

# **NIGERIA**

## **HUMANITARIAN NEEDS AND RESPONSE PLAN**

**HUMANITARIAN  
PROGRAMME CYCLE  
2025**

ISSUED JANUARY 2025



# At a glance

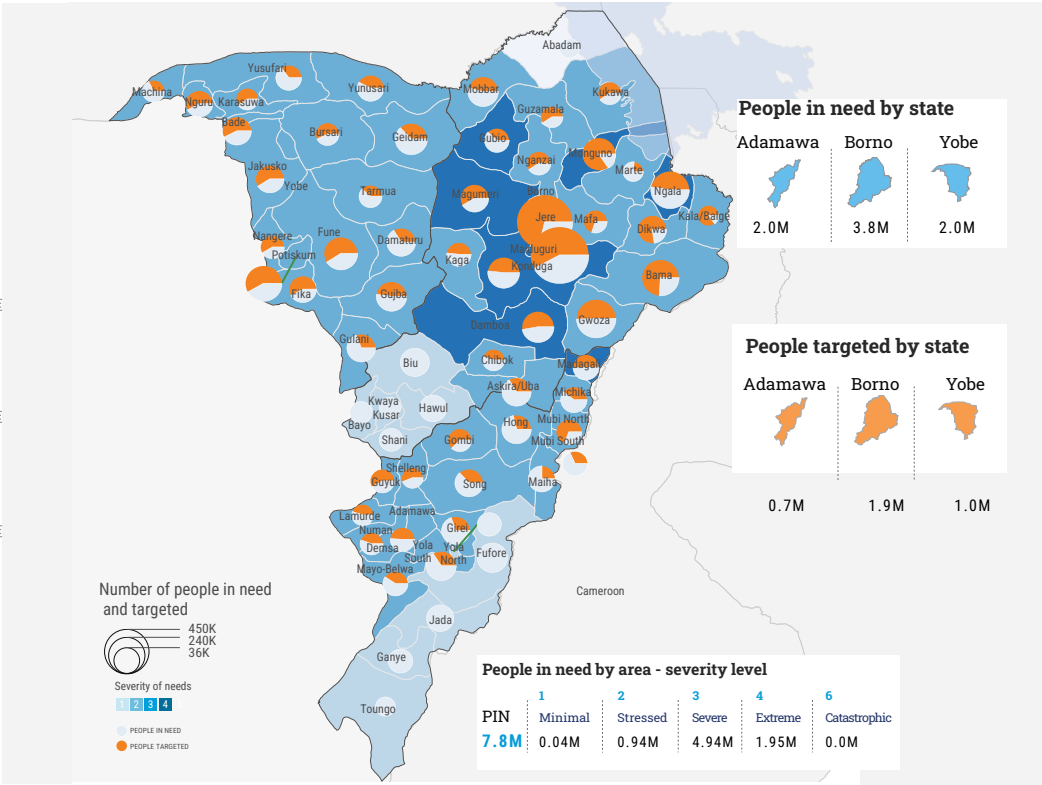
## People in need and people targeted by sex, age and disability

Explore more at <https://humanitarianaction.info/plan/1274/document/nigeria-2025-humanitarian-needs-and-response-plan>

	PEOPLE IN NEED	WOMEN	CHILDREN	OLDER PEOPLE	WITH DISABILITY	REQUIREMENTS (US\$)
	7.8M	27%	54%	7%	15%	
	3.6M	28%	58%	6%	15%	\$910M

### PiN and target by population group

IDPS	1.8M	1.3M
RETURNEES	1.4M	0.4M
HOST COM.	4.6M	1.9M

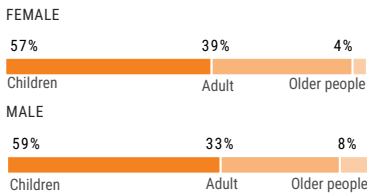


### Breakdown of people in need, targeted and requirements by sector/cluster

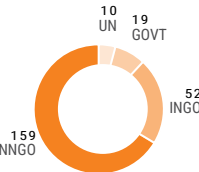
SECTOR / CLUSTER	TARGETED(M)	IN NEED(M)	REQ. (MUS\$)
Water, Sanitation and Hygiene	2.5	5.2	\$67.2
Food Security and Agriculture	3.0	5.1	\$352.2
Health	3.2	4.9	\$74.1
Nutrition	2.2	4.8	\$132.1
Protection	1.9	3.9	\$57.2
Protection: Child Protection AoR	1.0	1.9	
Protection: Gender-Based Violence AoR	1.1	1.8	
Protection: Mine Action AoR	0.5	1.8	
HLP	0.4	1.5	
Shelter and Non-Food Items	1.5	3.4	\$54.7
Camp Coordination and Camp Management	1.4	2.5	\$16.0
Early Recovery and Livelihoods	0.5	1.8	\$22.2
Education	0.9	1.3	\$35.8
Logistics	-	-	\$25.5
Coordination	-	-	\$15.0
Multi-Purpose Cash	-	-	\$12.0
Emergency Telecommunications	-	-	1.2

Additionally Anticipatory Action activities are estimated to cost \$45M

### People targeted by sex and age



### Operational partners by type



### Refugee Response Plan



# Foreword

---

## By the Federal Minister of Humanitarian Affairs and Poverty Reduction

There were a multitude of humanitarian challenges across Nigeria in 2024. Conflict, climate change and disease outbreaks continue to wreak havoc, affecting millions of people. Breaking the cycle of vulnerability will require concerted efforts from state and federal government, and humanitarian and development partners, including civil society. Only by working together can we address the plight of people affected by disaster and conflict. I welcome the Humanitarian Needs and Response Plan for 2025 as a key element in addressing humanitarian needs in Nigeria.

I very much welcome the call for reform of the humanitarian sector. Reduced humanitarian funding should be an opportunity to spur innovation, a drive for greater efficiency, and continued improvements in transparency and accountability. More than anything, I firmly believe that a change in mindset is needed in terms of how we think about people affected by disaster and conflict. Despite the rhetoric, they are still often treated as people without agency, as lacking capacities and resources. We must redouble our efforts to enable and empower them to be active participants in humanitarian efforts and harness their creativity and energy. Their voices must guide our efforts.

I am very much heartened by the continuing work to find durable solutions for internally displaced people. Though I recognise that not all ancestral homes, or places of origin are safe, many are, and there are opportunities to bring hope and a better future for those profoundly affected by conflict. These efforts are an illustration of how government, the United Nations system and local and international NGOs can come together to move beyond a short-term agenda of merely aiming to reduce suffering and keep people

alive. I am confident that together we will make this a success.

The Humanitarian Needs and Response Plan is not limited in its action to Borno, Adamawa and Yobe. The Response Plan addresses all the humanitarian needs of other states highlighted in the Plan. This includes displacement from inter-communal conflict, the impact of climate change, food insecurity and malnutrition, as well as disease outbreaks. Importantly, the Plan sets out the challenge of finding new and innovative models to address humanitarian needs that works hand in hand with development and peace-building efforts outside the BAY states. Such initiatives hold much promise, learning the lessons from the operation in the north-east, focusing on the positives but also ensuring that a long-term perspective is maintained.

Such models must simultaneously aim at reducing vulnerability through development and peace-building efforts, as well as addressing the most precarious needs. I fully agree with a model that is government-led and where government and local resources are being mobilised to address humanitarian needs. Localisation will be the key to success, building the capacities of local authorities and also local civil society. These initiatives should align with development plans, the agenda for Renewed Hope, launched by his Excellency the President of the Federal Republic of Nigeria, Bola Ahmed Tinubu GCFR.

A key aspect of the Humanitarian Needs and Response Plan is inclusion. Nigeria is a diverse country and we must make sure that no one is left behind. Youth, the elderly, persons living with a disability, women, girls and boys all have vulnerabilities but also have abilities and an important voice. Both gender and inclusion must underpin humanitarian and development efforts, ensuring that we meet individual and collective needs. I am, moreover, greatly encouraged to see that this diversity is reflected in civil society organisations

involved in the humanitarian response, further underlining the importance of localisation.

I would like to thank Member States and other humanitarian donors, as well as our humanitarian partners for standing with Nigerians in their hour of need. Your solidarity, empathy and support make a difference. I can assure you that the Government of Nigeria will continue to dedicate energy and resources to address humanitarian needs across the country. With our international and local partners, we will also aim to make sure we foster more proactive and efficient responses to humanitarian needs and together work to reduce the risk of these happening.

**Professor Nentawe Goshwe Yilwatda**

**The Federal Minister of Humanitarian Affairs and  
Poverty Reduction**



**BORNO/NIGERIA**

A portrait of Fatsuma Malam Yahaya, 35 in her shelter at Shuwari Camp 5, on 25th November, 2024. In October, Fatsuma's husband was killed on his way to the farm in Mairari, Guzamala leaving her with 7 children to cater for. "This has made life more difficult for her.

Photo: OCHA/Damilola Onafuwa



# Introduction

---

## By the United Nations Resident and Humanitarian Coordinator in Nigeria

The 2025 Humanitarian Needs and Response Plan for Nigeria (HNRP) is a much shorter document than in previous years. It presents a more succinct narrative and analysis leading up to the outlined response, without compromising the process that generated the evidence including the prioritization and targeting that underpins the Plan.

The 2025 HNRP planning process has seen even more extensive consultations with affected people, the Government, diverse stakeholders and humanitarian and development partners. Additional data, analysis and other elements of the needs overview covering Nigeria, and the response plan covering Borno, Adamawa and Yobe (BAY) states can be found as part of the online document.

Across Nigeria, humanitarian needs are escalating, driven by the intersection of conflict and insecurity with economic hardship and the impact of climate change. Nigeria has one of the highest levels of food insecurity and malnutrition globally. In many states, access to basic services such as health care and education remains inadequate. Poverty continues to plague more than half of Nigeria's population. Increasing conflict over resources, on top of the impact of climate change, continues to displace and affect already vulnerable people.

The conflict in north-east Nigeria continues 15 years on, causing death and destruction and fuelling food insecurity. The UN Secretary-General's annual report on the protection of civilians estimated that more than 4,000 civilians were killed in the north-east in 2023. By November 2024, some 411 people had been killed by landmines and unexploded ordinance, the sixth highest toll globally. Worryingly, also in 2024, the BAY states experienced two large-scale suicide

bombings for the first time since 2017. Of equal concern is the alarming increase in food insecurity in the BAY states – expected to affect 5.1 million people during the lean season in 2025 – as well as increasing levels of malnutrition. This is approaching levels not seen since 2017.

Similarly, food insecurity is increasing across Nigeria and is projected to affect more than 33 million people during the lean season in 2025. This represents a 32.2 per cent increase compared to the October-December 2024 period. At the same time, millions of children under five are at risk of death, with an estimated 2.5 million children projected to be severely acutely malnourished in 2025. Conflict between farmers and herders and violence committed by armed criminal groups has displaced some 2.1 million people.

Climate change is having a profound impact on Nigeria. In 2024, more than 3 million people were impacted by floods that killed 1000 people and displaced around 2 million people. The challenges caused by climate change, including riverine and coastal flooding, as well as periodic droughts, are expected to increase in the coming years, impacting vulnerable people with limited coping mechanisms. In September 2024, Maiduguri in Borno State faced the worst flash floods in more than 30 years when the Alau Dam collapsed, affecting half a million people, and displacing more than 400,000 people.

As highlighted, there are significant and severe humanitarian needs outside the BAY states. However, the nature and scale of needs across Nigeria means that the Humanitarian Country Team, cognisant of the limited resources available and capacity constraints, must ensure that humanitarian resources are put to the best possible use. This means adopting a differentiated approach to address the underlying causes of vulnerability where this is caused by

poverty and a lack of development through combined humanitarian, development and peacebuilding action.

Recognizing that the approach that has been pursued to deal with the humanitarian crisis in the BAY states is a poor fit elsewhere in the country, the approach outside the BAY states must focus on a coordinated response with development actors to reduce vulnerability. It is envisaged that this response will be led by Government, leveraging Government leadership, coordination and resources to ensure the sustainability of such efforts. A new model for coordination and response is being developed to this end.

The need for innovation and improved efficiency of the humanitarian operation is not only driven by a drastic reduction in funding for humanitarian action globally, but also the need to transition to a more appropriate model of providing humanitarian assistance. Last year, we said that it cannot be business as usual. We must prioritize the most critical life-saving activities while also empowering affected people and local partners to improve the efficiency and impact of aid delivery.

The HNRP Strategy for 2024-2025 is a step in the right direction towards reforming the humanitarian response to achieve greater efficiency. It underscores the need to improve the way we work by innovating and making scarce resources go further.

The first element of reform is reducing transaction costs. This can be achieved by directly funding those who deliver assistance and promoting locally led humanitarian action. Additionally, shifting to cash and voucher assistance where possible provides those affected with more dignified choices. Exploring other means of improving efficiency, such as establishing common pipelines, is also crucial.

A second element of reform is working more closely with development partners and Government, as highlighted, to reduce vulnerability. This also includes strengthening disaster risk reduction efforts to mitigate frequent flooding and the impact of climate change on rain-fed agriculture – the staple livelihood in northern Nigeria.

A third element of reform is moving from a reactive to a proactive response, through anticipatory action to humanitarian events. Five per cent of the programmed resources in the 2025 HNRP are intended to address cyclical events such as floods. This will not only reduce the potential human suffering, but also save scarce resources. We will work closely with the Government in rolling this out.

The fourth element of reform is to find new and innovative ways of mobilizing resources for humanitarian response. This needs to look beyond traditional ways of resourcing and running humanitarian operations. In Nigeria, there are great opportunities to leverage Government leadership and resources.

Nigeria is facing large-scale humanitarian crises affecting millions of people. I am, however, confident that we are already making strides towards addressing the plight of those affected by conflict and disaster.

That said, much more needs to be done. We need to recognize that humanitarian action only provides a palliative. It does not provide solutions. That can only come if combined with development and peacebuilding efforts.

More than anything, we need to challenge our thinking on the nature and role of humanitarian assistance. In the words of Tom Fletcher, the Emergency Relief Coordinator, we need “to find new allies, partnerships, and ways of working; to surge work to put the voices and agency of those we serve at the heart of the effort; and to be ruthless in finding efficiency and innovation”.

This is the challenge we must face, changing how we work, becoming more accountable, becoming more transparent and ensuring that we put resources to the best possible use.

I thank all our partners, in particular local and civil society organizations on the front lines for the incredible work that you are doing to address the plight of vulnerable Nigerians. Let us take the next step to transform the humanitarian operation in the BAY states and chart a course for how, together with the Government, we can help vulnerable Nigerians

elsewhere in the country. Your courage, ingenuity and commitment make me confident that we can make a profound difference for millions of Nigerians in 2025.

A key pillar for humanitarian action in Nigeria is the support of our donors and I want to recognize their continued commitment to address humanitarian challenges. Your support in driving change and innovation in the humanitarian operation will be critical.

**Mohamed Malick Fall**

**United Nations Resident and Humanitarian  
Coordinator in Nigeria**



**YOBE/NIGERIA**

A portrait of Kaltum Musa and her daughter Zara Kamsulum outside a health facility in Banki, Borno State on 26th November, 2024. FHI360 collaborates with partners using locally led initiatives and solutions to advance the health and wellbeing of mothers

Photo: OCHA/Damilola Onafuwa

# Table of contents

<b>02</b>	<b>At a glance</b>		
<b>03</b>	<b>Foreword</b>		
<b>05</b>	<b>Introduction</b>		
<b>09</b>	<b>Part 1: Humanitarian Needs</b>		
10	1.1 Crisis Overview <sup>1</sup>		
12	1.2 Analysis of Shocks, Risks and Humanitarian Needs		
17	1.3 PiN Breakdown		
<b>18</b>	<b>Part 2: Humanitarian Response</b>		
19	2.1 Humanitarian Response Strategy		
22	2.2 Response Boundary Setting, Prioritization & Risk-informed Action		
30	2.3 People Targeted Breakdown		
31	2.4 Strategic Objectives		
32	2.5 Planning Assumptions, Operational Capacity and Access, and Response Trends		
36	2.6 Accountable, Inclusive & Quality Programming		
37	2.7 Cost of the Response		
38	2.8 Multipurpose Cash, and Cash and Voucher Assistance Overview		
40	2.9 Monitoring		
<b>42</b>	<b>Part 3: Sector Needs and Response</b>		
43	3.1 Camp Coordination and Camp Management		
45	3.2 Education		
47	3.3 Early Recovery and Livelihoods		
49	3.4. Emergency Telecommunications		
50	3.5 Food Security		
52	3.6 Health		
54	3.7 Logistics		
56	3.8 Nutrition		
58	3.9 Protection		
60	3.9.1 Gender-Based Violence AoR		
61	3.9.2 Child Protection AoR		
62	3.9.3 Housing, Land and Property AoR		
63	3.9.4 Mine Action AoR		
65	3.10 Shelter and Non-Food Items		
67	3.11 Water, Sanitation and Hygiene		
<b>69</b>	<b>Part 4: Refugee Needs and Response Plan</b>		
70	4.1 Refugee Response Plan		
		75	5.2 End note
<b>73</b>	<b>Part 5: Annexes</b>	76	5.3 What if we fail to respond
74	5.1 Acronyms	77	5.4 How to contribute



# Part 1: Humanitarian Needs

## MAIDUGURI/BORNO/NIGERIA

Flood-affected people sit in the shade while waiting for food and relief materials in Maiduguri State on 25 November 2024.

Following the flooding in .

Photo:OCHA/Damilolar



Explore more at  
[humanitarianaction.info](https://humanitarianaction.info)



# 1.1 Crisis Overview<sup>1</sup>



Conflict

**4,000<sup>+</sup>**

civilians lost their lives in 2023 in the northeast



Floods

**34 out of 36**

states were flooded with potential cereal crop losses amounting to almost US \$1 billion in economic losses



Displacement

**1 in 3**

people are internally displaced or a refugee

Fifteen years on, the crisis in Borno, Adamawa and Yobe (BAY states) in north-east Nigeria continues unabated. It is characterized by conflict, insecurity and widespread population displacement, driven in large part by the Boko Haram insurgency. It has destroyed critical infrastructure, disrupted agricultural livelihoods – the mainstay of the region – and hindered access to assistance and basic services in some areas, generating an acute protection crisis.

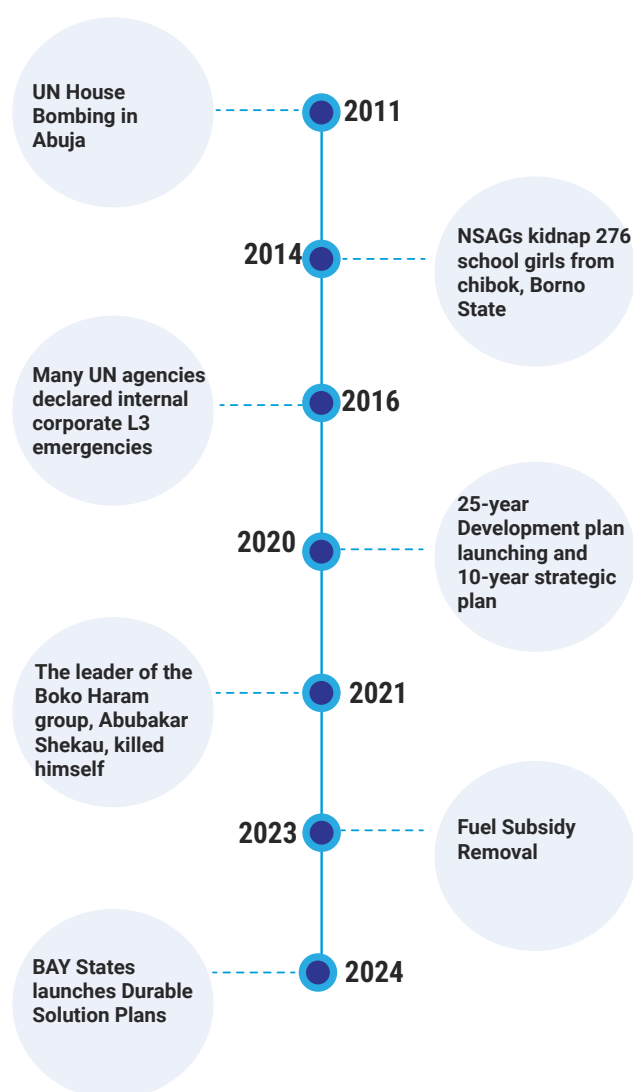
Civilian casualties have increased over recent years, following a shift from large-scale attacks by non-state armed groups (NSAGs) on military and government facilities to predatory assaults targeting civilians. By the end of November 2024, some 411 civilians had been killed by mines and improvised explosive devices, the highest since 2020. This is the sixth-highest number globally.

There is significant population displacement, with approximately 2.3 million internally displaced persons (IDPs) recorded by the end of 2024, including an estimated 260,000 individuals who have fled to neighbouring states. Borno State hosts the majority of IDPs (1.7 million) and returnees (886,000),<sup>2</sup> reflecting its critical role in the ongoing humanitarian response. Meanwhile, Adamawa State accommodates 868,000 returnees, accounting for 41% of the total 2.1 million returnees across the BAY states.

Nigeria continues to face extensive humanitarian challenges, with an estimated 33 million people projected to experience food insecurity during the 2025 lean season. Additionally, 1.8 million children

in six north-eastern and north-western states are at risk of severe acute malnutrition (SAM)– among the highest global levels according to the IPC.

## Timeline of events

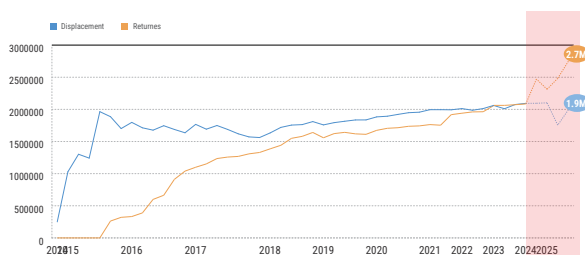


Climate change, combined with rapid population growth – Nigeria’s population is projected to reach 400 million by 2050 according to the World Bank – will pose a significant risk, with greater population density in flood-prone areas. The impact of climate, ailing infrastructure and poor urban planning have made Nigeria one of Africa’s most flood-prone countries. Recent floods affected 34 out of 36 states, with Borno being the most severely impacted. A joint assessment of 18 states<sup>3</sup> indicated that the floods impacted 3 million people, claiming close to 700 lives, displacing 896,000 individuals. In addition to destroying 226,000 homes, other critical infrastructure was either damaged or destroyed. Additionally, 1.3 million hectares of farmland was flooded in the middle of the harvest. Analysis suggests that due to the extent and persistence of the floods in 2024, the potential annual production losses for maize, sorghum and rice combined in the flooded areas, could be about 1.1 million tonnes. This could feed 13 million people for a year. In financial terms, the potential cereal crop losses amount to almost US \$1 billion in economic losses. Beyond displacement and agricultural losses, the floods also triggered waterborne disease outbreaks, specifically cholera. Displacement into crowded emergency shelters also posed significant protection risks. Incidents of sexual and gender-based violence (GBV) against women and girls are prevalent in these emergency setting, with sexual violence alongside looting and missing or separated children identified as the top protection concerns following the floods. This combination of natural disasters affecting people already rendered vulnerable by conflict further compounded protection risks and vulnerabilities.

Jigawa, Yobe and Kano. By mid-October, over 14,000 suspected cases and 378 deaths were reported. Overcrowding in camps, lack of access to clean water and sanitation, limited health-care capacity, and IDP movements due to camp closures have worsened the situation. With 31 per cent of health facilities out of operation and ongoing conflict further straining resources, the health system is struggling to cope, amplifying the crisis for vulnerable populations.

High levels of inflation, including food inflation has impacted on the humanitarian situation. Inflation is projected to peak at 35 per cent in 2025 with a 34.8,<sup>4</sup> per cent surge in prices reported in June 2024 alone. Many families cannot afford basic food items due to rising costs. Crop loss from flooding may also negatively impact availability of food and prices. The naira’s cumulative 70 per cent loss of value against the US dollar between 2023-2024 has also driven up the cost of food imports and agricultural inputs.

The cumulative impact of these overlapping crises is increased hardship, highlighting the urgent need for integrated and targeted humanitarian and development responses led by the government, both at the state and federal level, to address the interconnected drivers of vulnerability. The 2025 people in need (PiN) estimates for the BAY states project a 2 per cent decrease from 7.9 million in 2024 to 7.8 million. Of these, 59 per cent (4.6 million) are host community members, 23 per cent (1.8 million) IDPs, and 19 per cent (1.4 million) returnees. Most of the people in need are in Borno (3.7 million), followed by Adamawa (2.1 million) then Yobe (2 million).



A severe nationwide cholera outbreak due to recent flooding is also intensifying humanitarian needs, especially in the northern states of Borno, Adamawa,

## 1.2 Analysis of Shocks, Risks and Humanitarian Needs

### Defining the crisis: shocks, impacts and people affected

The causes and consequences of the crisis vary across Nigeria. In the north-east, a non-international armed conflict driven by the Boko Haram insurgency is the key cause of vulnerability. Insecurity and displacement in other regions are caused by inter-communal conflicts and the activities of armed criminal gangs. Across the country, climate-induced disasters, such as floods, are becoming more frequent and severe. The impact of climate change on the availability of water and grazing land is likely a contributing factor to farmer–herder conflict, with herders moving further south in search of grazing land for their cattle. Poor water and sanitation infrastructure – 45 million Nigerians do not have access to water and sanitation facilities – means that waterborne disease poses a risk during flooding, particularly cholera which is endemic across the country.

The conflict in the northeast has led to a total of 2.3 million internally displaced persons (IDPs), including 260,000 who have fled to neighboring states.. Displacement in the north-west and north-central regions accounts for an additional 1.1 million IDPs. In addition, there are 78,000 refugees in Nigeria, mainly from Cameroon. Recent floods have affected 34 out of 36 states, impacting approximately 3 million people across 18 assessed states. These disasters have claimed 1 thousand lives, displaced 2 million individuals, destroyed 226,000 houses and devastated about 1.3 million hectares of farmland. Cholera outbreaks have surged due to contaminated water sources, killing an estimated 702 people nationwide.

According to the Sectoral Needs and Risk Analysis (SNRA),<sup>5</sup> the conflict has affected 75 per cent of the population in the BAY states. Borno carries the largest

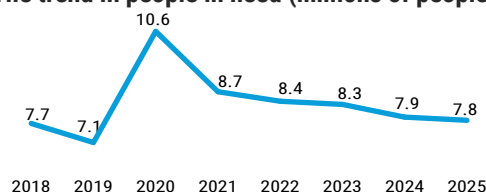
share (65 per cent), followed by Yobe (18 per cent) and Adamawa (17 per cent). Floods, the most significant climate-related disaster, have impacted 28 per cent of the population across the three states. Yobe accounts for 66 per cent of flood-related shocks. Disease outbreaks, though affecting only 1.2 per cent of the population, hit returnees (33 per cent) and IDPs (29 per cent) hardest.

Some 5.1 million are projected to be acutely food insecure during the 2025 lean season, with 2.5 million children malnourished. Displacement has worsened the crisis, with over 2 million people forced to relocate. Additionally, flooding displaced a further 500,000 individuals in Maiduguri Metropolitan Council (MMC) and Jere, with 40,000 still unable to return home. IDPs and returnees make up 28 per cent and 19 per cent of the affected population, respectively. They face severe challenges accessing shelter, food and essential services. Fragile health-care systems are overwhelmed by disease outbreaks, especially in flood-hit areas and camps. Women, children, the elderly and people with disabilities are at higher risk of GBV, neglect, and limited access to clean water and medical care.

### People in need

Over the past five years, the number of people in need in the BAY states has declined, dropping from 8.7 million in 2021 to 7.8 million this year. This represents a 10 per cent reduction over the five years.<sup>6</sup> This year's figure shows a slight reduction of 100,000 people (1.3 per cent) compared to last year's estimate of 7.9 million. While persistent conflict remains a critical driver of vulnerability, improved humanitarian interventions, targeted programming, and localized stabilization efforts may have reduced the overall number of people in need.

The trend in people in need (millions of people)





## Unique needs of different groups of people

The ongoing crisis disproportionately impacts women, children, people with disabilities and rural households, exacerbating pre-existing inequalities and vulnerabilities. The 2024 SNRA indicates that women and girls face acute challenges, including heightened risks of GBV, child marriage and unemployment. Women, especially those in female-headed households, are 34 per cent more likely to face severe hunger and 16 per cent more likely to have poor food consumption compared to male-headed households. These women are also significantly more liable to borrow and accumulate debt to meet their basic needs (36 per cent) and are more prone to unemployment (23 per cent). At the same time, their children face a 41 per cent higher likelihood of dropping out of school to supplement family income through begging. Children, particularly girls, experience limited access to education and high rates of malnutrition, particularly in rural areas where access to health services and nutrition programmes is constrained. Households with disabled members are also vulnerable, with a 20 per cent higher chance of resorting to begging for food and a 31 per cent higher likelihood of child marriage as a survival strategy. Rural communities are 76 per cent more likely to live over three hours away from health-care services and struggle with access to essential services, further deepening the crisis in remote areas.

These disparities are often deeply rooted in systemic inequalities, such as gender- and disability-based exclusion, which leave vulnerable groups without representation in governance or household decision-making. In Borno, Adamawa and Yobe, people with disabilities reported feeling ignored in aid distribution. Addressing these interconnected needs requires inclusive approaches that prioritize the voices of marginalized groups, especially women, children, the elderly and people with disabilities, to ensure that aid is equitable, effective and tailored to their unique challenges.

## The highest needs

The specific needs driving the overall people in need number are primarily water, sanitation and hygiene (WASH), food security, and health needs. The WASH sector contributes 35 per cent of the overall PiN, emphasizing the critical gaps in access to clean water and sanitation infrastructure across the region. Food security follows closely (26 per cent), highlighting the widespread need for food assistance due to disrupted livelihoods and ongoing conflicts. Health needs also significantly contribute to the overall PiN (19.1 per cent), reflecting the strain on health-care services due to increased disease outbreaks and limited access to health-care facilities.

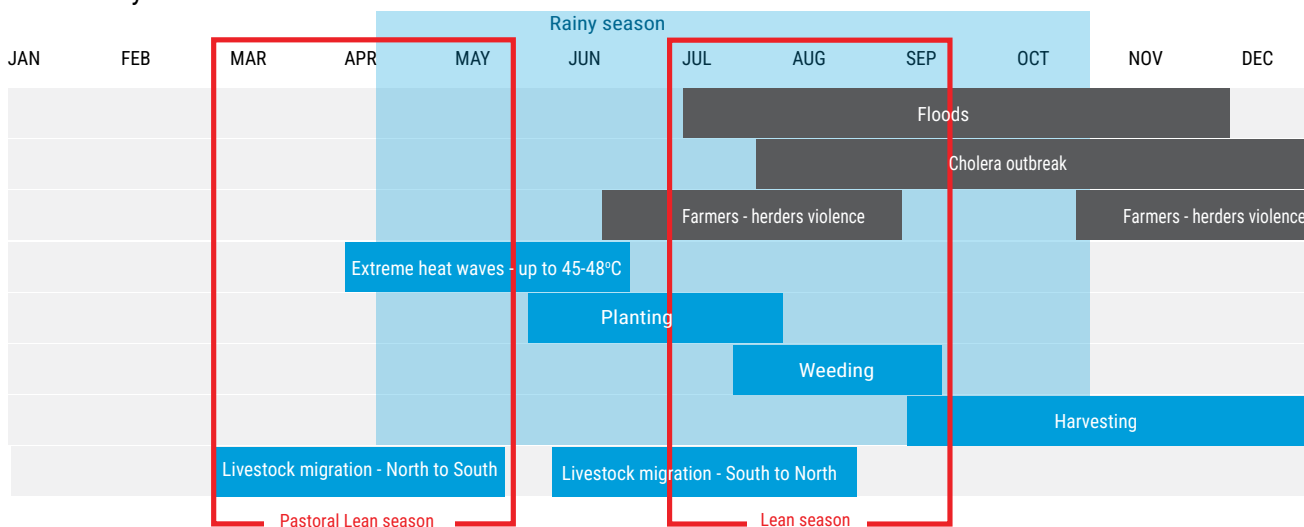
The combined impact between these sectoral needs further amplify the overall humanitarian crisis. For instance, the lack of clean water and adequate sanitation exacerbates health risks, leading to disease outbreaks such as cholera, which, in turn, places additional pressure on an already overburdened health sector. Simultaneously, poor food security contributes to malnutrition, which further weakens community health resilience. These interconnected needs create a compounded vulnerability, underscoring the importance of an integrated response that addresses multiple sectors concurrently to effectively reduce the humanitarian burden in the region.

## Severity of needs

Joint Intersectoral Analysis Framework (JIAF 2.0)<sup>7</sup> analysis indicates that the most severe needs are concentrated in Borno State, with eight Local Government Areas (LGAs) experiencing 'extreme' levels of intersectoral needs – severity level 4. This reflects an elevated risk of mortality and morbidity, and highly inadequate basic services. This is primarily driven by ongoing conflict and displacement. IDPs in Borno are particularly affected, especially given the closure of IDP camps by the state government and their return to and resettlement in remote areas where it is difficult to access essential services.

However, compared to last year, Borno has shown some improvement, with a reduction in LGAs classified as severity level 4, indicating some

## Seasonality of events and risks



stabilization. Despite this progress, Borno still has 13 LGAs at severity level 3, highlighting severe ongoing humanitarian needs.

Overall, while the reduction in 'extreme' levels across the BAY states is a positive sign, a significant number of LGAs are still experiencing 'severe' needs, underscoring persistent challenges in meeting basic survival and protection needs. Both Adamawa and Yobe have seen an increase in areas classified as severity level 3, indicating an intensification of needs. This analysis highlights the need for differentiated interventions, particularly in Borno, to address the most urgent needs and support areas where humanitarian conditions remain critical.

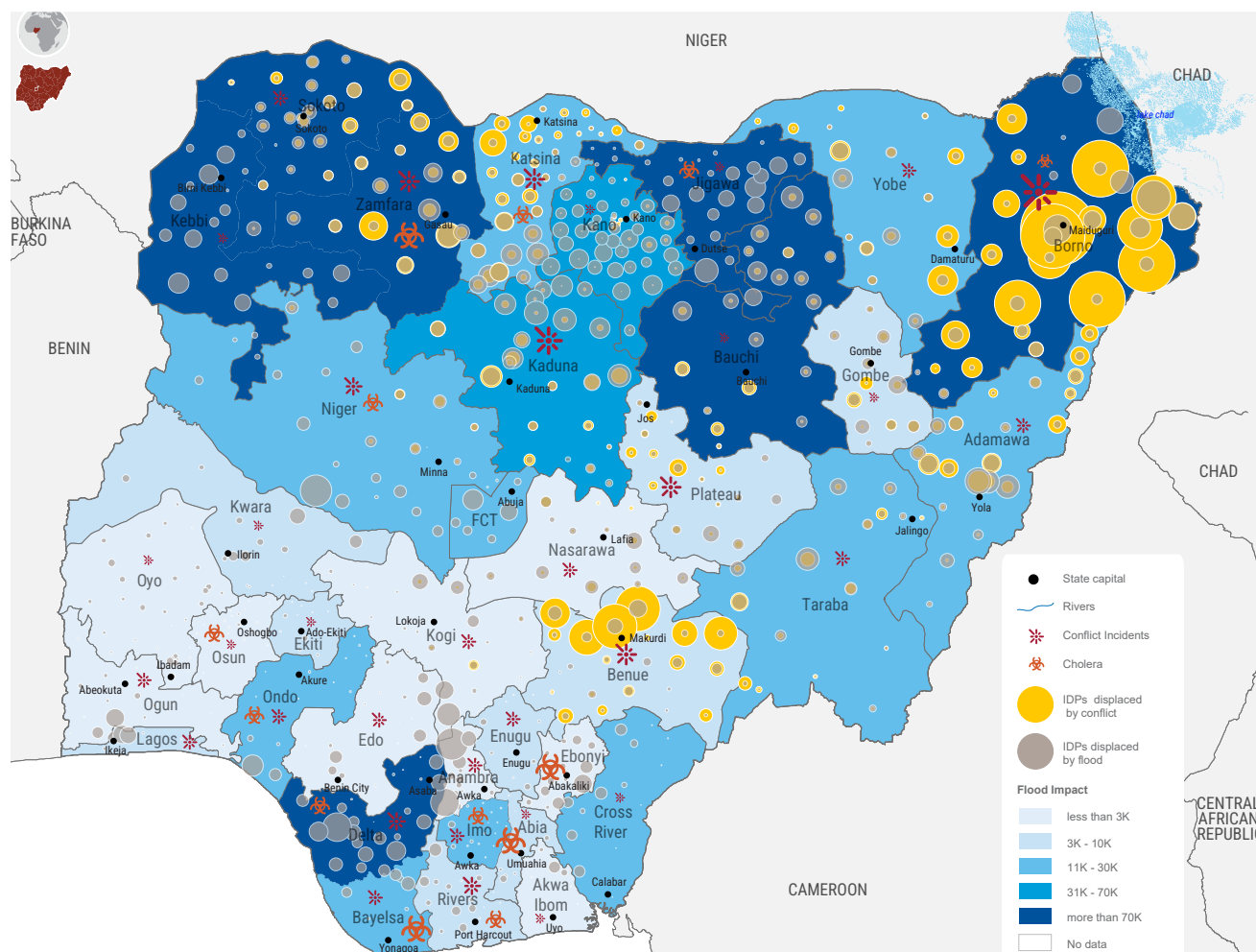
## Humanitarian outlook and risks

In 2025, the BAY states are expected to face significant humanitarian challenges as crises persist against the backdrop of continued economic hardships. These risks and vulnerabilities will, however, vary within and across states. Environmental threats add to the concerns of people in the BAY states, with 12 per cent of households worried about flooding from heavy rains – as reported in the SNRA. In addition, 7 per cent fear potential violence from NSAGs and communal clashes, while 5 per cent are concerned about outbreaks of diseases such as cholera. Despite recognizing these risks, more than 70 per cent of households feel unprepared for them. The inadequacy

or absence of social safety nets – reported by 86 per cent of households in Borno and 73 per cent in Yobe and Adamawa – leaves many without the means to cope with shocks or invest in preventative measures. Historical data confirms these concerns, showing patterns of seasonal flooding, violence and health crises exacerbated by economic instability, which have severely impacted the population.

## Floods

Historically, the region has been prone to seasonal flooding during the rainy season – flash floods from July to September and riverine floods from July to November. Heavy rainfall causes rivers to overflow and results in flash floods, especially in areas with poor drainage. Likewise, periodic droughts will also occur, further impacting on largely rain-fed agriculture. Climate change is expected to produce weather extremes, making both floods and drought more frequent and severe. Although specific forecasts for 2025 are not yet available, the potential development of El Niño could bring above-average rainfall, increasing flood risks. Even with average levels of flooding, the severity remains high due to dense populations, poor drainage, and the extreme vulnerability of communities. Since 1998, floods have severely affected an average of 520,000<sup>8</sup> people annually in the BAY states, including between 20,000 and 100,000 IDPs.



## Conflict

The current trend in the BAY states is expected to continue, with NSAGs shifting their focus from large-scale attacks on military targets or settlements to predatory attacks on civilians. Historical data reveals seasonal fluctuations, with periodic spikes in incidents often linked to resource scarcity or political events such as local elections and policy changes. Forecasting for 2025 – based on the time-series model, Prophet – indicate these patterns, aligning closely with past data, and proves reliable for planning purposes. Projections suggest incidents will stabilize, ranging from 615 to 700 in 2025. However, ongoing clashes could displace an additional 20,000 to 50,000 people, further straining resources in host communities and IDP camps. Critically, insecurity and conflict continue to prevent many people from returning home, despite efforts by the government to initiate return and relocation processes. This underscores a significant gap between policy ambitions and on-the-ground realities, where insecurity, lack of basic services, and

insufficient support for rebuilding livelihoods hinder sustainable reintegration.

## Disease outbreaks, including cholera

The BAY states are at high risk of disease outbreaks due to seasonal flooding, displacement, overcrowded camps, and the common practice of open defecation in rural areas. Low levels of vaccination and poor health care coverage limits the ability to address such outbreaks. Flooding often contaminates water sources, leading to outbreaks of cholera and other types of waterborne diseases. In the BAY states, the cholera case-fatality rate is significantly higher than the national average, mainly because of poor health infrastructure and inadequate water, sanitation and hygiene facilities. In 2024, flooding and poor WASH infrastructure resulted in over 6,400 suspected cholera cases and 50 deaths, with Borno being the most affected. On average, between 6,000 and 15,000 cholera cases are recorded each year. There are a number of other diseases endemic to the north of

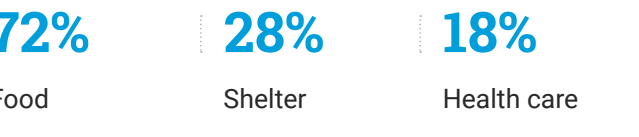
Nigeria that pose a risk to the population. Combined with malnutrition, many diseases such as measles can put children’s lives at risk.

**Affected communities' priorities, preferences and capacities**

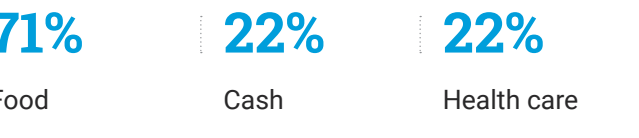
Communities across the BAY states have identified their most urgent humanitarian needs through consultations conducted using the People First Impact Method (P-FIM)<sup>21</sup> The priority needs vary among different groups but consistently include food, shelter, livelihoods and water. Women emphasize challenges in securing food, water and health care for their families. Men focus on the need for livelihood opportunities, like farming and manual labour to support their households. Children express a strong desire for education, noting that access to schools is limited or unavailable due to security concerns or displacement. People with disabilities report difficulties in accessing basic services, with their specific needs – such as specialized health care – often overlooked in humanitarian programmes. Despite these hardships, communities are leveraging their capacities, demonstrating their resilience and adaptability. Many engage in small-scale economic activities like farming and petty trading, though these efforts are often insufficient to provide adequate income due to insecurity and market disruptions. Youth in Borno have turned to commercial motor tricycles, perceiving them as a safer means of earning a living than farming, and some young women are involved in traditional cap making and tailoring. Many rely on informal support networks – family, friends and neighbours – to help alleviate immediate needs.

**Priority of needs**

*as expressed by IDPs\**



*as expressed by host communities\**

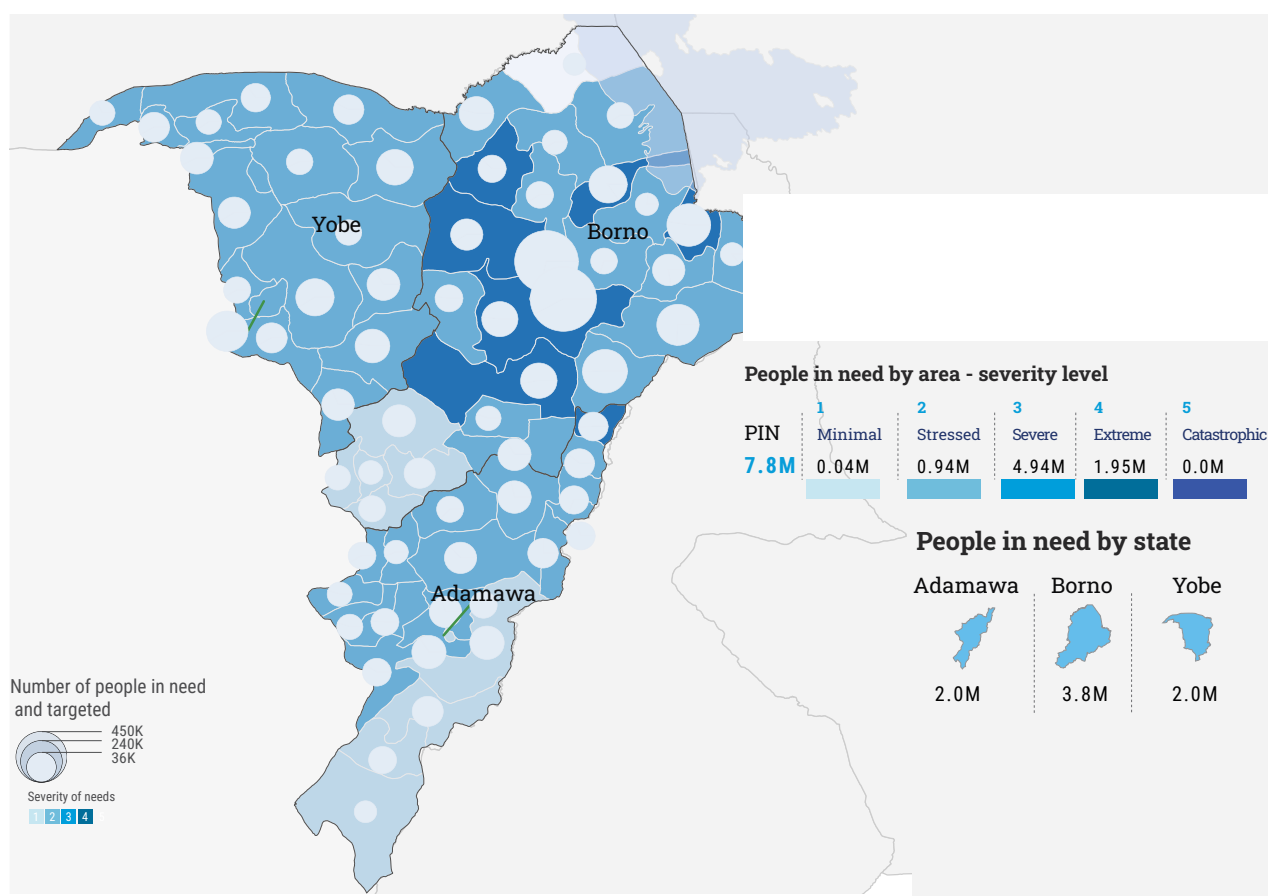


When asked about assistance preferences and barriers in the 2024 SNRA, the majority of respondents (an average of 67 per cent across all states) chose face-to-face communication as their preferred method for receiving information, followed by phone calls at 20 per cent. Many communities prefer in-person aid distribution due to low literacy levels and distrust of remote systems like phone-based mechanisms. However, barriers to accessing aid persist: 18 per cent of households, particularly in Adamawa, report the absence of aid providers as a key obstacle, while 16 per cent cite exclusion or lack of information, with a higher incidence among IDPs. 'Perceptions' of inequitable distribution has led to frustration and feelings of neglect in Yobe and Adamawa. Women, children, and people with disabilities are often excluded from community meetings, affecting their ability to voice their needs and influence aid distribution. Language barriers also limit access to assistance, especially in Yobe where information is not always provided in a local language. Communities expressed a strong desire for timely updates on aid distribution schedules and the security situation. Overall, there is a high satisfaction rate (70 per cent) with the assistance received – highest in Adamawa (83 per cent). However, some 27 per cent of those receiving aid expressed dissatisfaction, particularly among IDPs in Yobe highlighted the need for more inclusive approach.

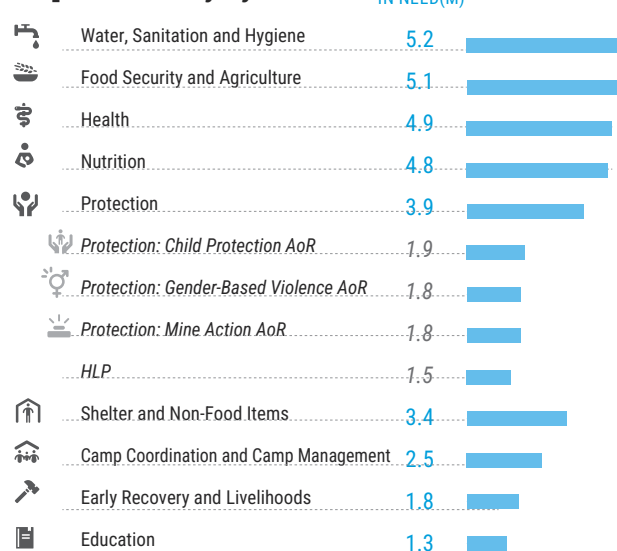
 Explore more at  
<https://reliefweb.int/report/nigeria/2025-hpc-community-consultation-perspectives-communities-borno-adamawa-and-yobe-states-nigeria>



## 1.3 PiN Breakdown

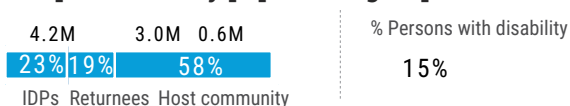


### People in need by sector

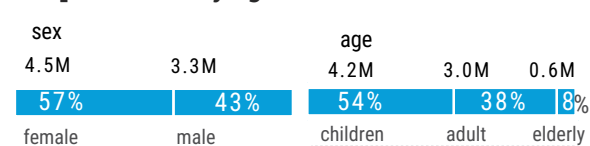


\* Total population in Borno, Adamawa and Yobe states

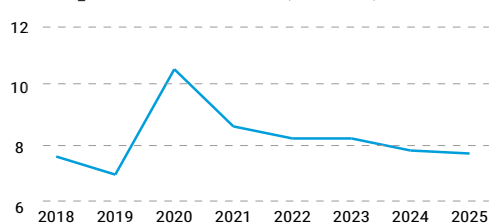
### People in need by population group



### People in need by age and sex



### People in need trend (in millions)



Explore more at  
<https://humanitarianaction.info/plan/1274/population>

# Part 2:

## Humanitarian Response

---

### YOBE/NIGERIA

Two students drink water from a tap in a public school in Potiskum, Yobe State, on 28 November 2024. Plan International Nigeria is implementing programmes designed to strengthen and promote the rights of children.

Photo: OCHA/Damilolar



## 2.1 Humanitarian Response Strategy



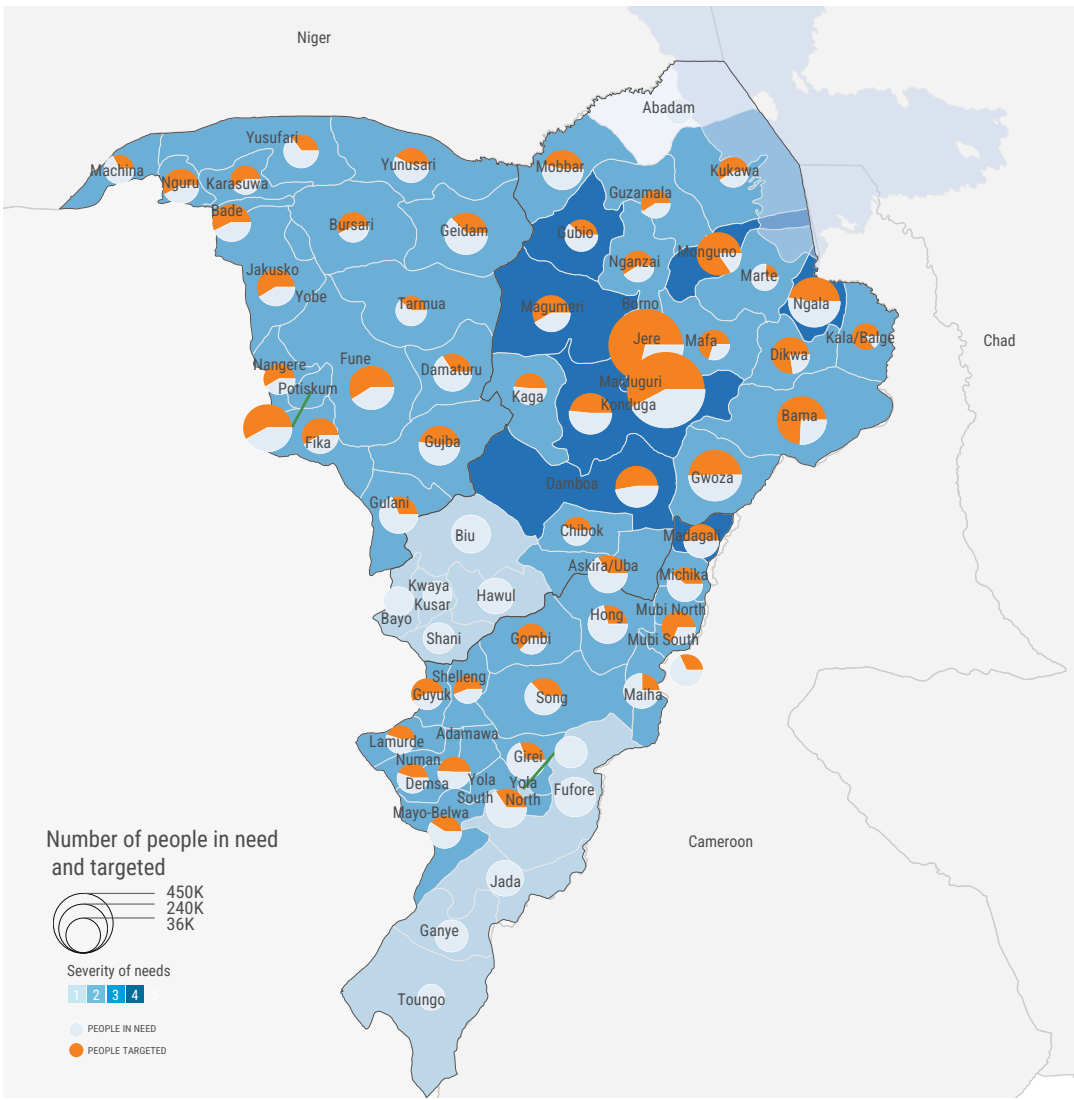
**US\$910M**

**Required to support 3.6M people**

In 2025, the humanitarian community in the north-east requires US\$ 900 million to provide life-saving and life-sustaining assistance to 3.6 million people facing severe crises. This comprehensive plan focuses on delivering life-saving assistance to those most in need, particularly vulnerable groups like women, children,

older persons and people living with disabilities. Amid increasing global humanitarian challenges driven by factors like climate change, health emergencies, conflict and economic instability, this response aims to alleviate suffering, uphold human rights and dignity, and build resilience. Despite operational challenges and funding constraints, humanitarian partners are committed to saving lives, including through proactive interventions anticipating shocks before they occur. This entails working collaboratively with affected communities, development actors and government to lessen the impact on the most vulnerable populations.

### PiN, target and severity by location



## Key strategic elements

### Improving the efficiency of the response

Humanitarian funding globally and in Nigeria is declining at the same time as needs are either static or increasing. Compared to 2022, funding for the humanitarian response in north-east Nigeria saw a decline of \$215 million or 29 percent. Indications are that funding will continue on its downward trajectory in 2025. This means that there are less resources available per person affected. In order to maintain the operation at the same level a number of issues needs to be addressed:

- Better understanding the needs of the people affected to tailor the response to these needs and make certain the appropriateness of the response, potentially reducing wastage;
- Improved targeting and prioritization to ensure that scarce resources are allocated to those with the most severe and immediate needs;
- Improved boundary setting to ensure that the focus is on life-saving or life-sustaining activities, and that required development action is clearly identified;
- Improved efficiency of humanitarian delivery to ensure that scarce resources are put to the best possible use;
- Better linkages with development activities to ensure that these reduce vulnerability and the number of people in need of humanitarian assistance;
- A shift from a reactive to a proactive humanitarian response, leveraging better collaboration with development actors towards disaster risk reduction, but also towards a greater emphasis on anticipatory action;
- Greater government leadership, coordination and resources to ensure the sustainability of humanitarian interventions; and
- Finding alternative sources of funding, including leveraging more government resources.

In the 2024 Humanitarian Response Plan, it was stated that it is no longer 'business as usual' given the change in the funding environment. The newly appointed Emergency Relief Coordinator in 2024, called for ruthlessness in pursuing innovation and

greater efficiency at launch of the Global Humanitarian Overview. Change is slow to happen and there is often resistance to change. Strengthening local leadership and ownership continues to be challenging if humanitarian partners are in competition for scarce funding. At the World Humanitarian Summit in 2016 a target was set for putting local partners as first responders – 25 percent of humanitarian assistance to be undertaken by local partners – to be achieved by 2021. Today, we are woefully short of this target as only between 4 and 5 percent of aid is directly implemented by local partners.

Strengthening local leadership has great potential for efficiency gains, not only reducing the cost of humanitarian operations, but also ensuring a lasting footprint for humanitarian organizations. Funding local partners directly also reduces transaction costs – i.e., the loss of value from funding them or other partners through a number of conduits. Further efficiency gains may be realized by shifting to cash or vouchers where this is possible, reducing the need for procurement, warehousing, transport, etc. This also potentially empowers affected people by giving them a choice in how they use resources. There may also be efficiency gains through anticipatory action, where early action enabling people to stay safe will reduce the need for a humanitarian response during and after a predictable disaster. Making sure that this can be realized will require a change in mindset and concerted efforts from all humanitarian partners. It will require increased transparency and accountability to shift this around. In the present HNRP, the cost-per-beneficiary has increased from \$210 to \$246 and is the highest in the West and Central Africa region, meaning that there is ample scope for improving efficiency.

A shift to a proactive rather than a reactive approach has several components. Anticipatory action makes up around 5 percent of the response. Early action will not only potentially save lives and reduce suffering, but it will also be more cost-efficient, saving scarce resources. Ultimately, however, closer collaboration between humanitarian and development partners through measures such as disaster risk management and reduction will be the key to reducing vulnerability. Similarly, restoration of basic services such as health



care and improving systems is needed to sustainably address disease outbreaks.

The ongoing efforts to provide solutions for internally displaced people will help reduce overall needs and improve the focus of the operation. In this regard, it may be important to better balance the provision of shelter with other key elements of solutions, such as livelihoods, basic services, peacebuilding and social integration.

### Strengthening local leadership

The Humanitarian Country Team (HCT) in Nigeria has committed to channelling 10 per cent of its operational resources through local and national civil society organizations (CSOs), acknowledging that these organizations are the backbone of the humanitarian response in the BAY states, particularly in conflict-affected areas. Throughout 2024, substantial progress has been made in strengthening local ownership and leadership of CSOs. The aim in 2025 is to further reduce transaction costs, improve operational efficiency, and enhance accountability to affected people. Currently between 4 and 5 per cent of the operation is delivered directly through local partners, compared to 1.2 per cent globally.

*"CSOs understand our struggles because they live with us every day. They are not just service providers but members of our community, sharing our challenges and hopes. Their presence ensures faster, more trusted, and culturally sensitive responses. When they lead, we feel heard, and the assistance truly reaches those who need it most."* This sentiment was expressed by a community member during consultations in Yobe, emphasizing the indispensable role of CSOs in humanitarian efforts.

To adapt to the evolving context in parts of the BAY states and address the significant reduction in funding, the humanitarian response must become more efficient, innovative, and responsive to people's needs and priorities. The aim is to build a resilient and sustainable network of CSOs capable of leading humanitarian responses and driving development in north-east Nigeria, in collaboration with federal, state, and local governments. Key priorities include

helping CSOs to mobilize resources, strengthening their capacities, fostering equitable partnerships, and ensuring their meaningful participation in coordination and decision-making forums.

### Differentiated response across the BAY states

Recognizing that the needs and contexts of the BAY states vary, the plan will promote a differentiated approach based on the needs and risk analysis for each state. People consistently prioritize immediate needs such as food, water, and shelter, highlighting the widespread severity of the crisis. As part of the severity analysis of humanitarian needs, there are clear indications reflected in the boundary exercise that it is more appropriate to pursue development approaches in some areas, including solutions for internally displaced people. In LGAs with severity levels 1 and 2, predominantly in Adamawa and Yobe and stable areas of Borno, it is envisaged that development efforts should address needs and longer-term development rather than short-term humanitarian interventions should be the focus. Likewise, in other areas efforts should be aimed at restoring basic services and livelihoods. It seems clear that decisions that IDPs make are determined by two key factors: security and economic opportunities. Addressing these two concerns will be the key to the durability of interventions. In LGAs in Borno, like Ngala, Kala/Balge, Bama and Monguno, residents emphasize the severe scarcity of water and lack of functional water points, while also expressing a desperate need for economic stability and livelihood opportunities, notably time-sensitive emergency agriculture support. People with disabilities urgently require basic necessities and specialized support, feeling particularly marginalized and in need of immediate assistance. Returnees struggle with unmet basic needs, with families unable to provide adequate food and shelter. In Adamawa, areas like Lamurde, Michika and Numan reflect a similar plight, with an added emphasis on the desire for long-term economic empowerment alongside immediate relief. In Yobe, clean water remains a significant concern, and vulnerable groups continue to face hardships.

*"It's not just about aid; it's about adapting support to fit the real needs of people in each community,"* explained a community member in Numan, Adamawa, highlighting the importance of nuanced approaches to humanitarian and development efforts.

In many areas, development and recovery-focused efforts are more appropriate than traditional humanitarian aid. This means prioritizing solutions for IDPs, building resilience and livelihoods, ensuring protection under the rule of law, enhancing social protection, and investing in basic services, rather than relying solely on humanitarian interventions.

## 2.2 Response Boundary Setting, Prioritization & Risk-informed Action

### Boundaries of the humanitarian response (who, where and what)

The purpose of the boundary setting is to decide on what activities to undertake and what activities are best undertaken by other actors, such as development partners. In the context of Nigeria this has included setting boundaries vis-à-vis regions outside the BAY states but also within the BAY states, reflecting the severity of needs. In order to maintain a strategic focus and maximize limited resources available, the focus is on life-saving interventions.



Explore more at  
<https://tinyurl.com/3meuh3fc>

### Beyond the north-east

Nigeria has some of the highest levels of needs globally, as mentioned throughout this document. Humanitarian crises triggered by armed violence, natural disasters (especially flooding), and infectious disease outbreaks are also endemic outside the north-east. The HCT recognizes many of the needs

driven by these humanitarian events as priorities. Yet, chronic vulnerabilities, such as malnutrition, which are exacerbated but not solely triggered by conflict, may need to be addressed through means others than the HNRP. During the 2023 HCT retreat, it was decided that emergency responses outside the north-east are to be time-bound in nature, government-led, and coordinated by a volunteer HCT member. To address the underlying vulnerabilities caused by local violence, food insecurity and lack of access to services outside the north-east, the response should adopt a dual track approach that tackles not just humanitarian needs, but also addresses the underlying causes of vulnerability through development interventions. The government should take the lead on this, including allocating budgets for these priorities at federal and state level, both for humanitarian and development efforts. Localization, including the strengthening of local government and civil society, is at the core of this approach.

### North-west Nigeria: Overview of needs

North-western Nigeria, a region comprised of seven states,<sup>9</sup> is grappling with long-standing vulnerabilities stemming from poverty and chronic under-development. This is compounded by the socioeconomic crisis affecting the entire country since the Covid-19 pandemic, rapid population growth and climate change. Sokoto, for example, is the poorest state in Nigeria, with 91 per cent of its population experiencing multidimensional poverty. Moreover, the population in the states of Sokoto, Zamfara and Katsina grew from 15 million in 2010 to 22 million in 2020.<sup>10</sup> Nigeria has the highest rates of deforestation in Africa. Swathes of land roughly the size of Switzerland were deforested between 2005 and 2015, including in the north-west.<sup>11</sup> The north of Nigeria has also seen some of the most rapid temperature increases and extreme weather, as well as soil loss from flooding. This has resulted in increased aridity and desertification. The scarcity of water and grazing land is fueling inter-communal conflict, including between farmers and herders.

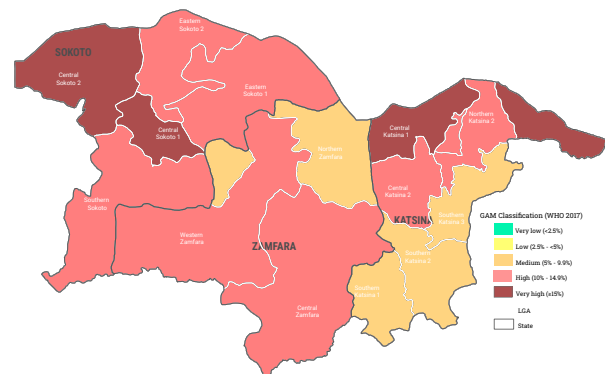
In the states of Katsina, Zamfara, Sokoto and, increasingly, Kaduna, these vulnerabilities are

exacerbated by armed violence due, in part, to the absence of rule of law institutions or security services outside the state capitals. Violence also disrupts livelihoods and drives displacement. The plight of people in the north-west is further exacerbated by lack of basic services. Since 2011, a myriad of criminal groups, so-called bandits, have been taking advantage of this situation. These groups typically assume control over natural resources – such as the gold mines in Zamfara State, which has now become the epicenter of violence in the north-west. In Zamfara and Kaduna states alone, there have been over 4,000 reported fatalities in 2024.<sup>12</sup>

While kidnappings in Nigeria are widespread, affecting every region and involving different criminal actors,<sup>13</sup> the north-west region remains the most affected, with an escalation of mass abductions in the first quarter of 2024.<sup>14</sup> At least three incidents of mass kidnappings have occurred since early March. On 7 March, NSAGs invaded a school and kidnapped 287 pupils in Chikun LGA in Kaduna; the students were then released after a fortnight. In another incident, gunmen abducted 15 children from an Islamic school in Sokoto on 9 March. On 12 March, gunmen kidnapped about 61 people in Kajuru LGA, Kaduna State.<sup>15</sup> These kidnappings are largely motivated by economic gain. In late 2024, a new NSAG, Lakurawa, emerged in Sokoto State in areas bordering the Republic of Niger. It is not yet clear how this group will affect the humanitarian situation or humanitarian operations.

As a consequence of unchecked violence, some 487,000 people are internally displaced in Sokoto, Zamfara and Katsina.<sup>16</sup> Around 60 per cent of all people displaced are children. In the north-west, only 14 per cent of IDPs live in camps, compared to 48 per cent in the north-east. The fact that most IDPs reside in host communities has an impact on access to services for the entire population. In terms of education, from January to September 2023, some 520 schools were closed in Katsina, Sokoto and Zamfara due to insecurity, or because schools were occupied by NSAGs. In some instances, IDPs sought temporary shelter in schools. A third of households do not have adequate and potable water for cooking and drinking in Zamfara, Katsina and Sokoto.<sup>17</sup> Women were

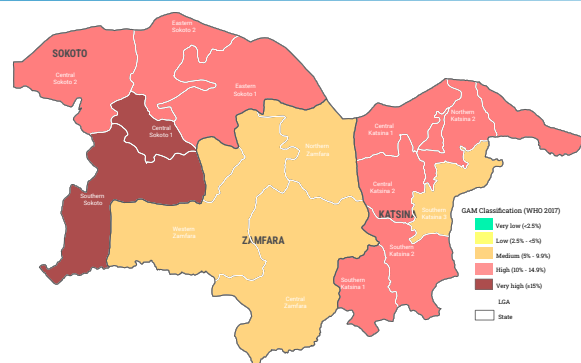
NIGERIA: Global Acute Malnutrition (GAM) in Sokoto, Katsina, Zamfara (SoKaZa), 2024



reported to be at risk of sexual exploitation and abuse, by both NSAGs and people within their community, according to an assessment conducted by the Danish Refugee Council.<sup>18</sup>

Global acute malnutrition rates peaked in 2024, reaching 17.8 per cent in Sokoto, 12.3 per cent in

NIGERIA: Global Acute Malnutrition (GAM) in Sokoto, Katsina, Zamfara (SoKaZa), 2023



Katsina and 10.1 per cent in Zamfara, all above the 10 per cent emergency threshold.<sup>19</sup> The burden of severe acute malnutrition also increased in these three states, from an estimated 532,000 children to 761,000 children.

In the October–December 2024 post-harvest period, an estimated 25 million people were food insecure, including 9 million from the seven north-western states. Of these, 3.9 million are from Sokoto, Katsina and Zamfara. The number of food-insecure people is expected to increase by 32.2 per cent to 33.2 million in the 2025 lean season. This includes 11.6 people in north-west Nigeria, with Kaduna (2.3 million), Kano (2 million) and Katsina (2.1 million) being the worst affected.<sup>20</sup>

## Floods

The heavy flooding in 2024 resulted in widespread damage, displacement and severe disruption of livelihoods across Nigeria. The first round of a joint flood assessment carried out in 17 states<sup>22</sup> from 26 October to 5 November,<sup>23</sup> indicated that more than 2.9 million people were affected by the floods in 2024. All seven states in the north-west were badly hit, affecting almost 400,000 people and killing 148. Flooding in Kebbi and Jigwa, the two most flood-prone states in the region, affected 280,000 and 241,000 people respectively. This included an estimated 94,000 and 81,000 people who were displaced by flooding across the two states.

## Disease outbreaks

Health-care services across the north of Nigeria are threadbare, including for routine immunization. Sokoto State has the highest prevalence of so-called ‘zero-dose’ children in Nigeria or children that have not received any vaccines.<sup>24</sup> The lack of coverage and limited access to health care, including vaccines, make north-west Nigeria particularly prone to disease outbreaks. A significant outbreak of diphtheria in 2023, for example, affected some 13,400 people. In Kano State, the epicenter of the outbreak, one third of patients were unvaccinated. A substantial number of children suffer from diarrhea (12.2 per cent in Katsina, 10.1 per cent in Sokoto and 7.9 per cent in Zamfara). Only 7 per cent of diarrhea cases were treated using oral rehydration salts and zinc in Sokoto State.<sup>25</sup>

Of the ten most cholera-affected states in Nigeria in 2024,<sup>26</sup> five states in the north-west account for 53 per cent of reported cases, with Katsina being the most affected (2,193), followed by Sokoto (1,295), Kaduna (1,042), Jigawa (881) and Kano (863).<sup>27</sup> During the reporting period (the first 46 weeks of the cholera outbreak), 350 deaths were reported across all seven north-western states.<sup>28</sup> Meningitis and yellow fever, both of which are preventable by immunization, predominantly occur in the north-west, according to the recent NEMA risk analysis.

## Prioritization within the response

### Priorities/ areas with highest severity needs

#### People in need by area - severity level

	1	2	3	4	5
	Minimal	Stressed	Severe	Extreme	Catastrophic
PIN	0.04M	0.94M	4.94M	1.95M	0.0M
<b>7.8M</b>					

**Priority 1 – Life-saving actions:** as part of a humanitarian-led response: in LGAs with acute needs requiring emergency intervention, humanitarian actors should work together to ensure a swift and efficient response, while ensuring non-duplication and strict complementarity with government-supported programming.

- Severity level 4 (extreme): Areas where the intersectoral severity of needs has reached phase 4 should be the highest priority for life-saving interventions. In the BAY states, these are the conflict-affected zones, particularly within Borno and certain parts of Yobe and Adamawa. Here, risk to life is highest due to conflict, displacement, climatic impacts, disease outbreaks, lack of access to health care and inadequate shelter. Overlapping needs across sectors, such as health, WASH, shelter, food security, protection and nutrition, exacerbate the situation. In these contexts, it is imperative to address basic survival needs like emergency health care, food assistance and protection services.
- In Borno, there are eight LGAs with severity level 4: Ngala, Monguno, Maiduguri, Magumeri, Konduga, Jere,<sup>29</sup> Gubio and Damboa. However, the Borno State Government (BSG) has restricted emergency humanitarian response outside the following LGAs: Ngala, Monguno, Damboa, Dikwa, Kala-Balge, Mobbar, Kukawa, Abadam, Guzamala and Marte – with the exception of emergency WASH and nutrition activities, which are also permitted in Magumeri, Bama, Gwoza and Gubio. The BSG encourages ongoing projects to continue until they end but does not support scaling up or new activities. Notably, the BSG includes four LGAs with no access to international humanitarian



actors (Kukawa, Abadam, Guzamala and Marte). These are beyond the reach of international humanitarian actors and, therefore, fall under the government-led response.

- In Adamawa, only Madagali is classified as a phase 4 LGA, while in Yobe there are none.

### **Priority 2 – Ensuring access to essential services**

(depending on funding availability): The focus will be on IDP camps where basic needs are only partially met, and the population still experiences severe needs. Interventions will comprise activities to provide basic services that aim to meet humanitarian standards, such as the rehabilitation of WASH infrastructure, provision of food and inputs for food production, essential primary health-care services, repair of shelters, and provision of non-food items. The emphasis will be on promoting a localized-led humanitarian response, which has the advantage of costing less and could help access hard-to-reach areas. A key aim, regardless, is to support activities that help advance a transition to solutions for IDPs – in other words, solutions that reduce the vulnerability of those displaced so that they no longer have humanitarian needs.

- Severity level 3 (severe): In phase-3 LGAs, while the intersectoral severity of needs is not at extreme levels, there are large concentrations of PiN. This is particularly evident among IDPs in Borno, both in-camp and out-of-camp, and returnees and host communities in Yobe and Adamawa. Single-headed households, vulnerable women and girls, persons with disabilities, and the elderly in particular, face a significant volume of unmet needs across multiple sectors and should be prioritized.
- The top 10 phase-3 LGAs are Dikwa, Nganzai, Gwoza, Bama, Kalabalge, Mafa, Mobbar and Kaga (in Borno), and Gujba (Yobe) and Numan (in Adamawa). A high concentration of PiN indicates that humanitarian interventions could have a broader impact, reaching more people and addressing multiple vulnerabilities simultaneously. Of the 65 LGAs across the BAY states, 45 are classified as phase-3 areas.

### **Priority 3—Anticipatory and proactive approaches:**

Based on risk analysis, key activities have been

identified to mitigate the impact of cyclical humanitarian events, such as climate impacts and disease outbreaks. To create a seamless link between preparedness, anticipatory action and rapid response, a fluid continuum is envisaged where these three critical approaches complement each other in real time, with each phase reinforcing the next. In the BAY states, where flooding, cholera outbreaks, and conflict-induced displacement are recurring challenges, it is already known when and where these shocks are likely to occur – with the possible exception of conflict. By integrating both approaches, a shift from reactive measures to a proactive and responsive action cycle should be possible, reducing suffering as well as being more economically efficient. The government, development partners, communities and humanitarian actors should work together to ensure that such an approach is viable.

The LGAs classified as severity levels 1 and 2 are:

- Adamawa State: Yola North, Fufore, Ganye, Toungo, Jada
- Borno State: Shani, Kwaya, Kusar, Hawul, Biu, Bayo

### **Population-specific vulnerabilities**

Across all regions, the affected people community members agree that vulnerable groups – including female-headed households, orphans, the elderly, women, children, and people with disabilities – should be prioritized for aid. The humanitarian community advocates for a systematic approach to prioritize the most disadvantaged, reflecting a collective understanding that these groups are most at risk and in need of immediate support.

### **Government and development-led areas:**

These areas are excluded from the HNRP comprising intersectoral severity levels 1 and 2: Out of the 65 Local Government Areas (LGAs), 11 are classified under intersectoral severity levels 1 and 2. In these LGAs, the response should be predominantly government-led, supported by development partners where appropriate. Recognizing the importance of sustainable development in these areas, the United Nations has allocated over \$20 million in funded

plans in 2024 under its development initiatives. Earlier this year, each of the three states launched their own durable solutions plans for IDPs, marking a significant milestone after 14 years of crisis. Moving forward, it is imperative to increasingly leverage local and federal resources to enhance the sustainability and effectiveness of interventions. By strengthening collaboration with local governments and harnessing national capacities, responses can become more resilient, context-specific, and owned by the communities they serve.

### **Consequences of the HNRP boundary setting and prioritisation**

Setting boundaries for humanitarians and better prioritisation in the BAY states, have profound implications for the 4.2 million people in need who are not targeted for assistance. While the HNRP prioritises and targets 3.6 million people in need due to limited funding and capacity, this exclusion leaves a substantial portion of vulnerable populations relying on alternative modes for support. These unmet needs exacerbate vulnerabilities without adequate resources, potentially leading to further displacement, food insecurity, and protection concerns.

The government's durable solutions plans (2025–2027) present an opportunity to address some of these gaps. Borno's \$2.7 billion plan aims to aid 5.5 million people with housing, infrastructure, and livelihoods. Yobe's ₦2.1 trillion strategy targets 2.8 million for safe returns, integration, and resilience. Adamawa's US \$1.2 billion initiative aims to support over a million people through community-driven sustainable development. However, these efforts require large scale and predictable funding, strong coordination, and long-term planning to complement humanitarian activities effectively.

It is anticipated that development partners will provide funding and expertise to bridge these gaps, reducing the number of people in need over time. It is also critical that local and federal resources are mobilised. Local community initiatives and civil society organisations offer immediate, culturally relevant support. It's essential for development and humanitarian efforts to align, ensuring transition from emergency aid to sustainable recovery. Without this transition, boundary setting could deepen inequities, leaving millions without the necessary support to survive or start rebuilding their lives.

## Risk-informed planning

Globally, and particularly in Nigeria, humanitarian needs are increasing due to synergy drivers such as climate change, economic uncertainty, health emergencies, demographic changes and conflict. These issues not only increase the demand for aid but also complicate response efforts. When multiple risks occur simultaneously – such as conflict, forced displacement and natural disasters – the outcomes worsen significantly, and the most vulnerable suffer the most. To address these compounded risks, the HCT has adopted new approaches that include preparedness and anticipatory action to get ahead of predictable shocks and reduce their humanitarian impact, potentially offering up to a sevenfold cost saving compared to post-disaster responses.<sup>30</sup> This involves linking rapid response mechanisms with flexible, shock-responsive and alert-based programming to enable quick reallocation of resources and the scaling-up of efforts.

High-risk locations have been identified for key shocks such as flooding, conflict, and cholera outbreaks. To optimize the use of risk information, there is a pressing need to strengthen pooled funding mechanisms, such as the Central Emergency Response Fund (CERF) and the Nigeria Humanitarian Fund (NHF), Nigeria's own country-based pooled fund. Establishing a flexible financial and rapid response mechanism, distinct from traditional project funds, would enable the timely disbursement of resources and mobilization of action based on forecasts of critical needs. This approach would allow for replenishment based on risk assessments of future impacts, thereby enhancing the ability to respond swiftly and effectively to emerging and escalating crises. Since 2024, based on a robust risk analysis and risk-informed humanitarian response planning, increased readiness and anticipatory and early response have already been directly integrated in activity planning and costing for the multi-sector response. For 2025, the humanitarian community in Nigeria will take operational planning for predictable risks one step further, advancing its rapid response mechanism (RRM) to proactively address crises with an innovative, flexible approach that adapts to

early warning triggers. This revamped RRM – the anticipatory and rapid response mechanism (A-RRM) – will leverage risk-based planning and insights from 2024 as well as learning from recent flood response pilots to offer a standardized, multi-layered response package.

## Compound risk –Conflict, floods and cholera

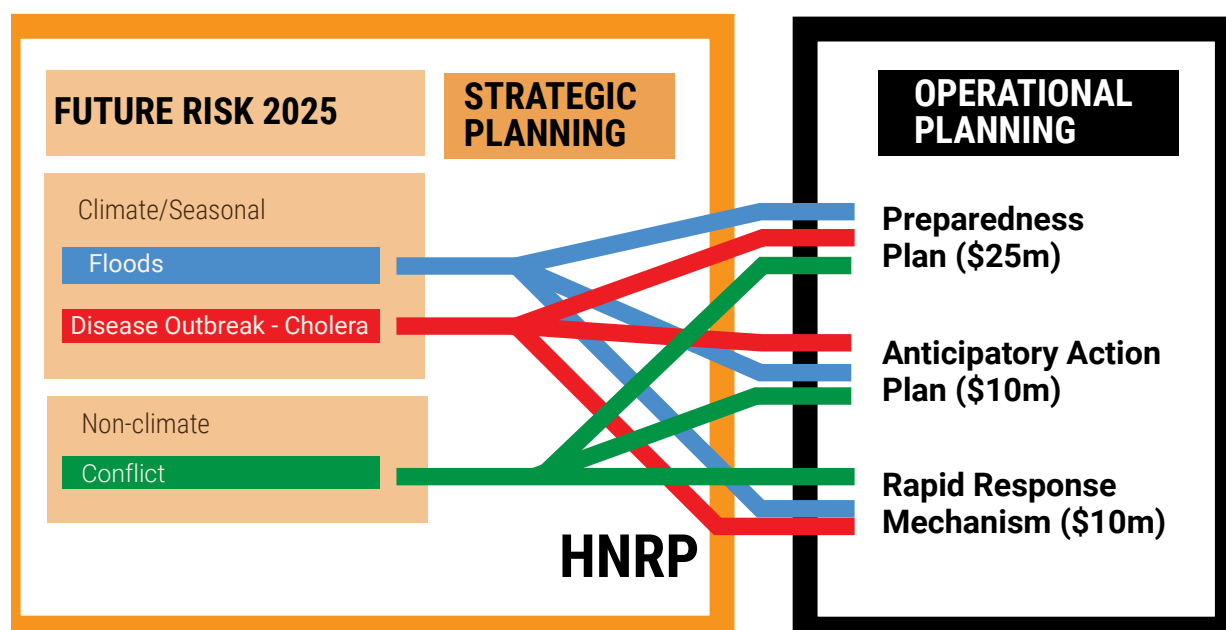
From July to October, the BAY states face a critical period where the interplay of floods, conflict, cholera risks and economic instability intensifies humanitarian needs. Conflict and natural disasters (especially floods) are the main drivers of displacement and suffering. The decade-long conflict has displaced over 4 million people. Flooding has a massive impact: it destroys and damages homes and public infrastructure like schools and health facilities, pollutes water systems, and displaces hundreds of thousands of people. Historical data shows that, on average, 520,000 people are at risk of floods each year in the most affected areas. In 2024 alone, about 400,000 individuals in MMC and Jere were temporarily displaced by floods and urgently needed assistance. Recurrent cholera outbreaks worsen the situation; by mid-September 2024, over 1,875 cases were reported across the BAY states, mostly in Adamawa (with twice the national case-fatality rate). Utilizing innovation, science and technology – such as advanced weather forecasting, historical analysis, satellite imagery, applied data science and lessons from early-response pilots – can help predict, plan and respond more effectively to crises.

## Anticipatory and proactive approaches

Humanitarian partners are working with the Nigerian Meteorological Agency (NiMET), the Nigeria Hydrological Services Agency (NIHSA), the Nigeria Emergency Management agency (NEMA) and the Ministry of Humanitarian Affairs to develop systems and approaches to enable anticipatory action. By implementing risk-informed, pre-agreed trigger mechanisms for floods, epidemics and conflict-induced displacement, they can act swiftly when forecasts indicate imminent threats. For 2025,

humanitarian partners will leverage the enhanced RRM – the A-RRM – towards proactive operational approaches. The A-RRM's operations will be three-pronged:

After the first-line response, A-RRM partners will hand over the operation to existing humanitarian actors in the area through coordination with the ISCG and relevant sectors.



i. The A-RRM's anticipatory actions will be triggered through alerts, issued from a dedicated early warning system, and following specific activation protocols defined and pre-agreed by the Anticipatory Action Working Group and the Inter-Sector Coordination Group.

ii. The A-RRM's rapid response will be activated to deliver critical multisectoral life-saving assistance to the most vulnerable communities living in areas with complex access challenges, when there are no actors on the ground or when they cannot respond due to inadequate capacity (e.g. the limited presence of partners, lags in procurement and transport lead times, and pipeline breaks).

iii. The A-RRM will also be mobilized to scale up ongoing response in the event of a large-scale crisis (e.g. outbreak or disasters) or severe deterioration where needs exceed existing response capacities.

Preparedness actions will include prepositioning RRM core-relief kits in strategic hotspots, delivering early warning messages, initiating cash-based interventions, conducting vaccination efforts and mapping essential services, among other activities. If a crisis occurs, the A-RRM serves as the first line of defence, providing immediate assistance within the first 72 hours.

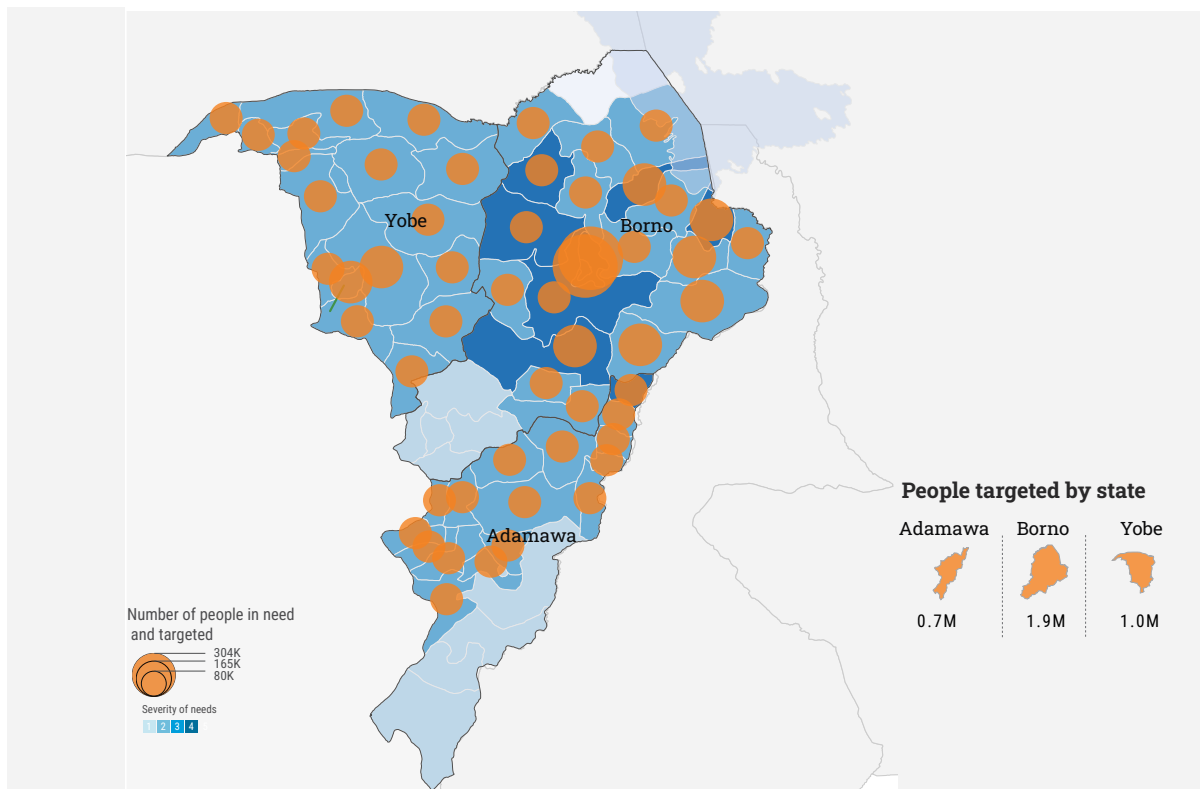
This harmonized approach, standardized across all partners, boosts efficiency by reducing duplication and ensuring resources are used effectively. Key elements for success include increasing engagement in anticipatory action to cover more people, working closely with the government to integrate these practices, and paying greater attention to compounding risks. Establishing an operational framework for anticipatory action is crucial to institutionalizing these approaches within the humanitarian system and ensuring a more effective response to future crises.

Anticipatory action has proved to be a cost-efficient way of addressing crisis as it strengthens the resilience of potentially affected people and reduces the need for emergency responses at scale. It is important to stress, however, that anticipatory action will require dedicated resources and a change in operational modalities.





## 2.3 People Targeted Breakdown



**3.6M**  
People targeted

**7.8M**  
People in need

### Breakdown of people targeted by sector/cluster

SECTOR / CLUSTER	TARGETED(M)
Water, Sanitation and Hygiene	2.5
Food Security and Agriculture	2.8
Health	3.2
Nutrition	2.3
Protection	1.9
Protection: Child Protection AoR	1.0
Protection: Gender-Based Violence AoR	1.1
Protection: Mine Action AoR	0.5
HLP	0.4
Shelter and Non-Food Items	1.5
Camp Coordination and Camp Management	1.4
Early Recovery and Livelihoods	0.5
Education	0.9

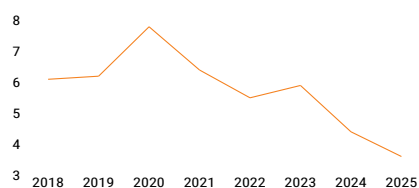
### People targeted by population group

4.2M	3.0M	0.6M	% Persons with disability
36%	12%	53%	15%
IDPs	Returnees	Host community	

### People targeted by age and sex

sex		age		
2.0M	1.6M	2.1M	1.3M	0.2M
58%	42%	59%	33%	8%
female	male	children	adult	elderly

### People targeted trend (in millions)

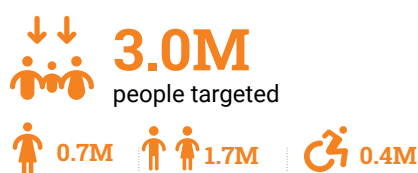


Explore more at  
<https://humanitarianaction.info/plan/1274/population>

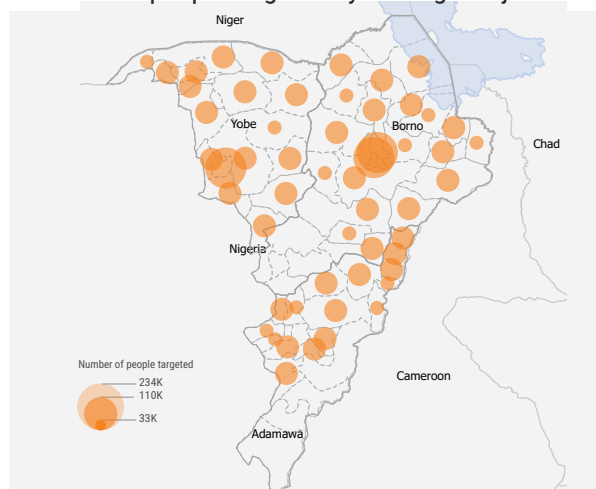
## 2.4 Strategic Objectives

### Strategic objective 1

Life-saving assistance: Affected people receive life-saving assistance to remedy and avert the most severe threats to life and health, reducing excess mortality and morbidity

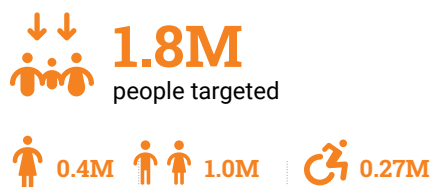


Number of people targeted by strategic objective 1

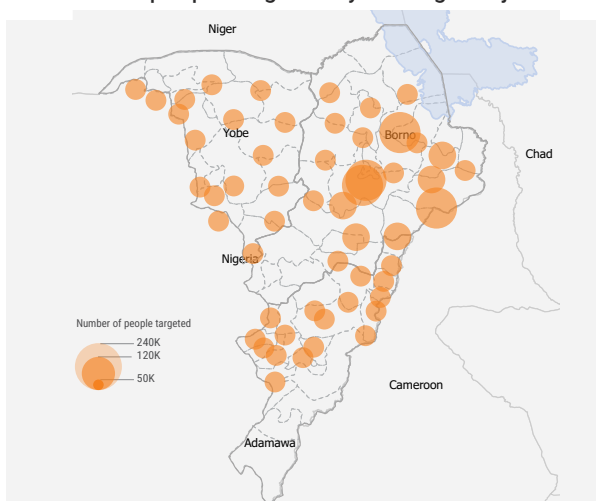


### Strategic objective 2

Protection of rights: The affected people enjoy adequate protection of their rights, including safety and security, unhindered access to humanitarian assistance, and solutions that fulfil norms and standards.

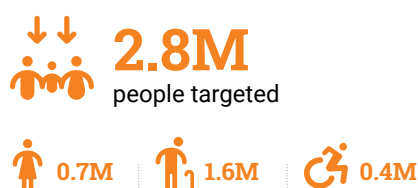


Number of people targeted by strategic objective 2

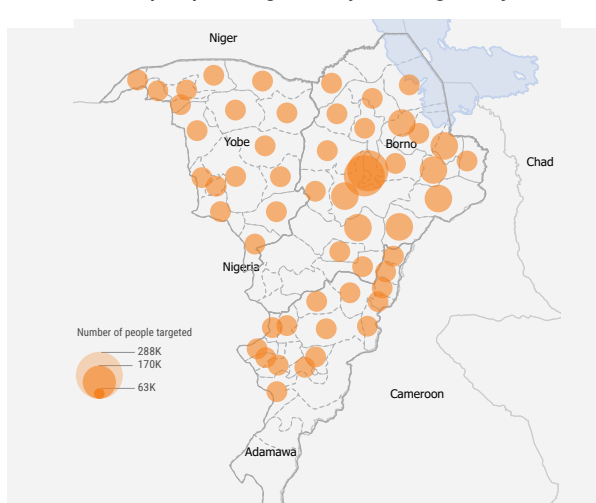


### Strategic objective 3

Transformation and empowerment: Affected people's lives are transformed—they are enabled and empowered through humanitarian and development action where opportunities exist, so they no longer need humanitarian assistance.



Number of people targeted by strategic objective 3



## 2.5 Planning Assumptions, Operational Capacity and Access, and Response Trends

Key planning assumptions for 2025 include securing timely and sufficient funding, ensuring safe access to vulnerable populations – even in conflict-affected areas – and fostering strong collaboration among international agencies, NGOs and local partners. By anticipating risks and acting swiftly, scalable, proactive planning and targeted interventions can be implemented. With these strategies, the HNRP is expected to effectively address humanitarian needs, strengthen community resilience and save lives across Nigeria.



### Planning assumptions

Despite the significant challenges listed above, a fully funded HNRP for Nigeria in 2025 is operationally feasible. Proactive measures, establishing early warning systems, and supporting affected communities, will help reduce vulnerabilities resulting from recurring shocks. With adequate funding and strong coordination among humanitarian actors, the HNRP is poised to contribute to the alleviation of suffering, improve resilience and, ultimately, save lives.

### Operational capacity

The humanitarian operational capacity has been strengthened by a significant increase in national and local NGOs, who now comprise 61 per cent of partners involved in the humanitarian response. This growth reflects the HCT's commitment to localization. Local partners – many operating in hard-to-reach areas – are crucial in providing assistance and protection to the most vulnerable populations. Their deep-rooted relationships with local communities enable them to



quickly identify needs and deliver aid effectively, even in areas close to the front lines. While the number of international NGOs has decreased to 32, their collaboration with 13 government partners and 7 UN agencies across 65 LGAs enhances the collective reach and impact of the response.

One key assumption regarding funding is that we cannot realistically expect to be fully funded to reach the target. Another important assumption is that during 2025 and subsequent years, gains will be made in improving the efficiency of operations so that limited resources can stretch further. This includes a reduction in transaction costs, efficiency gains from localization, a further shift to cash and vouchers where possible, and potentially expanding common pipelines. It is also assumed that a shift to anticipatory action will yield additional efficiency improvements. With regards to the people in need and resources, a central assumption is that development interventions, such as solutions for IDPs, will reduce overall humanitarian needs. Moreover, it is anticipated that a greater degree of government leadership and resources will be allocated for humanitarian and development efforts.

To reinforce coordination, the HCT and ISCG will continue to strengthen structures at the sub-national level. This includes utilizing state-level focal points supported by sectors such as WASH, food security, education, shelter and NFIs, camp coordination and camp management, health, nutrition, and protection. Thematic working groups provide additional advice and support to ensure a cohesive approach. Despite challenges in 2024, such as limited staff access to many LGAs – restricted to key towns accessible only by UNHAS helicopter due to funding shortages for rotary-wing operations – the plan for 2025 anticipates maintaining a robust network of partners. Each organization contributes unique capacities, strengthening the overall effectiveness of the humanitarian effort and ensuring aid reaches those most in need.

## Access constraints and challenges

Notable humanitarian access constraints in the BAY states include a marked increase in attacks by NSAGs

targeting civilians. This escalation has led to a sharp rise in civilian casualties, particularly among those engaged in farming and livelihood activities outside garrison towns. Additionally, an increase in the use of improvised explosive devices (IEDs) has resulted in significant civilian fatalities. Main supply routes and secondary roads remain insecure, frequently obstructed by IEDs and illegal vehicle checkpoints where civilians are at risk of robbery, abduction or even death. Humanitarian personnel, supplies and assets continues to be at risk..

Only a few locations (southern Borno, central and southern Adamawa, western Yobe) and secondary towns near Maiduguri are readily accessible by road. Some NGOs rely on a very low-profile approach, using unmarked vehicles and local staff with community ties to access challenging areas in Borno. Most NGOs, however, depend on humanitarian flights to move between towns, underscoring the critical role of the United Nations Humanitarian Air Service (UNHAS). They also depend on the use of the humanitarian hubs in remote locations in Borno.

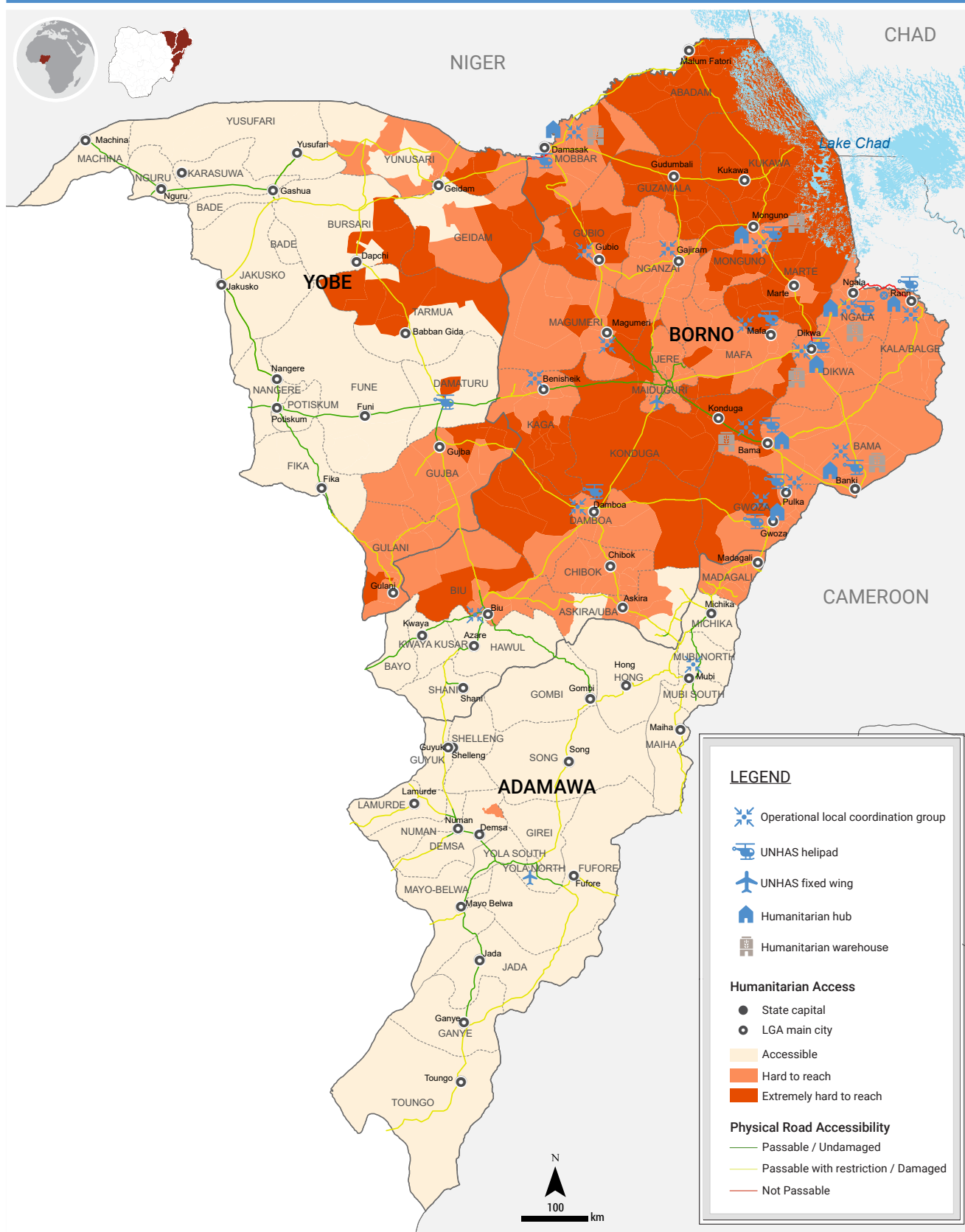
Weather and climatic shocks continue to adversely impact logistical access in the BAY states. The early and heavy onset of the rainy season washed away roads, bridges and dams, flooding large areas of Borno, displacing thousands of households, isolating towns and villages, and impeding the movement of humanitarian cargo to affected populations.

Additionally, bureaucratic impediments continue to hamper humanitarian efforts. This includes the need for registering or reregistering NGOs and obtaining work permits and visas, which involve lengthy processes. The complexity of regulations poses ongoing challenges, especially evident in flood response operations. Likewise, anti-terrorism legislation also creates potential restrictions for many partners. Meanwhile, Borno State authorities continue the closure of IDP camps in towns, relocating displaced persons to extremely remote and difficult-to-access areas, leaving many partners unable to provide humanitarian assistance.



## NORTH-EAST NIGERIA

Humanitarian Access Severity Mapping For International Organizations as of 28th November 2024



Designations and geography used on these maps do not imply endorsement by the United Nations. Developed only for purpose of humanitarian activities.

Updated: 18th December 2024

Source: Access Working Group

Feedback: [ochangaimu@un.org](mailto:ochangaimu@un.org)

More information: [www.reliefweb.int/country/nga](http://www.reliefweb.int/country/nga)

Response trends

Since 2016, the severity of the humanitarian situation in the BAY states has fluctuated, with the number of people in need peaking at 10.6 million in 2020 before stabilizing at around 8 million in recent years. While funding require to meet humanitarian need have grown significantly, the corresponding funding received has not kept pace, leading to persistent gaps in addressing critical needs. Despite an increase in partner presence – averaging 96 partners from 2016 to 2024 and peaking at 132 in 2024 – the number of projects has declined sharply to 151 from 237 in 2023.

A particularly concerning trend has been the declining proportion of people reached compared to those targeted. In 2018, for example, 97 per cent of those targeted were reached, but this proportion has steadily declined over time. In 2022, 85 per cent of the

targeted population was reached, dropping to 69 per cent in 2023, and 64 percent in 2024 – significantly below the scale of need. This trend highlights the growing challenges in translating targeted plans into effective response action, driven by limited resources, funding shortfalls and operational constraints. There is an urgent need to diversify humanitarian funding, including finding new and innovative ways of mobilizing resources and improving the efficiency of humanitarian action, especially considering that the cost per beneficiary has increased from \$214 in 2024 to more than \$252 in 2025—by far the highest in the region—along with strengthened partner capacity and efficient resource allocation to address the humanitarian crisis in the BAY states..

People targeted and reached trend

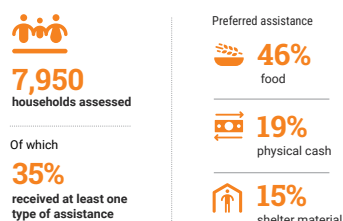


## 2.6 Accountable, Inclusive & Quality Programming

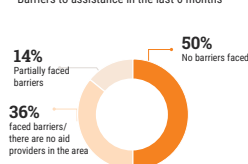
### Accountability to affected people & people-centred response

Accountability to affected people (AAP) is a cornerstone of the humanitarian response in north-east Nigeria. Humanitarian partners are committed to seeking out, listening to, and acting on the diverse voices of all affected communities for course correction in the response. This includes delivering a response that is both owned by and developed in partnership with these communities, informed by two-way communication and meaningful engagement.

Assistance preferences in the future  
by households



Barriers to assistance in the last 6 months



Community consultations involved separate focus group discussions with women, men, youth, persons with disabilities and older persons, as well as engagement with community leadership structures. In 2024, guided by the Inter-Agency Standing Committee (IASC) commitments to AAP, significant efforts were made to ensure the meaningful participation of affected communities in the humanitarian response. Key activities included:

- Communicating life-saving and critical messages to local communities through various channels and platforms.
- Tracking and monitoring community feedback and perceptions via the Collective Information Accountability Management System platform.
- Ensuring quality and inclusivity in programming, adhering to established global minimum standards.

Humanitarian partners remain committed to strengthening community-centred approaches.

With the guidance and support of the Community Engagement, Accountability and Localization Working Group (CEAL WG), the response will continue to prioritize key AAP areas, such as real-time community feedback and perception monitoring, community engagement and validation sessions, and inclusive, protection-sensitive and gender-responsive mechanisms.

The CEAL WG will also focus on building the capacity of humanitarian actors, particularly local actors and community members, to ensure that the humanitarian response in north-east Nigeria is fully guided by the voices, needs and priorities of crisis-affected communities.

Satisfaction with assistance received  
by households



### Protection from sexual exploitation and abuse

To address significant shortcomings in protecting communities from sexual exploitation and abuse (PSEA) in north-east Nigeria, particularly among conflict-affected and displaced populations, the HCT endorsed a comprehensive strategy that integrates PSEA across all sectors. This involves strengthening accessible and trusted reporting mechanisms like 24/7 multilingual hotlines and community-based focal points; increasing community awareness through culturally sensitive campaigns and engagement with local leaders, women's groups and youth associations; mandating comprehensive PSEA training for all humanitarian staff and partners to build capacity; improving survivor support systems with accessible, survivor-centred medical, psychosocial and legal services; enhancing coordination and accountability through inter-agency collaboration and clear accountability mechanisms; and ensuring dedicated funding for sustained PSEA initiatives. By focusing on these significant enhancements, the strategy aims



to overcome previous challenges such as limited accessibility, lack of awareness, inadequate support for survivors, and insufficient staff training, ultimately fostering a safe, inclusive, and responsive environment that meets the unique needs of each community in north-east Nigeria

### **Gender, age, disability & other diversities - sensitivity and empowerment**

In 2025, the HNRP will prioritize addressing the specific needs of women and girls, who remain among the most vulnerable groups in the north-east. The ongoing conflict has severely impacted their access to education, health care, economic opportunities and decision-making processes. Cultural norms and gender roles further limit their opportunities, with girls often prevented from attending school due to household responsibilities. The HNRP aims to overcome these challenges by ensuring that women and girls have access to essential services, such as reproductive health care, nutrition support and protection against GBV. Special emphasis will be placed on supporting survivors of GBV and addressing the root causes of violence against women.

In addition, the HNRP will ensure inclusion of people with disabilities, over 90 per cent of whom have limited access to viable livelihoods opportunities – according to the Disability Working Group's multi-sectoral needs assessment. Additionally, only 2 per cent of households headed by women with disabilities have enrolled their children in formal education. Women and girls with disabilities are also particularly vulnerable, with 85.3 per cent facing increased risks of exploitation and sexual abuse.

To empower women and girls and people with disabilities, the HNRP will promote their active participation and leadership in decision-making processes at all levels, ensuring that their voices are heard in community consultations and project implementation. Economic empowerment initiatives will provide vocational training, access to microfinance and cash-based interventions to help women and girls, and people with disabilities build sustainable livelihoods. Additionally, the HNRP recognizes the needs of vulnerable boys and men, providing support

for their physical and emotional well-being. This inclusive approach aims to foster equality, resilience and sustainable recovery for all individuals affected by the crisis.

## **2.7 Cost of the Response**

### **Costing methodology and cost effectiveness**

The 2025 HNRP continues to employ a transparent, unit-based costing methodology to ensure effective resource allocation. Each sector calculates the cost per beneficiary, covering expenses for in-kind supplies, cash assistance when applicable, and the logistical aspects of delivering aid, including staff, security and overhead costs. This detailed approach ensures that funds directly address the essential needs of affected communities.

A significant enhancement in this year's plan includes readiness measures, anticipatory actions and RRM activities. The plan promotes integrated and efficient aid delivery by harmonizing response packages across all implementing partners. This unified approach streamlines operations and maximizes the impact of assistance, ensuring that help reaches those in need swiftly and effectively.

Despite a 19 per cent reduction in the number of people targeted, the financial requirements for 2025 have decreased by only 2 per cent. There is great scope for improving the efficiency of the response, seeking new and innovative ways of delivering humanitarian assistance. The reduction in people targeted aligns with the sectoral priorities set by the ISCG and the collaborative boundary-setting exercise. To enhance efficiency, sectors have adjusted their inputs to the minimum expenditure basket (MEB) and stabilized distribution expenses.

Implementing partners are asked to submit their projects through the project module, ensuring that outputs and quantities are well-aligned with the sector plans. This approach will help ensure effective planning and efficient resource use.

## Project vetting criteria

Projects must address the outputs, target groups and locations (LGAs) that the sector plans have identified as priorities. Each project should have clear targets for specific locations, particularly in areas where other actors have left gaps, especially in high-priority locations. Projects should avoid duplicating actions already planned by other organizations and must be cost-effective, focusing on the number of beneficiaries, the needs addressed, and the methods used. The bridge tool will help connect sector plans with partner initiatives, ensuring alignment and coordination.

## 2.8 Multipurpose Cash, and Cash and Voucher Assistance Overview

### Context

The cash and voucher assistance (CVA) landscape in Nigeria has rebounded to previous levels helping to address urgent needs in a complex humanitarian environment. Starting from \$211 million in 2019, funding fell to \$51 million in 2022, but increased to approximately \$150 million in 2023 (a 194 per cent increase from the previous year), reflecting the ongoing reliance on this modality by humanitarian partners. Of this, multipurpose cash (MPC) – allocated to enable vulnerable households to address immediate life-saving needs while preserving their dignity and autonomy – also grew from \$5.7 million in 2021 to almost \$12 million in 2023.

In 2024, CVA delivery increased further, reaching \$227 million by the end of November, with \$11.7 million allocated to MPC, nearing the \$12 million target.

Enabling factors:

- The Cash Working Group (CWG) strategy and workplan. The has six strategic focus areas to help strengthen coordination, collaboration, advocacy, scalability and harmonization, including information management and capacity-building, leveraging

on the achievements and lessons learned from previous years. Strong government engagement, supported by linkages with frameworks like the National Cash and Voucher Assistance Policy, National Social Safety Nets Coordinating Office and the Unified Social Registry, as well as compliance with legal frameworks like the Economic and Financial Crimes Commission and the Special Control Unit against Money Laundering to enhance adherence with anti-money laundering standards and the Money Laundering (Prevention and Prohibition) Act 2022 has further strengthened the response, especially in the BAY states.

- Adoption of anticipatory action approaches. Mitigating shocks before crises occur by acting early to provide households with CVA has become the ISCG's default modality. This has helped people affected by disasters to protect their homes, livelihoods and health, and avoid negative coping mechanisms such as selling essential assets to cover evacuation costs in a sudden onset disaster. The CWG minimum expenditure basket provides guidance on the transfer value, and the registration and distribution of cash are completed prior to a disaster.

### Multipurpose cash

**People targeted:** Over 42,000 households, including refugee returnees in Banki, Gwoza and parts of Adamawa, new IDPs, and host community members will be targeted for response utilizing the Unified Social Registry and state-level registries. This will enable precise and inclusive beneficiary selection, ensuring equitable coverage of the most vulnerable populations.

**Budget:** Estimated requirement of \$15 million (4 per cent of total CVA requirement).

**Transfer value:** Monthly transfers of \$118 per household aligned with the MEB, adjusted based on regular market assessments to maintain purchasing power.

**Response to S01:** One-month transfers for shock response.

**Response to SO2:** Three-month transfers for sustained humanitarian needs.

**Geographical focus:** Programming is concentrated in Borno, Yobe and Adamawa states, tailored to local security conditions and access constraints. However, this template is expected to be replicated across Nigeria.

### Monitoring indicators

Indicators for tracking MPC in 2025 include:

- number of households receiving MPC: 42,000 planned for 2025.
- percentage of households reporting improved access to basic needs due to MPC: 85 per cent target.
- rate of disbursement: \$15 million planned for 2025.

Real-time dashboards and evidence-based tools (e.g., the Joint Market Monitoring Initiative) will support timely revisions to transfer values and MEB calculations, ensuring purchasing power is preserved amid changing market conditions. Additional indicators, such as timeliness of delivery, reductions in negative coping strategies and post-distribution monitoring (PDM) feedback will also be monitored.

### CVA coordination arrangements

CVA coordination in Nigeria operates across four interconnected levels, ensuring effective planning, implementation, and monitoring of interventions:

1. **National CWG:** Based in Abuja, the national CWG provides strategic direction, policy guidance and technical oversight for CVA interventions nationwide. As the central coordination body, it ensures alignment of CVA activities with national priorities, harmonizes efforts across regions and sectors, and fosters coherence in programming. The group is co-led by OCHA and the Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development at the directorate level and includes humanitarian and development partners, government ministries, departments and agencies, and financial service providers.

2. **Sub-national CWGs:** The sub-national CWG, operating in the north-east, is co-chaired by OCHA and Catholic Relief Services. This group aligns its role with the functions outlined in the IASC's new model for cash coordination, ensuring a consistent approach to CVA at the national level, in coordination with the national CWG. It coordinates CVA across 132 members, including humanitarian organizations, government representatives, donors and financial service providers.

#### 3. Regional and state CWGs:

- **North-east CWG:** Focuses on BAY states, with two state-level CWGs: Adamawa CWG and Yobe CWG.
- **North-west CWG:** Addresses emerging needs in Zamfara, Sokoto and Katsina.

### Key priorities for 2025

- **Coordination:** harmonizing CVA activities across clusters and regions to minimize duplication and optimize resources.
- **Technical support:** providing guidance on transfer values, targeting methodologies and delivery mechanisms to ensure efficiency and effectiveness.
- **Capacity-building:**
  - organizing training sessions and workshops to enhance the skills of member organizations in CVA design and implementation
  - developing interactive training modules in collaboration with partners like the Cash Learning Partnership Network
- **Information management:** collecting and analysing data on CVA interventions to inform evidence-based decision-making and strategic planning.
- **Advocacy**
  - engaging with government authorities and donors to promote the adoption of CVA best practices
  - aligning CVA interventions with national policies to secure funding and facilitate broader acceptance
- **Expanding regional coverage:**
  - enhancing the reach and functionality of regional CWGs
  - strengthening partnerships with



Explore more at  
<https://humanitarianaction.info/plan/1274/ge/8068>

FinTech providers to improve operational capacity and innovation

- Facilitating localization and durable solutions across the BAY states:
  - mapping of actors, needs and capacities for implementing durable solutions
  - mapping of actors, needs and capacities for localizing humanitarian action

## CVA overview

In 2025, the estimated CVA requirement is expected to be \$275 million, encompassing eight sectors: Nutrition, Health, Food security, Emergency shelter and non-food items, Early recovery and livelihoods, WASH, Protection, Education – which includes a multipurpose cash requirement of \$12 million. This represents 30 per cent of the total 2025 HNRP funding requirement

## 2.9 Monitoring

### Situational and response monitoring

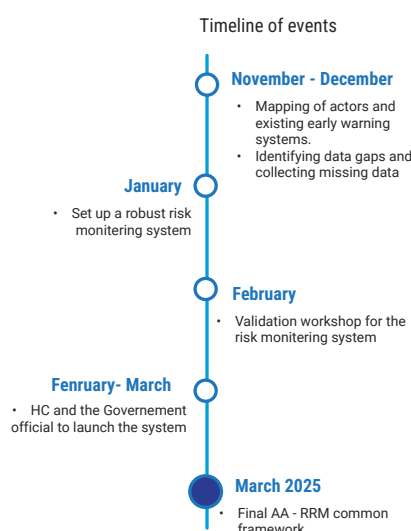
In 2025, humanitarian partners in the BAY states will introduce a flexible monitoring system to ensure aid reaches the people who most need it. This system will focus on four key areas: humanitarian needs, response actions, quality programming and funding levels. Led by the ISCG, the Assessment and Analysis Working Group, and the Information Management Working Group, the monitoring framework will continuously track key indicators like food insecurity, malnutrition, displacement and community feedback. Significant changes in these indicators will prompt detailed needs assessments and operational adjustments, helping to keep the response relevant and timely.

The HCT and sectors will use innovative tools like the PinTarSav platform, based on the JIAF2.0 methodology, and cloud-based applications for real-time data tracking. These technologies will enable anticipatory actions and rapid response adjustments based on current risk assessments and forecasts.

By harmonizing response packages across partners and using real-time dashboards to track the "Who Does What, Where, When, and for Whom" (5Ws), the HNRP will improve efficiency and impact. Quarterly reports, broken down by location, gender, age and disability, will promote transparency and accountability. Furthermore, introducing a Dynamic GAP Analysis tool will help continuously update targeted populations and response plans, allowing the system to adapt to changing needs. This integrated, well-coordinated approach among international agencies, NGOs and local partners will ensure the effective delivery of humanitarian aid.

### Risk monitoring

The HNRP for 2025 aims to closely monitor key risks such as flooding, disease outbreaks and conflict to effectively protect vulnerable communities across the BAY states. Starting with mapping existing early warning systems and identifying gaps, the plan will set up a robust monitoring system that integrates both long-term climate data and short-term forecasts. This system will help humanitarian actors identify emerging risks early and take swift action to prevent crises. By collaborating with local authorities, humanitarian partners will validate the system through workshops to ensure it is reliable and ready for rapid response.

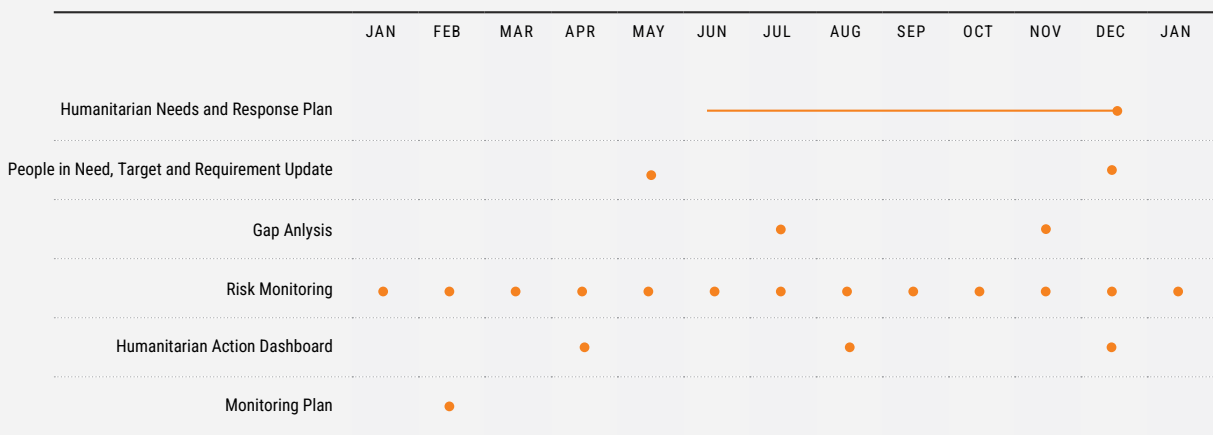




Once established, the risk monitoring system will work as part of a coordinated approach called the Anticipatory Action - Rapid Response Mechanism (AA-RRM). This framework will allow humanitarian agencies to take proactive steps before a crisis fully develops, such as distributing essential supplies and pre-positioning resources, while also ensuring quick and efficient responses when crises occur. Through this comprehensive monitoring and response strategy,

the HNRP aims to reduce the impact of shocks, save lives, and strengthen resilience in at-risk communities.

Humanitarian programme cycle timeline



## Part 3: Sector Needs and Response

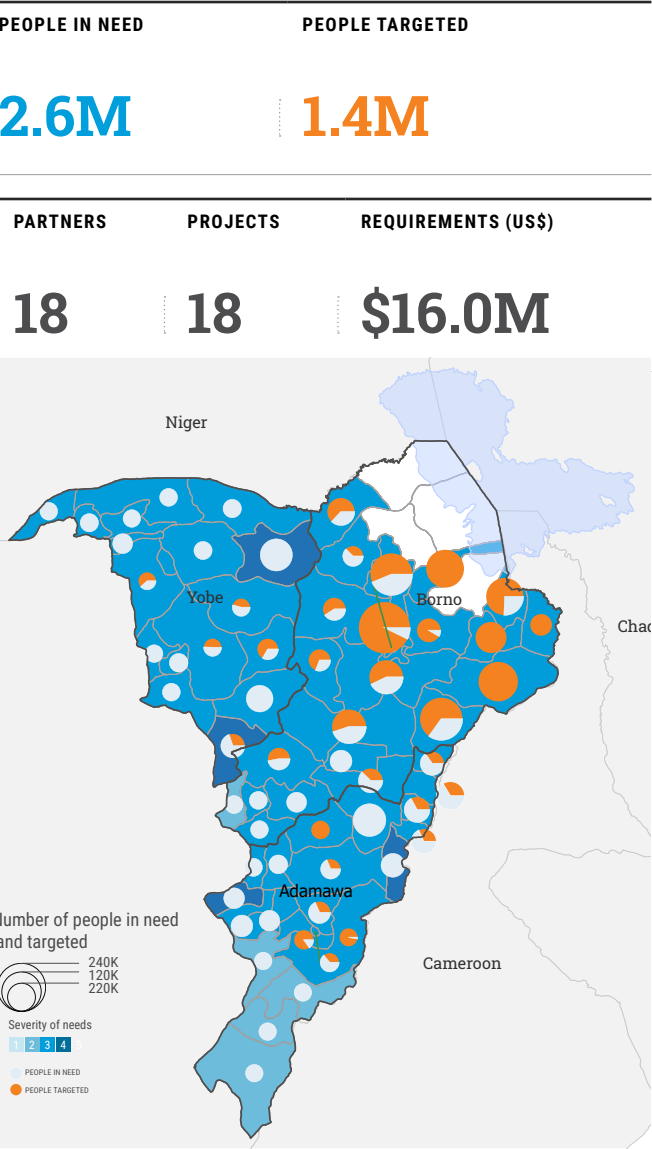
---

### MAIDUGURI/NIGERIA

25 November 2024: As part of her recovery from severe acute malnutrition, Hassana Muhammad eats a nutrition supplement at the stabilisation centre in Maiduguri



### 3.1 Camp Coordination and Camp Management



#### Summary of needs

As a result of ongoing conflict, climate impacts and economic shocks in north-east Nigeria, 2,573,628 IDPs and returnees will require Camp Coordination and Camp Management (CCCM) services in 2025. These vulnerable populations, including 934,055 IDPs in camps, 1,150,008 IDPs in host communities, and 2,093,604 returnees across 1,551 camps and camp-like settings, face considerable challenges related

to inadequate infrastructure, limited services and heightened protection risks. A significant proportion (23.8 per cent) of IDP sites are on private land without tenancy agreements, leading to evictions, protection risks and access issues. Abrupt camp closures in Borno State risk creating spontaneous sites in urban areas, while severe weather could exacerbate displacement.

The CCCM Sector will need to address these challenges by fostering multisectoral, rights-based responses that prioritize the most vulnerable, such as women, children, the elderly and persons with disabilities, while ensuring safe and dignified access to aid. Efforts will include maintaining population master lists, supporting self-governance, bridging gaps in assistance, and facilitating durable solutions through community-led discourse. Anticipated increases in returnees, new arrivals and IDPs living in host communities will intensify demand for coordinated in-camp and out-of-camp CCCM interventions, requiring robust site management, service provision and community participation.

#### Response strategy

In 2025, the Sector will adopt a needs-based response strategy that aligns with the dynamic displacement situation in north-east Nigeria. The CCCM Sector will implement tailored camp management modalities to suit the needs of the displaced population. In Borno State, the core CCCM responses will aim to improve the living conditions of the IDPs in camps and out of camps, while enabling linkages that facilitate pathways to durable solutions. In Adamawa and Yobe states, the Sector will mainly focus on self-communal governance, mobile CCCM responses and area-based approaches. The emphasis will be on strengthening early response capacity and underlying preparedness for anticipated shocks (including floods) across the BAY states.

The Sector will continue working closely with the government and at multisectoral level to advocate for adequate consideration of IDP rights during camp closures and issues around Housing, Land and Property (HLP). The Sector will also prioritize strengthening the capacity of its partners, particularly

local actors (including local government), to implement minimum standards for camp management. In response to shocks and sudden events such as floods, fires and excessive new displacement/arrivals, the Sector has merged its sectoral response activities with the wider multisector anticipatory action planning and rapid response mechanism (RRM) approach to capitalize on existing collaborative resources.

## Targeting & prioritization

In 2025, the Sector will prioritize its response to the needs of 1,244,013 IDPs and 178,310 returnees, focusing on LGAs with 'severe' and 'extreme' levels of sectoral deprivation (severity levels 3 and 4). The CCCM Sector will adopt tailored camp management modalities to suit the needs of the displaced population in and out of camp settings. The sectoral responses will prioritize the most vulnerable populations, including women, children, the elderly, and persons with disabilities. Where appropriate, the Sector will adopt a phase-out approach, building the response capacity of local structures, including local government and NGOs, while facilitating pathways towards durable solutions. Assistance will specifically target individuals affected by conflict and insecurity, climate-induced displacement (floods and campfires), and abrupt camp closures, including returnees and IDPs residing in spontaneous unplanned sites.

## Promoting quality & inclusive programming

The CCCM Sector will continue to prioritize accountability and inclusive programming to promote equitable and dignified access to services and protection for IDPs. As the initial point of contact for displaced populations, CCCM responses will prioritize a people-centred approach that aims to promote well-being and resilience. The Sector will continue advocating and strengthening capacities to

enhance adherence to humanitarian principles and other operational global standards, including Minimum Standards for Camp Management. The Sector's response plan will be guided by the following principles and approaches: camp as the last resort, protection mainstreaming, gender and diversity, disability inclusion, AAP, data protection and privacy principles, and localization across all CCCM responses.

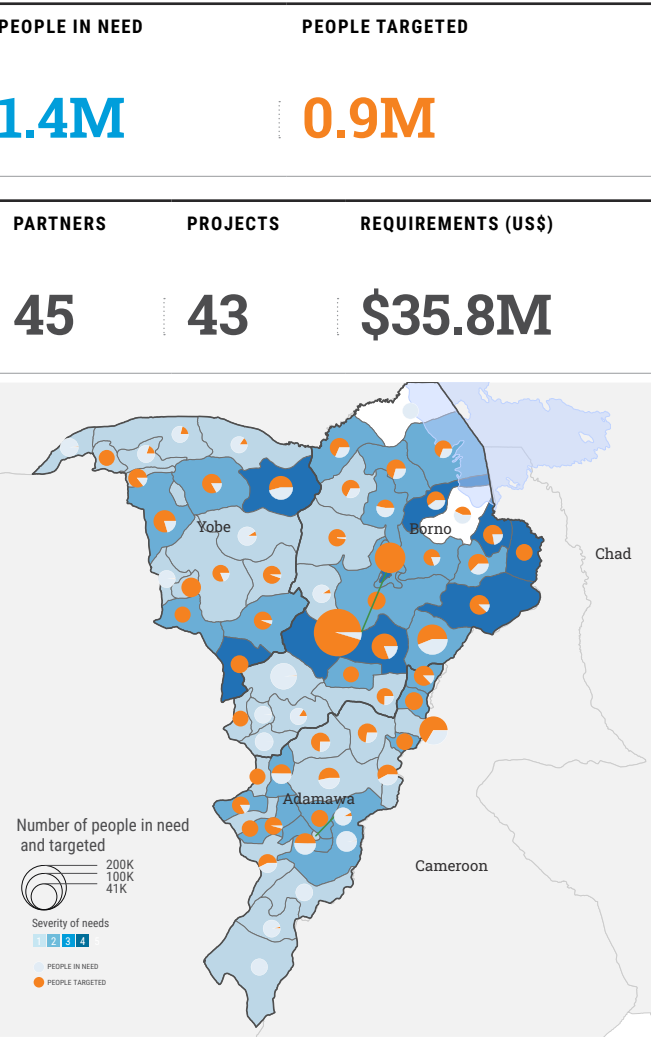
## Cost of response

To adequately address the pressing needs of 1.43 million people targeted at IDP sites and 187,000 returnees, the Sector will require a total of \$16.3 million for emergency response, anticipatory action and facilitating pathways towards durable solutions. Based on projections for 2025 programming needs, the CCCM response will cost, on average, \$17 per person. The main cost drivers are the rolling out of all three cycles of CCCM, coupled with rising inflation and the devaluation of the naira against the dollar, which have significantly increased both operational and administrative costs..



Explore more at  
<https://humanitarianaction.info/plan/1274/ge/8006>

### 3.2 Education



#### Summary of needs

The north-eastern region of Nigeria is facing an acute education crisis. Prolonged conflict and the deepening impacts of climate change, particularly seasonal droughts and flooding, coupled with widespread poverty, have forced many families to prioritize basic survival over education. Persistent crises have severely damaged school infrastructure, increased teacher shortages and displaced 2 million children in the BAY states. Attacks on schools, kidnappings and abductions in remote rural areas have created significant protection concerns and severely limited access to education. Currently, 60 per cent of IDP children in camps have no access to education, and host community schools face extreme capacity

constraints, unable to accommodate additional displaced children. Around 51 per cent of the displaced population in the BAY states are school-age children (3-17 years).

#### Response strategy

The Education Sector Response plan addresses the urgent educational needs in crisis-affected LGAs. It aims to create a safe and inclusive learning environment that supports vulnerable children, including girls, boys, IDP children, and those with disabilities. The plan focuses on strengthening the education system, enabling it to deliver quality, inclusive and relevant education that safeguards the needs of diverse learners while empowering their caregivers. The Education Sector will work closely with the state ministries of education to address urgent education needs and facilitate the transition to formal education. This response will primarily focus on enhancing access to education, learning and vocational skills. Key interventions include catch-up classes, accelerated learning programmes, vocational skills training, and mental health and psychosocial support. These critical interventions are vital in addressing the complex learning needs of children who have experienced years of disruption and missed schooling. Teachers will be trained on tailored teaching methods to address the learning gaps.

The response prioritizes the most marginalized children, especially in underserved LGAs with acute needs, focusing on girls, boys, children with disabilities, teachers, and educational personnel impacted by the crisis. It addresses the needs of both in-camp and out-of-camp learning facilities and supports children who have missed significant amounts of school, including those displaced multiple times and those in areas with limited or no access to education services.

The Education Sector will adopt diverse learning approaches. In camps, sector partners will work with the CCCM Sector to provide designated spaces for education and employ alternative methods, including learning circles and radio-based instruction, as well as formal classes. Outside the camps, sector partners will collaborate with the government to enrol children in schools, and, for those children who cannot attend



school, will employ flexible learning models tailored to their circumstances. In addition, to address the number of out-of-school children, CVA will be provided to families to help them overcome any financial barriers to education and incentivize enrolment in school.

The Education Sector advocates for cost-effective, innovative solutions, emphasizing blended learning in both formal and non-formal settings. Drawing on past lessons, the Sector should implement locally tailored, self-paced and affordable alternative learning modalities to reach children with limited access to formal education. These approaches are crucial for enrolling out-of-school children, especially where traditional learning is hindered by conflict, disease outbreaks or climate-related risks like flooding.

The Education Sector is committed to responding to emergencies in an integrated fashion and seeks to collaborate with relevant sectors to reinforce the resilience of the education system. Furthermore, it will collaborate closely with other sectors, including the WASH and Protection Sector, to address a wide spectrum of issues such as mental health and well-being, school WASH facilities, disease outbreak prevention, school safety, school feeding programmes, and the prevention of school-related GBV.

## Targeting & prioritization

The Education Sector's targeting and prioritization strategy aligns with OCHA-led boundary-setting and intersectoral severity rankings. The targeting also considers partner capacity and presence, and government priorities. The focus will be on severity level 4 LGAs, and prioritized parts of the 23 LGAs at severity level 3. Additionally, the Sector will emphasize resilience-building in LGAs with substantial partner investments, aligning the education-in-emergencies (EiE) response with long-term plans. LGAs with a high influx of IDPs, both in and out of camps, will also be prioritized. Building on the 2024 HRP, the education sector will continue its efforts in the following areas:

1. Essential education-in-emergencies support: Affected children (including boys, girls, and children with disabilities) receive vital support to continue

their education and access life-saving mental health, assistance and social and emotional learning.

2. Right to safe and secure education: Affected children (boys, girls, and children with disabilities) have safe, secure and uninterrupted access to education services in schools that meet Safe Schools Declaration standards.
3. Continuity and transformation: Affected children (boys, girls, and children with disabilities) continue their education and learning beyond emergency response, empowered by a resilient education system that facilitates their transition to the formal system.

More specifically, the Education Sector will focus on covering the gaps in education services, both in and outside of camps, for the most vulnerable displaced children. The Sector will also adopt anticipatory and preparedness approaches to minimize the impact of future shocks, promote durable solutions, and contribute to disaster risk reduction efforts.

## Promoting quality & inclusive programming

The Education Sector Response Plan is informed by extensive consultations with children, teachers, parents and local actors, ensuring accountability and responsiveness to the needs of affected populations. Gender considerations, PSEA and child safeguarding principles are embedded throughout the response to ensure safe and inclusive education programmes that meet the needs of boys and girls, as well as children with disabilities. The response is guided by the multi-year Education-in-Emergencies Strategic Plan (2024-2026), with a focus on equitable, inclusive and quality learning for all.

## Cost of response

The Education Sector requires approximately \$35.7 million, leveraging existing capacities. The Sector will consider the cost-per-child during the project partner review process, typically ranging between \$50 and \$70, depending on factors such as project location and the type of activity (soft or hard). All projects will align with the Sector's cost-per-child methodology, with flexibility for exceptional circumstances.

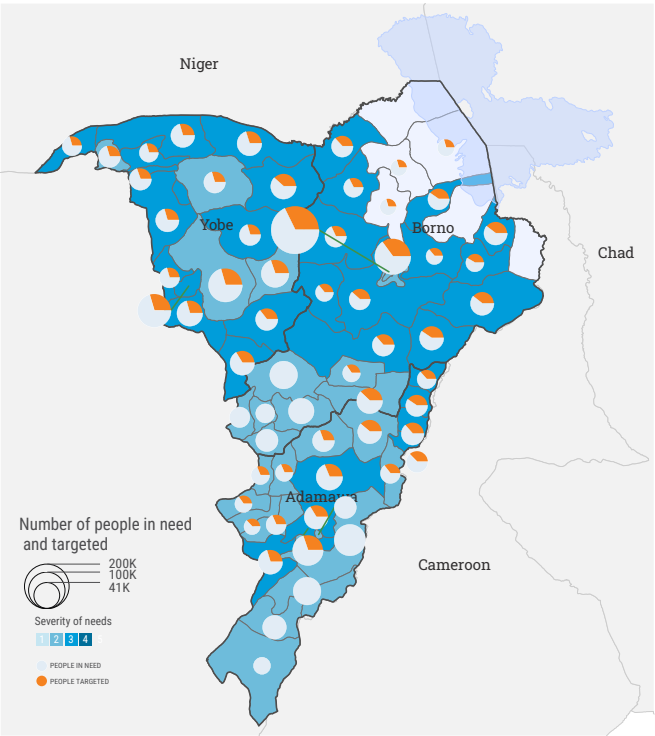


Explore more at

<https://humanitarianaction.info/plan/1274/ge/8058>

### 3.3 Early Recovery and Livelihoods

PEOPLE IN NEED		PEOPLE TARGETED
1.8M		0.5M
PARTNERS		PROJECTS
49		30
		REQUIREMENTS (US\$)
		\$22.2M



#### Summary of needs

The Early Recovery and Livelihoods (ERL) Sector has identified 1,755,723 people in need of ERL assistance. These include 230,814 IDPs, 1,289,400 host community members and 235,509 returnees, of whom women and girls make up 55 per cent. Conflict-affected people across the BAY states continue to face difficulties accessing basic services, livelihoods and income-generating activities. These challenges often undermine social cohesion in affected communities. According to community consultations in the BAY states in 2024, people are more likely to establish good mutual relationships in communities when sufficient resources and opportunities are available.

Affected communities often emphasize the need for livelihood and income-generating opportunities. Around 65-80 per cent of people in the BAY states rely on the agriculture sector for their livelihoods. However, with limited access to safe farming due to security concerns and the impacts of climate change, livelihood opportunities outside the agriculture sector are often required to supplement and stabilize household incomes. Persons with disabilities and women, especially female-headed households, are particularly vulnerable, and are more likely to experience barriers to accessing services and opportunities as well as exclusion from decision-making processes.

#### Response strategy

The ERL Sector in the BAY states focuses on the following objectives: 1) ensure inclusiveness and peaceful co-existence in communities affected by conflict and natural disasters; 2) enhance livelihood opportunities and income-generating activities; 3) increase and maintain inclusive access to basic services; and 4) strengthen capacities of local governance . The ERL Sector will encourage partners to prioritize the implementation of activities for targeted individuals and LGAs. The Sector is uniquely positioned as the primary sector working towards strengthening the implementation of the humanitarian-development-peace nexus and linkages across multiple response sectors. The ERL Sector will ensure synergies between the humanitarian response and the long-term sustainable development of communities affected by the crisis by fostering coherence, complementarity and coordination among relevant actors and sectors.

#### Targeting & prioritization

The ERL Sector targets people and LGAs based on the severity of needs, using a severity scale developed from the findings of the Sectorial Needs and Risk Assessment (SNRA) conducted in 2024. This scale considers the magnitude, intensity and trends of needs, as well as the vulnerability and coping capacity of the affected populations. The ERL Sector will encourage partners to prioritize the implementation of activities for target groups, especially those who are marginalized such as women, persons with disabilities and minorities, many of whom face specific needs and

challenges. Furthermore, the ERL Sector will prioritize complementarity with other sectors and actors to ensure an early recovery approach.

### Promoting quality & inclusive programming

The needs for the ERL Sector were identified through the SRNA and community consultations in 2024, which were then used to develop the sectoral response. The ERL Sector's partners will ensure community engagement and establish feedback mechanisms when starting their projects. Information on specific needs by sex, age and disability status was collected by the Multi-Sector Needs Assessment and community consultations. While taking into account the traditional and cultural contexts in the BAY states and the 'do-no-harm' principle, the ERL sector response promotes inclusiveness in communities, in particular the empowerment and inclusion of women, youth

and persons with disabilities. In addition, different groups such as IDPs, returnees, refugees and host communities will be represented in the implementation of the ERL Sector response. Interventions will be carefully monitored by indicators disaggregated by sex, age and population group.

### Cost of response

The ERL Sector requests \$22.2 million for ERL interventions across the BAY states. Insecurity and access challenges have contributed to an increase in response costs. The Sector utilizes a hybrid project- and activity-based costing methodology because estimated costs vary by type of activity. The ERL Sector will ensure cost-effectiveness by promoting localization and coordinating interventions with other sectors..



#### MAIDUGURI/BORNO

23 Dec 2024 - Women packaging liquid soap they just made at the women & girls safe space run by FRAD Foundation with support from NHF in Muna Kumburi IDP Community, Maiduguri - Photo credit: Doreen Kansime/OCHA Nigeria



Explore more at

<https://humanitarianaction.info/plan/1274/ge/8057>

### 3.4. Emergency Telecommu- nications

PARTNERS	PROJECTS	REQUIREMENTS (US\$)
-	1	1.2M

#### Summary of needs

The Emergency Telecommunications Sector (ETS) provides reliable Internet and security communications services to humanitarian organizations, including UN agencies and local and international NGOs. ETS services are vital to the humanitarian community, helping to ensure the safety and security of humanitarian actors working in high-risk regions in the BAY states. ETS services were used by 3,582 humanitarians from 132 organizations in 2024, and the ETS trained 157 humanitarian personnel. In 2025, a minimum of 3,500 humanitarians from 100 organizations will require Internet connectivity services to conduct life-saving actions in the field. Partners will also continue to require training and/or other types of technical support.

#### Response strategy

The ETS anticipates an increase in the need for Internet connectivity and security communications as a result of the ongoing response to flooding, diphtheria, outbreaks of cholera and other waterborne diseases, and food insecurity, as well as ongoing relief

activities – all of which entail the deployment of more humanitarians to field locations.


Following the continuous power crisis in deep-field locations in Borno State, the ETS will complete the rollout of the Hybrid Solar Power project at the security operation centres in the seven humanitarian hubs in Borno State. This project will ensure uninterrupted services in both security communications and Internet services provided to humanitarian actors.

#### Targeting & prioritization

The ETS will continue to support humanitarian operations in north-east Nigeria, providing reliable security telecommunications services in ten locations across the BAY states. This will help to enable a more effective and safer response and, ultimately, save more lives. In 2025, the Sector will continue providing security telecommunications services to the metropolitan regions of Maiduguri, Damaturu and Yola, and humanitarian hubs in Bama, Banki, Damasak, Dikwa, Gwoza, Monguno and Ngala, as well as the UNOCHA office in Damaturu. It will also expand services to Damboa and Pulka.

#### Cost of response

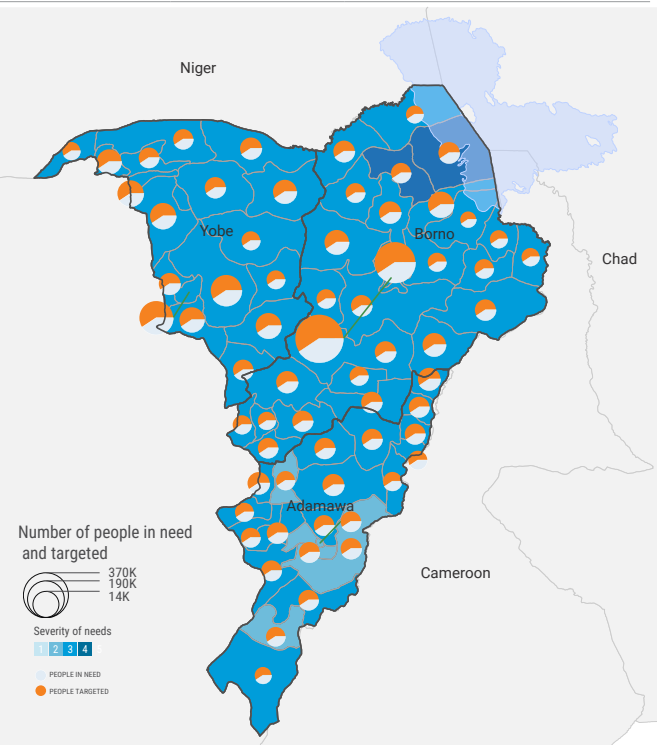
The budget requirement for ETS response for 2025 is \$ 1.2 Millions to cover critical services.

 | Explore more at  
<https://humanitarianaction.info/plan/1274/ge/8065>



### 3.5 Food Security

PEOPLE IN NEED		PEOPLE TARGETED
5.1M		2.8M
PARTNERS		PROJECTS
46		16
		REQUIREMENTS (US\$)
		\$352.2M



#### Summary of needs

The Cadre Harmonisé (CH) results published in November 2024 projects an increase of food-insecure people (CH Phase 3 and above) from 4.8 million in 2024<sup>31</sup> to 5.1 million (+ 8 per cent) in the BAY States during the lean season 2025. Most food-insecure people reside in Yobe and Borno states, accounting for 36 and 35 per cent respectively, while Adamawa registers 29 per cent. Moreover, around 450,000 people will face emergency levels of food insecurity (CH Phase 4) and are just a step away from catastrophic levels of hunger. The most vulnerable households, unable to access the Survival Minimum Expenditure

Basket (SMEB) or meet daily kilocalorie needs, urgently require food assistance—particularly where subsistence agriculture is not feasible. In regions where land for farming is accessible, time-sensitive emergency agricultural inputs are crucial to enhance self-sufficiency.

#### Response strategy

The Food Security Sector (FSS) strategy for the 2025 HNRP is closely linked to existing FSS strategies for Adamawa<sup>32</sup>, Borno<sup>33</sup>, and Yobe<sup>34</sup> States for the period 2024-2026.

Food Security Sector partners will deliver food assistance—either in-kind or through cash-based transfers—to the most vulnerable groups, including IDPs, returnees, and host communities. Assistance will target LGAs classified in CH Phase 3 and above, considering factors such as market accessibility, overall access in hard-to-reach areas, and infrastructural limitations.

Time-sensitive emergency agricultural support will be provided to households with access to land, enabling them to gradually reduce dependence on food aid. The FSS is also committed to implementing anticipatory actions, which include short-term disaster risk management interventions that aim to protect vulnerable populations and their agriculture-based livelihoods from potential hazards.

The Sector will prepare for lean season scale-up efforts by identifying key locations and coordinating with relevant partners in advance. This ensures timely delivery of preparedness measures and strategic positioning of contingency resources.

Additionally, the FSS strategy emphasizes capacity-building and training workshops for local actors such as government agencies and local NGOs. These initiatives aim to enhance FSS coordination and integrate cross-sectoral aspects of humanitarian interventions, including protection, PSEA, and CE/AAP.

Coordination with non-HRP actors (government, development actors, ICRC, etc) will be paramount to avoid overlaps and streamline resources.



## Targeting & prioritization

The number of People in Need (PiN) is determined based on the latest CH results and reflects the classification of LGAs in CH Phase 3 and above. The methodology for establishing the FSS target considers trends from the previous year's assistance, sector-level funding, and a composite score based on key vulnerability indicators. These indicators include the percentage of the population in CH Phases 3 and 4, displaced populations (based on IOM DTM data), and those in IPC Nutrition Phase 3 and above.

In 2024, the FSS developed specific guidelines to help partners prioritize the most food-insecure geographical areas. These guidelines will be updated in 2025. Additionally, the population in LGAs receiving time-sensitive emergency agricultural inputs will be determined in early 2025, following an analysis of the latest security and land access trends.

Target areas for preparedness and anticipatory action are identified through intersectoral discussions, taking into account recent precipitation trends using satellite images and weather forecast database agreed at the inter-sectoral level.

## Promoting accountable, quality & inclusive programming

FSS partners will strive to deliver safe and respectful interventions, raising awareness about beneficiary rights (including PSEA) through communication-based participatory planning and needs assessment strategies that encourage active participation. The Sector will provide clear and accessible messaging for affected communities and establish feedback and complaint mechanisms. FSS partners will connect affected individuals to available and specialized protection services using referral pathways identified by the protection sector, including its

Areas of Responsibility and relevant working groups (e.g. CE/AAP).

FSS partners commit to addressing the unique needs of the most vulnerable. To ensure a responsive and inclusive approach, various groups within the affected population are consulted and actively engaged in planning and implementing the response. Any risks related to GBV, or sexual exploitation and abuse, are promptly identified and mitigated through LGA-level coordination mechanisms and referral pathways. FSS partners are dedicated to collaborating with community committees, ensuring 50 per cent female participation and promoting women in leadership roles. Additionally, HNRP indicators for FSS are broken down by age and gender to enable effective monitoring and reporting on partners' efforts.

## Cost of response

In 2025, the Food Security Sector (FSS) requires US\$352 million to support 2.8 million people in need of food assistance and 2.3 million people needing urgent agricultural inputs. This funding estimate is based on activity-based costing, aligned with the projected number of beneficiaries during the lean season 2025. The funding breakdown includes approximately US\$282 million for food assistance and US\$70 million for emergency agricultural support. Despite efforts by FSS partners to reduce the cost of assistance—particularly food assistance, which decreased by 3% compared to 2024 for the same number of beneficiaries—the overall response cost remains high. This is driven by inflation, rising transportation expenses, and access challenges caused by persistent insecurity and poor road conditions, especially during the rainy season.

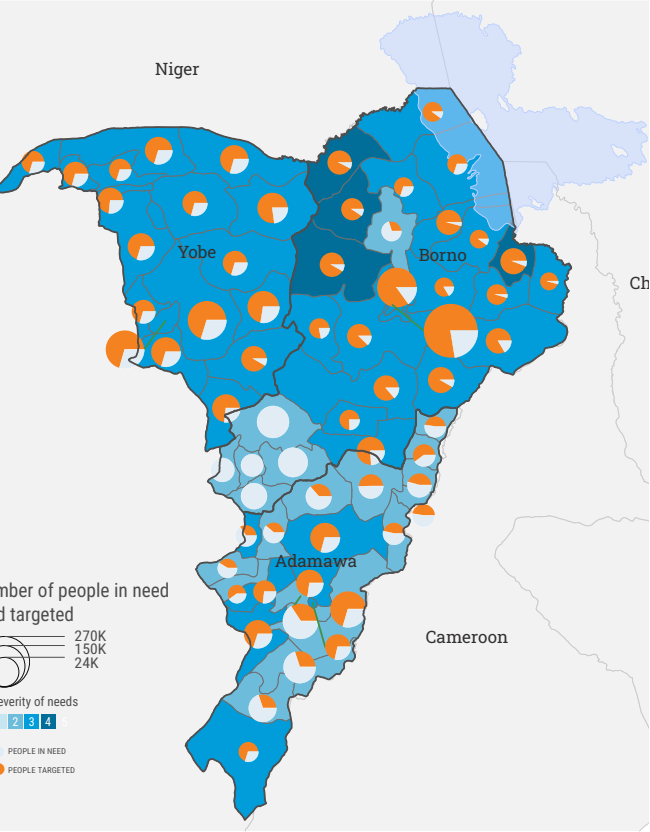


Explore more at  
<https://humanitarianaction.info/plan/1274/ge/8060>



### 3.6 Health

PEOPLE IN NEED		PEOPLE TARGETED
4.9M		3.2M
PARTNERS	PROJECTS	REQUIREMENTS (US\$)
45	39	\$74.1M



#### Summary of needs

In 2025, the number of people in need of health assistance is 4,930,892, with the Sector targeting around 3,158,720 individuals. Vulnerable groups include children under the age of five, pregnant and lactating women, the elderly, and people with disabilities. The functionality of the health infrastructure remains a concern, limiting access

to essential health services, particularly in remote areas where there is a critical shortage of health-care workers.

The burden of disease is still a significant issue, with a high risk of outbreaks of diseases such as cholera, measles and malaria due to overcrowded living conditions and poor sanitation. High rates of maternal mortality due to a lack of skilled birth attendants and emergency obstetric care are compounded by elevated levels of malnutrition and preventable diseases among children, who have limited access to immunizations and paediatric care.

There is a significant need for mental health and psychosocial support services due to trauma and stress from the crisis. High rates of acute malnutrition, particularly among children under five, are driven by food insecurity, disasters such as floods, and disrupted livelihoods. Currently, there is an ongoing need for basic health services, including mobile clinics and outreach programmes in remote areas, the provision of medicines, medical equipment and supplies, and the implementation of anticipatory actions to prevent disease outbreaks.

#### Response strategy

To ensure the health needs of the most vulnerable groups within IDP, returnee and host community populations are met – primarily children and women, including pregnant and lactating women – the primary focus will be on life-saving interventions to prevent death and reduce morbidity. Additionally, efforts will be made to build capacity for the prevention of, preparedness for and response to epidemic-prone diseases, which cyclically increase the vulnerabilities of communities already affected by the crisis, and to strengthen the resilience of the health system including through the humanitarian-development nexus.

To ensure the appropriate provision of essential health services, including maternal and child health, communicable disease control, mental health support, and emergency medical care, the Sector will focus on:

- Static health facilities: Prioritize static health facilities, while also deploying mobile clinics and outreach teams to remote and underserved areas.
- Multisectoral coordination: Continue coordination with various stakeholders, including local governments, international organizations, NGOs and community leaders, to ensure a coordinated response.
- Capacity-building: Train local health workers and volunteers to enhance their capacity to deliver health services, supporting the strengthening of the local health system to ensure sustainability and build resilience against future crises.
- Resource mobilization: Secure adequate funding and supplies, including medicines, medical equipment and logistical support, and build partnerships with donors and other stakeholders to mobilize resources.
- Monitoring and evaluation: Implement robust monitoring and evaluation mechanisms to track the progress and effectiveness of health interventions and establish feedback mechanisms to gather input from affected communities and adjust strategies accordingly.

## Targeting & prioritization

An understanding of the local burden of disease outbreaks, the state of existing health infrastructure, and gaps in service delivery, along with access to health services, informs the prioritization of life-saving and essential health provision. These services are prioritized based on their level of urgency, feasibility and impact when correctly applied to targeted groups – most notably, children and women, including pregnant and lactating women. The response also includes addressing GBV, preparing for and responding to disease outbreaks, and building the resilience of the health system.

## Promoting accountable, quality & inclusive programming

To ensure the Health Sector creates effective and high-quality programmes that leave no one behind, emphasis will be placed on transparency.

This involves providing all stakeholders with clear communication on goals, processes and outcomes, and establishing feedback mechanisms to facilitate necessary adjustments and improvements.

Continuous monitoring and evaluation will assess the effectiveness and impact of programmes and inform decision-making.

Adherence to international standards and guidelines will ensure the delivery of high-quality services, following best practices and evidence-based approaches. Investing in training and capacity-building for staff and volunteers will help maintain high standards of service delivery. Regularly reviewing and updating practices based on new evidence and feedback, will help to continuously improve the response.

Identifying and addressing barriers to access will ensure that all individuals, regardless of their background, have equitable access to services and resources. This approach will help in understanding and addressing the unique needs of different groups. Promoting diversity and inclusion within teams and leadership to reflect the communities served will further support inclusivity.

## Cost of response

The Health Sector's 2025 activity plan aims to promptly respond to medical emergencies and deliver high-quality health care for the most vulnerable. As a result, both project- and activity-based costing approaches are used to calculate the cost of intervention packages. These estimates are also based on the costs provided by partners in previous years and the available literature. However, there are a number of factors that could affect these estimates, including the rate of inflation, levels of accessibility in target areas, and the cost of transportation, storage and staff housing.



Explore more at  
<https://humanitarianaction.info/plan/1274/ge/8061>

### 3.7 Logistics

PARTNERS	PROJECTS	REQUIREMENTS (US\$)
105	1	\$25.5M

#### Summary of needs

The growing humanitarian needs in the north-east, coupled with attacks by non-state armed groups along main supply routes, restricted road access, and weakening infrastructure as of result of climatic impacts, has increased the demand for humanitarian air and logistics services. In 2025, access to communities in north-east Nigeria is expected to remain a significant challenge due to ongoing insecurity, deteriorating infrastructure and devastating climate shocks. The Logistics Sector plays a pivotal role in navigating the uncertainties of Nigeria's skies and roads to deliver efficient and reliable transport and storage for humanitarian personnel and cargo. Without these services, humanitarian agencies would have to deal with heightened security risks, significant delays, and high-priced, often unavailable, transport options. With the vast majority of people in need in hard-to-reach areas, over 120 agencies rely on the United Nations Humanitarian Air Service (UNHAS) and the Logistics Sector for the safe, reliable and timely delivery of their programmes. These are critical to ensuring life-saving humanitarian assistance reaches the most vulnerable.

#### Response strategy

The Sector aims to support humanitarian actors in addressing common logistics needs and gaps in their responses. This includes the provision of air transportation for personnel and cargo, and the use of common storage facilities in critical response locations such as Bama, Banki, Damasak, Dikwa, Monguno and Ngala. The Sector will maintain a limited stock of contingency logistics assets that can be loaned

to humanitarian organizations requiring additional storage space and for responses to sudden onset emergencies. Logistics coordination and information management will also be provided to humanitarian organizations to augment their capacity to deliver their response. The Sector will conduct dedicated logistics training on humanitarian procurement, storage, transportation and core humanitarian supply chain management for organizations, with an emphasis on building the capacity of national actors.

UNHAS will continue to deliver safe and reliable transport for passengers and air cargo for diverse humanitarian agencies, including fixed-wing services between Abuja, Maiduguri and Yola, and rotary-wing services from Maiduguri to 11 hard-to-reach locations: Bama, Banki, Damasak, Damboa, Damaturu, Monguno, Rann, Pulka, Gwoza, Ngala and Dikwa. Flights will be scheduled in close coordination with humanitarian partners to ensure alignment with evolving needs, and UNHAS will consider extending services to additional locations based on needs and available funding. During the rainy season, when roads are often cut-off and bridges collapse, UNHAS will ensure humanitarian agencies can safely deliver emergency light cargo to communities in need. Beyond its regular services, UNHAS will also support emerging inter-agency field missions and security and medical flight requirements.

#### Targeting & prioritization

The Sector prioritizes emerging needs and serves the humanitarian community as a whole, ensuring equal access for all actors – UN agencies, national and international NGOs, government agencies, donors and private sector organizations. The Logistics Sector will use information from the annual gaps and needs analysis to identify and prioritize responses to the humanitarian community's needs. It will collaborate with the UN Department of Safety and Security (UNDSS) and other key stakeholders to facilitate safe access to communities in need. UNHAS will maintain air access to the existing 11 hard-to-reach locations based on humanitarian needs and organization demands, and adjust flight frequencies upon request to ensure that high-risk, high-need areas with restricted road access receive timely and urgent support. In



emergencies, the Sector will adapt its response to meet the critical demand for air transport and logistics services.

### **Promoting accountable, quality & inclusive programming**

The Sector will provide air and logistics services under WFP stewardship, guided by its AAP, PSEA, gender and protection strategies and procedures, to advance WFP's role as IASC Champion on PSEA. The Sector's operations will, directly and indirectly, support activities aimed at mainstreaming gender and protection, and addressing GBV. It will provide temporary shelters for safe spaces, and transport protection response items and personnel engaged in protection and GBV operations in field locations. The Sector will ensure staff participation in PSEA training and communicate AAP and PSEA capacity-building opportunities to logistics and air service partners as they deliver safe and effective air and logistics services to the humanitarian community. To promote inclusive and quality programming, the Logistics Sector, through its localization effort, will continue to engage more national stakeholders to provide logistics services to the humanitarian community. National organizations currently deliver 35 per cent of the storage services for the sector. UNHAS is committed to continuing initiatives that promote a positive workplace culture and increase inclusivity – as evident in recent revisions to its cost recovery model to ensure equal access.

### **Cost of response**

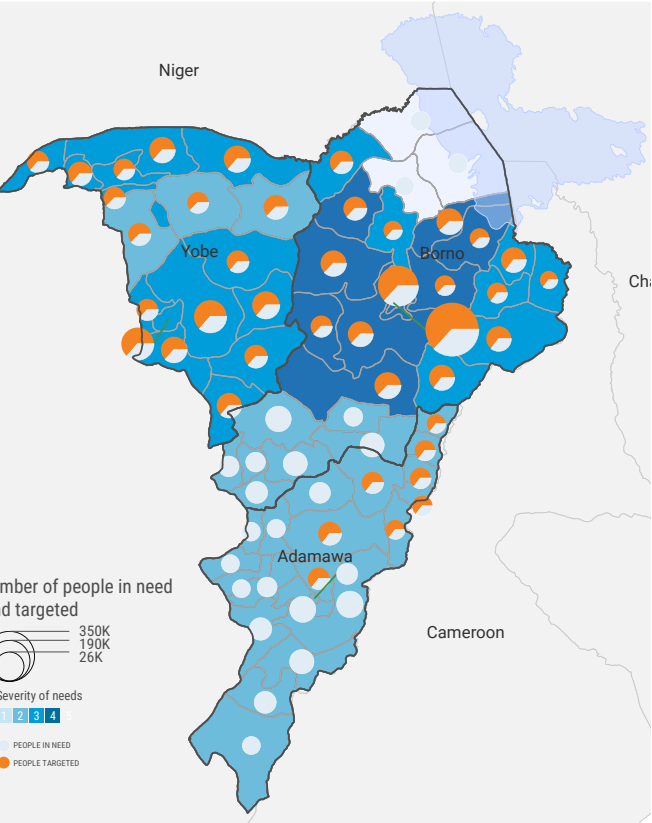
The combined funding requirement for 2025 air and logistics services is estimated at \$25.5 million. UNHAS requires \$24 million to sustain its service provision and operations, including aircraft maintenance, fuel, personnel and administrative overheads. UNHAS will continue its partial cost recovery model, which, for national NGOs, was reduced by 50 per cent, and for international NGOs by 33 per cent in September 2024, to ensure equitable access and inclusion. UNHAS will further engage with local air operators for its fixed-wing services to reduce operational costs and promote local capacity-building within the humanitarian air service operation – particularly in view of anticipated increases in fuel prices and maintenance costs, which could impact UNHAS's ability to maintain service levels in high-demand areas. For logistics services, an additional \$1.5 million will be required to deliver and sustain coordination and information management operations provided to humanitarian actors. The Sector will continuously reassess the cost of operations and work towards improving efficiency while increasing the impact and effectiveness of its operations. By transitioning some logistics services to a cost-recovery model, the Sector will enhance local ownership and sustainability of the services provided.



Explore more at  
<https://humanitarianaction.info/plan/1274/ge/8066>

### 3.8 Nutrition

PEOPLE IN NEED		PEOPLE TARGETED			
4.8M		2.3M			
PARTNERS		PROJECTS		REQUIREMENTS (US\$)	
48		33		\$132.1M	



#### Summary of needs

In 2025, it is projected that approximately 2.55 million children under the age of five will likely suffer from acute malnutrition; of these, 1 million are expected to be severely malnourished. In addition, 309,000 pregnant and breastfeeding women and girls (PBWG) are likely to suffer from acute malnutrition during the year. In the absence of sustained nutrition assistance, the risk of mortality or lifelong disabilities for survivors

may significantly increase, aggravated by worsening food and economic crises, the scarcity of healthy diets, conflict-induced displacements, poverty, outbreaks of communicable diseases, childhood infectious diseases, the impacts of flooding, and a dysfunctional health system. The overall objective of the Nutrition Sector response is to provide integrated preventative and treatment services to mitigate a deterioration in the nutrition situation and support recovery for those already malnourished.

#### Response strategy

The Sector will scale up preparedness/anticipatory actions ahead of the lean season, including acute malnutrition risk analysis and monitoring; rehabilitation of non-functional stabilization centres; capacity-building of community nutrition mobilizers and front-line staff; activation and strengthening of LGA-level coordination; procurement and prepositioning of specially formulated foods; skilled maternal, infant and young child nutrition counselling; promotion of Mother-MUAC and Porridge Mum approaches, and Tom Brown; supplemental nutrition assistance; cash and voucher assistance; and augmentation of bed capacity in existing stabilization centres. The Sector will accelerate the response during the peak of acute malnutrition (May to September) – the period that coincides with the rainy season and associated outbreaks of acute watery diarrhoea, cholera and measles. The package of services will include early detection and treatment of severe and moderate acute malnutrition, and preventative activities, while ensuring an integrated intersectoral response and the use of simplified approaches to deliver services through mobile teams and rapid response mechanisms in extremely hard-to-reach wards.

#### Targeting & prioritization

The Nutrition Sector response will primarily target children aged 0-59 months and PBWG, including those with disabilities, with preventative and curative services. The Sector will prioritize implementation of life-saving nutrition activities (integrated preventative and curative services), targeting LGAs classified as IPC Acute Malnutrition Phase 3 and above ('serious' or 'critical'). Hard-to-reach and extremely hard-to-

reach wards and LGAs with large IDP and returnee populations will also be prioritized for nutrition assistance.

### **Promoting accountable, quality & inclusive programming**

The Nutrition Sector will strengthen AAP by ensuring that aid providers and other stakeholders use resources ethically and responsibly to prioritize the needs of affected populations and "put people at the centre" of humanitarian actions. The focus will be on delivering assistance that achieves optimal outcomes for all groups impacted by crises. The Sector will accomplish this by consistently applying technical and quality standards, providing unhindered access to services, and coordinating actions to maximize coverage while minimizing risks, gaps and duplication. The Sector will encourage its partners to actively engage with affected communities by systematically collecting, analyzing and acting upon feedback and complaints to inform decision-making and adjust responses accordingly – thereby helping to enhance two-way communication between communities and humanitarian actors. The Sector will also ensure that protection services, gender-sensitive approaches and inclusive programming are integrated across

all interventions to address the specific needs of different groups..

### **Cost of response**

The Nutrition Sector's response costs include the procurement and distribution of specially formulated foods, drugs and equipment. As a service-oriented response, it requires huge investment in technical support, capacity-building, nutrition supplies, logistics (clearance, warehousing, handling and transport) and programme management. Recent high inflation and a rise in the cost of living have resulted in demands to increase salaries or incentives to attract and retain qualified nutrition staff, especially in rural and hard-to-reach areas. The cost of the response has remained high because of the severity and burden of acute malnutrition and the need to improve the quality of evidence generation, including regular nutrition assessments. The cost-per-beneficiary is based on the Sector's agreed cost, taking into consideration the rate of inflation.



Explore more at  
<https://humanitarianaction.info/plan/1274/ge/8062>

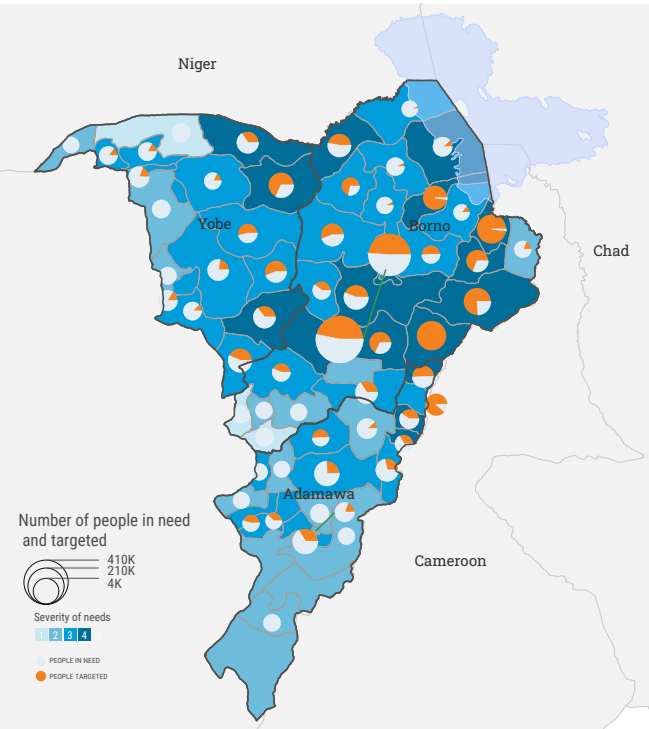


#### **BANKI/BORNO/NIGERIA**

A community health worker speaks with mothers about nutrition outside a health facility in Banki, Borno State on 26th November, 2024. FHI360 collaborates with partners, using locally led initiatives and solutions to advance health and wellbeing. Photo: OCHA/Damilola

### 3.9 Protection

PEOPLE IN NEED		PEOPLE TARGETED	
3.9M		1.9M	
PARTNERS	PROJECTS	REQUIREMENTS (US\$)	
104	93	\$57.2M	



#### Summary of needs

Displaced people, returnees and local communities in the BAY states remain exposed to risks to their physical safety, as well as obstacles to accessing essential services and safely engaging in economic and social activities. While all the BAY states have developed plans to promote durable solutions for displacement, protection needs among populations persist, which, if ignored, will undermine progress towards these.

In areas exposed to insecurity, in particular outside garrison towns, communities face significant risks to their physical integrity, including killing and kidnapping, and may be subjected to extortion by non-state armed groups. In 9 of the 35 LGAs monitored by the Protection Sector, more than 30 per cent of respondents consider their area to be unsafe. Livelihood activities (including farming), wood collection or trips to urban centres to access services, mean that communities are obliged to venture outside areas protected by security forces. The lack of essential services in return or displacement areas also compounds protection concerns.

People with specific needs may be unable to access life-saving assistance and protection, including older people, people with disabilities, children separated from their families, and people suffering from psychosocial distress. IDPs, largely reliant on informal support networks, remain insufficiently informed and consulted on decisions affecting them (50 per cent of IDPs report that they have no say in local decisions), and often lack access to structured forums for discussing community issues.

New shocks, in particular floods, continue to impact communities, including displaced populations, depriving them of their assets and documents, and undermining their ability to recover and develop sustainable strategies for local integration.

#### Response strategy

The protection response is framed by its 2024-2025 strategy and is guided by the following three objectives:

1. Improve protection information management to ensure timely protection response to individuals who have experienced protection risk in realization of their basic human rights.
2. Enhance community-based protection mechanisms through empowering community-based structures and enhancing community-driven solutions to protection issues.
3. Support the provision of lasting protection-sensitive solutions for the affected population by working alongside national and developmental actors to



ensure protection is mainstreamed and community participation is optimized.

## Targeting & prioritization

The Protection Sector and its areas of responsibility (AoRs) aim to target 1.9 million people with the severest protection needs, as per the Humanitarian Needs Overview, including 1.1 million IDPs, 450,000 host community members and 437,000 returnees. The targeted population comprises 417,000 women and 629,000 girls, as well as 350,000 men and 517,000 boys.

The Protection Sector and its AoRs will direct their response to communities in LGAs with higher levels of perceived safety concerns, security incidents and psychosocial distress, and with a severe lack of documentation (LGAs in severity phases 3 and 4). A total of 35 LGAs in phase 3 and 9 LGAs in phase 4 will be targeted. The target is based on the capacity of the Protection Sector to deliver services in these LGAs, as recorded in 2024.

The protection response will target individuals and communities directly affected by insecurity, as well as natural disasters (floods) and disease outbreaks. Protection partners will provide protection support to people that have been forcibly displaced and their host communities, as well as displaced people returning to their home areas or seeking to integrate in areas of displacement or in other communities. Particular attention will be directed to people still living in informal settlements, with the aim of strengthening their capacity to find durable solutions in anticipation of their departure from these sites. Protection partners will also address seasonal challenges, and work with communities to strengthen preventative and mitigating strategies, as part of the move towards anticipatory action.

## Promoting accountable, quality & inclusive programming

The Protection Sector closely monitors the awareness of information and complaint mechanisms related to humanitarian services. Through monthly interviews conducted at household level, protection monitoring

identifies gaps in the access of communities to accountability mechanisms, and findings are used to inform and advise protection and other humanitarian partners accordingly.

The Protection Sector and its partners lead the provision of training and awareness-raising on the prevention of sexual exploitation and abuse among its partners and beyond. The Sector ensures that the planning and monitoring of its activities are based on a robust gender analysis. Data on beneficiaries are examined through an age and gender lens to help ensure that programmes are relevant to the particular needs of men, women, boys and girls, and to help facilitate access to services. The Protection Sector will also work with the Disability Working Group to strengthen attention on the needs of people with disabilities in the humanitarian response. The Sector will continue to develop technical guidance to promote the highest standards of service for key activities and deliver training for its partners.


## Cost of response

The Protection Sector and its AORs defined its funding requirements through consultations with partners on their costs per activity. These were used to calculate average costs, which were then applied to the targets for each activity within its strategy. Protection services, such as case management, psychosocial support services and community-based protection are human resource-intensive, thereby increasing personnel costs. The 2025 response takes into consideration the rate of inflation, which particularly affects transportation costs and the cost of purchasing commodities or other items needed for protection interventions (dignity kits for instance). Access challenges in hard-to-reach areas mean higher costs for transporting commodities and humanitarian personnel (particularly by helicopter). The costs for coordination, information management, capacity-building and support to national authorities are also factored into the Mine Action AoR costing.

The Protection Sector encourages its partners to work with national NGOs, community-based organizations and other local protection service providers to help lower the overall costs of protection assistance.



This also helps to strengthen sustainable protection expertise among civil society and local authorities in north-east Nigeria.

 Explore more at  
<https://humanitarianaction.info/plan/1274/ge/8063>

### 3.9.1 Gender-Based Violence AoR

PEOPLE IN NEED	PEOPLE TARGETED	NUMBER OF PARTNERS	REQUIREMENTS (US\$)
1.8M	1.1M	70	20.4M

#### Summary of needs

Humanitarian needs related to gender-based violence (GBV) are critical, driven by the ongoing conflict, displacement, floods and the erosion of community structures. Women, girls and other vulnerable groups face heightened risks of sexual violence, intimate partner violence and harmful practices. Displacement has exacerbated existing vulnerabilities, creating gaps in access to GBV case management services, and livelihood, psychosocial support and legal assistance. The lack of safe spaces, inadequate referral mechanisms, and a strained health infrastructure further contribute to the challenges faced by GBV survivors.

#### Response strategy

The GBV AoR in north-east Nigeria aims to address these needs through a multifaceted response strategy that emphasizes prevention, protection and service delivery. The strategy prioritizes the establishment and scaling-up of safe spaces for women and girls, enhancing access to comprehensive case management, and improving health-care services, including the clinical management of rape. Capacity-

building for local partners and front-line responders is central to ensuring a coordinated and survivor-centred approach. Strengthening referral pathways and promoting community-based protection mechanisms are also key pillars of the response.

Time-critical actions to be undertaken by the GBV AoR will include scaling up access to multisectoral GBV prevention and response services, including cash and voucher assistance for GBV case management, provision of dignity kits, community sensitization and capacity-building. The AoR will also implement GBV risk mitigation and PSEA measures for women and girls in LGAs with the severest needs, including those in areas of return and in hard-to-reach locations.

The GBV AoR will work with partners and sectors to coordinate, implement, monitor and evaluate essential actions for the prevention and mitigation of gender-based violence, as per the agreed GBV mainstreaming framework and workplan, including for those affected by the cyclical floods, cholera outbreaks, food insecurity and malnutrition.

#### Targeting & prioritization

The GBV AoR will target population groups, states and LGAs with the severest needs, as informed by the JIAF severity model and scale used by the protection sector during the Humanitarian Needs Overview process. The AOR aims to target 1.1 million individuals with critical GBV needs. This target includes 356,000 IDPs, 515,000 host community members and 228,000 returnees. Within this population, the response will focus on 471,000 girls, 189,000 boys, 305,000 women and 136,000 men, including 45,000 people with disabilities.

GBV AoR partners will concentrate their efforts in communities across 39 LGAs within the BAY states: 16 LGAs in Borno, 10 in Adamawa and 13 in Yobe. Targeted LGAs are those where protection and GBV needs are classified as severity levels 3 and 4. This targeting strategy aligns with the capacity of the GBV AoR to deliver comprehensive GBV support in these areas.

Promoting accountable, quality & inclusive programming

The GBV AoR enhances accountability by ensuring that programming is survivor-centred, with meaningful participation from affected populations. This includes regular feedback mechanisms to ensure services meet the needs of women and girls, as well as a focus on strengthening complaint and referral systems. Quality programming is promoted through adherence to international standards, such as the Inter-Agency Minimum Standards for GBV in Emergencies. Inclusive approaches prioritize marginalized groups, ensuring that persons with disabilities, older women and other at-risk populations can access services without barriers, fostering an environment of dignity and respect.

3.9.2 Child Protection AoR

PEOPLE IN NEED	PEOPLE TARGETED	NUMBER OF PARTNERS	REQUIREMENTS (US\$)
1.9M	1.0M	78	15.0M

Summary of needs

Floods, conflict and insecurity in north-east Nigeria have led to an increase in child protection concerns and a decline in community-based safety networks and child protection systems. Children face multiple protection risks, including violence, child labour, early-marriage, abuse, neglect, exploitation, sexual violence, psychosocial distress and recruitment by non-state armed groups.

Cross-sectoral challenges such as limited access to food, WASH, quality education and health care, along with inadequate parental care, especially for children with disabilities, significantly impact their physical, mental, emotional and social well-being. This situation is particularly dire for 1.9 million children and their caregivers living in areas with little or no access to

core child protection services and community-based prevention and response mechanisms.

Response strategy

The Child Protection (CP) AoR will continue to align with the protection sector strategy, child protection AoR strategy and the development plan of the Ministry of Women Affairs and Social Development. To ensure sustainability, the AoR will continue to implement its localization strategy. This will entail strengthening the technical and institutional capacities of national NGOs, while enhancing their access to services and resources, including private sector financing. The leadership and strengthening of the line ministries for child welfare in the BAY states will be critical to the implementation of the AoR’s response plan and in optimizing opportunities for sustainability. Close collaboration with the other sectors, particularly Education, GBV, Health and Food Security, will also be required to address child vulnerabilities and to explore opportunities for cash transfers where appropriate.

The CP AoR will focus on prevention and response, utilizing a system strengthening approach that considers the interconnectedness of humanitarian and developmental efforts, in light of the evolving situation in the north-east. Interventions will include comprehensive case management services, mental health and psychosocial support services, socioeconomic reintegration of children formerly associated with armed groups (CAAGs) and strengthening the capacity of communities to prevent and address abuse, exploitation, neglect and violence against children. Rapid assessment and response actions, particularly case management, key life-saving messaging and reintegration programmes will be integrated into the wider anticipatory action approach.

Targeting & prioritization

Response efforts will prioritize 497,000 IDPs, 326,000 returnees and 239,000 host community members in areas with severe child protection concerns. Special attention will be given to boys and girls, including children with a disability, and female-headed household caregivers. The geographical focus will be on conflict-affected areas in the BAY states, as well as areas

impacted by flooding and disease outbreaks, ensuring equitable access to child protection services.

**Promoting accountable, quality & inclusive programming**

The CP AoR will prioritize interactive, child-friendly and confidential feedback mechanisms that foster meaningful engagement with both children and caregivers. Expanding upon initiatives aimed at enhancing programme design and implementation, the CP AoR will provide targeted support to child protection actors to help amplify the involvement of affected children and communities, and fortify safeguards, particularly in the context of PSEA, throughout the planning, implementation and evaluation phases of interventions.

**3.9.3 Housing, Land and Property AoR**

PEOPLE IN NEED	PEOPLE TARGETED	NUMBER OF PARTNERS	REQUIREMENTS (US\$)
0.9M	0.4M	17	4.9M

**Summary of needs**

The path to recovery, local integration and sustainable return can be compromised by tenure insecurity. Many displaced individuals have lost vital documentation and land registries have been destroyed. Housing, land and property (HLP) issues, such as secondary occupation, squatting, ownership disputes, boundary conflicts and forced evictions, are prevalent in areas of displacement and return/repatriation or relocation. These arise largely as a result of weak dispute resolution mechanisms and the destruction of HLP assets by armed conflict and natural disasters. Legal pluralism creates friction between statutory and customary land tenure systems, further complicating the protection of HLP rights. New land administrative policies have heightened the risk of evictions for displaced persons

settling on private land, while illegal land sales and grabbing persist due to a lack of awareness of HLP rights. An estimated 1.4 million people are in critical need of HLP assistance, with women and other marginalized groups particularly affected.

**Response strategy**

The HLP AoR will implement a comprehensive strategy aimed at enhancing awareness of HLP rights, providing counselling services, ensuring due diligence in HLP-related implementations, offering legal assistance on HLP tenure security, addressing HLP disputes including forced evictions, and building the capacity of local actors/institutions to support durable HLP solutions. The AoR will collaborate with local authorities and communities to establish effective land access processes and strengthen existing dispute resolution mechanisms. Protecting vulnerable populations – especially women and those facing eviction – is central to this response. The HLP AoR will prioritize activities that foster community engagement and resilience-building initiatives to promote sustainable recovery.

**Targeting & prioritization**

Response efforts will prioritize IDPs, returnees and host community members in areas with high HLP concerns. Special attention will be given to female-headed households, women, girls, the elderly and people with disabilities. The geographical focus will be on conflict-affected areas in Borno, Adamawa and Yobe, as well as areas impacted by flooding and disease outbreaks, ensuring equitable access to HLP assistance, particularly in hard-to-reach areas.

In Borno, where the situation remains particularly challenging, efforts will focus on the most vulnerable individuals, including those living in informal settlements without secure tenure, those who have been relocated, repatriated or returned – either independently or by the government – and people facing HLP disputes or violations. Special attention will be given to vulnerable groups, such as persons with disabilities, women- and child-headed households, families with elderly or chronically ill members, and households with extremely low or no income. In

Adamawa and Yobe states, where there are fewer camps, the HLP AoR will focus on displaced individuals in host communities, those affected by communal clashes, and returnees, including refugees in border towns – using the same vulnerability criteria.

Promoting accountable, quality & inclusive programming

To ensure accountability and inclusivity, the response will integrate mechanisms for community feedback and PSEA, as well as gender-sensitive approaches. Emphasis will be placed on legal aid for disputes over land and property rights, with legal assistance programmes designed to empower women, girls, people with disabilities, and other vulnerable groups. Training on safe and inclusive programming will be provided to all actors, with a particular focus on AAP principles.

3.9.4 Mine Action AoR

PEOPLE IN NEED	PEOPLE TARGETED	NUMBER OF PARTNERS	REQUIREMENTS (US\$)
1.8M	0.5M	17	5.6M

Summary of needs

A total of 1.8 million IDPs, returnees and host community members are affected by the indiscriminate use of explosive ordnance (EO), including 1.3 million in Borno, 400,000 in Yobe and 133,000 in Adamawa State. By September, civilian casualties in 2024 had already exceeded totals for 2023, 2022 and 2021, with 593 people killed or injured by EO, 373 of whom were civilians (63 per cent). As more displaced people return to their communities, they face the risk of explosive hazards as they try to rebuild their lives and livelihoods. United Nations Mine Action Service (UNMAS) records show that, between January and September 2024, 91 per cent of civilian casualties occurred in 11 of the 15 LGAs where people are anticipated to return, relocate

and resettle, with Borno State reporting the majority of incidents and casualties. As well as causing deaths, injuries and disabilities, EO has a major impact on access to basic services and socioeconomic activities. Travelling by road is particularly dangerous: up to 75 per cent of incidents registered in 2024 were caused by improvised explosive devices (IEDs), mainly road planted. 2024 marked the first occurrence of a Person-Borne IED incident since 2020.

Response strategy

The full extent of explosive ordnance contamination in the BAY states is not fully known due to the lack of access for UN and other humanitarian mine action actors to conduct surveys and clearance. To mitigate the risks, the sector is focusing on preventative measures – ordnance risk education in particular – through a localization approach that puts the reinforcement of local capacities at the core of interventions. Efforts are targeting priority areas of return, relocation and resettlement, and formal and informal IDP settings. Awareness-training for staff of humanitarian organizations working in at-risk areas and assisting victims as part of an integrated and multisectoral response are also priorities for the AoR. Building the capacity of the newly established National Mine Action Centre is a key component of the response strategy, together with reinforcing the capacity of the national police to respond to any reports of suspected or confirmed explosive ordnance from local communities.

Targeting & prioritization

For 2025, the Mine Action AoR has based its targeting on the analysis of incidents and casualties from explosive devices, to help prioritize mine action services and response (explosive ordnance risk education/awareness and victim assistance) across north-east Nigeria. Borno State has the most significant needs with 21 LGAs affected, followed by Yobe (7 LGAs) and Adamawa (3 LGAs). The AoR has identified 19 priority LGAs (severity level 3 and 4): Abadam, Askira/Uba, Bama, Biu, Damboa, Dikwa, Gubio, Gwoza, Kaga, Konduga, Kukawa, Mafa, Marte, Mobbar, Monguno, Ngala and Ngazai (Borno), and Geidam and Gujba (Yobe).

## Promoting accountable, quality & inclusive programming

Mine Action response is based on needs, capacities and vulnerabilities and is in line with quality requirements set by the International Mine Action Standards. The AoR builds all stages of its interventions on an analysis of how gender and diversity affects patterns of activities, attitudes and behaviours towards explosive ordnance contamination and creates different types of risk for women, girls, boys and men. This is in line with the United Nations

Gender Guidelines for Mine Action Programmes, the global mine action gender and diversity strategy and the IASC's Guidelines on the inclusion of persons with disabilities in humanitarian action. Disaggregated data are systematically collected, analysed and factored into planning the response. The response systematically includes mechanisms for community feedback, PSEA and safeguarding concerns.



Explore more at  
[humanitarianaction.info](https://humanitarianaction.info)

### POTISKUM/YOBE/NIGERIA

Zainab Mustapha, a former learner at a non-formal learning centre managed by Plan International under the USAID Opportunity to Learn activity, is now in a formal school in Potiskum, Yobe State on 28th November, 2024.





## 3.10 Shelter and Non-Food Items

PEOPLE IN NEED		PEOPLE TARGETED	
3.4M		1.5M	
PARTNERS		PROJECTS	
14		21	
		REQUIREMENTS (US\$)	
		\$54.7M	

### Summary of needs

Approximately 3.38 million people (47 per cent IDPs, 28 per cent returnees, and 25 per cent host community members) across the BAY states need shelter and NFI assistance, an increase of 5 per cent from 2024. Of these, 96 per cent have ‘severe’ needs and 4 per cent have ‘extreme’ needs (severity levels 3 and 4). Around 23 per cent of the displaced population live in makeshift shelters constructed with poor quality flammable material. The lack of dignified living spaces contributes to a deterioration in already precarious living conditions by increasing protection and health risks, especially among women.

Shelter and NFI needs will remain relatively high across all categories of the affected population, affecting an estimated 676,000 households. Camp closures in Borno State, if not adequately planned, will also lead to the mushrooming of spontaneous settlements, increasing the need for shelter solution responses. The general lack of land tenure agreements makes IDPs vulnerable to eviction. This is exacerbated by a lack of suitable land for constructing additional shelters; 46 per cent of IDP sites are in congested flood-prone areas.

In 2024, 84 per cent of shelter and NFI needs remained unmet. Around 1,870 households were sleeping in the open, 9,013 households were living in seven overly crowded reception centres, and 168,932 households

were living in highly congested camp sites. A further 189,473 households were living in makeshift shelters, and 117,223 households were sharing with families and friends in small-sized shelters. This old caseload will contribute, in part, to the projected needs in 2025. This challenge extends to host communities facing competition for resources while the transitional needs of returnees remain unmet, with many living in either fully or partially damaged or self-made dilapidated shelters.

### Response strategy

In 2025, the Shelter/NFI Sector aims to assist 1.53 million individuals, including 376,000 women and 965,000 children. Among these, 21,122 individuals are identified as having a disability. The aim is to enhance living conditions through collaborative efforts with 19 partners and local partnerships. Localization and HLP support are key to offering secure, long-term shelter solutions and tenure, ensuring safety during transitions.

The Shelter/NFI Sector will advocate for the inclusion of disaster risk reduction measures in the design and construction of shelters and settlements. Integrating the centrality of protection and environmental risk analysis into the shelter response will contribute to multifaceted shelter solutions that encourage peaceful coexistence and environmentally sustainable rebuilding through a phased, hands-on community approach. This strategy will support affected populations in transitioning to recovery and in building resilience. The Sector will aim for quality (greater sustainability) over quantity during the last phase of the shelter response.

During the coming year, approximately 532,384 individuals are expected to be impacted by floods. The Sector will prioritize areas at risk of flooding due to climate change and inadequate watershed management. The response will focus on the following interventions: (i) providing emergency/transitional shelters through in-kind kits, cash or vouchers; (ii) rehabilitating deteriorated buildings and establishing rental strategies; (iii) distributing shelter repair kits; and (iv) distributing NFIs through anticipatory action and rapid response mechanisms (RRM).

## Targeting & prioritization

The Shelter/NFI Sector will prioritize those living in substandard conditions, including individuals living outside in the open or in makeshift shelters, and those affected by natural disasters (flood, wind, rain and fire) living in damaged shelters (partially or fully). In 2025, there will likely be more people who need shelter and NFI responses, including IDPs, returnees and host community members. This is primarily because of ongoing insecurity, seasonal flooding, fires in camps, a surge in returnees, and evictions due to unresolved HLP issues, all of which could trigger further displacement.

Additionally, climate-induced displacement coupled with reduced funding will continue to pose a significant challenge to meeting these needs. The Sector will emphasize innovative, cost-effective shelter solutions, locally available construction materials, and the engagement of local labour to empower beneficiaries and enhance long-term sustainability through income generation. Shelter and settlement programming will integrate environmental and climate change considerations and disaster risk reduction measures to combat flooding and fire outbreaks. The aim is to help reduce the impacts on disaster-affected populations, improve their living conditions and enable self-recovery.

## Promoting accountable, quality & inclusive programming

The Sector continues to promote accountable, quality and inclusive programming, integrated into all phases of the response. The aim is to enhance the well-being and resilience of affected communities through clear communication of available services, timely and appropriate responses to feedback and complaints, and regular training for staff and communities on PSEA policies and reporting mechanisms. Protection principles are integrated into all aspects

of programming to ensure that responses are not only effective but also equitable and respectful of people's dignity. The Sector will continuously monitor the situation along with partners to identify needs and assess risk factors using various tools like the 4W, and Incident Tracking tool. Anticipatory action will be triggered through analysis and early warning systems to respond to potential crises. The Sector will continue monitoring for emerging needs, regularly assess the situation, and conduct risk analysis for the affected population and vulnerable individuals. This will be done through tools such as site trackers, DTM assessments, field assessments and site visits, as well as market assessments to update rental rates and the cost of shelter materials and NFIs. Additionally, the Sector will carry out quarterly fund mapping, pre- and post-construction or distribution monitoring reports, joint monitoring exercises by the technical working group, and annual reviews to evaluate the response's performance, technical quality and efficiency.

## Cost of response

In 2025, the Shelter/NFI Sector requires \$54.7 million to assist 1.53 million individuals. The cost of the response has increased compared to the previous years due to currency fluctuations, a rise in the price of materials and transportation, insecurity, and access challenges, as well as a shift from emergency response to durable and transitional shelter solutions to support recovery efforts for displaced populations. The large gap in the Sector's response is due to the dilapidated state of many shelters that are now beyond their lifespan, the constant flow of IDPs including new arrivals and returnees, new and secondary displacements caused by climatic shocks and government policies, and, last but not least, the accumulated unmet need from 2024 due to the significant shortfall in funding – the Sector only received \$7.8 million of the \$58 million ask.



Explore more at  
<https://humanitarianaction.info/plan/1274/ge/8059>

# 3.11 Water, Sanitation and Hygiene

PEOPLE IN NEED		PEOPLE TARGETED	
5.2M		2.5M	
PARTNERS		PROJECTS	
47		53	
REQUIREMENTS (US\$)			
		\$67.2M	

## Summary of needs

The 2025 WASH Sector Humanitarian Needs Overview in north-east Nigeria reveals a region grappling with complex, multidimensional crises. These include conflict-driven displacement aggravated by recurrent natural disasters – most notably floods and windstorms – and cholera outbreaks. The impact has been particularly severe in the BAY states, where an estimated 5.2 million people are in need of WASH assistance. The 2024 flooding alone affected over 650,000 people, significantly surpassing anticipatory action projections of around 450,000. This ongoing and compounding crisis indicates a pressing need for comprehensive and adaptive humanitarian action. In Borno, which hosts 85 per cent of the displaced population, there is extreme pressure on limited resources, with a sizeable proportion of IDPs and returnees reliant on host communities and their existing infrastructure. Host communities themselves also face WASH service issues amid sporadic attacks and economic challenges. Displaced populations and returnees are especially vulnerable, with access to safe water and sanitation critically limited across all three states. In Adamawa and Borno, 22 per cent and 21 per cent of households respectively rely on unimproved water sources, compared to 6 per cent in Yobe. Sanitation remains dire, with 30 per cent of households in Adamawa, 36 per cent in Borno, and 43 per cent in

Yobe utilizing unimproved facilities, heightening health risks like cholera.

The WASH Sector’s 2025 People in Need (PiN) analysis incorporates collective inputs from the Joint Intersectoral Analysis Framework (JIAF-2.0) and the Global WASH Cluster to prioritize areas with severe, extreme and catastrophic needs. Vulnerable groups, including IDPs (33 per cent), returnees (27 per cent) and host community members (40 percent), face challenges from disease outbreaks, malnutrition, and limited, strained or lack of WASH services in some LGAs. This is due to system breakdowns or lack of maintenance related to either population pressures, especially in IDP camps and communities hosting IDPs and returnees, or from natural disasters such as floods and windstorms.

## Response strategy

The WASH Sector strategy plans for wider coordination, supported by a shift to an integrated multisectoral approach. Through the delivery of life-saving and risk reduction WASH minimum packages – delivered as part of broader responses to floods and epidemics (such as cholera outbreaks), insecurity and malnutrition – the Sector will be able to leverage and coordinate with development partners to build resilience and enhance early recovery. These responses will also incorporate GBV and disability considerations in relation to WASH provision.

As part of the intersectoral coordination and prioritization, the Sector will focus on 24 high-priority (severity phase 4, extreme) LGAs across the BAY states (7 in Adamawa, 12 in Borno and 5 in Yobe), as well as 36 medium-priority (severity phase 3, stressed) LGAs (11 in Adamawa, 13 in Borno and 12 in Yobe). The emphasis will primarily be on IDPs, returnees and their host communities. The response in phase 3 areas will focus predominantly on operation and maintenance and desludging services, especially in IDP sites, with the construction of new facilities where necessary, to avoid populations in these areas slipping into severity phase 4.

The WASH Sector plans to better prepare for cholera response using lessons learned in 2022/2023 and

2024, covering areas such as coordination, case-area targeted interventions (CATI), prepositioning, and rapid funding mechanisms (Rapid Response Mechanism/ Rapid Response Fund). The engagement of women and girls, ensuring participation of communities through feedback mechanisms, and the use of the AAP workstream in the humanitarian response remains a continuing priority for the Sector and its partners.

## Targeting & prioritization

The WASH Sector's 2025 Response Plan for north-east Nigeria focuses on delivering critical WASH services to people in need across high-severity LGAs in the BAY states. In priority LGAs (severity levels 3 and 4), essential interventions will include the provision of safe drinking water through the maintenance, repair or expansion of water points, and as a last resort, water trucking. Hygiene will be promoted through handwashing stations, latrine desludging, and the distribution of hygiene kits. Cholera response efforts will support state plans, prioritizing 16 high-risk LGAs and 22 medium-risk LGAs for community-based surveillance using rapid diagnostic testing and response, and case-area targeted interventions (CATI).

To ensure inclusive and culturally sensitive services, WASH infrastructure will incorporate gender-appropriate and disability-accessible features, such as ramps, handrails and wide access at water points and latrines. The WASH Sector will also work closely with protection/GBV partners and utilize tools like the WASH Gender Mainstreaming Note and GBViE SOP to integrate gender and feedback mechanisms. In collaboration with the Nutrition, Health and Education Sectors, WASH partners will improve services at key locations, including nutrition centres, health facilities and schools.

However, funding constraints remain a challenge; the WASH common pipeline was about 20 per cent funded in 2024, with remaining available supplies only able to cover general supplies for less than 10,000 people and cholera kits for fewer than 50,000 people. To enhance supply resilience, strategic prepositioning in warehouses in Maiduguri, Yola and Damaturu aims to mitigate potential logistical issues due to road inaccessibility and supply shortages.

## Promoting accountable, quality & inclusive programming

The WASH Sector has identified areas/locations where women/girls feel unsafe when accessing WASH services and will work with the Protection/ GBV Sector as well as the WASH gender protection focal point in identifying suitable sites/locations for WASH infrastructure. It will also collect feedback from women/girls on the WASH services and infrastructure provided – through focus groups conducted by female staff using the WASH GBViE SOP, and from information gathered from safety audits and the CCCM Camp Site tracker. The WASH cluster and its partners will ensure that infrastructure such as handwashing and sanitary facilities are gender- and age-appropriate, and that hygiene promotion and messaging are culturally sensitive. WASH facilities will also incorporate provisions for persons with disabilities such as ramps, handrails and wide opening doors. The Sector will continue to collect and disaggregate data by gender, age and disability status. Through collaboration with the Community Engagement, Accountability and Localization Working Group, the WASH Sector, with CCCM support at camp level, will work to ensure affected communities are aware of channels/avenues to raise and report their concerns

## Cost of response

The cost of the WASH response is calculated by sectoral sub-component, per individual and institution, based on a collective analysis and on the review of NHF-submitted proposals and various other partner projects. The majority of the 2025 WASH response will involve operation and maintenance, including desludging as a common service for sector partners (especially in IDP sites); infrastructural repairs; the rehabilitation, reinforcement or installation of water supply networks; the promotion of handwashing through hardware installations (facilities); and the provision of supplies to support WASH infrastructure such as spare parts, maintenance and consumables (chlorine chemicals, fuel, soap, etc.) in host communities supporting returnees and IDPs; with water trucking as a last resort in emergencies.



Explore more at  
<https://humanitarianaction.info/plan/1274/ge/8064>



# Part 4: Refugee Needs and Response Plan

---

## **BANKI/BORNO/NIGERIA**

A People queue for food and relief materials following flooding in Maiduguri, Borno State, on 25 November 2024.

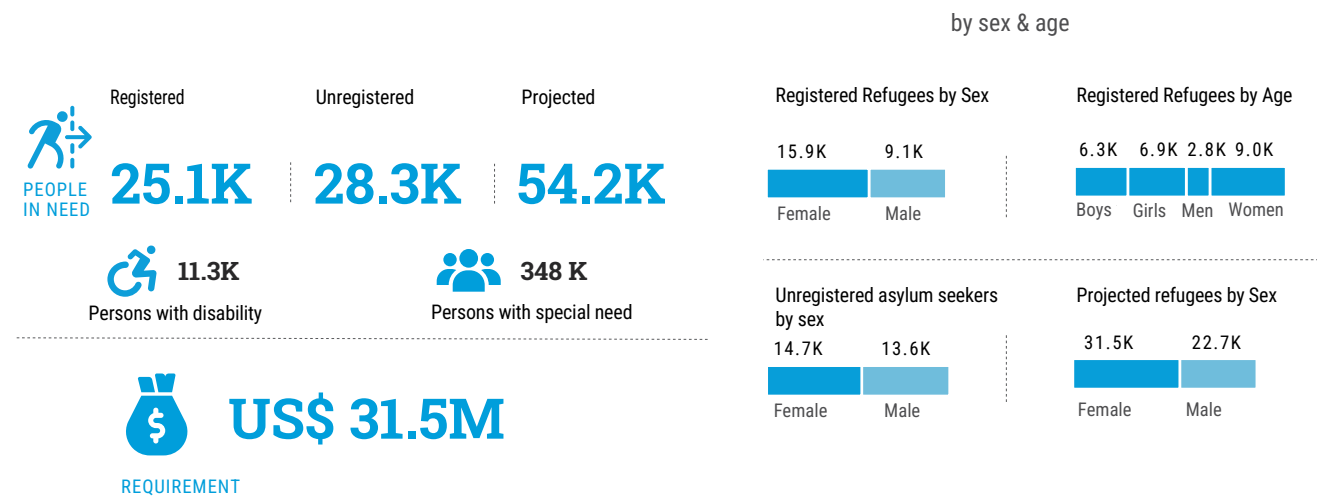
Photo: OCHA/Damilola



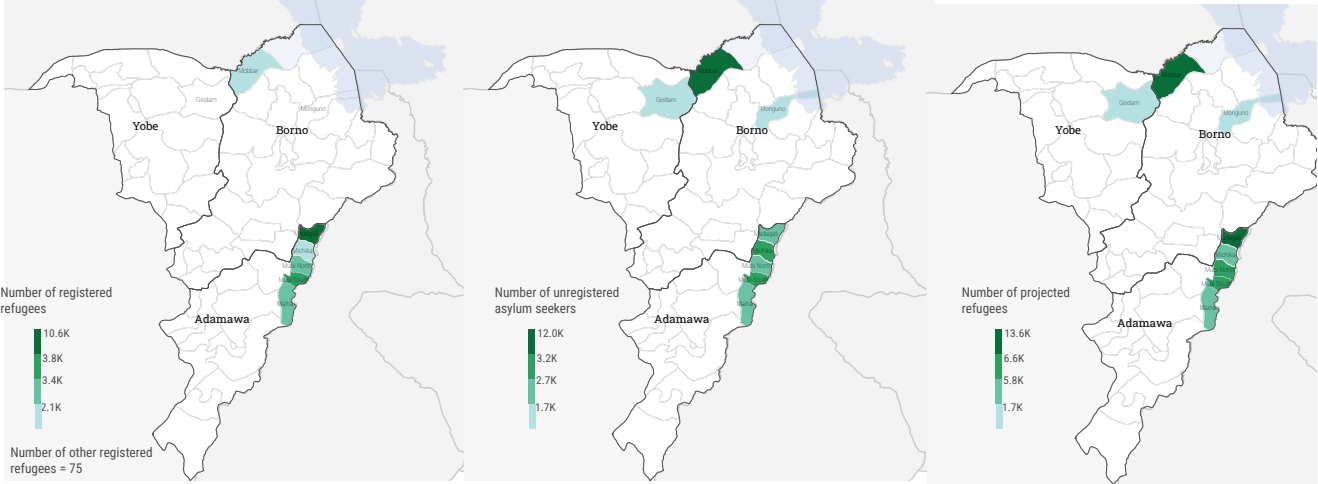


# 4.1 Refugee Response Plan

## Refugees and asylum seekers.



## Location of registered refugees , unregistered asylum seekers and projected refugees.



### Objectives

North-east Nigeria is currently hosting 25,104 registered refugees and asylum seekers from neighbouring countries, including Cameroon, Niger and Chad. Additionally, the region has also welcomed asylum seekers from other countries, such as Sudan and CAR.

Insecurity due to the presence of non-state armed groups (NSAG) in the far north of Cameroon and the Zinder and Diffa regions of the Niger Republic

is expected to persist in 2025. It is predicted that both Cameroon and the Niger Republic may be unable to increase their military interventions to combat NSAG activities in these areas neighboring Nigeria. As a result, the displacement of refugees and asylum seekers will likely continue into Nigeria's north-east region. Additionally, 2025 is an election year in Cameroon, and the outcome is unpredictable, potentially leading to conflicts if the election is not peaceful. In the Niger Republic, the military junta continues to rule and is expected to continue doing so in 2025, with no established timeline for a transition to civilian governance. The military junta in the Niger Republic prioritizes internal security, which may limit

their ability to contribute meaningful security forces to the Multinational Joint Task Force. This vacuum could create more operational space for NSAGs along the borders between Nigeria and the Niger Republic. Based on the current trends of influx in 2024 and the backlog of asylum seekers who have yet to be registered, it is projected that some 28,314 asylum seekers will arrive in the north-east. Therefore, in 2025, approximately 54,249 refugees and asylum seekers will need support in Borno, Adamawa and Yobe States in north-east Nigeria..

The overall objective of the refugee and asylum seeker plan is to provide multisectoral, life-saving emergency assistance where needed to enhance the self-reliance of refugees and asylum seekers under the overall leadership of the Government of Nigeria.

The specific objectives are as follows:

1. Provide multisectoral, life-saving humanitarian assistance to refugees and asylum seekers.
2. Identify, prioritize and provide targeted services for persons with specific needs and vulnerable persons.
3. Ensure durable solutions are considered from the onset of the emergency, alongside crises-affected people's views and experiences.

## Response strategy

The refugee and asylum seeker response plan will target 54,200 people, of whom over 68 per cent are residing in Adamawa State. As with the IDP and host community response, the refugee response strategy is multisectoral. Response activities will be divided into two phases as follows: Phase 1 prioritizes emergency and life-saving needs for 28,314 new arrivals and newly registered refugees; and Phase 2 focuses on community-level engagement as longer-term solutions are pursued for refugees, asylum seekers and other crises-affected people, targeting some 25,104 individuals that have undergone Level 2 registration by UNHCR. Activities in Phase 1 will target locations with new arrivals of refugees and asylum seekers in the northernmost LGAs of Adamawa State (Mubi South, Mubi North, Michika, Madagali, Maiha), Geidam in Yobe State, and Mobbar and Monguno LGAs in Borno State. Working with the Government, development

organizations, donors and the private sector, Phase 2 will be implemented in locations where refugees, asylum seekers and IDP returnees will settle together in host communities

## Cost of response

The estimated cost of the multisector refugee response in 2025 is \$31.5 million, a 59 per cent increase compared to 2024. This budget includes the following allocations: \$13.1 million for food, \$1.3 million for nutrition services, \$1.5 million for camp coordination and camp management (CCCM), \$4.7 million for shelter and non-food items (NFI) assistance, \$1.9 million for water, sanitation, and hygiene (WASH), \$2.2 million for health services, \$1.7 million for education, and \$4.6 million for protection.

UNHCR and partners used an activity-based costing methodology to determine the response budget, recognizing that many needs are multisectoral. The cost-per-beneficiary ranges from \$35 to \$429, depending on the type of assistance and method of intervention. The minimum expenditure basket, central to the budgeting process, amounts to N72,720 per household (N12,120 per individual).

Key factors influencing these costs include high inflation rates, the depreciation of the naira against the dollar, and rising fuel prices. Additionally, most refugees and asylum seekers reside in border areas of northern Adamawa State (particularly in the LGAs of Mubi North and South, Michika, Mahia and Madagali) and Borno State (especially Mobbar LGA); therefore, considerations related to security, transportation and accessibility have been factored into the costs of activities in these regions.

To align with the Global Compact on Refugees, efforts will be made to create connections with long-term recovery and development activities. This includes the integration of refugees and asylum seekers into plans outlined in the United Nations Sustainable Development Cooperation Framework (UNSDCF) 2023-2027 as well as state and local government development plans. Collaboration with local and state authorities will be prioritized to provide services through national systems whenever possible. The

interventions will strengthen these systems and local capacities to benefit both refugees and host communities. Collaboration with development partners such as the World Bank, IFC, donors and private sector organizations will be pursued to ensure sustainability.

## Monitoring

UNHCR and partners will monitor the refugee response by using a list of indicators tailored to individual sector

activities, including those specific to gender and age. Needs assessments will be conducted through an age, gender and diversity (AGD) lens, and responding agencies will also implement remote monitoring. Ongoing protection and border monitoring will help identify emerging protection needs and highlight any gaps in assistance.



Access the Refugee Response Plan  
data.unhcr.org

### BANKI/BORNO, COUNTRY

26 November, 2025- Bashir Ibrahim, a volunteer teacher teaches a class of students at an informal learning centre in Banki, Borno State



# Part 5: Annexes

## 2025 HNRP Plan pages

overview	<a href="https://humanitarianaction.info/plan/1274">https://humanitarianaction.info/plan/1274</a>
population	<a href="https://humanitarianaction.info/plan/1274/population">https://humanitarianaction.info/plan/1274/population</a>
financials	<a href="https://humanitarianaction.info/plan/1274/financials">https://humanitarianaction.info/plan/1274/financials</a>
presence	<a href="https://humanitarianaction.info/plan/1274/presence">https://humanitarianaction.info/plan/1274/presence</a>
logframe	<a href="https://humanitarianaction.info/plan/1274/logframe">https://humanitarianaction.info/plan/1274/logframe</a>
progress	<a href="https://humanitarianaction.info/plan/1274/progress">https://humanitarianaction.info/plan/1274/progress</a>

## Sector pages

Protection	<a href="https://humanitarianaction.info/plan/1274/ge/8063">https://humanitarianaction.info/plan/1274/ge/8063</a>
Water and Sanitation	<a href="https://humanitarianaction.info/plan/1274/ge/8064">https://humanitarianaction.info/plan/1274/ge/8064</a>
Emergency Telecommunications	<a href="https://humanitarianaction.info/plan/1274/ge/8065">https://humanitarianaction.info/plan/1274/ge/8065</a>
Logistics	<a href="https://humanitarianaction.info/plan/1274/ge/8066">https://humanitarianaction.info/plan/1274/ge/8066</a>
Coordination and Support Services	<a href="https://humanitarianaction.info/plan/1274/ge/8067">https://humanitarianaction.info/plan/1274/ge/8067</a>
Multi-Purpose Cash	<a href="https://humanitarianaction.info/plan/1274/ge/8068">https://humanitarianaction.info/plan/1274/ge/8068</a>
Camp Coordination and Camp Management	<a href="https://humanitarianaction.info/plan/1274/ge/8006">https://humanitarianaction.info/plan/1274/ge/8006</a>
Early Recovery and Livelihoods	<a href="https://humanitarianaction.info/plan/1274/ge/8057">https://humanitarianaction.info/plan/1274/ge/8057</a>
Education	<a href="https://humanitarianaction.info/plan/1274/ge/8058">https://humanitarianaction.info/plan/1274/ge/8058</a>
Emergency Shelter and NFI	<a href="https://humanitarianaction.info/plan/1274/ge/8059">https://humanitarianaction.info/plan/1274/ge/8059</a>
Food Security	<a href="https://humanitarianaction.info/plan/1274/ge/8060">https://humanitarianaction.info/plan/1274/ge/8060</a>
Health	<a href="https://humanitarianaction.info/plan/1274/ge/8061">https://humanitarianaction.info/plan/1274/ge/8061</a>
Nutrition	<a href="https://humanitarianaction.info/plan/1274/ge/8062">https://humanitarianaction.info/plan/1274/ge/8062</a>
Anticipatory Action	<a href="https://humanitarianaction.info/plan/1274/ge/8184">https://humanitarianaction.info/plan/1274/ge/8184</a>
Bridge tool	<a href="https://humanitarianaction.info/plan/1274/ge/8184">https://humanitarianaction.info/plan/1274/ge/8184</a>

## 5.1 Acronyms

<b>AAP</b>	Accountability to affected people
<b>AAWG</b>	Assessment and Analysis Working Group
<b>AoR</b>	Area of responsibility
<b>AWD</b>	Acute watery diarrhoea
<b>BAY</b>	Borno, Adamawa and Yobe
<b>BSFP</b>	Blanket supplementary feeding programme
<b>BSG</b>	Borno State Government
<b>CCCM</b>	Camp Coordination and Camp Management
<b>CERF</b>	Central Emergency Response Fund
<b>CH</b>	Cadre Harmonisé
<b>CVA</b>	Cash and voucher assistance
<b>CWG</b>	Cash Working Group
<b>DTM</b>	Displacement Tracking Matrix
<b>EiE</b>	Education-in-emergencies
<b>EO</b>	Explosive ordnance
<b>EORE</b>	Explosive ordnance risk education
<b>ERL</b>	Early Recovery and Livelihoods
<b>ETS</b>	Emergency Telecommunications Sector
<b>ETT</b>	Emergency Tracking Tool
<b>EWARS</b>	Early warning and response surveillance
<b>FSS</b>	Food Security Sector
<b>FTS</b>	Financial Tracking Service
<b>GAM</b>	Global acute malnutrition
<b>GBV</b>	Gender-based violence
<b>HCT</b>	Humanitarian Country Team
<b>HLP</b>	Housing, Land and Property
<b>HNO</b>	Humanitarian Needs Overview
<b>HNRP</b>	Humanitarian Needs and Response Plan
<b>HA</b>	Humanitarian Action
<b>IDP</b>	Internally displaced person
<b>IEC</b>	Information-education-communication
<b>INFORM</b>	Index for Risk Management

<b>ISCG</b>	Inter-sectoral Coordination Group
<b>JIAF</b>	Joint Inter-sectoral Analysis Framework
<b>LGA</b>	Local Government Area
<b>MCRP</b>	Multi-Sector Crisis Response Project
<b>MEB</b>	Minimum expenditure basket
<b>MHPSS</b>	Mental health and psychosocial support
<b>MPCA</b>	Multi-purpose cash assistance
<b>MSNA</b>	Multi-sectoral Needs Assessment
<b>MVAM</b>	Mobile Vulnerability Assessment and Mapping
<b>NFI</b>	Non-food item
<b>NFSS</b>	Nutrition and Food Security Surveillance
<b>NHF</b>	Nigerian Humanitarian Fund
<b>NSAG</b>	Non-state armed group
<b>NTS</b>	Non-technical survey
<b>OHCT</b>	Operational Humanitarian Country Team
<b>PLW</b>	Pregnant and lactating women
<b>PSEA</b>	Protection from sexual exploitation and abuse
<b>PSEAH</b>	Protection from sexual exploitation, abuse and harassment
<b>RRM</b>	Rapid Response Mechanism
<b>RUTF</b>	Ready-to-use therapeutic food
<b>SAFE</b>	Safe access to fuel and energy
<b>EWARS</b>	Early warning and response surveillance
<b>SAM</b>	Severe acute malnutrition
<b>WASH</b>	Water sanitation and Hygiene



## 5.2 End note

[1] The HNRP assessed needs in the BAY states using the JIAF 2.0 methodology, while a shock-based approach supported by a secondary data review was employed for the assessment in the north-west

[2] DTM-IOM – round 48: Displacement tracking Matrix from IOM: Nigeria – North-east – Mobility Tracking Round 48 IDP and Returnee Atlas (November 2024) | Displacement Tracking Matrix

[3] Nigeria Emergency Management Agency (NEMA) carried out a joint assessment from 28 October to 5 November 2024

[4] Nigeria Bureau of statistics (NBS): <https://www.nigerianstat.gov.ng/elibrary/read/1241583>

[5] 2024 SNRA conducted in September 2024

[6] To ensure accurate comparisons, only years utilizing the JIAF methodology, including JIAF 2.0 from 2022, are considered. Prior to 2021, project-based costing was used for requirements, while activity-based costing has been implemented since then

[7] JIAF2.0: <https://www.jiaf.info/> : more info in the annex

[8] NEMA and Floodscan: <https://www.aer.com/weather-risk-management/floodscan-near-real-time-and-historical-flood-mapping>

[9] Sokoto, Zamfara, Kaduna, Katsina, Kebbi, Jigawa and Kano.

[10] Nigeria Population Projections and Demographics Indicators report (NPC July 2020)

[11] John Campbell and Matthew T. Page, Nigeria: What Everyone Needs to Know

[12] Monitoring and analysis of ACLED data.

[13] Such as JAS and ISWAP in the north-east, cult groups in South South and armed bandits in the north-west and north-central.

[14] ACLED and Global Initiative, Non-state armed groups and illicit economies in West Africa: Armed bandits in Nigeria, July 2024.

[15] Ibid.

[16] IOM, Jul 26 2024. DTM Nigeria – North-central And North-west Zones Site Assessment Round 13, IOM, Nigeria.

[17] Solidarite International and Action Against Hunger, Northwest Multi-sectoral needs assessment report, Dec. 2023

[18] Danish Refugee Council, NW Nigeria Rapid Assessment, Nov. 2023

[19] NW Sokoto, Zamfara, Katsina, NFSS R3, 2023

[20] Ibid.

[21] community consultaions see the link:] <https://reliefweb.int/report/nigeria/2025-hpc-community-consultation-perspectives-communities-borno-adamawa-and-yobe-states-nigeria-involving-429-focus-groups>.

[22] Adamawa, Anambra, Bayelsa, Cross River, Delta, Ebonyi, Edo, Enugu, Imo, Jigawa, Kebbi, Kogi, Kwara, Nasarawa, Niger, Oyo, Rivers, and Taraba.

[23] In collaboration with National Emergency Management Agency (NEMA), State Emergency Management Agencies (SEMAs), Nigerian Security and Civil Defence Corps (NSCDC), Nigeria Red Cross Society (NRCS), International Federation of the Red Cross (IFRC), International Organization for Migration (IOM) and United Nations Office for the Coordination of Humanitarian Affairs (OCHA).

[24] Zero-Dose Learning Hub, Nigeria Zero-Dose Situation Analysis, December 2023; [https://zdlh.gavi.org/sites/default/files/2023-12/ZDLH\\_Nigeria\\_Situation\\_Analysis\\_2023.pdf](https://zdlh.gavi.org/sites/default/files/2023-12/ZDLH_Nigeria_Situation_Analysis_2023.pdf)

[25] Ibid.

[26] Adamawa, Bauchi, Bayelsa, Borno, Kaduna, Kano, Katsina, Sokoto and Jigawa, which account for 83 per cent of cholera cases reported nationwide in 2024.

[27] WHO.

[28] Ibid.

[29] The inclusion of Jere and Maiduguri among the most severe areas could imply insufficient investment by the BSG and development partners in durable solutions.

[30] Food and Agriculture Organisation of the United Nations, The Impact of Disasters on Agriculture and Food Security: Avoiding and reducing losses through investment in resilience, 2023, <https://openknowledge.fao.org/server/api/core/bitstreams/7c48cdf4-6153-41df-b3ed-4db1d09a1b0f/content>

[31] Cadré Harmonisé (CH) final and detailed analysis conducted for the 26 states and the Federal Capital Territory, Nigeria - October 2024 | Food Security Cluster

[32] <https://fscluster.org/fr/document/adamawa-state-food-security-sector>

[33] <https://fscluster.org/ar/nigeria/document/orno-state-food-security-sector>

[34] <https://fscluster.org/ar/nigeria/document/orno-state-food-security-sector>

## 5.3 What if we fail to respond

---

Many individuals' physical and mental health will be compromised, potentially leading to the loss of lives. The 2025 Humanitarian Response Plan aims to assist 3.6 million people. Of these, approximately 2.8 million individuals will receive food assistance, while 3.1 million are targeted for essential primary and secondary health interventions. Nutrition programmes will focus on around 2.3 million people, predominantly children. Additionally, about 2.5 million people rely on humanitarian partners for consistent access to safe water and hygiene services. A lack of funding or obstacles hindering the response will severely impact the well-being and survival prospects of those needing assistance.

Should there be no response, the living conditions of many internally displaced persons (IDPs), returnees, and local communities will deteriorate further. About one million people rely entirely on humanitarian shelter programmes for safe and adequate temporary housing. A failure to secure resources for housing will impede partners' capacity to offer long-term solutions for those displaced, many of whom have endured inadequate temporary shelters for over a decade. More than half of the IDPs reside in camps and similar environments that necessitate camp management and other critical services. Without sustained humanitarian action, the living conditions of many IDPs will rapidly and severely worsen.

Internal displacement, returnees, and host communities will face ongoing protection risks, jeopardizing children's futures. Approximately 2 million individuals are slated to receive various protection services, including 1 million children who will benefit from targeted child protection initiatives. A failure to deliver these protective measures will exacerbate an already critical situation, effectively creating a protection crisis. Women and children are particularly

vulnerable to various forms of protection violations, including gender-based violence (GBV). Furthermore, many households may face eviction from their shelters unless housing, land, and property (HLP) services are timely provided. Out-of-school children will be at high risk of abduction, forced recruitment by armed groups, enslavement, and other severe abuses, including being coerced into suicide attacks. Inadequate educational opportunities and protection measures for children and youth may result in a generation losing hope for the future, increasing susceptibility to extremist influences.

Numerous families will resort to harmful coping strategies, undermining their ability to achieve sustainable solutions. In north-east Nigeria, individuals and families may engage in detrimental practices such as transactional sex, forced early marriage, and dropping out of school due to a lack of essential services. If these services are not provided, lives and health will be jeopardized, leading to lasting psychological impact and increasing marginalization. The human costs will be substantial and will hinder recovery and development essential for survival. We risk reversing the progress made in enhancing lives and alleviating suffering.

It is vital to stabilize the situation by providing fundamental services and protection for those affected by conflict to support recovery and development. Building upon existing gains and transitioning to long-term solutions is imperative. If durable solutions are unattainable, focusing on delivering sustained assistance and gradually reducing needs can foster resilience, ensuring not only survival but also dignity, security, and improved prospects for affected populations.

## 5.4 How to contribute

### Contribute to the Humanitarian Response Plan

To see the country's Humanitarian Needs Overview, Humanitarian Response Plan and monitoring reports, and donate directly to organizations participating in the plan, please visit:

[www.reliefweb.int/country/nga](http://www.reliefweb.int/country/nga)

The best way to browse HRP projects is on FTS : [fts.unocha.org https://fts.unocha.org/countries/1274/summary/2025](https://fts.unocha.org/countries/1274/summary/2025) Click on each project code to open a page of full project details, including contacts. Use the menu on the right to filter by organization and/or sector.

### Contribute through the Central Emergency Response Fund

The Central Emergency Response Fund (CERF) provides rapid initial funding for life-saving actions at the onset of emergencies and for poorly funded, essential humanitarian operations in protracted crises. CERF receives contributions from various donors - mainly governments, but also private companies, foundations, charities, and individuals – which are combined into a single fund. This is used for crises anywhere in the world. Find out more about CERF and how to donate by visiting the CERF website:

<https://cerf.un.org/donate>

### Contribute through the Nigeria Humanitarian Fund

The Nigerian Humanitarian Fund (NHF) is a country-based pooled fund. Such funds are multi-donor humanitarian financing instruments established by the Emergency Relief Coordinator and managed by OCHA at the country level under the leadership of the Humanitarian Coordinator. At the 2016 World Humanitarian Summit and in its follow-up, many donors committed to the goal of channelling 15 percent of funding for HRPs through the respective country-based pooled funds, in recognition of the demonstrated experience that this will enable a more

strategic and joined-up use of funding to address priorities, cover critical gaps, and achieve coherent inter- sectoral results.

Find out more about the NHF by visiting: <https://www.unocha.org/nhf>

### About

This document is consolidated by OCHA on behalf of the Humanitarian Country Team and partners. It provides a shared understanding of the crisis, including the most pressing humanitarian need and the estimated number of people who need assistance. It represents a consolidated evidence base and helps inform joint strategic response planning.

The designations employed and the presentation of material in the report do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.



# NIGERIA

## HUMANITARIAN NEEDS AND RESPONSE PLAN

Get the latest updates



OCHA coordinates humanitarian action to ensure crisis-affected people receive the assistance and protection they need. It works to overcome obstacles that impede humanitarian assistance from reaching people affected by crises, and provides leadership in mobilizing assistance and resources on behalf of the humanitarian system.

[www.unocha.org/nigeria](http://www.unocha.org/nigeria)

<https://reports.unocha.org/en/country/nigeria>

[twitter.com/ochanigeria](https://twitter.com/ochanigeria)

**Humanitarian Action**  
ANALYSING NEEDS AND RESPONSE

Humanitarian

Action provides a comprehensive overview of the humanitarian landscape. It provides the latest verified information on needs and delivery of the humanitarian response as well as financial contributions.

<https://humanitarianaction.info/plan/1274>

**rw response**

ReliefWeb Response is part of OCHA's commitment to the humanitarian community to ensure that relevant information in a humanitarian emergency is available to facilitate situational understanding and decision-making. It is the next generation of the Humanitarian Response platform.

<https://reliefweb.int/country/nga>



The Financial Tracking Service (FTS) is the primary provider of continuously updated data on global humanitarian funding, and is a major contributor to strategic decision making by highlighting gaps and priorities, thus contributing to effective, efficient and principled humanitarian assistance.

[https://fts.unocha.org/](https://fts.unocha.org/countries/1274/summary/2025)

[countries/1274/summary/2025](https://fts.unocha.org/countries/1274/summary/2025)