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REPORT OF THE COMMISSION ON THE HUMANITARIAN SITUATION IN AFRICA
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INTRODUCTION

1. The report covers the period July 2011 to January 2012. It provides an overview of the general humanitarian situation especially with regard to refugees, returnees, internally displaced persons as well as on natural and man-made disasters. The report also mentions the challenges and presents various programmes and activities carried out by the Commission with the PRC Sub-Committee on Refugees, Returnees and Internally Displaced Persons and its operational partners such as the UN High Commissioner for Refugees (UNHCR), World Food Program (WFP), International Organization for Migration (IOM), International Committee of the Red Cross (ICRC), and UN Office for the Coordination of Humanitarian Affairs (OCHA) in the search for durable solutions to humanitarian challenges including forced displacement.

2. It should be noted that the Commission continues to rely heavily on the information provided by the partners. Less than ten Member States sent information to the Commission in spite of being reminded of the Executive Council Decision to assist the Commission in providing update information.

GENERAL OVERVIEW ON THE HUMANITARIAN SITUATION IN AFRICA

3. During the period under review, Africa remained with the reputation of producing the largest number of forced displaced persons estimated at over 15 million. The intensification of some of the conflicts in parts of the continent continues to contribute to insecurity and result in thousands of deaths, massive destruction of infrastructure and the disruption of services as well as the outflows of millions of people into exile as refugees and as internally displaced persons. Additionally, lack of respect for Human Rights and Rule of Law has resulted in a lot of suffering of innocent people, especially, women and children who fall victims of the consequences of such governance deficits in many societies such as sexual and gender based violence, including incidents of killings, torture, abductions and human trafficking. These situations have affected humanitarian space and aid workers are not spared, as some of them are killed or abducted while others are forced to leave and those who stay find it difficult to carry out their programmes and activities in favour of forcefully displaced.

4. It should be pointed out that though international community had often concentrated on forced displacement issue, the problem of statelessness is often forgotten and also requires attention. Furthermore, the issue of mixed migratory movements, which is on the increase, from the North and West of Africa to Europe and East/Central Africa to Southern Africa region, and within the southern region itself to South Africa. This irregular trend has further complicated the problem of forced displacement. This has led to the tightening of asylum policies by Governments in Southern Africa and often lead in incidents of refoulement resulting, sometimes in loss
of lives at sea. The situation has now assumed larger proportion and has become a major challenge which deserves concerted continental attention.

5. The humanitarian situation has been further compounded by complex emergencies such as drought situation resulting in famine, effects of global climate change, increasing food prices as well as other natural and man-made disasters which have all contributed to deepening the humanitarian concerns and in particular, undermine efforts aimed at resolving the problem of forced displacement across the continent.

6. Countries of asylum that continue to make huge sacrifices by hosting large numbers of refugees despite their enormous socio-economic hardships should be recognized and commended. In this regard, particular mention is made of the government and people of Tunisia, which showed solidarity and enormous hospitality to Libyan refugees and other third country nationals seeking refuge or return to their respective countries as a result of the crisis that affected Libya.

7. However, all is not in vain, as Africa witnessed some encouraging developments which created conducive conditions for many refugee repatriation operations to their countries of origin in Africa. This was made possible because of the peace initiatives and agreements in various countries such as in the Republic of Sudan, Burundi, Cote d’Ivoire, Central African Republic and the Democratic Republic of Congo. Additionally, reintegration is continuing in many parts of Africa. These positive developments were in line with the implementation of the Plan of Action on the Outcomes of the 2009 Kampala AU Special Summit of Heads of State and Government on Refugees, Returnees and Internally Displaced Persons in Africa.

8. During the period under review, the continent once again proved that it is capable of tackling its own problems in the humanitarian field. Due to the grave humanitarian situation which prevailed in the Horn of Africa, the Commission organized an African Union Pledging Conference on Drought in the Horn of Africa in Addis Ababa, Ethiopia on 25 August 2011 to mobilize resources in order to address the situation in the region. More than US$ 350,000 million dollars in cash and in-kind was pledged to the noble cause. The pledges are already being redeemed with about US$ 5 million received to date.

REGIONAL ANALYSIS

NORTHERN REGION

9. During the period under review, the humanitarian situation in Northern region remained fragile as a result the conflict in Libya. Close to 1.5 million people including migrants and refugees crossed the borders to neighbouring countries mainly to Tunisia, Egypt, Algeria but also to Niger, Chad, the Republic of Sudan and as far as Italy and Malta. Between 15,000 and 20,000 people were crossing the border to Egypt and Tunisia every day at the height of the crisis. Even though the countries of the region
continue to assist these populations who are in need with basic necessities, the situation has put enormous strain on them in view of the fact that they all have recently or is still experiencing fundamental changes of enormous proportion.

10. **Algeria** which has been hosting about 165,000 Sahrawi refugees since the early 1970’s is also a country of asylum to some refugees from the region mainly, Libyans. The country also experienced floods in south-west part of Algiers which caused serious damage to private and public infrastructure including houses, roads, bridges and schools.

11. The main focus in the region was **Libya**, where over 2 million people were on the move inside and outside the country. The majority of the people on the move were non-Libyans who were migrants and almost 50 percent of them were from contiguous countries and were repatriated back home. In the country, the humanitarian community highlighted protection concerns and the vulnerabilities of the civilian population, particularly, those near the frontlines in the conflict-affected areas. It was reported that there were violation of international human rights and humanitarian laws during the conflict.

12. **In Egypt**, there were about 43,148 old cases of refugees of whom the majority were Sudanese, Somalis, Eritreans, Ethiopians and other nationalities. Additionally, the country had received new influx of Libyan refugees numbering around 283,000 and 90,000 other refugees of different nationalities, all from Libya. They were waiting for repatriation back to their home countries.

13. **Tunisia** witnessed for the first time an influx of refugees in its history. It should be noted that the country itself had just experienced a revolution. However, the country displayed a high degree of solidarity through the hospitality shown to the Libyans as well as other nationals from other countries who have been forcefully displaced. It may be recalled that over 1.5 million persons went through Tunisia and were processed by the UNHCR and IOM during the repatriation exercise. At the moment there are about 3,600 refugees left in the only remaining camp, the Shousha camp and these remaining cases loads are being processed for resettlement to other countries such as the USA, the Nordic countries, Canada and Australia. Majority of the refugees are Somalis and Eritreans.

**WESTERN REGION**

14. The general humanitarian situation in the region is witnessing some form of improvement. However, the situation in **Cote d’Ivoire**, led to renewed refugee situation as reported in the previous report to Council and there are still thousands of the country’s nationals in refugee situation as November 2011 in the following countries: Liberia 178,163; Ghana 17,985; Togo; 4,701; and Guinea 2,477.

15. The general security situation in Abidjan and western part of the country remained fluid as movements of people continued. This is due to security incidents, intimidation and uncertainty of receiving assistance in their areas of return. However,
some IDPs returned in the west of the country and along the Ivorian-Liberian border. Some villages have recorded 80 percent of return while others have only recorded 20 percent. Most parts of the country is still in need of humanitarian assistance especially food as several people lost their agricultural harvest season.

16. During the reporting period, the authorities in **Niger** informed the Commission that the country is host to 446 refugees while 4,755 different nationals from Libya who are in transit and the country’s 223,307 nationals who were repatriated from Libya.

17. **Liberia** continued to host thousands of Ivorian refugees of which the number is estimated to be 178,163 in October 2011, an increase by almost 30,000 in April 2011. About 33,500 live in refugee camps while the majority of others reside in 230 communities near the Ivorian border and almost all of them are depending on humanitarian assistance. On the other hand, as of September 2011, 1,629 Liberian refugees were voluntarily repatriated and reintegrated across the country.

**CENTRAL REGION**

18. The Central Region continues to pose a humanitarian challenge due to ongoing conflicts in some countries in particular Chad, Central African Republic and Democratic Republic of Congo. This is coupled with the ever increasing activities of the Lord’s Resistance Army (LRA), the rebel group which originated in Uganda in 1987 and was causing havoc in the region. LRA’s activities include mass killings, incessant attacks, and abductions especially of women and children. These conflicts have complicated the delivery of humanitarian assistance especially to the areas which are difficult to reach. Furthermore, recurrent droughts and floods continue to affect the region. As a result thousands of people became either refugees or IDPs while at the same time the region is caring for refugees from other parts of Africa.

19. **Central African Republic (CAR)** had embarked on the disarmament and demobilization programme of former combatants following the country’s peace agreement which was signed between the government and rebel factions. An estimated 169,698 people are internally displaced. Additionally, the country is host to 17,504 refugees and asylum seekers.

20. With regard to **Chad**, as of October 2011, the country received about 83,244 of its nationals from Libya with the help of IOM but others were still finding it difficult to return home due to lack of transportation. The number of refugees from the Darfur region accounts for almost 200,000 while approximately 55,000 refugees are from CAR and close to 5,000 urban refugees are from different countries.

21. **Cameroon** continued to give asylum to about 50,000 refugees from the region and West Africa and a large number of them are living in the local communities.

22. In the **Democratic Republic of Congo (DRC)**, due to the ongoing conflict, and human rights violations for almost 20 years in some parts of the country such as in Ituri
district, North Kivu, South Kivu and Equateur province, about 1.7 million people are internally displaced. Additionally, atrocities committed by LRA have further displaced the people while on the other hand, over 440,000 found refuge especially in the neighboring countries. Humanitarian access in most of the areas because of insecurity and poor road infrastructure continues to pose a problem in the deliverance of the much needed assistance. As a result, nearly 1.4 million under the age of 5 suffered from acute malnutrition. Consequently, the perennial conflict has undermined the country’s economy, devastated the infrastructure and exacerbated the food security situation.

23. Republic of Congo continued to host about 115,000 refugees from the Equateur province of DRC who fled because of the conflict in the area in 2009. The refugees settled along a 350 km stretch of the Ubangui River in Likouala province.

EASTERN REGION

24. During the period under review, drought and famine conditions in the region coupled with conflict in Somalia, affected almost 14 million especially in Djibouti, Ethiopia, Kenya and in Somalia in particular. The drought situation has been described as the worst in 60 years. The Famine Early Warning Systems Network, FEWSNET, reports that while previous droughts may have lasted longer, the current drought has been particularly severe, owing to the shrinking humanitarian space due to the continued conflict in Somalia. Its impact has been exacerbated by extremely high food prices, reduced coping capacity and a limited humanitarian response. The region was host to about 727,163 Somali refugees by mid October 2011, thus straining services and facilities in the countries of asylum.

25. Outbreaks of drought-related animal diseases have also affected the pastoralist communities and contributed to the Cross border migrations. Somali pastoralists cross the border into Kenya, while thousands of livestock and pastoralists from Kenya migrated to Uganda. More cross border migrations were taking place from Kenya and Somalia into Ethiopia and as a result competition for scarce resources could erupt into resource-based conflicts with local host communities.

26. Due to the drought and famine situation as well as other humanitarian crises facing the region, the African Union responded to the challenge in several ways, including the convening of the Pledging Conference on 25 August 2011 in Addis Ababa, Ethiopia. The conference was convened with the aim of promoting a shared understanding of needs and priorities to the most affected countries in the region as well as facing the challenges and the way forward.

27. Concerning Djibouti, the number of those affected by the drought situation at that time was 120,000 but increased to 180,000 in November 2011. Out of this number 120,000 are in the rural areas while 60,000 are in urban areas. Somali refugees continued to find asylum in Djibouti in relatively large numbers, though at a lower rate compared to Ethiopia and Kenya. The number of refugees in Djibouti is about 30,000 and the majority are Somalis who depend entirely on food aid.
28. The Government of Ethiopia reported at the Pledging Conference that 4.5 million people were in need of humanitarian assistance in particular in the Ogaden and Oromia regions. Many people living in areas affected by the drought are also particularly badly hit by rising food prices.

29. The country is host to 256,000 refugees of whom 173,800 are Somalis. Since June 2011, the country continued to receive refugees from Somalia at an alarming rate who were arriving in very poor health state; malnutrition and mortality rates were very high. Dollo Ado camp was established to accommodate the new arrivals, which in October 2011, had the number was 127,425. While receiving new Somali arrivals, the country also received recent Sudanese influx numbering about 27,500 since September 2011 following the conflict in Blue Nile State.

30. In the case of Kenya, number of drought-affected stood at over 3.75 million. The situation was exacerbated by high food and fuel prices. Malnutrition rates among children under five years rose dramatically to 37 percent of children under five who were malnourished in some northern districts. In the meantime, fragile security situation along the Kenya/Somalia border is affecting the drought–affected populations and humanitarian organizations and the situation was further complicated by heavy rainfall which as a result affected the delivery of food aid and also resulted into loss of livestock. The country has a refugee population and asylum seekers of 595,127 located in Dadaab, Kakuma and Nairobi. An average of 1,300 Somali refugees were crossing the border into the Dadaab refugee camps in north-eastern Kenya at the height of the crisis in Somalia, thus the population swelled to 460,208. Malnutrition levels among the newly arrived refugees were very high. The camps at Dadaab have been receiving Somali refugees for the past 20 years and have far outgrown their original capacity. About 82,217 asylum seekers were moved into the camps of Kambioos, IFO II East and West in July 2011 to ease the congestion.

31. Since the convening of the Pledging Conference in August 2011, the situation in Somalia continued to deteriorate with more than a third of the country’s 7.5 million people affected by the crisis. Famine spread to 7 regions in the south of the country. At the time of the Conference, the President of Transitional Federal Government (TFG) stated that the number of affected people was 3.7 million but the number increased to more than 4 million after the Conference. The 3 million affected people are in the South. The number of IDPs is estimated to be 1.5 million, an increase of about four times more five years ago. Out of this number, more than 400,000 are in Mogadishu, the capital. The country has the world's highest malnutrition rates exceeding 50 percent and there is acute malnutrition in more than 30 percent of children.

32. Concerning the Republic of the Sudan, the brewing conflict between the Republics of the Sudan, and South Sudan as well as internal conflict within Sudan in Blue Nile State and South Kordofan State had affected thousands of people and caused further displacement. Since September 2011, over 25,000 fled fighting in Blue Nile to Ethiopia while about 75,000 people were internally displaced in South Kordofan State. The situation in Abyei remains volatile and has affected the local communities. The
humanitarian agencies reported that it was difficult to estimate the number of internally displaced in some areas due to limited humanitarian access.

33. With regard to Darfur, some IDPs are in the process of returning to their villages, while others still remain internally displaced in spite of the signing of the peace agreement between the Government and the Liberation and Justice Movement in July 2011. Insecurity prevented humanitarian workers to deliver humanitarian services and implement their programmes.

34. During the reporting period, South Sudan continued to receive thousands of returnees from neighboring countries as well as the Republic of the Sudan which was accelerated by the Independence of the country in July 2011. As of November 2011, over 346,000 people returned, an increase of over 100,000 returnees since the last reporting in July 2011. On the other hand, due to the fragile economy, recurring conflict, and climate change, and incidence of flooding, more than 320,000 people were displaced and in 2011 fighting in disputed border areas between the Republic of the Sudan, and South Sudan. Clashes between militia groups; disputes over land and cattle; and attacks by LRA have further forced almost 300,000 people from their homes. The situation was exacerbated by the continuing influx of returnees, among other factors. The new nation faces enormous challenges and need all the collective efforts of the international community in order to achieve meaningful socio-economic development.

35. The Government of Tanzania continue to look after about 109,000 refugees mainly from the DRC and Burundi. At the same time, large-scale irregular migration is taking place, a majority of the migrants are from the region who use the country as transit en-route to South Africa.

36. Drought has affected Uganda’s north-eastern region and as a result more than 140,000 people are depending on WFP food aid. The country has a refugee population of almost 100,000 originating from DRC, Rwanda and Sudan and settled in the northwest and south-western part of the country. Over 3,000 South Sudanese were repatriated during the reporting period. The number of IDPs has reduced drastically from almost 2 million to 78,000 IDPs. The returnees are now engaged in agriculture production. However, LRA is still a threat to the local communities as it continues to kill and abduct people in the country.

SOUTHERN REGION

37. In the last report to Council in July 2011, the Southern region experienced natural and man-made disasters on a large scale which affected more than one million people and some of the countries have not recovered from the effects of these disasters. At the same time, the region continued to give asylum to refugees mainly from the Central and Eastern regions.

38. Madagascar is a country which has suffered from natural disasters for the last four decades. Over 50 natural disasters have impacted on the country. The east is
affected by cyclones and floods and the south suffers from chronic drought. This has resulted into food insecurity and it is reported that the country is one of the 36 countries where 90 percent of the world’s stunted children live. Madagascar is in dire need of support in order to reduce food insecurity by mitigating effects of natural disasters, improving environmental protection and combating malnutrition and other diseases.

39. The Government of Angola stated that the 4 million refugees and IDPs that returned in 2006 and were resettled and reintegrated into the country with the assistance of various humanitarian agencies. Upon the cessation clause for repatriation in 2007 about 146,814 Angolans opted to stay as refugees mainly in Zambia, DRC, Namibia, and the Republic of Congo including while 2,355 have recently returned from neighbouring countries. On the other hand, the country is host to 14,298 refugees living in various provinces. The Government provides them with protection and assistance in accordance with the refugee legal instrument.

40. Mozambique continues to receive irregular movements of persons of whom the majority are Somalis and Ethiopians and their number is difficult to estimate. Additionally, the country hosts about 7,000 refugees in Maratane refugee camp in Nampula most of them came since the beginning of 2011. The country has been affected by chronic cycles of flood and drought due to climate change. It was observed that while the number of people requiring humanitarian assistance decreased over time, those in need of food assistance due to disasters remained significant, for example, in 2010 more than 350,000 people were assisted.

41. South Africa remains number one asylum destination in Africa and one of the top asylum destination in the world in addition to mixed migratory movements.

42. In the case of Zimbabwe, food security remains an important issue as over one million people, particularly in the rural areas need food assistance. This is in addition to the needs of about 5,000 refugees, migrants, other vulnerable groups as well as between 50 and 70 asylum seekers coming into the country on a monthly basis. The country also experiences a regular monthly outflow due to irregular movement mainly to South Africa.

IMPLEMENTATION

43. The Commission of the African Union together with the PRC Sub-Committee on Refugees, Returnees and Internally Displaced Persons, and in close co-operation with the AU Partners and various relevant Organizations and agencies implemented some programmes and activities in accordance with the various Declarations, Decisions, Resolutions and Recommendations of the AU Summits and Executive Council on the forced displacement issues.

44. The PRC Sub-Committee on Refugees together with the Commission visited Cote d'Ivoire and Tunisia in November 2011. Details of the missions are contained in the Report of the Activities of the PRC Sub-Committee on Refugees which will be submitted to Council for consideration.
45. The Commission together with the PRC and the partners held several preparatory meetings towards the convening of the African Union Pledging Conference on Drought and Famine in the Horn of Africa. The Pledging Conference took place at the AU Headquarters under the theme, “One Africa-One Voice Against Hunger” with the aim of mobilizing and sensitizing the African people on the plight of drought and famine affected population in the Horn of Africa. The Conference was under the Chairmanship of the President of Equatorial Guinea and Chair of the Union, President Obiang Thodoro Mbasogo Nguema.

46. In order to drum up solidarity and awareness to the plight of the affected population in the Horn of Africa, it was decided that the former President of Ghana and Special Envoy of the Chairperson of the Commission for Somalia, H.E. Mr Jerry J. Rawlings be made the face of drumming up support for the cause. Despite the emergency nature of the situation former President Rawlings embarked on shuttle to selected African countries to bring the situation to the attention of these countries across the five regions of the continent. These countries include Equatorial Guinea, Nigeria, Congo, South Africa and Angola.

47. The Pledging Conference on Drought in the Horn of Africa was held in Addis Ababa, Ethiopia on 25 August 2011. The objective of the conference was to raise resources and awareness amongst AU Member States and the wider international community towards alleviating the plight of affected population in the Horn of Africa. The Member States showed solidarity and affirmed their commitment towards alleviating the sufferings of the people affected. Due to the importance attached to objective of the Conference, it was attended by African Union at the highest level, wider donor community, African Private Sector, Civil Society Organizations, UN system and international organizations. African youths were not left out, as youths from Ghana and South Africa embarked on individual action to raise awareness and funds for the same purpose.

48. The sum of US$ 351.706 million was pledged in cash while US$ 28.8 million was pledged in-kind during the Conference. This was in addition to the financial donation of a total of US$ 500,000 from the Commission’s Funds. At the time of reporting, the sum of US$ 4,500,000 million Dollars had been redeemed from Member States and other groups. Furthermore, Algeria delivered in-kind contribution of US$ 10 million through UNHCR.

49. On the Implementation of the Plan of Action from the Outcomes of the AU Special Summit on Refugees, Returnees and Internally Displaced Persons in Africa, regional consultative meetings for the Central and Western regions were held with RECs, partners, civil society and the Diaspora as well as other relevant organizations. Initiatives were put forward on how to promote signature and ratification/accession to the AU Convention for the Protection and Assistance of Internally Displaced Persons in Africa. As of October 2011, 32 countries signed the Convention, while 14 ratified and 7 of them have deposited the instruments with the Commission.
50. A multidisciplinary Experts mission visited Cote d'Ivoire from 5 to 12 November 2011 in order to assess the post conflict reconstruction and development situation of the country within the context of the implementation of the AU Policy on PCRD. The mission was conducted in partnership with the African Bank for Development (ADB), the United Nations Economic Commission for Africa (UNECA), the International Organization of the French speaking countries (IOF), the European Union, and the NEPAD.

51. The mission’s objectives were to assess the needs of Cote d'Ivoire in the aftermath of the post-electoral crisis; to identify the nature of the support that AU could provide including in the process of national reconciliation and sectorial reforms; to formulate some recommendations on the contribution that AU member States and other partners could provide.

52. Major concerns and requirements were identified in areas relating to the support to the National Peace, Reconciliation and Truth Commission; Security Sector Reform; Disarmament, Demobilization and Rehabilitation of former combatants; Justice Reform; Humanitarian assistance for the reintegration of thousands of returnees and internally displaced persons and enhancement of economic sector. A comprehensive report of the assessment has been submitted to the Peace and Security Council and will be followed up by a donor conference in 2012.

53. In the context of the capacity building programme between the Commission and the United Nations, OCHA and WFP supported the Commission by seconding officers on a short term period, while the UNHCR continued to avail an officer to the Commission since 2005.

54. Several activities were carried out and the major ones were the 62nd Session of the Executive Committee of the High Commissioner’s Programme was held in early October 2011. The meeting stressed the importance of the collective commitment to the notion of protection and emphasized the value of solidarity, cooperation and burden sharing. It was further stressed that there was need for UNHCR to coordinate with other agencies, in particular OCHA. Furthermore, the Commission participated in the commemoration activities of the 60th and 50th anniversaries of the 1951 Convention Relating to the Status of Refugees and the Convention on the Reduction of Statelessness. The Commission at the ceremony pledged among other things, to sensitise and encourage African Union Member States that were yet to sign and or ratify these conventions to do so at the earliest.

55. The Commission and OCHA held the second technical meeting in July 2011 in New York and finalized the detailed Plan of Action for the implementation of the Memorandum of Understanding between the two institutions. This meeting was followed by a Directors’ level meeting here in Addis Ababa, at which the Plan of Action was endorsed by the Directors of the two institutions.

56. The Joint AU/ICRC Seminar was held in Addis Ababa, Ethiopia in November 2011 under the theme, “Protection of Civilians in Armed Conflicts and Other Situations
of Violence in Africa”. The theme was carefully chosen due to the fact that the Commission is in the process of defining and developing its own specific protection approach and agenda and also challenges of protection of civilians were high on the agenda in 2011.

57. The meeting of the International Search and Rescue Advisory Group (INSARAG) Regional Group Africa/Europe/Middle East was held in Tunis, Tunisia in October 2011. The main purpose of the meeting was to continue collaborating with the AU partners in following up regional matters on the Continent on issues of preparedness and response to sudden emergencies.

CHALLENGES AND THE WAY FORWARD

58. Positive developments in tackling the root causes of the problems of forced displacements have yielded encouraging results in Africa. This has been evidenced with the successful returns of thousands of refugees and internally displaced persons.

59. However, the magnitude and complexity of the challenges still faced by Member States, and the Commission are immense. As articulated in the report, conflicts, protracted refugee cases, growing phenomenon of irregular migration, human rights violations, human trafficking, climate change, natural and man-made disasters, food and water insecurity as well as growing vulnerabilities require collective efforts of Member States, and the Commission in close collaboration with AU partners, RECs, Civil Society Organizations and Diaspora as well other relevant international bodies. In this regard, it is imperative that the Plan of Action that emanated from the Outcomes of the AU Special Summit on Refugees, Returnees and Internally Displaced Persons in Africa be implemented in order to meet the challenges of forced displacements for eventual sustainable peace, security and development on the Continent.
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