragile or conflict-affected areas and that up to 80 percent of humanitarian needs arise – in part – from violent conflict. Between 2004 and 2015, the scale, duration and complexity of humanitarian situations increased dramatically, leading to a six-fold increase in the level of inter-agency funding appeals. Food security and conflict are closely linked. Violence can reduce food availability by stopping farmers from planting or marketing their produce because of the risk of violence, high prices for agricultural inputs, damaged infrastructure and military checkpoints. Conflict also can lead to overall economic instability, disrupt delivery of basic services such as education and health care and affect the normal functioning of markets. When people have to flee their homes to avoid violence and immediate threats, they are often unable to access sufficient food for their survival. Food insecurity during conflict is often exacerbated by the lack of humanitarian access to affected populations. These conditions can unleash a negative cycle of hunger, poverty, economic downturns, social unrest and conflict.

To break this cycle, the United Nations over the past decade has underscored the importance of using an integrated, long-term approach – in collaboration with national governments – to prevent conflict by tackling the root causes of violence and restore delivery of basic services and capacities in post-conflict and transitional settings. The overall goal is to promote stability, social cohesion and state-citizen trust by supporting people’s livelihoods and access to services such as health, education and employment, and increasing their resilience to shocks. WFP responded in 2013 by adopting a policy “WFP’s Role in Peace-building in Transition Settings”, which outlines principles and programming approaches for supporting wider efforts to help countries restore peace. The policy highlights the importance of ‘doing no harm’ by unintentionally adding to existing tensions, and of supporting actions at both local and national levels. Subsequently, WFP signed up in 2016 to the ‘Peace Promise’, a set of commitments by 30 international and non-governmental organizations to address the basic causes of conflict by, inter alia, aligning their assistance and using conflict-sensitive approaches.

In 2018, a major breakthrough was achieved in establishing the international policy and legal framework for addressing conflict-related food insecurity, following constant advocacy by WFP and its partners and supportive governments. The United Nations Security Council passed resolution 2417, which highlights the two-way relationship between food insecurity and conflict, outlines actions to address food-security related violations of International Humanitarian Law, including starvation of civilians and condemns the use of food as a weapon of war.

WHY PARTNER WITH SIPRI?

In response to the ongoing operational challenges as well as to institutional commitments made, WFP sought to better understand how conflict and food security interlink, what role WFP’s assistance can play in this relationship and how the need for assistance could be reduced among communities around the globe, and eventually ended over time. By taking an evidence-based approach, WFP aimed to achieve programme excellence and increase effectiveness in delivering food assistance, including new partnerships, new ways of measurement, enhanced conflict analysis tools and community engagement. Accordingly, WFP was exploring opportunities for an external authority to help the organization better understand its role, potential and responsibility in conflict and transitional operational contexts.

In February 2018, WFP and the Stockholm International Peace Research Institute (SIPRI) established a multi-year knowledge partnership as part of a wider effort of WFP to strengthen the contribution of its food assistance to improving the prospects for peace. SIPRI is one of the world’s leading research institutes on peace and conflict, which also provides policy analysis and recommendations. The knowledge partnership involves a) research to build the evidence base of how WFP’s programming contributes to peace prospects, b) application of the research to programming, and c) revision of WFP’s peace-building policy in light of a) and b), if needed.

During the first phase of the multi-year knowledge partnership, a research team with experts from both SIPRI and WFP set off to four countries (Mali, El Salvador, Iraq and Kyrgyzstan), to help unveil what WFP’s role is or could be in the “peace corner” of the Humanitarian-Development-Peace Nexus, in different contexts. In addition, SIPRI gathered evidence from academia and other organizations, including the World Bank and the United Nations Peace-building Support Office, to map existing knowledge on the possible effects of food assistance in promoting or hindering peace. This was a first “pilot” with a limited number of countries, hence the findings are influenced by this scope and will be further probed in Phase 2 of the partnership (see section IV). The findings of Phase 1 were published in a preliminarily report released at a side-event of the Executive Board in June 2019, as discussed in the following section.

Phase 1 of the partnership was guided by the following three lines of enquiry:

a. What is WFP’s contribution to improving the prospects for peace (documenting and unpacking current practices, successes and challenges, including where programming has inadvertently contributed to tensions/conflict)?

b. How could WFP enhance its contribution to improving the prospects for peace (outlining future potential, untapped drivers that could be better leveraged in different contexts, critical programme design features to maximize contributions of food assistance interventions, other sources of data that could be developed/used)?

c. How can WFP measure its contributions to improving the prospects for peace (identifying data and indicators to track performance, including household and community level indicators that could be integrated in WFP’s food security tools)?

The initial phase of SIPRI’s research identified four intervention areas in which WFP’s activities were found to help prevent conflict or contribute to the foundations for peace: investing in livelihoods, building strong linkages between states and their citizens, community-based participatory planning (CBPP) and natural resource management (NRM). A fifth area that SIPRI identified for further research is how general food assistance (GFA) and stabilization affects peace-building objectives.

An overview of these linkages and their relationship to the different dimensions of food security is shown in Figure 1.
Figure 1: Relationship of WFP’s food security intervention areas and peace-building objectives to the food security dimensions

WFP food security intervention areas

Food security dimensions

Peace-building objectives

<table>
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<tr>
<th>LIVELIHOOD INTERVENTION</th>
<th>STATE-CITIZEN LINK</th>
<th>CBPP</th>
<th>NRM</th>
<th>GFA AND STABILIZATION</th>
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<td>FOOD AVABILITY</td>
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<td>CONFLICT PREVENTION (ROOT CAUSES OF CONFLICTS)</td>
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INVESTING IN LIVELIHOODS TO INCREASE HUMAN CAPITAL AND ECONOMIC OPPORTUNITY

In many countries, limited access to assets, economic opportunities and investments, the gradual erosion of livelihoods and the resulting inability to absorb shocks are major contributors to instability at the village and community level. Activities that improve the human capital and economic opportunities of the most vulnerable members of society by enhancing or diversifying their livelihoods and improving their resilience may therefore contribute to peace-building.

WFP has a strong track record in implementing asset creation activities that seek to improve the livelihoods of food-insecure households and communities. These Food Assistance for Assets (FFA) activities meet households’ immediate food needs while enabling the construction or rehabilitation of productive community assets such as farm and forest lands, wells, irrigation infrastructure and roads. WFP also provides Food Assistance for Training (FFT) to enhance the participants’ food security status: individuals attend capacity strengthening sessions to gain specific technical or functional skills or to improve their behaviours and practices related to food and nutrition security, such as safe food preparation or NRM practices. In 2018, 10 million people in 55 countries benefited from FFA and FFT activities.

The SIPRI case study in El Salvador illustrates how a livelihoods and training intervention—the Gastromotiva project funded by the United Nations Peace-building Fund—contributed to improved prospects for peace (see Box 1). To halt the vicious cycle whereby returning migrants or displaced youth were recruited into, or victimized by, violent gangs, WFP provided vocational training in professional cooking and helped participants get job experience. By using intensive follow-up and private sector involvement, the project helped build the skills and livelihood options of disadvantaged youths and reduce their vulnerability to recruitment by gangs. Over the long term, even small scale, local actions such as these can make important contributions to the prospects for peace.

EMPOWERING YOUTH AGAINST VIOLENCE IN EL SALVADOR

Although the civil war in El Salvador officially ended in 1992, its effects continue to be felt due to the emergence of rival street gangs who fight each other and the state. The country has one of the highest homicide rates in the world, poorly functioning judicial systems and social safety nets, and high rates of returning refugees or displaced people who have few economic prospects. These factors have fostered inequality, poverty and food insecurity among vulnerable communities.

Two WFP projects—Gastromotiva and ConectArte—have targeted urban youth living in marginalized, gang-controlled areas of the capital, San Salvador. The aim is to improve their food security, employment prospects and incomes and contribute to their feelings of inclusion, community cohesion and trust. The SIPRI case study found that these projects demonstrably contributed to improving the prospects for peace “by enhancing everyday peace-building at the local level; and by enhancing resilience to gang-related dynamics through the empowerment of vulnerable individuals.” Specifically, both projects helped individuals organize against violence, avoid marginalization and resist recruitment into gangs to resolve their problems. In particular, Gastromotiva—which helped individuals learn restaurant skills—also fostered leadership, teamwork and collaboration skills. SIPRI found that both projects were successful and recommended that they be scaled-up or replicated nationally.7

BUILDING STATE-CITIZEN TRUST
BY ENHANCING STATE ACCOUNTABILITY
AND SERVICE DELIVERY

When citizens are unable to access essential state services and social safety nets, they can feel neglected or marginalized by their government. This lack of state-citizen trust can spark unrest and violence, as notably witnessed in the context of food insecurity during the Arab Spring of 2011. In these situations, improving the equitable delivery of government services has been found to strengthen state-citizen links and to promote stability and the prospects for peace.

Through its school feeding, FFA, and emergency preparedness activities, WFP directly helps to improve the delivery of government services to the neediest people. Moreover, WFP is fully engaged in helping governments to end hunger and malnutrition; as of mid-2019, the Country Strategic Plans (CSPs) for 83 of the 84 countries in which WFP is present had committed to strengthening national capacities at some level. This includes helping governments to draft national policies and legislation, achieve institutional effectiveness and accountability, and improve the design, funding, delivery and monitoring of food security-related services. By making governments more accountable to their citizens and helping them to deliver services in ways that are inclusive and equitable, WFP helps to support the performance-based legitimacy of the state and ultimately reinforce the state-citizen relationship.

In Kyrgyzstan, poor governance was identified as a major driver of conflict due to its negative effects on social and economic inequality and access to public services. WFP has worked at the national level with the Ministry of Labour and Social Development and with subnational government officials, communities and vulnerable people to help strengthen social safety nets, including the government-led school meals programme. The SIPRI case study posited that these efforts “can contribute to building state-citizen trust”.

USING COMMUNITY-BASED APPROACHES
TO BUILD SOCIAL COHESION AND RESOLVE GRIEVANCES

The inequitable allocation of resources among community members - whether real or perceived - is a potential source of conflict and unrest, particularly when the social fabric of communities is weak. Research on WFP programmes has shown that social cohesion is strengthened when all members of a community help to plan and carry out community activities and when measures are in place for addressing grievances. Strong social connectivity and perceptions of equity and fairness in the allocation of services may in turn reduce violence and help to build social capital. This is why WFP routinely uses a community-based participatory approach to identify and implement food security activities to minimize risks of inequitable allocation of its food or cash resources and strengthen the resilience of communities. During focus group discussions in El Salvador, the project participants shared their stories of hope, trust, connection to others, ability to overcome trauma and stigma, and sense of belonging that WFP’s projects gave them. These “intangible” benefits were particularly strong in the programmes where WFP and partners provided cash assistance and group counselling to victims of violence.

The SIPRI partnership found evidence that the participatory approach increased trust and contributed to improvements in social and gender dynamics. In Mali, for example, an interagency pilot project with WFP as the lead agency was initiated in 2018 to address ongoing violence between pastoralists and farmers in the commune of Diankabou, in the Mopti region. Based on a participatory community-wide planning process, land for a communal garden was identified, a water management committee was established with village credit and savings groups. In addition, a community-based conflict mediation process was established, and 500 households were targeted to receive training to become ‘peers for peace’. SIPRI reported that these efforts substantially reduced tensions and fostered economic linkages between different previously divided villagers, thereby helping to decrease violence. Similar positive effects of FFA on social capital were noted by an external evaluation of a joint programme implemented by WFP and the Food and Agriculture Organization of the United Nations (FAO).

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ACCESS TO AND MANAGEMENT OF NATURAL RESOURCES

All people, but particularly those living in rural areas, rely on natural resources such as productive land, water and forests for their livelihoods and food security. When these natural resources become scarce or degraded, the risks of crop and livestock failure increase – and depending on the context – so may the risk for tensions or conflict between affected communities. Climate change has increasingly been recognized as a “risk multiplier”, as it leads to more frequent extreme weather events, increased temperatures and changes in rainfall patterns that alter people’s access to critical natural resources.\(^\text{10}\) When vulnerable groups cannot sustainably access the natural resources on which their survival and livelihoods depend, tensions and intercommunal conflict may occur. Restoring access to these resources in ways that are sensitive to the underlying conflict dynamics and respect and include the needs and voices of different groups can reduce the vulnerability of communities to violence.

Thus, WFP implements programmes to help poor and vulnerable households manage or restore natural resources, protect their savings and assets with insurance products and take anticipatory action to minimize damage from extreme weather events. WFP tailors its response to the context, the main causes of risk and the type and scale of expected damages using an integrated risk management approach to reduce the risk of conflict (see Box 2).

ADDRESSING KEY DRIVERS OF CONFLICT IN KIRGIZSTAN

Kyrgyzstan has made substantial progress in growing its economy, reducing poverty from 64 percent in 2013 to 25 percent in 2017. However, these gains are fragile in a country that is highly dependent on agriculture, which accounts for 14 percent of its gross domestic product and one-third of total employment. Disputes over natural resources at the southern border with Tajikistan are widely recognized as a source of conflict. In these areas, irrigation canals criss-cross land that is claimed by both countries, therefore no agreed resource management governance structures are in place. The situation is expected to worsen over the long term as climate change reduces water availability and threatens the livelihoods and food security of vulnerable people.

As part of an interagency project funded by the Secretary-General’s Peace-building Fund, WFP engaged communities in FFA to rehabilitate irrigation canals and pipelines in the disputed territories, augmented by an inclusive community engagement strategy as well as a conflict analysis. The SIPRI report confirmed that the resulting increase in water supplies and agricultural productivity helped to prevent inter-community conflict over water; for example, the number of clashes between individuals has decreased significantly from 72 percent to 19 percent\(^\text{11}\), among other indicators. At the same time, SIPRI identified the importance of using conflict-sensitive approaches when restoring access to contested natural resources among different communities. It recommended that WFP establish dispute resolution mechanisms, promote equity in benefits, clearly define ownership structures and continually assess the response of communities to the project.

\(^{10}\) For more information, see: https://docs.wfp.org/api/documents/WFP-0000108157/download/

IV. FUTURE PLANS
Going forward, WFP will continue the multi-year partnership with SIPRI to further explore areas that can advance the prospects for peace through WFP’s programmes. This will go hand-in-hand with efforts to operationalize the findings of the first phase of the SIPRI partnership at the country level.

PHASE 2 OF THE KNOWLEDGE PARTNERSHIP

With the release of the Global Report in June 2019 and the conclusion of Phase 1, the SIPRI-WFP partnership has already generated significant attention and interest. It now moves into Phase 2, which will run until the end of 2020. This phase will cover more country case studies to expand the evidence base and dive deeper into thematic areas that emerged as priority in the first phase and require a dedicated research effort. This will provide the basis for more ambitious and far-reaching conclusions and recommendations tied to WFP’s main programmes. These thematic focus areas were identified jointly with SIPRI and include:

1. Measurement

WFP’s CSP strategic outcome statements do not directly measure the contribution to improving the prospects for peace. Therefore, SIPRI and WFP explored how food security programmes and peace prospects are linked. SIPRI’s report identified five major “theories of change” (TOC) - by which WFP’s activities may contribute to this important goal (as previously illustrated in Figure 1). A review of the first phase case studies found that WFP’s current strategic plan and country offices’ results frameworks do not capture the non-linear and contextual variables required to assess the performance of the TOCs articulated in the studies. Nonetheless, the evidence generated in the SIPRI-WFP report is supported by annual country reports of investments in local assets, training, nutrition and health, food, voucher and cash distribution and capacity strengthening as important catalysts for change. The SIPRI-WFP case studies include a range of recommendations for addressing these measurement challenges, which will be jointly tested in 2020 by SIPRI, Performance Management and Reporting and the Programme - Humanitarian and Development Division. Similar challenges occur in measuring other WFP contributions to Agenda 2030. Therefore, WFP is enhancing its performance management approaches and systems in collaboration with stakeholders and partner organisations.

2. Stabilization:

GFA is the largest component of WFP’s portfolio and is particularly vital for populations displaced and affected by armed conflict. While the positive impacts of this programme area were noted during the Phase 1 missions in Iraq and Mali, the evidence base remains uninformed. This research topic will build on the following tentative TOC, with the aim to validate and underpin it with a solid measurement approach: “If general food assistance is provided to people affected by crisis to respond quickly to their urgent food needs, then this will contribute to restoring stability and re-establishing a sense of normalcy among affected populations”. Due to the foundational role of this research theme, it will be integrated in all SIPRI research missions going forward.

3. Cash

The importance of an evidence-informed choice of transfer modality for conflict-sensitivity and possible contributions to improved peace prospects came out strongly in Phase 1. As WFP’s cash-based interventions continue to grow, there is increasing interest to examine:

a. the impact of cash transfers on social cohesion in communities including between host and displaced populations and the targeting and prioritization that underpins its delivery;

b. to what extent cash transfers could fuel conflict and tensions if they were diverted and ended up with recipients or financial service providers that actively seek to disturb peace;

c. data and digitization, including the use of cash-based interventions in facilitating access in crisis settings, the access to data and information on the vulnerability of populations and the important link to flexible social safety nets that can be expanded in case of emergencies; and

d. how the cash portfolio relates to the four intervention areas of the SIPRI report.
4. Climate Change

Climate change is a risk multiplier, especially in contexts that are prone to social tensions and conflicts. Its impact on the people WFP serves was already visible in all four Phase 1 research countries; Moreover, climate change-related events will increase in the years to come. Some of WFP’s most complex and expensive programs are in places where people are caught between climate-related problems and violent conflict. This dedicated research will explore to which extent the four intervention areas relate to WFP’s climate change programming and how future programming can be better linked to conflict analysis and risk mitigation to adequately enable communities adapt to climate change and address conflict. The partnership base will be expanded for this theme and include additional climate change research institutes as well as a collaboration with the newly established United Nations Climate Security Risk Mechanism (led by the United Nations Development Programme, the United Nations Environment Programme and the Department of Political and Peace-building Affairs) in order to share assessments and findings for joint planning and response purposes. Building on Phase 1 of the research, the overarching research questions are:

1. What evidence can be gathered in WFP’s programme countries, analysed and presented to explain the relationship between climate change, food insecurity and broader issues of human insecurity and political instability?
2. Does WFP’s Climate Change Adaptation programme affect the drivers of conflict and contribute to improving the prospects for peace?
3. How can WFP’s climate-related programming be adjusted to enhance conflict prevention and contribute to improved prospects for peace?

5. Gender

The intersection with gender emerged in all four country case studies and is a crucial dimension when engaging in peace research. Phase 2 of the WFP-SIPRI partnership will therefore feature a dedicated and integrated research effort on gender and the role of gender-related dynamics in WFP’s operational conflict settings. The purpose is to identify how to design and deliver programmes that are gender equitable in contexts with a history of violence and to articulate WFP’s contribution to conflict prevention. Further, the scope of this research that was developed jointly with WFP’s Gender Unit will include an assessment of whether WFP’s programming reinforces structures of inequality that create or exacerbate violence and conflict as differentially experienced by women, men, girls and boys, and will look at how to ensure that participatory approaches do not generate any violence against women or put them at risk. The team will also examine existing benefits that resulted from WFP’s peace-related programming to determine which household members benefit from specific interventions and under what conditions and circumstances.

OPERATIONALIZING THE EVIDENCE

In parallel to Phase 2, the Programme - Humanitarian and Development Division will continue to operationalize the findings of Phase 1, and directly support Country Offices with the implementation of the SIPRI recommendations through:

1. in-country support missions regarding programme design and integration of conflict-sensitivity to the initial four countries - Mali, Iraq, El Salvador and Kyrgyzstan along with other countries where conflict analysis will be undertaken.
2. development and rollout of a toolkit for nexus programme design which will include Standard Operating Procedures, measurement indicators, operational guidance and best practices, training modules and webinars as well as guidance on assessment and monitoring tools for Country Offices and Regional Bureaux.
3. in-country nexus design workshops and training for the second generation of CSPs and priority countries of the Joint Steering Committee12 which will inform staff on integration of peace-building and conflict-sensitivity including conflict analysis. This will target Country Offices and Regional Bureaux with the overall goal to impact the total number of second generation CSP and JSC-priority countries; and
4. establishment of a global Peace-building & Conflict-sensitivity Advisor Network (PECAN) which will be led by the Regional Bureaux. PECAN will appoint, train and empower Regional Bureaux and Country Office staff who will oversee the integration of conflict-sensitivity and peace-building programming and partnerships in their respective geographic areas.

As the world’s largest humanitarian organization with a dual mandate to combat food insecurity in emergency and development settings, WFP is committed to supporting the prospects for peace throughout its programmes. Working with partners, WFP will continue to develop the evidence needed to ensure that its programmes save lives and change lives in ways that contribute to the prospects for peace.

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12 The Joint Steering Committee to Advance Humanitarian and Development Collaboration (JSC) is a critical mechanism to promote greater coherence of humanitarian and development action in crises and transitions to long-term sustainable development and in reducing vulnerabilities to build resilience. It was established by the Secretary-General in 2017. The JSC priority countries are Burkina Faso, Cameroon, Chad, Ethiopia, Niger, Nigeria and Somalia.