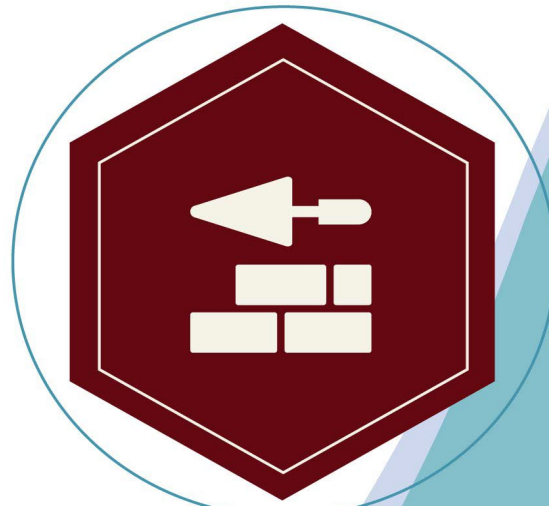


# GUIDANCE NOTE

## 2025 Humanitarian Response Plan for Shelter and NFI Partners



### NIGERIA HUMANITARIAN RESPONSE



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## Introduction

Starting in 2025, the North-East will implement a hybrid model that incorporates both Project and Activity-Based Costing (ABC) methodologies within the Humanitarian Need Response Plan (HNRP). This document serves as a guide for operational planning and implementation for sector partners, who will need to submit their projects through the Humanitarian Program Cycle (HPC) projects module.

The main goal of this document is to supplement the chapters previously published in the HNRP documents. It also aims to improve the understanding of Shelter/NFI partners regarding the priorities for the 2025 Humanitarian Program Cycle, as identified in the recent Sectoral Needs and Risk Assessment (SNRA), Site Tracker, and Displacement Tracking Matrix (DTM) assessments. Additionally, this document is a valuable resource for the operational strategies of all Shelter/NFI partners in Nigeria.

### Shelter and NFI Needs – HNO 2025<sup>1</sup>

According to the recent SNRA<sup>2</sup>, DTM<sup>3</sup>, and Site Tracker assessment<sup>4</sup>, the shelter and NFI needs are projected to remain relatively high across all categories of the affected population, impacting 3.5 million households, which is a 26% increase from 2024. These needs are urgent and varied, driven by factors such as insecurity, an influx of returnees, climate change-induced displacement, disasters, and emergency shelters that have exceeded their intended lifespan of one year

Additionally, unresolved Housing Land and Property (HLP) issues and sudden camp closures in Borno State are likely to lead to the emergence of spontaneous sites around urban and peri-urban areas. This will increasingly impact people's well-being, safety, and resilience, thereby heightening the need for shelter responses.

In 2025, the priority will be on households living in open spaces, makeshift shelters (made of nets or blankets), damaged emergency shelters, returnees in fully damaged shelters, and new arrivals from inaccessible areas. These caseloads are the most critical caseloads in need of external support to enable them to live out of harm and danger from exposure to harmful environment. Besides receiving emergency shelter and repair support, the humanitarian community is also encouraged to aid recovery efforts by providing transitional or durable shelters and repairing damaged shelters in camps, out-of-camp areas, and return areas.

Based on the assessments conducted by the Sector and Sector Partners in 2024, Internally Displaced Persons (IDPs) residing in camps and camp-like settings will continue to need critical life-saving assistance. As a result, the Sector will keep a close watch on hydro-meteorological hazards such as fires and floods to ensure a coordinated response. This includes supporting the replacement of shelter materials, repairing shelters, upgrading emergency shelters to transitional shelters, and constructing shelters using locally available materials.

Different typologies of shelters will be provided for IDPs in out-of-camp locations to support those living in makeshift shelters made from local materials, with a special focus on families sharing shelters with other families. Additionally, host communities are experiencing resource competition, and the transitional needs of returnees remain unmet, with many living in fully or partially damaged or self-made shelters. Non-food items, typically provided as complements to new shelters, have been damaged, as most displaced populations have been on sites for over seven years, necessitating replenishment.

Similarly, the general well-being of over 1.6 million IDPs living in highly congested camps and camp-like settings (less than 15 sqm per person) is negatively impacted by undignified living conditions. Many affected populations

<sup>1</sup> Nigeria 2024 Humanitarian Needs Overview

<sup>2</sup> 2024 Nigeria SRNA

<sup>3</sup> <https://displacement.iom.int/nigeria>

<sup>4</sup> [CCCM Site Tracker Nigeria](#)



reside in shelters that do not provide adequate safety, privacy, dignity, or protection from climatic conditions, thereby exacerbating their vulnerability.

### 2025 Shelter/NFI Sector Response Plan

The overall strategic guidance for the 2025 Humanitarian Need Response Plan was developed through a consultative process at a multi-sectoral level. The Sector’s response planning and targeting will be based on Specific Objective 1, Specific Objective 2, and Specific Objective 3. These objectives aim to enable a collective response towards achieving improved access to essential services and dignity, enhancing privacy and security of tenure, and providing protection from harsh environmental conditions and ensuring safe living conditions for those in need.



Table 1: Shelter and NFI log frame

Strategic Objective	Sector Objective	Response Approach
<b>SO 1:</b> Save lives and alleviate suffering – i.e. emergency operations	Provide life-saving shelter/non-food items (NFIs) assistance through timely and quality delivery of integrated people-centered shelter solutions and enhance preparedness actions while minimizing the negative environmental impact.	People living in substandard shelters with critical, life-threatening needs should be supported with emergency shelter solutions, such as reconstruction, repair, or distribution. This will improve their living space, privacy, and protection from natural disasters and other risk factors. Additionally, this support should be complemented with the distribution of non-food items (NFI), either loose or complete. This response approach will be guided by the contextual realities and closely coordinated with the sector and relevant government agencies.
<b>SO 2:</b> Provide or facilitate protection for people affected by conflict and natural disasters in line with humanitarian and human rights law.	Promote timely access to safe, dignified, and appropriate shelter solutions, in accordance with the humanitarian principles and the right to adequate housing.	The Shelter/NFI sector will focus on transitional shelter solutions, including construction and repairs, with the goal of achieving durable solutions in collaboration with other humanitarian programs and the government.
<b>SO 3:</b> Transform affected people’s lives so they become less dependent on humanitarian aid and have their basic needs met in a dignified way.	Enhance the delivery of shelter solutions to build community resilience, restore dignity, and facilitate recovery efforts through the provision of appropriate long-term sustainable shelter solutions for people in need.	The sector approach will involve providing long-term sustainable shelter solutions that build community resilience, ensuring that basic needs are met in a dignified manner.

The sector and its partners will regularly conduct comprehensive needs assessments to identify specific shelter and NFI requirements. The sector will continue to closely monitor risks associated with hazards such as windstorms, floods, and random fires, and support affected IDPs with emergency shelter solutions and complementary NFIs (loose or complete) where feasible, with the support of partners, including the government. This approach is necessary due to the significant number of makeshift shelters and disasters across most displacement sites, coupled with congestion. It ensures that shelter solutions are safe, secure, accessible, and environmentally friendly.



The primary focus of the 2025 response will be on individuals with critical shelter needs, including those in camps and camp-like settings, who are much need to meet basic shelter requirements. Due to limited funding, the provision of NFIs will continue based on partners' targeting mechanisms, with priority given to those most in need.

Table 2: Linkage between Sector objectives and target activities Sector Objectives	Indicator Type	Modality
Objective 1: Provide life-saving shelter/non-food items (NFIs) assistance through timely and quality delivery of integrated people-centered shelter solutions and enhance preparedness actions while minimizing the negative environmental impact.	Objective 01	In kind
IDPs at risk of exposure to harmful elements and those projected coming from inaccessible areas and in need of adequate shelter solutions are assisted	Outcome 01	In kind
# of households provided with emergency shelter solutions and support that are environmentally friendly	Output	In kind
# of emergency shelters reinforced/maintained.	Output	In kind
Objective 2: Promote timely access to safe, dignified, and appropriate shelter solutions, in accordance with the humanitarian principles and the right to adequate housing.	Objective 02	
Affected people (IDPs, Returnees, and Host communities) without adequate shelter solutions receiving appropriate assistance and trainings to enhance resilience toward durable shelter solutions.	Outcome 02	
# of households receiving Reinforced/Transitional shelter solutions	Output	In kind/cash
# of households supported with housing/shelter repair and improvements interventions	Output	In kind/Cash
# of shelter cash assistance delivered to households in need including rental assistance	Output	Cash
# of Shelter Post Construction Monitoring conducted and shared	Output	In kind
# of households supported natural hazard mitigation measures.	Output	In Kind/cash
# of Capacity building/Training on environment and sustainable shelter design	output	Service delivery
# of Provision of durable and local climate adapted shelters	Output	In Kind/Cash
# of Assessment greening the blue – Sustainable use of NFI items	Output	Service delivery
Objective 3: Enhance the delivery of shelter solutions to build community resilience, restore dignity, and facilitate recovery efforts through the provision of appropriate long-term sustainable shelter solutions for affected people.	Objective 03	
IDPs, Returnees, and Host Communities unable to meet their NFI needs to receive appropriate NFI assistance	Outcome 03	
# of household provided with NFI kits (in-kind or voucher)	Output	In kind/cash
# of households provided with NFI in cash	Output	Cash
# of NFI Post Distribution Monitoring conducted and shared	Output	In kind

**ANTICIPATORY ACTION AND READINESS INDICATORS**

Activity Name	Thematic	Response Module
<b>Emergency stockpiling and repositioning of resources, flood response kits in strategic locations. Coordinate with other sectors for stockpiling of other essential items such as shelter materials, NFI's, food, e.t.c.</b>	Climate change/floods	Readiness/Preparedness
<b>Rehabilitation and repairs of emergency shelters and dilapidated building,</b>	Climate change/floods	Anticipatory Action
<b>Coordinate with other sectors and the government on rapid assessments; multi-sectorial tools and implementation plans developed. Prepare checklist of preparedness activities and agree on assistance package</b>	Climate change/floods	Readiness/Preparedness
<b>Coordinate closely with relevant government authorities in disseminating the early warning signs and sharing information with the population and humanitarian partners;</b>	Climate change/floods	Anticipatory Action
<b>Cash for rent of shelters, Cash for repair of shelter, cash for shelter construction cash for improved NFI kits</b>	Population Movements and Displacements	Anticipatory Action

**Target Population**



In 2025, the Sector and its partners will target the following population groups:

<b>Camp Population</b>	All vulnerable people in camps will continue to be provided with new shelter with complimentary NFI kits and NFI replenishment. This will include regular repairs and maintenance of shelters across various camps. The Sector will continue to regularly share updated gaps based on the CCCM monthly site tracker tool and triangulating with DTM baseline assessments, where the sector has CCCM partners, the CCCM gaps will take priority to ensure partners have more recent data.
<b>Out of Camp IDP population</b>	Highly vulnerable people living in critical shelter and those in secondary displacement. Identification should be conducted using partners' assessments with the support of DTM baseline assessments. Sector partners should be familiar with the use of DTM and ensure data updates regularly.
<b>Returnees</b>	The returnees' areas have been assessed with critical shelter gaps ranging from fully destroyed shelters to partial shelters with various degrees of repair needed. Partners will carry out further assessments to determine the level of repairs needed.
<b>Host Community</b>	The local community has been shouldering the burden of the crisis, in most cases providing shelter to most IDPs. Thus, the needs of the host community should also be taken into consideration so as not to generate any tension by assisting only a certain group of the affected people.

Considering the 2025 HNRP analysis, the sector's achievements in 2024, and financial considerations, the needs and target population for Shelter and NFI interventions in the coming year are outlined below:

Table 2: Overall Shelter/NFI Needs 2024. Attached is the breakdown for all sites and LGAs

State	IDPs	Returnee	Host Communities	Total PiN
Adamawa	156,925	400,257	288,262	845,444
Borno	1,427,913	372,690	408,783	2,209,386
Yobe	113,528	180,787	152,574	446,889
Grand Total	1,698,366	953,734	849,619	3,501,719

Table 3: Overall Shelter/NFI Target 2024. Attached is the breakdown for all sites and LGAs

State	IDPs	Returnees	Host Communities	Overall Target
Adamawa	47,557	55,394	10,946	113,896
Borno	1,136,186	145,859	8,087	1,290,132
Yobe	49,567	74,234	10,983	134,784
Overall	<b>1,233,309</b>	<b>275,487</b>	<b>30,015</b>	<b>1,538,811</b>

**Note:** The figures are calculated using an approximate of five individuals per households

## Geographical Priorities

After analyzing the SRNA, DTM, and CCCM Site Tracker assessments using the advanced Shelter Severity Classification (SSC) methodology, the Shelter/NFI Sector has identified areas with high priority needs based on the following three pillars:



<b>Pillar 1:</b> <b>People have a dwelling (Shelter)</b>	<b>Indicator 1:</b> <i>% of households living in safe and dignified dwellings (structure that protects them against external threats, health problems, weather and natural hazards) Shelter</i>
<b>Pillar 2:</b> <b>People can live properly and with dignity in their dwelling (NFI)</b>	<b>Indicator 2:</b> <i>% of households living in a functional domestic space</i>
<b>Pillar 3:</b> <b>People have appropriate access to common services and infrastructure</b>	<b>Indicator 3:</b> <i>% of households with access to appropriate common services and infrastructure</i>

Based on the results of the analysis, some priority LGAs have been identified and will guide the 2025 response. **(Please refer to the attached excel file)**

### Activity Based Costing

In 2025, the Sector will continue to use activity-based costing as guided by OCHA. This model includes an average unit cost for all prioritized activities, encompassing both indirect and support costs of the response.

The Shelter/NFI Sector's costing considers partners operating in areas with varying access constraints and across different modalities, including service, in-kind, and Cash and Voucher Assistance (CVA). Beyond the costs of interventions, primary cost drivers include expenses for technical engineers, technical vulnerability assessments, warehousing, transport, and transfer costs for cash-based programs. The sector will conduct a market assessment survey to keep sector partners updated on price changes throughout the year.

*Table 4: Partners consolidated activity-based costing targets and financial asks.*

#	Activity Name	Intervention Characteristics		Activity Unit
		Modality	Direct / Indirect	
1	Provision of Emergency shelters Solutions	In-kind	Direct	Household
2	Provision of Emergency shelters Solutions	Voucher	Direct	Household
3	Provision of Emergency shelters Solutions	Cash	Direct	Household
4	Provision of Emergency shelters Solutions	Hybrid	Direct	Household
5	Provision of Transitional Shelters	In-kind	Direct	Household
6	Provision of Transitional Shelters	Voucher	Direct	Household
7	Provision of Transitional/Mud Brick Shelters	Cash	Direct	Household
10	Provision of Transitional Shelters	Hybrid	Direct	Household
11	Provision of Transitional Shelters	In-kind	Direct	Household
12	Provision of NFI	In-Kind	Direct	Household
13	Provision of NFI	In-kind	Direct	Household
14	Provision of NFI	Cash/Voucher	Direct	Household
15	Provision of NFI	Voucher	Direct	Household
16	Pipeline/prepositioning management for SNFI	In-kind	Direct	Household
17	Training/Capacity Building	Service Delivery	Indirect	Individual
18	Repairs and maintenance of emergency and transitional shelters			Lumpsum
19	Conducting assessment, PDM, PIM, PCM	Service Delivery	Direct	Reports
20	Sustainable and climate smart stakeholder mapping	Service delivery	Indirect	Reports
21	Training on environment and sustainable shelter design	Service delivery	Direct	Reports
22.	Assessment greening the blue – Sustainable use of NFI items	Service Delivery	Direct	Reports

## Criteria of the Sector in prioritizing its partners and programs

For a partner to be considered a member of the CCCM Shelter/NFI Sector in Nigeria and participate in the HNRP process, the following are general guidelines to follow:

### 1. Partners profile

- A partner must have the capacity (technical expertise) to implement S/NFI activities.
- A partner needs to be an active participant in the CCCM, Shelter/NFI Sector both at State and LGA levels.
- Valid relevant government approvals and registrations.
- Proven record of consistent reporting in all sectorial reporting platforms (Kobo Site Tracker, 4W, and share monthly situation reports).
- Partner has access to the proposed geographical areas, or the possibility to expand their operations with the minimum investments and capacity.

### 2. Programs' requirements:

- The feasibility of interventions will be assessed using various criteria including target, budget, time, and resources required. Programmes should be within the capacity of the partner to implement during 2025.
- Have a clear approach and methodology used to select beneficiaries, geographical areas (in line with the shared excel file), and activities (in line with the list in Annex I).
- Be in line with the recommendations set in the technical guidelines and policies developed by the global and national Shelter/NFI Sector.
- Align activities to government policies and priorities.

## Key principles guiding the Shelter/NFI Sector Response Plan

### 1. Humanitarian scope of works:

Partners appealing through HNRP through the project module are reminded to keep their focus strictly on humanitarian interventions, supporting highly vulnerable people of the above-mentioned targeted population groups and locations.

### 2. Centrality of Protection:

Mainstreaming protection to strengthen accountability for the affected population will continue to be an important consideration in safe Shelter and NFI programming. Special attention will be directed towards enhancing the dignity and safety of the affected population, focusing primarily on the most vulnerable, including women, girls, and people living with disabilities. The Sector will advocate for its partners to improve protection mainstreaming through great staff awareness, heightening partner sensitivity among the site population, and promoting community-based protection prevention and response as soon as the organizations start to be involved in the site operations.



### 3. Multi-sectorial approach:

To be more impactful on humanitarian responses and facilitate pathways towards sustainable solutions for the affected population, the Shelter and NFI responses will continue to advocate for synergies with all the relevant stakeholders while promoting a multi-sectorial approach in the responses.

### 4. Use of cash-based programming:



The use of cash-based programming for some Shelter/NFI services in areas with established markets is encouraged if this approach offers clear benefits to the program. This includes providing cash for rent, sustainable/durable shelter, and NFIs. Close coordination with the Cash Working Group (CWG) is essential.

**5. Localization efforts:**

Partnerships with local actors (Non-governmental Organizations (NGO), CSOs (Community Service Organizations) etc.) and authorities are encouraged, including closer modalities of collaboration and enhanced capacity building.

**6. Adopting environmentally sustainable approaches in shelter solutions**

The sector will continue advocating for the adoption of environmentally sustainable approaches, including sourcing shelter and NFI materials, shelter designs and site plans.

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