Each year, Sida conducts a humanitarian allocation exercise in which a large part of its humanitarian budget is allocated to emergencies worldwide. The allocation and subsequent disbursement of funds takes place in the beginning of the year to ensure predictability for humanitarian organizations and to allow for best possible operational planning. In an effort to truly adhere to the humanitarian principles, Sida’s humanitarian assistance is grounded in the four humanitarian principles, and in particular impartiality, with its compelling urge to ensure that humanitarian action is carried out based on “needs alone”, giving priority to the “most urgent cases of distress”. Therefore, Sida’s allocation methodology is grounded in several objective indicators such as; the scale of humanitarian needs (number of people in need), the severity of humanitarian needs (including food insecurity/IPC levels), the number of people targeted for the humanitarian response, the financial coverage of the respective humanitarian appeal, national capacities to respond and underlying risks, as well as distinct indicators related to forgotten crises. Sida also strongly supports the humanitarian coordination structures. Besides this initial allocation, another part of the humanitarian budget is set aside as an emergency reserve for sudden onset emergencies and deteriorating humanitarian situations. This reserve allows Sida to quickly allocate funding to any humanitarian situation throughout the year, including additional funding to Nigeria.

For 2019, the Nigeria is allocated an initial 120 Million Swedish Kronor (MSEK). Close monitoring and analysis of the situation in Nigeria will continue throughout the year and will inform possible decisions on additional funding.

1. CRISIS OVERVIEW

1.1. Type of crisis

Conflict

- Background/Underlying cause: Nigeria has an ongoing conflict between the Nigerian government and an armed group that is popularly known as Boko Haram, mainly in its north-eastern states of Borno, Yobe and Adamawa. Since mid-2016, Boko Haram has been split into two rival factions – one operating out of the Sambisa Forest in the southern part of Borno State (i.e. JAS - Jama’at Ahl as-Sunnah wal-Da’wah) under the leadership of Abubakar Shekau; and the other operating in the north of Borno along Lake Chad and the Niger border (i.e. ISWAP – Islamic State’s West Africa Province), which was previously loyal to Abu Musab al Barnawi but currently has unclear leadership structure. Hostilities escalated into full blown conflict in early 2013, and in 2014 Boko Haram had reportedly seized control of a territory the size of Belgium. Despite government forces regaining control in most of the affected Local Government Areas (LGAs), their control is largely limited to major towns and roads and Boko Haram still has a substantial capacity to cause insecurity and conflict damages. Although violence erupted in 2009, the underlying causes are what many refer to as a development crisis dating back to the days of the British colonial rule. The disparities between north and south that were established then have since been further exacerbated by the oil-induced economic upswing of the south and extensive neglect of the north. The petroleum industry has created revenues that have enabled Nigeria to become a middle-income country and Africa’s largest economy, though huge disparities exist between and within its geographic zones. In fact, 46% of the population in Nigeria and 77% in the Northeast live below the poverty line and has no, or very limited, access to health care, education, safe drinking water or other basic goods and services. More than a religious fundamentalist movement, Boko Haram should consequently be understood as the result of a longstanding neglect of the people living in the north-eastern part of the country.

- Main stakeholders in the conflict: The main actors of the conflict are the Boko Haram on one side, and the Nigerian army and a Multinational Joint Task Force (MNJTF) comprising of forces and assets deployed by Nigeria, Cameroon, Chad, Niger and Benin on the other side. The United States and United Kingdom are also known to be undertaking advise-and-assist missions throughout Nigeria and the Lake Chad area. France and a number of other countries are also involved in one form or another. However, even though the Nigerian government receives foreign support and the conflict has a spill-over effect on neighboring countries, this crisis is in essence a conflict between the Nigerian state and the Boko Haram insurgency whose stated goal is to overthrow the state and create an Islamic State.

The insurgents are accused of violations of international humanitarian and human rights laws, including suicide bombings on civilian targets, abduction of civilians, especially women and girls, and killing of aid
workers. The Nigerian army has also been accused by rights organizations of violating international humanitarian and human right laws and of inadequate accountability mechanisms. Parts of the most affected LGAs, especially in Borno State, remain inaccessible for humanitarian organizations due to insecurity exposing the civilian population of these areas to insecurity, and constrained access to markets and humanitarian assistance.

- **Cross border implications:** The Boko Haram conflict which started in Northeast Nigeria has also affected border regions of Cameroon, Chad and Niger, especially following the formation of the MNJTF and the intensification of hostilities of the Nigerian army’s operation against the Boko Haram. The insurgents have conducted terrorist operations in all three neighbouring countries, more so in Cameroon and Niger. In terms of cross-border humanitarian consequences, the conflict led to over 231,000 refugees in Cameroon, Chad, and Niger. There are also over 471,000 IDPs in the three countries in addition to over 1.8 million IDPs in Nigeria.

- **Trends:** The humanitarian situation in Northeast Nigeria should be understood within a context of protracted conflict where a large portion of the population remains displaced and in dire need of humanitarian protection and assistance. Despite security improvements observed since 2016, Boko Haram still has considerable operational capacity and increased incidence of its attacks have been observed in the latter half of 2018. The 2019 elections are also a risk to monitor as its campaign and results could further polarize the polity and undermine the campaign against the insurgents. There is also a risk that Boko Haram might plan attacks coinciding with the elections to make a statement against the government. Some party primaries conducted so far have been characterised with violence and accusations of malpractices, creating concern for the 2019 elections. In terms of humanitarian implications, there has been 13% increase on the number of IDPs in 2018 due to the volatile security situation, communal clashes and floods. This trend could continue during 2019. On the other hand, improved autumn harvests and increasing number of IDPs and returnees engaged in livelihood activities are encouraging signs for early recovery and livelihood rebuilding.

**Natural disaster:** Nigeria is prone to floods, drought and public health emergencies. During 2018, parts of the Northeast States have been affected by cholera and floods. Both hazards are quite frequent in Nigeria. Borno and Yobe states have also declared outbreak of cholera in September 2018. As at 21 November 2018 there were 6,189 cases with 73 associated deaths (CFR – 1.17%) in Borno and 1,790 cases with 61 associated deaths (CFR 3.41%) in Yobe.3

1.2. **Geographical areas and affected population**

The conflict has mostly affected Borno, Yobe and Adamawa states, with Borno being the epicentre of the crisis. The humanitarian consequences are dire and include massive destruction of vital infrastructure, collapse of livelihoods and markets, widespread displacement, brutal attacks on the civilian population and access constraints to humanitarian assistance. Over 27,000 people have been killed, more than 4,000 people have been abducted, about 1.8 million people remain displaced, while over 231,000 Nigerians have fled to neighbouring countries. Borno state has been the source of about 82% of the IDPs and hosts 73% of them.3

The number of people estimated to be in need of humanitarian assistance in Borno, Adamawa and Yobe has been reduced from 8.5 million in 2017 to 7.1 million. The massive scale-up of humanitarian assistance since late 2016 has been critical to this reduction. In addition, the Cadre Harmonisé (CH) (November 2018) reports improved food availability as a result of favorable harvests. However, food availability in most states is expected to decline during the lean season (June – August 2019) with the food insecurity figures expected to increase from 1.7 million to 2.7 million people in CH phases 3-5. Their condition will be precarious in the absence of resilience-driven interventions and humanitarian assistance in areas where this is not feasible. Prevalence of acute malnutrition also remains a concern with with over one million children suffering from SAM and MAM across 18 LGAs in the Borno, Adamawa and Yobe states. Stunting prevalence in these States also ranges between 25% and 40%. Under five mortality rate (U5MR) is also high in the three states with the incidences ranging from 0.05/10,000 to 2.35/10,000 children.

2 Borno and Yobe States Ministries of Health: Situation Report of Cholera Outbreak, November 21, 2018
3 IOM/NEMA, DTM Round 25, October 2018 (https://displacement.iom.int/nigeria)
Over 823,000 people still remain in areas that are inaccessible to humanitarian actors, making them extremely vulnerable. In addition, women- and child-headed households are considered to be amongst the most vulnerable, including a higher risk of sexual and physical violence. Men and adolescent boys are at risk of forced recruitment by armed actors, arbitrary arrest and detention, as well as being disadvantaged in terms of access to assistance because of suspicions that they might be members or supporters of Boko Haram.

1.3. **Critical assumptions, risks and threats**

The Nigerian army and the MNJTF continue their operations against the Boko Haram to further weaken its operational capacity and ultimately defeat it. The dry season has led to an increase in the military operations, but the military is battle weary and has seen a series of setbacks over the past six months. Both factions of the insurgent group seems to have developed resilience and increased capability, including reportedly through equipment captured during raids and attacks against the military. Therefore, the Boko Haram remains a threat across the Lake Chad Basin, with attacks against both military and civilian target through direct attacks on military outposts, suicide bombers targeting markets and places of worship, and abduction and killing of civilian, including aid workers. This trend is expected to continue during 2019 posing increased risk to civilians and humanitarian staff. Lack of access of humanitarian organizations to swathes of Borno is also a major challenge to reaching over 823,000 people, who are probably among the most vulnerable groups. Other risks related to humanitarian operations include challenges to effectively monitor assistance and mitigate risks. Nigeria ranks 148/180 and scores 27/100 on a perceived level of public sector corruption in Transparency International’s Corruptions Perception Index, 2017. Decreasing levels of humanitarian funding is another risk to monitor.

The elections in 2019 might have a negative impact on the conflict dynamic, as both politicians and the Boko Haram could try to exploit the situation. The Boko Haram conflict also prompted the rise of civilian vigilante self-defence groups that pose new dilemma and possible security risk.

1.4. **Strategic objectives and priorities of the Humanitarian Response Plan**

The 2019 HNO identifies 7.1 million people who are in need of humanitarian assistance in Borno, Yobe and Adamawa States. 6.2 million of them across 16 LGAs will be targeted to receive assistance. The financial requirement of the 2019 HRP is estimated at US$848 million. The coverage of the 2018 appeal, which was US$1.05 billion, was about 65%, a slight decline from the 70% coverage achieved in 2017.

Nigeria has a multi-year HRP (2019 – 2021) with the following Strategic Objectives:

- **Save lives** by providing timely and integrated multi-sector assistance and protection interventions to the most vulnerable.
- **Enhance** timely, unhindered and equitable access to multi-sector assistance and protection interventions through principled humanitarian action.
- **Strengthen** the resilience of affected populations, promote early recovery and voluntary and safe durable solutions to displacement and support social cohesion.

2. **IN COUNTRY HUMANITARIAN CAPACITIES**

2.1. **National and local capacities and constraints**

- **Government** (national, sub-national, local): The National Emergency Management Agency (NEMA) is nationally mandated and responsible for emergency response. However, other government institutions compete to play a lead role in the humanitarian response with some grey areas and mandate overlaps, including the Ministry of Budget and Financial Planning, the Presidential Committee on the Northeast Initiative (PCNI), North East Development Commission and the Emergency Coordination Centre. Coordination with the different levels of government is challenging and this makes it more problematic. Generally, the government has the lead in the humanitarian response, UN agencies and NGOs being partners and co-leading the sectors. NEMA coordinates the response operation between humanitarian partners and relevant ministries. At the state level, the State Emergency Management Agency (SEMA) coordinates the humanitarian response. Both NEMA and SEMA have limited capacity resulting in the
humanitarian community taking a greater responsibility in providing principled and coordinated assistance. On the other hand, the government also addresses humanitarian needs to some extent, mainly food, non-food items and camps coordination and camps management. However, considering the strong Nigerian economy its performance appears to be below expectations and detail information regarding their contribution has not been forth-coming.

- **Civil society incl. NGOs** (national, sub-national, local): Civil society organizations in Nigeria have low capacity regarding humanitarian operations. As the need for implementing partners is big the number of national/local NGOs engaged in the crisis has increased and the establishment of a Country Based Pool Fund (CBPF) in 2017 has opened up the opportunity for these organizations to get direct funding. An important national humanitarian actor is the Nigerian Red Cross Society (NRCS) which has a vast network of volunteers and branch offices in all states. In the Northeast, the NRCS works in close collaboration with the ICRC and has better access to areas inaccessible to other actors, despite the recent targeting of their aid workers.

- **Community and household level**: The coping mechanisms of the affected communities have not been adequately studied. However, anecdotal reports indicate that the population of Northeast Nigeria is resilient with strong social support systems, but that this has been weakened by the protracted conflict and large-scale displacements. In addition, recent reports indicate increasing numbers of IDPs and returnees trying hard to rebuild their livelihoods. Other anecdotally reported coping mechanisms include child labour, survival sex and early marriage of girls.

### 2.2. International operational capacities and constraints

Nigeria has a Humanitarian Coordinator (HC), supported by a Deputy Humanitarian Coordinator, who leads the Humanitarian Country Team (HCT). OCHA plays a critical role in coordination and information management, as well as assisting the HC in the management of the Nigerian Humanitarian Fund (NHF). Cluster/sector coordination mechanisms exist to provide sector level coordination and leadership. In 2018, Sida’s engagement and key messages have focused on the importance of improving the quality of the response as well as ensuring the response reaches people in hard-to-reach areas. Sida also sits on the Advisory Board of the NHF, represented by the Embassy in Abuja.

Sida’s partners work in the most severely affected areas that are accessible to humanitarian organizations. The ICRC’s focus includes hard-to-reach areas that cannot be reached by others and there appears to be a good coordination between the ICRC and other humanitarian actors when it comes to geographical coverage. There is wide representation in the HCT with UN agencies and NGOs representation, and ICRC participating as an observer. The sector/cluster coordinations are open to all interested humanitarian actors.

### 2.3. International and regional assistance

The Nigeria humanitarian operation has received substantial international aid in 2018, though it falls below the requirement. As of 30 November, the US$1.05 billion HRP appeal was funded by 65% (US$ $685 millions). Sweden has provided US$21 million during 2018 and is the fifth largest bilateral humanitarian donor and the second biggest donor to the NHF. The USA and the European Union have been the biggest contributors to the 2018 appeal providing 38% and 34% respectively.

### 2.4. Access situation

Despite the gains of the Nigerian security forces and the MNJTF, the ongoing conflict is a major cause of concern. Some areas in northern Borno and Yobe States are inaccessible, while most parts of Borno State, outside of Maiduguri, and pockets of Yobe State can only be reached with armed escorts or by helicopter. This is further exacerbated by the abduction and killing of six humanitarian staff in 2018, two of them in September and October alone. These threats pose a major challenge to a principled humanitarian approach, with over 823,000 people inaccessible to humanitarian organizations. These challenges also limit field monitoring and technical support, negatively impacting the quality and risk management of the response.

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5 OCHA: Nigeria: Humanitarian Funding Overview, 31 October 2018
3. SIDA’S HUMANITARIAN RESPONSE PLAN

3.1. The role of Sida

- Earlier assistance and results: Sida’s humanitarian support to Nigeria was limited to only a few partners and projects prior to 2016. As the extent of the crisis unfolded, and humanitarian organizations began to gain access to affected populations, Sida increased its support. In 2017 and 2018 Sida’s supports were, 240 million SEK and 130 million SEK respectively. The support was specifically instrumental to the establishment of the NHF in February 2017 and on the establishment of a base camp for humanitarian staff in Maiduguri and eight strategic field hubs in hard to reach areas of Borno state, which were co-implemented by MSB and IOM. The 2018 funding was channeled through the CBPF/NHF, UNICEF, ICRC, OCHA, WFP, FAO, IOM, ACF, NRC, IRC and Plan International.

- Lessons learnt: Humanitarian operations have provided assistance to millions of needy people and are believed to have largely stabilized the humanitarian situation in Northeast Nigeria. As the fifth biggest donor to the Nigerian humanitarian appeal, Sida played a key role in shaping the humanitarian operation and making it more effective. The establishment of the NHF and humanitarian base-camp and hubs are among key result areas in which Sida played a lead role. Field follow-up and monitoring of assistance, and continued advocacy for principled humanitarian action that strengthens the resilience of the recipients, as much as possible, are of paramount importance. There is also a need to reinforce the humanitarian capacity in the Embassy in Abuja to be able to play a more important role as a leading donor in terms of shaping the response and responding to changes on the ground.

3.2. Response Priorities 2019

- Humanitarian Focus: The main focus of Sida’s humanitarian support in Nigeria will be on multisectoral life-saving emergency assistance to the most vulnerable people in Boko Haram conflict-affected Adamawa, Borno and Yobe States. Enhancing the protection of affected populations will be given particular attention in 2019 – 2020. Livelihood support and early recovery will be prioritized in areas with relative stability, expanding it to newly accessible areas as conditions permit. Sida promotes the use of cash based modality wherever this is appropriate and feasible. The NHF will be prioritized to enhance access to the hard-to-reach areas and address critical response gaps.

- Field follow-up: Sida will continue its efforts to monitor the implementation of partner organizations’ interventions as far out in the field as possible. The humanitarian situation will be monitored closely as there is a risk that the situation deteriorates in terms of security in the run up to the elections, as well as on food security and nutrition during the next lean season. The effectiveness of the response will also be assessed in terms of the geographical focus to avoid duplication on the one hand, and gaps on the other, in particular in hard-to-reach areas.

3.3. Partners

Based on the needs and priorities, as well as on field presence, operational capacity and technical expertise, Sida will provide support to OCHA, NHF (CBPF), WFP, FAO, UNICEF, IOM, ICRC, NRC, ACF, IRC and SRK. Sida monitors each partner’s adherence to gender marker codes, conflict sensitivity, resilience, and accountability and reviews project proposals for 2019 to ensure that supported projects are coordinated within the broader humanitarian response to the crisis.

OCHA: Sida will continue to support OCHA who plays a critical role in the coordination of the humanitarian response in Nigeria, and has contributed to coordination improvements among humanitarian organizations as well as with local and national authorities.

UNICEF: UNICEF is sector lead in nutrition, education, WASH and the child protection sub-sector in Nigeria, and is an important partner in health and GBV. It also has a very good operational capacity and field presence. Therefore, support to UNICEF as a strategic partner will continue in 2019. UNICEF will continue to deliver an integrated package of interventions to affected populations in Northeast Nigeria.

ICRC: The ICRC is a critical actor when it comes to ensuring that humanitarian assistance and protection reach affected people in hard-to-reach areas. Priorities in 2019 include consolidating its protection and
assistance activities for conflict affected people in the Northeast, prioritizing hard-to-reach areas while balancing security risks.

**WFP:** Is the lead agency for relief food and emergency logistics and telecommunications. WFP has had impressive funding levels for its 2018 appeal (over 90%), a possible indication of enhanced understanding of its work and strengthened operational capacity. In 2019, the Sida support will focus on humanitarian logistics.

**FAO:** In order to prevent people from falling back into extreme food insecurity, a balance between lifesaving support and more durable solutions is essential. With a large portion of the population in north-eastern Nigeria being farmers, FAO’s support to agriculture is therefore critical. Sida will thus continue its support to FAO.

**IOM:** IOM plays an important role in camp coordination and camp management and does also provide the humanitarian community with critical data on displacement through the Displacement Tracking Matrix (DTM). It is also an important provider of psychosocial and livelihood support. In 2019, the IOM intervention package focuses on the provision of shelter and NFI’s, WASH, displacement tracking matrix, mental health and psychosocial support (MHPSS) and CCCM in Northeast Nigeria.

**NRC:** past monitoring field visits have noted NRC as a strong humanitarian actor with good operational capacity. In 2019, NRC will continue to focus on food security and livelihoods, shelter, WASH, ICLA and education. It will also contribute to protection and efforts towards durable solutions for vulnerable, conflict-affected populations in Northeast Nigeria.

**AAH/ ACF:** ACF has good operational capacity in the areas of nutrition, health and WASH. Sida will continue its support to ACF in 2019 with a focus on addressing the urgent need for emergency WASH assistance in Borno and Yobe states.

**IRC:** IRC is an important health and nutrition partner. With mobile clinics, they can reach hard to reach communities and respond quickly to needs that emerge. In 2019 the Sida support will focus on health and nutrition, and protection in Borno and Yobe States.

**NHF (CBPF):** The NHF is an important instrument for ensuring a better coordination of the humanitarian response and also enables national NGOs to receive direct funding. Sida’s support to the NHF was crucial for its establishment in 2017 and remained its second biggest contributor in 2018. Sida will maintain its support to the pool fund as a top priority in 2019.

**SRK:** The Nigeria Red Cross Society has a vast network of volunteers and Branch offices in the 3 most conflict affected states and elsewhere in the Northeast. Its field level capacity and unparalleled access to the affected communities make it a critical local partner for the response operation, especially with the ICRC. With this in mind, Sida will support a capacity strengthening project through the SRK in 2019.

### SIDA’s HUMANITARIAN ASSISTANCE TO NIGERIA IN 2019

<table>
<thead>
<tr>
<th>Recommended partner for Sida support</th>
<th>Sector/focus of work (incl. cross sectoral/ multipurpose programming) and response modalities (e.g. in-kind, services, CVP or a mix)</th>
<th>Proposed (MSEK)</th>
<th>amount</th>
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<tbody>
<tr>
<td>NHF (CBPF)</td>
<td>Multisector</td>
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<tr>
<td>OCHA</td>
<td>Coordination</td>
<td>4</td>
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<tr>
<td>IOM</td>
<td>CCCM, Shelter, DTM, mental health and PSS</td>
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<td></td>
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<tr>
<td>ICRC</td>
<td>Protection, IHL monitoring and advocacy</td>
<td>20</td>
<td></td>
</tr>
<tr>
<td>UNICEF</td>
<td>Health, Nutrition, WASH</td>
<td>20</td>
<td></td>
</tr>
<tr>
<td>NRC</td>
<td>Food security, Shelter, WASH, ICLA, Education</td>
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<td></td>
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<tr>
<td>ACF</td>
<td>WASH</td>
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</tr>
<tr>
<td>IRC</td>
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<tr>
<td>WFP</td>
<td>Logistics</td>
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<td>Multi-sector capacity strengthening of the NRCS</td>
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<tr>
<td><strong>TOTAL:</strong></td>
<td></td>
<td><strong>120</strong></td>
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</tbody>
</table>
3.4. **Synergies with long-term development assistance**

The situation in Northeast Nigeria presents ample opportunity for humanitarian-development nexus the situation in some areas, especially in Adamawa and Yobe has largely stabilized, and significant numbers of returnees and IDPs are engaged in early recovery and livelihood rebuilding activities. Several development donors have or are expected to engage. These include the World Bank, DFID and EU for whom Nigeria is one of six pilot countries for the operationalisation of the humanitarian-development nexus. Moving towards early recovery and development in north-eastern Nigeria is also the goal of the Nigerian government. Sida also provided development funding from its peace and human security strategy, as well as from the unit working on strengthening civil society movements and organizations (CIVSAM). The development funding covers for instance rule of law programs, peace initiatives and support to those affected by leprosy.

**Key References:**
- The Global Humanitarian Overview, 2019
- Nigeria HNO, 2019
- Nigeria HRP, 2019
- Nigeria DTM Round 25, October 2018
- North-East Nigeria Humanitarian Situation Update, October 2018
- Cadre Harmonisé Analysis of Nigeria, November 2018