



Office of the Resident & Humanitarian Coordinator

Strategic Vision to Support a Coordinated Platform for the Delivery of Humanitarian and Development Assistance in Nigeria



Photo by Peter Lundberg

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1. Introduction and Overview

The United Nations Resident and Humanitarian Coordinator (RC/HC) recognizes the complexity of the humanitarian situation in northeast Nigeria and pockets of instability in the South, Niger Delta and Benue State and development efforts and challenges in the country at large.

This paper is my vision as RC/HC for Nigeria to ensure effective coordination of humanitarian and development assistance in collaboration with the Government of Nigeria (GON), the UN, INGOs, private sector and civil society.

The crisis in northeast Nigeria is a protection and food security crisis, with an impending threat of a famine. Life-saving humanitarian assistance must be urgently scaled up. My immediate priority is to support the humanitarian community to scale-up life-saving and protection assistance, and work with the Government to ensure that assistance is principled, timely, effective and efficient, and contributes to the resilience of the displaced population and host communities.

An effective humanitarian and development response that contributes to durable solutions for displaced persons in northeast Nigeria will require the following:

1. Humanitarian response capacities in northeast Nigeria needs to be improved significantly to ensure that the affected population that are currently accessible and those that will increasingly become accessible are provided effective protection and humanitarian assistance - especially vulnerable women and children if a famine is to be prevented. An estimated 21 million people are still not accessible.
2. A critical element of scaling up humanitarian action and linking it to longer-term national services and structures will need to build and strengthen horizontal and vertical linkages between the Federal Government and the State and between the State and Local Government Areas (LGAs). This will ensure an effective humanitarian response capacity and will enable the national and international investment to support cohesive governmental structures that will enable the people of northeast Nigeria to become a viable and productive segment of Nigerian society.
3. The international humanitarian community in Nigeria must “Deliver as One” through a system-wide, inter-agency and multi-sectoral approach in northeast Nigeria. To support implementation of this approach, I will establish a humanitarian pooled fund in 2017 to support “Delivery as One” through inter-agency multi-sectoral teams.
4. The political, security, humanitarian and development aspects of the crisis must be addressed, if peace, durable solutions for the displaced, justice and sustainable development are to be achieved. Our medium term goal must be to



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ensure that the crisis in northeast Nigeria becomes an opportunity for delivering comprehensive services through sustainable national programmes. For this, we need to act from the outset to ensure that humanitarian action is integrated into and contribute to building the capacity of national systems.

5. Significant local and international resources will be required to address the crisis in northeast Nigeria. The response architecture for emergency relief must adapt its tools and processes to the local context and work closely with the Government, Community –based Organizations and the private sector to mobilize these resources.
6. The 2017 Humanitarian Response Plan (HRP) will focus on life- saving assistance and resilience building activities in safe areas of return, while the UNDAF (2018 to 2022) under preparation will support the Government of Nigeria to implement the SDGs and put Nigeria’s long-term development objectives at the forefront and ensure that resilience and developments gains are realized preserved.

2. The Humanitarian Context in Northeast Nigeria

According to the ongoing Humanitarian Needs Overview (HNO) and the Humanitarian Response analysis consultations, humanitarian needs will increase significantly going forward into 2017. Preliminary indications show that people in need of protection and assistance will almost double, while security and capacity for effective response will continue to challenge the humanitarian community.

The humanitarian community has been aiming from the beginning of 2016 to reach 4.7 million people with humanitarian assistance, but is still struggling under harsh security conditions and limited access¹. Unmet needs are high in newly accessible areas. In addition, a robust protection support is urgently required to address grave violation of human rights including death, injuries, sexual violence, exploitation and abuse, forced displacement, attacks on civilian sites and increases in disease among

¹ According to the October 2016 periodic monitoring report, there are an estimated 800,000 displaced people recently accessible in need of humanitarian assistance and 2.1 million who remain inaccessible. For the first six months of the humanitarian Response Plan (HRP) implementation, the humanitarian country team achieved the following: 601,121 displaced persons out of the targeted 1,500,000 were provided food assistance; 1,843,070 out of 2,600,00 were provided health assistance; 143,070 out 2,00,000 displaced persons targeted were provided nutrition assistance; 680,946 out 1,640,000 displaced persons were provided protection assistance; 45,004 beneficiaries out the targeted 61,835 were provided non-food items (73 per cent); 393,487 out of 1,666,188 targeted had access to safe water (24 percent achievement); 20 per cent of targeted children, or 129,000 out of 630,000, had access to classroom equipped with WASH facilities; Approximately 80,600 children, or 84 per cent of children, benefitted from life skills lessons in the classrooms/non formal education (NFE) centers; About 272,930 people biometrically registered, representing 68 percent of the target; Out of the 6,030 children targeted, 3,294 (or 55 per cent); unaccompanied and separated children (UASC) identified and reached by the Child Protection Sector; 159 of 134 targeted schools benefitted from emergency preparedness activities; Out of 80 health personnel targeted, 42 (or 53 per cent) were trained on disease outbreak response and coordination; 111 health facilities out of targeted 200 health facilities in Adamawa, Borno, Gombe and Yobe states were supported with reproductive health (RH) kits to provide essential RH services to 960,000 people



the most vulnerable. Funding constraints remain a major challenge for Agencies to scale up and expand geographical coverage.

According to the latest Cadre Harmonize Assessment, an estimated 4.4 million people are food insecure in Adamawa, Yobe, and Borno states and 65,000 are in a famine-like condition (IPC5). In addition to food and nutrition, immediate priority humanitarian needs in northeast Nigeria include health, shelter and non-food items (NFIs), water and sanitation and emergency education.

Humanitarian partners are scaling up their response capacity, and many have activated internal corporate emergency protocols (Level 3) to better support the Government efforts. The Humanitarian Country Team (HCT) has activated 7 clusters with additional coordination and information management support based in Maiduguri. A Deputy Humanitarian Coordinator (DHC) is based in Maiduguri to coordinate the humanitarian response. The Humanitarian Community has also revised funding requirements for the 2016 Humanitarian Response Plan from US\$ 279 million to US\$ 484 million (currently funded at 26 %). Coordination by the Government of Nigeria is improving with the establishment of an Inter- Ministerial Task Force to ensure a coordinated and coherent GON humanitarian response.

3. Other Multi-Faceted Challenges

Nigeria is at crossroads, facing multiple challenges, and in need of urgent external support to complement the Government response to the humanitarian crisis in the northeast.

3.1. Increasing poverty and pockets of instability in Nigeria

Poverty levels continue to increase in the country with over 64 percent of the population living below the poverty line. The Human Development index in 2015 is 0.514 putting Nigeria 152 out of 188 countries in the 2015 Human Development Report. Geographical disparities in the country are demonstrated by differences in social development indicators among the 36 States. According to the National Bureau of Statistics (NBS), poverty and hunger have remained high in rural areas, remote communities and among female headed households.

The increasing poverty and disparity in the country is compounded by a series of security and governance threats that are placing severe strains on the Government: the Boko Haram insurgency in northeast Nigeria; civil unrest in the South by the Indigenous People of Biafra (IPOB); and militancy/vandalism by the Niger Delta Avengers and other residents targeting the oil production. In addition, prolonged clashes between the herdsmen in Benue State and local residents have resulted in the death of many and caused whole communities to flee their villages.

The Government must continue to pursue a multi-pronged approach to end the Boko Haram armed conflict in the northeast, militant movements in the Niger Delta and



pockets of instability in the country at large. These efforts to contain and end violence must be undertaken in ways that promote opportunities for reconciliation, peace, security and development in the affected areas.

3.2. Economic Recession

The Nigeria economy is technically in recession with concerns of dwindling government revenue, slow growth, currency devaluation, rising inflation, increasing unemployment and low capital inflows². Inflation, devaluation of the local currency and increasing unemployment is eroding the purchasing power of the local population and could result in severe hardship and civil unrest if not contained.

The Nigerian economy is too big to fail and a systemic threat not just to Nigeria itself but also to the region with serious repercussions internationally. The Government cannot continue business as usual and International Financial Institutions and partners must encourage the Government to do more to accept the current economic realities, manage peoples' expectations, take some tough policy decisions and assist the Government to access external fiscal stimulus including aid, concessional loans and innovative development financing.

The logical policy options to address the current economic crisis as well as future development challenges includes promoting private sector investment, diversifying the economy away from dependency on oil into other viable sectors, improving domestic resources mobilization, strengthening national fiscal system and implementing robust complementary macroeconomic policies including countercyclical fiscal policies, tax reforms, trade and industrial policies.

3.3. Security and Humanitarian Access in Northeast Nigeria

Northeast Nigeria is still an active conflict zone with more than 2,200 fatalities in 2016 alone. The recent split in Boko Haram (BH) into two competing groups has made the security situation even more unpredictable, adding to threats to humanitarian organizations and workers.

The Nigerian military is trying to address the Boko Haram insurgency, but ending the fight will take longer time than currently predicted given the tactics they are increasingly using - suicide bombing, use of IEDs and other related asymmetrical warfare. In addition, military successes that are achieved on the ground are not translating fully into improved access because of insufficient forces to secure LGAs. A UN/humanitarian convoy was attacked in July 2016 in Konduga LGA, despite it being

² Key highlight: The GDP contracted to -2.06% in the second quarter of 2016 from 6.22% in 2015. Headline inflation (year-on-year) increased to 17.1% in July 2016 and outside the benchmark range of 6.0 – 9.0 percent. Food inflation also rose to 15.8% in July 2016 from 10.1% in July 2015. The official foreign reserve is now 10 years low from US\$49.1 in 2014 to 24.3 billion in October. Government revenue from oil and non- oil sources decreased from 994 billion Naira in July 2015 to 677.9 billion Naira in July 2016. With the current rate of consumption of the foreign exchange reserve, the reserve will be exhausted in 13 months and could undermine stability in the country



declared under the control of the military for six months. There was another attack at Muna Garage, at the periphery of Maiduguri, in October

The UN operational environment in Maiduguri is inadequate and needs to be upgraded urgently. More than four hundred new international staff and nearly 2000 national staff are currently working in northeast Nigeria. This increase poses new challenges for staff safety and security.

The UN security level in Borno State is currently at level 5, but UN offices and accommodation do not meet required MORSS and MOSS standards. UN office premises in Maiduguri are currently scattered over five separate locations in various parts of the town. Travel distance to some of the offices is up to 20 minutes. Some of the offices have only one gate, no escape routes, no safe rooms, and no window protection (blast film). Offices and guesthouses need to be consolidated into more secure premises.

The International Humanitarian Partners (IHP) mission consisting of Emergency Logistics and Security Advisors have completed an assessment of safer accommodation solutions in Maiduguri for the UN and other partners. The recommendations of the mission are critical for scaling up humanitarian assistance in the northeast. A complementary security assessment mission from UNDSS is urgently required to review premise security in Maiduguri and streamline security management.

The Emergency telecommunication system is extremely weak overall and VHF coverage in Maiduguri is inadequate. A recent ICT /WFP-ETC mission identified fundamental flaws. The ETC sector / cluster needs to be urgently activated and the mission recommendations implemented as soon as possible

There is currently no viable plan to relocate / evacuate the more than 450 UN and INGO international staff that are based in Maiduguri. The air capacity is limited to two helicopters (eight and a ten-seat respectively) and one 26-seater fixed wing plane. Plans for relocation and evacuation must also be reviewed by the UNDSS complementary security assessment mission.

4. RC/HC Strategic Vision to Support a Coordinated Platform for Delivery of Humanitarian and Development Assistance

The vision of the Resident and Humanitarian Coordinator is to work towards *one* coordinated platform for delivery of humanitarian and development assistance in Nigeria built around a resilience approach. This will require promoting and strengthening vertical and horizontal linkages in national leadership and ownership between the Federal Government and the State and between the State and the Local Government Areas (LGAs) to ensure that international assistance, whether short-term



and humanitarian or longer- term development assistance contributes to sustainable, coherent and nationally owned capacities and structures.

The principles of a resilience-based approach will function as the glue for bringing humanitarian and development assistance under one coherent framework with inbuilt flexibility to ensure that humanitarian imperatives are met. In addition, the vision of enabling coherent national structures to deal with emergencies while pursuing national development goals is critical for sustainable interventions.

This vision is informed by the urgent need to scale up life-saving humanitarian assistance to alleviate the current high level of suffering in northeast Nigeria and ensure that humanitarian assistance is principled, timely, effective and efficient, and seeks to contribute to longer-term development among the displaced population and host communities in Nigeria through:

1. A resilience based approach to create a nexus between humanitarian and development assistance.
2. Implementation of Agenda 2030 and the Sustainable Development Goals (SDGs) to put Nigeria's development objectives at the forefront and ensure that developments gains are realized.
3. Delivering as One to maximize the impact of the UN and partners in Nigeria

As a priority on the humanitarian side, the Government of Nigeria and the Humanitarian community must urgently scale up life-saving humanitarian assistance in the northeast to prevent a famine. Given the humanitarian imperative of the work of the UN and partners in the northeast, the HCT will continue advocating for humanitarian space to improve the humanitarian response, and to ensure effective coordination of humanitarian and development assistance to address the root causes of the insurgency and support durable solutions for displaced people.

The following developments have been timely: the decision of the UNCT/HCT to move the center of humanitarian operations and coordination to Maiduguri; the decision to recruit and deploy a Maiduguri –based DHC; the establishment of an Inter-Ministerial Task Force at the Abuja level and the Borno State Response Committee to ensure a coordinated and coherent humanitarian response. Many UN Agencies and INGOs are responding to the humanitarian crisis in the northeast at the highest (L3) levels and the cluster system has been activated to enhance coordination.



4.1. Bridging Humanitarian and Development assistance through a resilience based approach in northeast Nigeria

Resilience in northeast Nigeria is defined as the ability of households, communities and societies to cope with the shocks of the armed conflict and other crises, to absorb these shocks as best possible and to recover in ways that contribute to sustained transformative change.

Humanitarian assistance will be one component of an overall holistic resilience response that aims, over the medium term to:

1. Facilitate voluntary return to safe areas of origin with dignity;
2. Encourage investment in local infrastructures, health, education, water and sanitation; and
3. Support rebuilding livelihoods to stimulate early recovery and growth through investment.

The adoption of the resilience based approach will promote:

- Improved political analysis that emphasizes prevention of future crises;
- Capacity building of the Government institutions to respond to future emergencies;
- An innovative aid architecture that will encourage international partners to increase the size and predictability of their support;
- Optimization of existing resources through investments in more durable solutions that will over the medium and longer term, reduce the transaction costs of international assistance.
- Stronger and sustainable national infrastructures and capacities, making government, communities and people more resistant to shocks; and

Strengthening the humanitarian and development nexus in northeast will be based on four critical pillars.

- Strengthening the capacity of the Government institutions to respond to acute crises and to plan and manage protracted displacement. A national/regional plan that recognizes the protractedness of the crises and builds the case for longer- term Government and development partners support is critical for reconciliation, peace, security and development in the affected area.
- Building capacity for the delivery of national services. Displacement is largely an urban phenomenon. As displacement persists, urban services need immediate and continued support and capital investments. This should be



complemented by building capacity for delivery of national services in safe areas of return

- Encouraging a broad range of Government and donor support services from humanitarian to direct foreign investment
- Good governance to ensure accountability and improve efficiency and effectiveness in delivery of humanitarian and development assistance.

4.2. Agenda 2030 and the Sustainable Development Goals

The 2030 Agenda for Sustainable Development is a new era of global solidarity for fighting poverty, inequality, promoting prosperity, and environmental stewardship. The integrated nature of the SDGs requires the UNCT to prioritize team actions, which pull together the best of our ideas, expertise, institutional arrangements, and resources to help accelerate results across the range of inter-linked goals. Support to implement the SDGs will put Nigeria's long-term development objectives at the forefront and ensure that developments gains are made and preserved.

I will lead the Nigeria UNCT to support the Government and mainstream the SDGs into national, sub-national and local plans and subsequently into budget allocations. A conscious effort will be made on a much larger scale by the UNCT to strengthen policy integration, efficient use of resources, adoption of innovative ways to collect data and foster multi-stakeholder win-win strategic partnership to implement the SDGs.

The UN is currently formulating a new UNDAF (2018 -2022) to support the Government of Nigeria to implement the SDGs taking into consideration conflict prevention, humanitarian response and peace building. The UNDAF will guide the UN development interventions and support in the country.

4.3. Delivering as One

“Delivering as One” will strengthen coherence of the work of the UN and maximize its impact in Nigeria. It will build on the comparative advantage of the UN to support the Government at scale to address humanitarian needs in northeast Nigeria and pockets of instability in the country. “Delivery as One” will likewise support implementation of the SDGs in order to put Nigeria's longer-term objectives at the forefront and ensure that the developments aspirations of the Government and people of Nigeria are achieved. The UNCT will implement fully the standard operating procedures to “Deliver as One” through one Leadership, one Programme, one Budgetary framework, operating as one, and communicating as one.



5. Next steps for operationalizing the vision ³

5.1. Effective humanitarian leadership and coordination

I will lead the humanitarian community in Nigeria to strengthen coordination mechanisms by promoting accountability of structures that create predictable and timely delivery of assistance. I will ensure the establishment of a strong and lean HCT in Abuja and Maiduguri with core humanitarian competencies to provide effective engagement with the authorities and the private sector. I will work with HCT members to define critical actions that will make the HCT a high performing team. This will enable us collectively to identify critical actions that need to be undertaken by the humanitarian community to be fit for purpose.

5.2. Bringing enablers together to enhance coordinated humanitarian delivery

During my first visit to the country, I recognized that staff safety and security in the northeast is a major issue of concern, particularly in Maiduguri. I also noted the need for a culture shift among staff. There is an illusion that Maiduguri is a normal city, yet all critical information points to the contrary, and staff need to stay exceedingly alert, and follow through on security protocols.

I will promote a comprehensive inter-agency approach to improve staff safety and security, logistics, emergency telecommunications, office and residential accommodation to improve the operational environment and “Deliver as One” through multi-sectoral humanitarian teams.

To enhance access to the affected population, there is an urgent need to establish humanitarian hubs in 2-5 of the fifteen sites hosting populations in need, before the end of 2016 with a gradual increase as security permits in 2017. This effort will be complemented by:

- A coordinated movement of multi sectoral and multi- agency teams to deliver humanitarian and protection assistance;
- Pooled access and maximum use of enablers including air assets;
- Seamless implementation of “saving lives together protocols” between Maiduguri, along the roads and within Maiduguri city. This will require a significant scale up of UNDSS capacity and a shift in security working arrangements in the northeast;
- Promotion and implementation of humanitarian principles;

³ See details on operationalizing effective and coordination, Bringing enablers together, Telling our story coherently and accurately, Engagement with authorities, Timeline for critical humanitarian action, Finalization of UNDAF IV, Delivering as One, Building a high performing UNCT and support to national economic recovery plan



- Engagement with non-state armed actors on humanitarian access through the Office of the SRSG; and
- Support to INGOs to address challenges they are facing with Nigeria authorities concerning immigration, registration and custom issues etc.

5.3. Telling our story coherently and accurately

Some of the Donors are questioning the reliability of data used by the humanitarian community to determine needs, identify gaps and prioritize. I will ensure improvement in data collection, coordinated analysis of data, and dissemination of information as well as clear guidance on the preparation and implementation of a Humanitarian Response Plan (HRP) for 2017, and continue iterative engagement of all stakeholders in the analysis, documentation and reporting.

The implementation of the humanitarian planning cycle (HPC) for 2017 has gained momentum, and I will support it in earnest, to ensure that the HRP 2017 is credible, and globally supported. I will also deepen the participation of the authorities in data collection, analysis, and production of communication products, building confidence with them and donors.

5.4. Engagement with authorities and strengthening capacity in coordination of humanitarian response

The government has stepped up its engagement in the planning and response to the crisis in the northeast establishing a Presidential Task Force. The Task force will be the primary humanitarian coordination apex, within which operational coordination mechanisms will take place. I will ensure that international coordination mechanisms (including the HCT and the inter sectoral coordination mechanisms) all function in collaboration with this national framework.

I will promote and encourage joint transparent response working with Government structures and taking into consideration national resources, staff, supplies and logistics and ensuring that international resources are appreciated as complementary to the national effort. Nevertheless, as needed, I will preserve the capacity for parallel and distinctly separate HCT-led responses

The UN will complement this effort by ensuring early effective links with national planning frameworks on early recovery and durable solutions for IDPs, including the Presidential Commission for the NE initiatives (PCNI) and the Recovery and Peace Building Assessment Plan (RBPA). The UNDAF (2018 -2022) is under preparation and will inform this effort.

5.5. Timeline for critical humanitarian actions

I take up my role and function as RC/HC in November 2016. Within the last month of 2016, I will vigorously support the promotion of the Humanitarian Response Plan



(HRP) and harmonize the Government of Nigeria plan for the northeast with the global planning processes, including the launch of the 2017 HRP in December 2016

I propose to launch the RC/HC vision under the auspices of the Presidential Task Force for Humanitarian Response to the northeast, in the presence of all other partners, including the Government, Humanitarian and Development partners. I will reach out to specific government organs including the Presidential Commission for the NE Initiatives to promote rehabilitation and reconstruction.

Implementation of recommendations for staff security, operational coordination and creating a few “quick wins” such as: (i) establishing humanitarian hubs; (ii) improved information management in a well-coordinated inter-agency system wide approach; and (iii) deployment of competent staff will be prioritized.

I will also engage with the IASC and the Emergency Director Group (EDG) to advocate a system wide engagement to scale up of humanitarian response. A EDG mission before the end of 2016 and an IASC Peer Review Mission mid of 2017 will be useful to support the humanitarian response in 2017.

5.6. Finalization of UNDAF IV (2018 -2022)

I will work with the UNCT to complete the formulation of UNDAF IV (2018 -2022) to support the Government of Nigeria to implement the Sustainable Development Goals to put Nigeria’s long-term development objectives at the forefront and ensure that developments gains are made and preserved.

5.7. Delivering as One

“Delivering as One” will strengthen coherence of the work of the UN and HCT and maximize its impact in Nigeria, building on the comparative advantage of the UN and partners to support the Government at scale to address humanitarian needs in northeast Nigeria and pockets of instability in the country and TO implement the SDGs. I will lead the UNCT to implement fully the standard operating procedures to “Deliver as One” through one Leadership, one Programme, one Budgetary framework, operating as one, and communicating as One.

5.8. Building a high performing UNCT/HCT

Given the size, demography, economy and strategic position of Nigeria in West Africa and Africa at large, the impact of the UN system in Nigeria will be undermined by a mentality of business as usual and working in silos. I will therefore promote and support team effort at the UNCT and HCT with a shared vision to support humanitarian and development assistance in in the country. Working as one coordinated UN team is the way forward for UN coherence and relevance in Nigeria.



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5.9. Support to develop a national Economic Recovery Plan to address the Recession

I will work with UN Agencies and the Development Partner Group to provide the required technical assistance in partnership with the World Bank, the African Development Bank and other bilaterals to support the Government to develop a national Economic Recovery Plan to address the economic recession.
