The Swedish humanitarian assistance is governed by the Strategy for Sweden’s humanitarian aid provided through the Swedish International Development Cooperation Agency (Sida) 2021-2025. The Humanitarian Crisis Analysis (HCA) papers are prepared on an annual basis as one of the components of Sida’s work in humanitarian assistance worldwide.

For 2022, the Nigeria is allocated an initial 135 million SEK. Close monitoring and analysis of the situation in Nigeria will continue throughout the year and inform possible decisions on additional funding.

1 Crisis overview

1.1 Humanitarian overview

The armed conflict in northeast Nigeria is heavily affecting people in the states of Borno, Yobe and Adamawa, and spilling over into Niger, Chad and Cameroon. Conflict dynamics are now changing quickly, creating a volatile and unpredictable environment with restructuring among the non-state armed groups (NSAGs). The number of people in need remains at alarming levels. As per the Humanitarian Needs Overview (HNO) 2022, the number of people in need (PiN) of humanitarian aid in Nigeria is 8.3 million people (8.9 in 2021). The number of people that will be targeted for humanitarian aid is 5.4 million people, down from 6.2 million in 2021. The total requirements are $1.1 billion.

The majority of people in need are in Borno State. It is probable that the worst affected people live in so called inaccessible areas, those residing in areas affected by the conflict, and the locations hosting large numbers of internally displaced persons (IDPs) and returnees. People most of risk of famine live in the local government areas (LGAs) of Bama, Damboa, Gwoza, Konduga, Kukawa, Magumeri in Borno State, and in Madagali in Adamawa State.

While the forthcoming biannual Humanitarian Response Plan will focus on the northeast, the humanitarian situation is also worsening in central and north-western Nigeria, where conflict and insecurity surge in the region and access to health care remains limited. The northwest of the country, is currently witnessing a wave of violence, with kidnappings for ransom common (especially in Zamfara State), and frequent confrontations between various armed groups and Nigerian forces. Nigeria is overall seen to become more dangerous, inter alia due to widespread ransom kidnappings and attacks all over the country.

Malnutrition is projected to deteriorate in 2022. In 2021, northeast Nigeria reached alarming food insecurity and hunger levels. As per the HNO, higher levels of food insecurity and
malnutrition have been witnessed in 2021 compared to the historical high in 2017. The food security situation continued to deteriorate, with the number of people in need standing at 4.4 million. It is projected that 3.5 million people in Borno, Adawama, and Yobe (BAY states) will be in food insecurity phases 3 or 4 during the 2022 lean season.

Humanitarian aid in northeast Nigeria can only be delivered in areas that are controlled by the Nigerian military. Threats and attacks by NSAGs targeting humanitarian actors is one reason for non-access to areas outside of the military’s control, but the Nigerian military is also known to prevent humanitarian actors to work in such areas as part of its counter terrorism agenda. Humanitarian actors are worried that the space humanitarian action will be further hampered by a push from Borno State authorities to align it with their development agenda.

Challenges to principled humanitarian response intensified by the end 2021, both as regards worsened access to people in need as well as to risks of unsafe and forced returns due to camp closures. In December 2021, the Borno State Governor (BSG) announced that it would not allow food and non-food items distributions to “newly resettled communities” listing 11 locations where populations ought to be “self-reliant” and not aid-dependent. This is possibly in violation of UN Security Council Resolution 2417 (agreed unanimously in 2018) which condemns the unlawful denial of humanitarian access to civilian populations. As for risks of forced returns, the BSG has been pursuing the objective to close all camps in Borno state since as far as 2017, and to return all refugees from Borno state to their areas of origin. In 2020, the BSG announced that it would close 50% of IDP camps by end of 2022, all camps by 2026, and eight formal camps in Maiduguri by as soon as the end of 2021. By the end of December 2021, six IDP camps in Maiduguri had been closed and 140,000 IDPs relocated. This is possibly in violation of the Kampala convention. At the time of writing humanitarian and IHL implications are still analyzed by the humanitarian community.

1.2 Affected population

Affected populations falls within three main groups: IDPs; returnees (former IDPs and refugees alike); and host communities or vulnerable conflict-affected population. The impact of conflict varies between different groups, and there are obvious gendered dimensions. While the majority of civilians who are injured or killed are males, women and children constitute over 80% of the overall crisis affected population. Women especially have been targets of abduction by insurgents. The conflict has a particularly devastating impact on women and children with high numbers of female and child-headed households, elderly and chronically ill persons, persons with disabilities, and unaccompanied/separated children. The conflict impact also varies between urban and rural populations and their access to livelihoods.

The protracted nature of the conflict, with repetitive shocks and many being displaced multiple times, is eroding people’s resilience and coping mechanisms and many therefore have to resort to negative coping mechanisms such as sale of livelihood assets, child labour, child, early and forced marriage, and transactional sex.

Grave violations of international humanitarian and human rights law are pervasive in northeast Nigeria, and protection of the affected population is a major concern. Protection risks include, but are not limited to, attacks on civilians and civilian locations, either directly targeted or
caught up in military and NSAG operations, forced and underage recruitment, restrictions on freedom of movement, denial of access to resources and basic services, arbitrary detention and forced disappearances, as well as different forms of gender-based violence (GBV). The presence of mines and explosives remnants of war also constitute an important threat. Health facilities, IDP camps and schools are frequently targeted.

2 The humanitarian response

2.1 National and local response

The government does officially have the lead in the humanitarian response, with UN agencies and non-governmental organisations (NGOs) being partners and co-leading the sectors. The institutions involved are the National Emergency Management Agency (NEMA), the State Emergency Management Agency (SEMA) and the Ministry of Humanitarian Affairs, Disaster Management and Social Development (FMHDS), but the Nigerian authorities’ performance overall is below expectations and often complicate adherence to humanitarian principles.

2.2 International response

Nigeria has a UN Humanitarian Coordinator (HC), who is also the UN Resident Coordinator (RC), supported by a Deputy Humanitarian Coordinator (DHC) based in Maiduguri, Borno State. The HC leads the Humanitarian Country Team (HCT), the strategic and operational decision-making forum for the humanitarian response in northeast Nigeria. OCHA plays a key support role for the effective coordination of the response, including a critical role in the humanitarian civil-military coordination structure (CMCoord), as well as assisting the HC in the management of the Nigerian Humanitarian Fund (NHF). An active INGO Forum exists for coordination and information sharing purposes, commonly referred to as the NIF (Nigeria INGO Forum) and donors are regularly invited for updates.

The total requirements for the Nigeria HRP in 2022 is estimated at $1.1 billion. At the end of 2021, funding levels for the 2021 HRP reached 65%. The most important donors for the humanitarian response in northeast Nigeria are US, Germany, Spain, ECHO, Sweden, Norway and Canada.

2.3 Challenges and risks for the humanitarian response

There are a number of prominent challenges and risks for humanitarian operations including but not limited to lack of humanitarian access and security, adherence to the humanitarian principles, corruption as well as risks related to competing agendas and triple-nexus tensions.

Financing for humanitarian operations is another challenge, with humanitarian actors’ operations being underfunded. In addition to this challenge, humanitarian actors also face difficulties when it comes to recruiting experienced staff due to the insecure and difficult working and living conditions.

Access to people in need is a critical challenge in northeast Nigeria with humanitarian actors relying heavily on UNHAS helicopters to visit locations outside of Maiduguri. With humanitarian operations only taking place in areas controlled by the Nigerian military, it is hard
to argue that humanitarian action is solely principled. An estimated 85% of Borno is under the control, or strong influence, of NSAGs and completely inaccessible to humanitarian actors. Threats and violence against humanitarian actors from NSAGs on the one hand, and restrictions on humanitarian operations and bureaucratic controls by the Nigerian military on the other, are preventing organisations to reach out to people in need in areas not controlled by the Nigerian military. Counter-terrorism legislation further complicates operations, with humanitarian actors unable to establish adequate links with NSAGs to negotiate access. Increased engagement with government and military actors to discuss the critical importance of principled humanitarian action in northeast Nigeria remains an imperative.

Deterioration of the security situation has been a negative trend for 2021. The withdrawal of the Nigerian military troops from road axes and a number of attacks on humanitarian aid workers have made travelling by road even more difficult than before. Increasingly hostile Islamic State’s West Africa Province (ISWAP) rhetoric and activity towards humanitarians is a major concern, with the number of incidents affecting NGOs having continued in 2021. For example, in July 2021, MSF Spain announced the closure of its activities in the health facilities in Pulka and Gwoza due to security developments in the area and accrued threats to humanitarian workers.

3 Sida’s humanitarian allocation

3.1 The role of Sida’s humanitarian support

Sida’s support has been instrumental in establishing the country-based pooled fund (CBPF/NHF) in 2017 as well as in the construction of the humanitarian hubs through support to the Swedish Civil Contingencies Agency, MSB (a base camp in Maiduguri and seven strategic field hubs in hard to reach areas in Borno).

For 2021, Nigeria was allocated an initial 135 million SEK, which was significantly increased during the year to 215 million SEK following, inter alia, a famine alert as well as cholera appeals. The HRP of 2022 aims to target people in need of humanitarian assistance according to levels of severity across the LGAs, and it is planned to follow up the targeting with more deliberate reporting against severity of needs. Sida aims to align its partners fully with this ambition to ensure that assistance is going where it is most needed.

A lesson learnt from previous years is that famine prevention (food security, nutrition and protection) must be more reflected in Sida’s humanitarian allocations. In mid-2021, there were several famine warnings, including warnings from WFP to cut food rations for more than half a million women, men and children in north eastern Nigeria unless urgent funding was secured.

Due to the trend of worsening insecurity and the targeting of humanitarians by insurgents which, among other things, has forced organisations to close key sub-offices, it will be important for Sida to apply system thinking and invest in humanitarian presence. This could enable continued protection and assistance to populations, as some organisations have had to close offices to ensure safety and duty of care for its staff. As for access, the previous support
by Sida to UNHAS has proven very valuable for humanitarian access. Increased reliance by humanitarians on air transport for people and cargo, motivates continued support through WFP.

Protection trends in 2021 show that this focus area should be maintained by Sida also in 2022. OCHA and the new HCA have important roles for the improvement of protection and issues of impartiality, neutrality and independence. Priority must increasingly be given to achieve protection outcomes, i.e. reducing the risks for the affected population. The HCT is developing a new protection strategy, that Sida can learn from and support. There is also a need for high level protection advocacy across the humanitarian-development nexus; the voice of development actors is important for negotiating humanitarian access, safe relocations, and ending bureaucratic impediments. It is also important with a shared approach between humanitarian and development agencies in Nigeria on the protracted crisis and especially the development goal to leave nobody behind in extreme poverty.

In 2021, progress on cash as a modality to deliver assistance has been slow in Nigeria, in spite of its potential for aid effectiveness and Nigeria being a pilot country for the Global Donor Cash Forum (GDCF). In many ways, there is potential for scaled up cash including good prospects for mobile coverage among the extremely poor in Nigeria. However, there are also challenges for cash programming, including the bureaucratic control of Government on transfers as a counter-insurgency measure. Moreover, the Multipurpose cash assistance (MPC) modality is underutilized and no common cash platforms exist yet. Cash as a modality will be given priority whenever possible and appropriate, which could help stimulate local markets and give people the possibility to make their own choices.

3.2 Allocation Priorities 2022

Given the deterioration of the nutrition situation in northeast Nigeria, which could potentially lead to famine, food security and nutrition will be an important focus for Sida also in 2022 through increased funding to the World Food Programme (WFP), the Food and Agriculture Organisation (FAO), and the UN Children’s Fund (UNICEF) in particular. Another area that will continuously be prioritised is protection. As in previous years, Sida’s Rapid Response Mechanism (RRM) will be prioritised for interventions in areas that become accessible to humanitarian actors, and to locations with a rapid and extensive influx of newly displaced populations.

3.3 Partners

The selection of partners is based on humanitarian needs, prevalent risk of famine, protection risks, and field presence, operational capacity and expertise of the organisations. The partners that remain in Sida’s Nigeria portfolio are seen to have an added value in the overall humanitarian response, and to provide strategic support to people in need in the areas of protection, health and food security and nutrition in particular.

Action against Hunger (AAH) has, despite security concerns, managed to maintain its operations in Nigeria and continues to deliver high-quality and much needed assistance in the areas of nutrition, health and WASH. Sida will continue its support to AAH in 2022, focusing on WASH, shelter and non-food items (NFI) in all LGAs in Borno and Yobe states, subject to
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access, safeguarding, security clearance. This response will complement AAH:s current interventions within nutrition, health and WASH in the same area. AAH will work with state health ministries to prepare for a possible cholera outbreak in 2022 and basic material and equipment will be prepositioned including tents, beds, and WASH items. Protection will be adequately mainstreamed at every level of implementation.

Food and Agriculture Organization (FAO) is at the forefront of providing much needed emergency agricultural livelihood assistance to an increasing number of people in need. Protection is integrated in FAO:s interventions with the purpose to mitigate the exposure to risks, in particular for women-led households. In 2022, FAO will focus on providing critical support to IDPs, returnees and vulnerable host communities in the BAY States.

International Rescue Committee (IRC) is an important provider of health and nutrition services, that mainstreams and integrates protection into its programmes. In 2021, Sida support will continue to focus on the provision of services in hard-to-reach LGAs in Borno state, in particular areas with large numbers of IDPs, and a concentration of malnutrition cases and GBV survivors. The intervention will also focus on strengthening local health systems and capacities. IRC is the protection cluster co-lead in Borno, and a member of the protection collective that has been set up with support from InterAction (also funded by Sida). The allocation to IRC in Nigeria will be a multi-year funding support.

Nigeria Humanitarian Fund (NHF) is an important instrument for addressing critical response gaps and for enabling national NGOs to receive direct funding (about half of the NHF partners are national NGOs). Substantial funding from Sida in 2017 was critical for the establishment of the fund, and since then support to the NHF remains a priority. The timeliness of NHF allocations will be an important area to follow in 2022. Sida involvement with the fund also allows for easy dialogue and advocacy with OCHA on the need to advocate for a principled humanitarian approach.

Norwegian Refugee Council (NRC) has good operational capacity and a particular focus on hard-to-reach areas. In 2022, NRC:s programme objective has an integrated area-based approach to contribute to protection and durable solutions for conflict-affected populations in northeast Nigeria, where the organisation mainly operates. Programming will include food security and livelihoods, shelter, camp coordination and camp management (CCCM), WASH, education, and information, counselling and legal assistance (ICLA). NRC will continue to implement a three-year cross-border project in Nigeria and Cameroon. The allocation to NRC in Nigeria consists of multi-year funding.

United Nation’s Children Fund (UNICEF) is the sector lead in nutrition, education, WASH, and child protection in Nigeria, and delivers an integrated package of interventions to affected populations in the northeast part of the country. The organisation has a good operational capacity and extensive field presence. Especially given the worsening nutrition outlook in 2022, Sida’s support to the UNICEF Nigeria HAC in 2022 is assessed as particularly relevant.

World Food Programme (WFP) is the lead agency for relief food and emergency logistics and telecommunications. Since 2019, they have stepped up their work as regards to protection which has been assessed as a priority. Sida’s support will include famine prevention (food
security and nutrition). Sida will pay extra attention to the pilot in Kukawa LGA run with the Government agencies for delivery of emergency assistance in inaccessible locations, as well as WFP’s peace building potential in Nigeria. The allocation to WFP includes support to the United Nations Humanitarian Air Services (UNHAS). UNHAS provides scheduled air transport or personnel and vital relief to hard-to-reach areas, a vital service which benefits the whole humanitarian community.

<table>
<thead>
<tr>
<th>Recommended partner for Sida support</th>
<th>Sector (incl. multisector response)</th>
<th>Proposed amount (SEK)</th>
</tr>
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<tbody>
<tr>
<td>AAH</td>
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<tr>
<td>FAO</td>
<td>Food Security and Livelihoods</td>
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<td>NHF</td>
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</tr>
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<td>UNICEF</td>
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<tr>
<td>WFP</td>
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<tr>
<td>WFP/UNHAS</td>
<td>Logistics</td>
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<tr>
<td><strong>TOTAL:</strong></td>
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<th>Recommended partner for Sida support</th>
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<th>Timespan (year)</th>
<th>Total proposed amount (per year, SEK)</th>
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<tbody>
<tr>
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<td>NRC</td>
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<tr>
<td><strong>TOTAL:</strong></td>
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<td><strong>90,000,000</strong></td>
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3.4 Strategic humanitarian funding and longer-term assistance

There is no Swedish bilateral development aid to Nigeria. Development support is provided within the frame of Sweden’s regional strategy for development cooperation with sub-Saharan Africa for 2022-2026. Bilateral and multilateral development funding to northeast Nigeria is overall substantial, including funding from the World Bank, United Nations Development Programme (UNDP), and other UN agencies.

There are more extremely poor people in Nigeria than in any other country in the world. And the trend of extreme poverty is deteriorating further as per the 2021 SDG report. Yet, Nigeria is not a failed state and is the 27th largest economy in the world in terms of GDP. The
government is, however, primarily focusing on the capital Abuja, its financial centre Lagos, and other income-generating regions.

Nigeria is one of the countries in the world most vulnerable to climate change and with a very low level of adaptation and readiness. The north of the country will see increasing instances of drought and desertification, and the rest of the country will see increasing flooding. This will have a devastating impact on agriculture production, which is already insufficient to feed the country. As per the World Bank “Climate change and conflict have significantly affected development, and the two feed each other. Lake Chad lost about 90% of its surface water area between the 60s and 80s. Temperature is increasing 1.5 times faster than the global average. Links between climate and conflict: Higher temperatures and lower agricultural land productivity are associated with higher conflict and insecurity. And conflicts are economically devastating: Crop yields in northern Nigeria down by 50 percent or more at the height of the conflict, compared with pre-Boko Haram times”.

An important longer term regional initiative, which Sida supports, is UNDP’s Regional Stabilization Facility (RSF) for Lake Chad, which supports the transition from military to civilian responsibility for security, and from the provision of humanitarian assistance to the resumption of stalled development processes. This is done both through immediate stabilisation of specific areas in the four countries affected by the crisis (Nigeria, Niger, Chad, Cameroon) and through initiation of extended stabilisation activities, supporting the implementation of the Regional Stabilisation Strategy of the Lake Chad Basin Commission (LCBC). The idea is that stabilisation activities should be time-bound and follow immediately after the military has taken control over areas previously controlled by NSAGs, in order to provide a first, quick response to cover the immediate needs. RSF targets seven communities in Borno, Yobe and Adamawa. Analysis across the nexus is vital for effective Sida strategy implementation in the Lake Chad Basin. As already noticed in the 2021 HCA, especially important is exchange and triple-nexus analysis of the Regional Stabilisation Facility where particular attention is afforded to the risks that links between humanitarian, development and peace interventions poses for humanitarian actors’ access to affected populations and their security.

4 References

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OCHA, Nigeria Humanitarian Needs Overview (HNO), 2021

OCHA, Nigeria Humanitarian Response Plan (HRP), 2021

World Food Programme, Emergency Dashboard - Nigeria, 2022

World Bank, Lake Chad Regional Economic Memorandum: Development for Peace, 2021

In addition to the sources listed above, the information in the HCA is based on reports, data, and information from partner organisations and other entities, as well as observations from field visits and dialogue with partners.