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AU Extraordinary Humanitarian Summit and Pledging Conference,
27th May 2022
Malabo, Equatorial Guinea

CONCEPT NOTE

1. Background

1. The Assembly of the Union during its 35th Ordinary Session that took place on 5 -6 February 2022, in Addis Ababa, Ethiopia adopted **Decision Assembly/AU/Dec.828(XXXV)** which : “... *Decides to convene the Extraordinary AU Humanitarian Summit and Pledging Conference on 27 May 2022 in Malabo, Equatorial Guinea*”
2. In this regard, the African Union will convene an Extraordinary AU Humanitarian Summit and a Pledging Conference, on 25 - 27 May 2022 in Malabo, Equatorial Guinea. The Summit is at the invitation of H.E. President Teodoro Obiang Nguema Mbasogo, in his capacity as Champion of the 2019 AU theme, “*Year of Refugees, Returnees and Internally Displaced Persons: Towards Durable Solutions to Forced Displacement in Africa*” and H.E. Macky Sall President of the Republic of Senegal, as the Chairperson of the Union.
3. The 2022 Extraordinary AU Humanitarian Summit and Pledging Conference will deliberate efforts set forth by African leaders to address the current humanitarian challenges that Africa is facing, exacerbated by the socio-economic impacts of the COVID-19 pandemic and disasters across the Continent, identify durable solutions to address the current humanitarian challenges especially of humanitarian financing and those that contribute to post-conflict recovery, peace and development.
4. Humanitarian needs in Africa are driven by climate related disasters that have become increasingly recurrent such as increased terrorist activities, conflicts, political instability and health pandemics. These occupancies have reversed the development progress in various sectors including health, education, food security and livelihoods.
5. Approximately **115 million** people need Humanitarian assistance in Africa, out of these, 75 million are vulnerable cases targeted for assistance. This includes over **35 million** displaced in Africa including **6.9 million** refugees, **24 million** IDPs, **2.7 million** Stateless people, **500,000** Asylum seekers and more than **1.5 million** unsettled returnees. 13 million are suffering from hunger due to climate change and natural disasters. In 2020 alone, over 4.3 million new displacements were attributed to climate related hazards such as floods, cyclones and droughts
6. Africa suffers from protracted crises that show no signs of abating. In the Horn of Africa region, climate-related disasters due to failed consecutive rain seasons and conflicts have left over two (2) million people in need of lifesaving humanitarian assistance. In southern Africa, tropical storms in Malawi, Mozambique, South Africa and Zimbabwe have also led to unprecedented humanitarian needs. In Madagascar, acute food-insecurity and cyclones of crisis-

level have affected over 1.3 million people¹. Drought and famine as well as violent extremism in west and Central Africa Region has resulted in over 32.7 million in need of humanitarian assistance.

7. Increasing climate related disasters demand that Africa increases its financing on climate adaptation. Globally, fifteen (15) countries are classified as most vulnerable and least ready to adapt to the climate change. Out of these, twelve (12) are from Africa. These countries received less than six (6) per cent of global adaptation finance in 2019². This indicates the ominous funding gaps in climate adaptation
8. Cumulatively over USD 14 billion is needed to address the existing humanitarian needs in Africa.

9. Table 1: Refugee Response plans (Source: OCHA, 2022 Global Humanitarian Needs overview)³

Refugee Response Plans	People in need	Targeted	Requirements in USD (HRP Figures)
Total Needs for Refugee response plans	6.9m	4m	1.4bn

11. Table 1: Overview of regional humanitarian needs (Source: OCHA, Humanitarian Needs overview)

Regional Needs	People in need	Targeted	Requirements in USD (HRP Figures)
Southern and Eastern Africa	47.6m	38.4m	6,535,500,000
West and Central Africa	61.5m	32.7m	6,022,800,000
Northern Africa	0.8036m	0.2108m	75,300,000
Total Needs (HRPs)	109.91m	71.3108m	12,633,600,000

¹ Critical level of food insecurity, households either have large food consumption gaps which are reflected in very high acute malnutrition and excess mortality; or can mitigate large food consumption gaps but only by employing emergency livelihood strategies and asset liquidation

² OCHA, Humanitarian Needs overview, 2022

³ The figures provided are changing as needs and situations evolve.

12. While progress is being made to increase Covid-19 vaccination in Africa, more resources are needed to build back economies and development plans that are affected by the pandemic. These include the education sector, employment sector and the health sector. Marginalized people were disproportionately affected, and investments need to be directed towards them.
13. This concept note provides the framework of the Extraordinary AU Humanitarian Summit and Pledging Conference. It highlights five (5) thematic areas to be addressed during the summit and sets out the objectives of the Pledging Conference which aims to mobilize continental and international support and resources for humanitarian response in Africa. The background papers provide a detailed description of issues under each thematic area.

Summit Thematic Focus

The Humanitarian Summit will focus on the following thematic areas: -

- a) **Theme One** – Climate change, disasters and forced displacement in Africa
- b) **Theme Two** – Addressing food security and nutrition challenges in the Humanitarian Space in Africa
- c) **Theme Three** – Health challenges in humanitarian space in Africa
- d) **Theme Four**- Post-conflict reconstruction development for refugees and IDPs in Africa
- e) **Theme Five**– Revitalizing resource mobilization and financing for humanitarian action in Africa

1.1. Humanitarian Context in Africa

14. Today, the African continent continues to face some of the most complex humanitarian emergencies which are in some cases the result of natural and human induced disasters. However, there are many others, driven by conflicts leading to mass displacements of persons both within and across national borders. These have exponentially increased humanitarian needs over the years, with the most vulnerable communities who are already facing multiple shocks being more affected.
15. Humanitarian needs are growing fast in Africa, this is driven by increasing climatic shocks, conflicts, impact of Covid-19 and economic slowdowns. More than 114 million people in fifteen (15) most affected African countries require urgent assistance in 2022⁴. The number of people in need has significantly increased in Africa due to increased climate change related disasters and COVID-19. At the same time, it is important to note that humanitarian response plans have been

⁴ [OCHA, Global Humanitarian Overview 2022](#)

severely underfunded to cope with the modern-day challenges during the past three years in Africa and the funding gap remains large.

16. Africa has more than 35 million internally displaced persons (IDPS), refugees and asylum seekers. In 2020, Africa had a total of 10.4 million internally displaced children aged below fifteen (15) years⁵. Protracted conflicts and intercommunal conflicts in some parts of Africa continue to contribute to increased displacements, food insecurity, and limited access to basic social services. Burkina Faso, Ethiopia, and Mozambique fuelled some of the world's fastest growing displacement crises in 2021. Most countries facing conflicts are also experiencing other forms of shocks particularly related to climate and economic shocks.
17. The number of people displaced due to climatic conditions is increasing with approximately 4.3 million newly displaced due to disasters mostly related to climate change⁶. The Southern region face multiple climatic shocks characterised by cyclones, floods, and sporadic rainfall patterns in some countries. In 2021, Madagascar faced a severe humanitarian crisis with famine conditions prevailing in the Southern regions. This drought has left an estimated 1.3 million people severely food insecure — more than double the number in the same period of 2020⁷, and the number of children hospitalizations due to severe acute malnutrition in the Grand Sud in the first quarter of the year was four times more than the five-year average.⁸ In East Africa, humanitarian needs are on the rise, more than twenty-five (25) million people are facing high levels of food insecurity. These needs are driven by impact of climate change disasters, conflict and economic impact of Covid-19. In the Horn of Africa region, nearly twenty (20) million people are projected to be in need of humanitarian assistance in 2022 in Kenya, Ethiopia and Somalia following severe drought due to consecutive failed and below average rainfall seasons⁹.
18. In the Western and Central regions, Humanitarian crises of concern include Burkina Faso, Cameroon, the Central African Republic, the Democratic Republic of Congo, Chad, Niger, Nigeria, and Mali. The protracted conflicts, high poverty rates and macroeconomic conditions have led to increased needs, including high rates of food insecurity and malnutrition. More than fifty-eight (58) million people in the Western and Central regions are facing severe food insecurity, the highest number recorded since 2016¹⁰. In the Sahel region, the Lake Chad basin region and the Great Lakes region, complex and fast-growing crises are causing unprecedented needs. Armed violence, terrorism and insecurity have forced more people than ever before to flee their homes, destroying the social fabric of communities and disrupting basic social services. Across these regions, the

⁵ International Displacement Monitoring centre: Internal Displacement in Changing Climate p16

⁶ International Displacement Monitoring centre: Internal Displacement in Changing Climate p16

⁷ UNOCHA Humanitarian overview

⁸ UNOCHA Humanitarian overview

⁹ FEWSNET, <https://fews.net/east-africa/alert/december-29-2021>

¹⁰ OCHA, Global Humanitarian Overview 2022, p. 182.

<https://reliefweb.int/sites/reliefweb.int/files/resources/Global%20Humanitarian%20Overview%202022.pdf>

numbers of IDPs and refugees have risen exponentially with over two million people internally displaced in the Central Sahel region, which represents a thirty(30) percent increase since 2020 with Burkina Faso accounting for over fifty (50) percent of total displaced in the region. In the Lake Chad basin, over five (5) million are displaced of which over seventy (70) percent are in Nigeria.

19. North Africa remains at the centre of complex mixed migration flows. In Libya, civilians continue to disproportionately suffer the consequences of the complex conflict. Additionally, this region is host to a large number of Refugees, asylum seekers and people caught up in mixed migratory movements requiring Humanitarian assistance and Human Rights protection especially those in irregular migratory movements.
20. Food and nutrition crisis remains of concern. Key drivers of food insecurity include climatic shocks, conflict and insecurity, deteriorating macro-economic conditions, and impact of COVID-19. The number of people facing a critical lack of food has more than tripled. Nearly two hundred and eighty-two (282) million people are undernourished in Africa which represents an increase of 49 million from 2019¹¹. Sub-Sahara Africa is mostly affected, with 24.1 % of the population being undernourished, while North Africa has 7.1% undernourished. Malnutrition remains a challenge as Africa has some of the highest cases of malnutrition globally accounting for more than nine out of ten of all children are stunted, more than nine out of ten children with wasting, and more than seven out of ten children who are overweight worldwide¹². A significant number of countries facing major food insecurity crisis are in Africa include Burkina Faso, Ethiopia, Madagascar, Mali, Niger, Nigeria, Somalia, South Sudan, Sudan , , , , and. Further, the cost of food basket has increased, and this has reduced purchasing power and limited access to food, especially among the poor households. In South Sudan for instance, the cost is six times higher while in Sudan it is three times higher¹³. Food and insecurity needs are projected to increase amidst reduced funding in this sector - the Global Humanitarian food security sector is only thirty-four (34) per cent funded and the nutrition sector less than 35 per cent funded.
21. The advent of the COVID-19 pandemic has exacerbated the humanitarian crises in Africa. Since the pandemic began, African countries have put measures to control the pandemic in an effort to safeguard the gains made in the health sectors. Health system has been subjected to unprecedented pressure in addition to countries grappling with multi-layered disasters and communicable diseases such as Ebola Virus Disease outbreaks, hemorrhagic fevers, cholera outbreaks, and malaria. Other essential services such as immunization and reproductive health have also been affected. The Africa continent has put in efforts to minimize the impact of COVID-19 and ensure equitable distribution of

¹¹ FAO, State of Food Insecurity, (SOFI) 2021. Transforming food systems for food security, improved nutrition and affordable healthy diets for all.

¹² FSIN, Global State of Food and Nutrition security Report, September 2021 update.

¹³ OCHA, Global Humanitarian Overview 2022.

vaccines across the continent. This comes at a time when vaccination campaigns are being revamped across the continent. To curb the widespread of COVID in Africa and to mitigate it, there is need for greater financing for vaccines, diagnostics, and maximization of the supply chain to ensure vaccines reach everyone including refugees, IDPs and other marginalized communities.

22. The AU has instituted policies, strategies and statutes to protect the rights of IDPs and refugees to ensure they benefit from all-inclusive assistance. Refugee operations have faced funding shortfalls over time leading to de-prioritization of some assistance and rationed assistance to stretch the available resources. In the last five years, Regional Refugee Response Plans for African refugee crises were less than 50 percent funded. While a lot of efforts have been directed towards promoting self-reliance of refugees, limited funding combined with prevailing factors such as conflict, disasters, supply chain disruptions, rising food prices and loss of income due to COVID19 have further inhibited refugees from attaining self-reliance. Urban refugees who were previously working towards self-reliance have particularly been impacted by COVID-19 with a majority losing their livelihood
23. Under the AU Post-conflict Reconstruction and Development (PCRD) Policy, adopted in 2006, Humanitarian/Emergency assistance is a set of integrated and coordinated measures that seek to save and sustain lives, maintain basic human dignity, ensure the protection of civilians, support the return and reintegration of displaced populations and help resuscitate socio-economic activity.
24. The main focus of PCRD is essentially through designing and implementing community-based quick impact projects within the camps of refugees and IDPs, as well as the reintegrated persons within hosting countries, in order to facilitate quick recovery and reconciliation, harness the productive capacity and skills of populations, help the creation of social safety nets, enhance food security and resuscitate livelihood systems and coping mechanisms of affected communities.
25. In the quest for durable solutions, there is necessity to provide training and skills development to refugees and IDPs, in order to facilitate the reintegration of affected populations such as unemployed youth, women, ex-combatants, refugees, IDPs (even while still in exile/displacement) and persons with disability, according to the African Union Post-Conflict Reconstruction and Development Policy, adopted by the AU Heads of State and Government in 2006.
26. The African continent continues to host increasing numbers of refugees, IDPs and others affected by conflict, persecution and violence, within a humanitarian landscape characterized by new and emergent threats leading to other waves of refugees and IDPs. The focus should be given to deal with these emergent situations to avoid their prolongation, given that the resolution of the issues related to notably the reintegration or the return of the refugees and IDPs becomes more complicated with prolonged situations.
27. Human rights violations, including gender-based violence and violence against children, are also increasing. There are increased protection concerns across the

continent amidst the increased humanitarian crises. Due to COVID-19, school closures have led to increased dropouts and increased vulnerabilities and risks for young boys and girls. Conflicts in some parts of Africa have also led to school closure. In the Sahel, the education system has gravely been affected by the crisis in the region with over 5,000 schools non-operational. This does not only affect the long-term human capital but also predisposes young girls to early marriages and other risks such as gender-based violence.

28. Militarized and politicized humanitarian response to these crises constitute a major risk to humanitarian action. Humanitarian actors continue to be increasingly exposed to health and security risks and are often targeted in attacks. According to the Kampala Convention (2009), the State parties shall respect and ensure respect for the humanitarian and civilian character of the protection of and assistance to IDPs, including in ensuring that such persons do not engage in subversive activities. Therefore, there is a need to strengthen the monitoring of camps of refugees and IDPs to maintain the civilian character of these camps as well as guaranteeing the good governance of the camps and the basic freedoms of refugees and IDPs. This will facilitate the task for the AU in deploying fact-finding missions and inquiry missions as well as financing quick impact projects and peace strengthening projects, in order to support the self-reliance of refugees and IDPs.
29. The AU has demonstrated its continental leadership in garnering the political will and commitment from Member States to develop and embrace viable measures at policy and practical levels. It has fundamentally put emphasis on progressive initiatives in addressing root causes and finding durable solutions through adequate preparations in the aftermath of humanitarian challenges on the continent. Equally, it is committed to shaping and guiding humanitarian action in the continent.
30. Despite the increasing complex and multifaceted humanitarian crises in the continent, funding remains a challenge with most humanitarian crisis being under-funded. It is in this vein that the Member States of the AU during the 38th Ordinary Session of the Executive Council held in Addis Ababa from 3-4 February 2022, have noted with great concern the devastating effect of the COVID-19 pandemic in Africa and its additional challenge to the humanitarian situation on the continent, and called for the convening of a Continental Humanitarian Summit (CHS) to address the challenge. The Summit will take place on 27 May 2022 in Malabo, Equatorial Guinea.

2. Organization of the Extraordinary AU Humanitarian Summit and a Pledging Conference

31. The Extraordinary AU Humanitarian Summit and Pledging Conference will take place as follows : –

i). The Inter-generational Dialogue will include statements from the following:-

- H.E Chairperson of the AUC,

- H.E President of Republic of Sierra Leone in his capacity as the Chairperson of the PRC Sub-Committee on Refugees,
- H.E President of the Republic of Mozambique in his capacity as the AU Champion for Disaster Risk Reduction.
- The AU Youth Envoy.
- A Representative of the Displaced Persons (Youth).

This will be followed by statements and pledges for humanitarian financing in Africa in the following order:

1. Heads of States and Government.
3. Partners, Donors and the Private Sector
32. The Extraordinary Humanitarian Summit and Pledging Conference will be concluded with adoption of the Assembly Declaration.

2.1.Objectives of the Extraordinary AU Humanitarian Summit and the Pledging Conference

33. The Malabo Summit will aim to discuss the challenges affecting humanitarian assistance in Africa, advocate for sustainable financing for humanitarian needs in Africa, and mobilize resources for humanitarian response in Africa.

The specific objectives of the Continental Humanitarian Summit are:

- a) To reflect on the lessons drawn from the humanitarian response in Africa and take note of the capacities, commitment, investments and actions taken by Member States to address the humanitarian crisis in Africa.
- b) To reflect on lessons identified in COVID-19 pandemic response in humanitarian settings and consider the recommendations and strategies on improving health system in humanitarian settings.
- c) To consider and take into account the durable solutions to the growing impact of climate change disasters and climate change induced forced displacement in Africa.
- d) To endorse measures to address the worsening food security and nutrition for persons of concern in camps and settlements.
- e) To encourage resource mobilization and financing for humanitarian action in Africa; and to endorse existing partnerships and the promotion of the establishment of new ones for effective resource mobilization and humanitarian action in Africa.
- f) To also encourage the mobilization of resources from AU Member States and the wider international community to respond to the unprecedented humanitarian emergency currently facing the continent and to endorse

resilience programmes for populations affected by complex crises, famine, and other disasters.

- g) To also endorse special measures for the protection of women, vulnerable groups, especially children, youth, the elderly and persons with disabilities in humanitarian situations.

2.2.Expected Outcomes of the Extraordinary AU Humanitarian Summit and a Pledging Conference

- a) Increased visibility of the humanitarian challenges in Africa .
- b) Enhanced support and build partnerships for the operationalization of the African Humanitarian Agency
- c) Commitments and Pledges for humanitarian resources at national, regional, continental, and international levels to make humanitarian action in Africa more timely, efficient, and responsive.
- d) Increased and diversified partnerships with traditional and non-traditional donors.

4.8. Format

The AU Extraordinary Summit and Pledging Conference will be held in an OPEN format allowing participation of AU Member States, Humanitarian Partners, Development Partners, Philanthropists and the Private Sector together to address the different humanitarian challenges facing the African continent and to galvanise resources for humanitarian response in Africa. The event will be held in Malabo, Equatorial Guinea, at the International Conference Centre, Sipopo, Malabo.

FURTHER INFORMATION:

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