



FEDERAL MINISTRY OF HUMANITARIAN AFFAIRS AND POVERTY REDUCTION

Compassion. Coordination. Commitment.
Towards a Resilient and Prosperous Nigeria.



STRATEGIC BLUEPRINT

From Palliatives to Pathways

Nigeria's Ministerial Roadmap
for Poverty Exit

ONE HUMANITARIAN
Coordinated Response

ONE POVERTY RESPONSE
Integrated Systems

ONE NIGERIA
Shared Prosperity

BETTER FUTURES
Sustainable Impact

OHOPRS | ONE HUMANITARIAN,
ONE POVERTY RESPONSE SYSTEM



Confidentiality Notice

Prepared by: Federal Ministry of
Humanitarian Affairs and Poverty Reduction
For Presidential Consideration
This document contains strategic policy
proposals intended to guide the reform of
humanitarian response, social protection and
poverty reduction systems in Nigeria.



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MESSAGE *from the* MINISTER



Nigeria stands at a defining moment in its struggle against poverty. For too long, the national response focused primarily on relief interventions — interventions that sustain lives during moments of crisis but do not provide permanent pathways out of poverty. Relief remains indispensable in humanitarian emergencies, but the government's responsibility extends considerably further.

This Roadmap represents a deliberate and resolute shift: from managing poverty to ending it. Every intervention must lead to a measurable pathway out of vulnerability.

The One Humanitarian, One Poverty Response System (OHOPRS) establishes a unified national framework of data, delivery, and accountability — ensuring that

support reaches the right households, advances them through structured graduation pathways, and enables sustainable livelihoods.

This Roadmap reflects the vision of President Bola Ahmed Tinubu's Renewed Hope Agenda, which places poverty reduction at the centre of national development. By strengthening governance, empowering Local Government Areas as frontline delivery engines, aligning financing to measurable outcomes, and linking humanitarian response to long-term recovery, Nigeria can build a system in which support does not end with relief, but leads to dignity, resilience, and full economic participation.

***OHOPRS:** Through the One Humanitarian, One Poverty Response System, we are constructing the national architecture that integrates humanitarian assistance, social protection, economic empowerment, and local government service delivery into a unified system.*

Dr. Bernard M. Doro
Honourable Minister
Federal Ministry of Humanitarian
Affairs and Poverty Reduction



EXECUTIVE SUMMARY

Nigeria faces a convergence of interrelated challenges: prolonged humanitarian crises, far-reaching macroeconomic reforms, rapid demographic expansion, and deepening multidimensional poverty. Emergency relief, while essential, is no longer sufficient as the organising logic of the national response.

This Ministerial Roadmap sets out a deliberate transformation: from fragmented, ad hoc interventions to a unified, data-driven, locally delivered poverty exit system anchored in Federal–State–Local Government coordination, and focused on access, dignity, resilience, and permanent exits from poverty.

Ministerial Positioning

The Roadmap positions the Federal Ministry of Humanitarian Affairs and Poverty Reduction as:

- The national coordination engine for poverty reduction;
- The systems integrator across humanitarian response, social protection, and development;
- A central actor in national economic governance; and
- Nigeria's continental reference point on poverty reduction.

SECTION I: CONTEXT ANALYSIS

Why Nigeria Must Respond Differently – Now

Nigeria's Poverty Crisis: Why We Must Respond Differently Now

THE CONVERGENCE OF SHOCKS



Multidimensional Poverty

More than half of the population faces overlapping deprivations that go far beyond a simple lack of cash.



2.08% Population Growth vs. 1.1% Global Average

Rapid demographic expansion is significantly outpacing the government's ability to provide essential service delivery.



Conflict/
displacement



Severe climate
stress
(flooding)



Necessary
macroeconomic
reforms

A Triad of Protracted Shocks

The crisis is deepened by over 15 years of conflict/displacement, severe climate stress (flooding), and the immediate pressures of necessary macroeconomic reforms.

THE STRUCTURAL REALITY: "AFFLUENT POVERTY"

Economically Active but Socially Excluded

Millions of Nigerians participate in the economy but remain "poor" due to a lack of access to healthcare, education, water, power, and safety.



Poverty as a Systems Failure

Citizens are forced to pay privately for what should be public goods, losing productivity to systemic failures in transport and digital connectivity.

Holding Income is Not Enough

The emergence of "affluent poverty" confirms that income alone does not build resilience or dignity if the underlying systems are broken.

1. THE REALITY OF TODAY'S NIGERIA

Nigeria is at a historic inflection point. The country is experiencing a convergence of structural shocks that demand an urgent and fundamentally different response:

- Multidimensional poverty affecting 63 per cent of the population;
- Over fifteen years of protracted conflict, displacement, flooding, and climate stress;
- Necessary but disruptive macroeconomic reforms;
- A rapid population growth rate of 2.08 per cent — nearly double the global average of 1.1–1.2 per cent — outpacing service delivery capacity; and
- Persistent challenges in service access at the community level.

This is no longer a temporary or cyclical crisis. It is a structural condition. Millions of Nigerians are economically active yet socially excluded; they hold income but lack meaningful access to healthcare, education, potable water, reliable power, security, transport, and digital connectivity. Despite repeated interventions, they remain trapped in cycles of survival.

2. THE FAILURE OF THE OLD RESPONSE MODEL

For decades, poverty reduction efforts in Nigeria have suffered from fundamental systemic deficiencies:

- Fragmentation across Development Partners/Donors, Ministries, Departments, and Agencies (MDAs);
- An excessive focus on relief, rendering interventions reactive rather than transformative;
- Poor coordination across the three tiers of government; and
- A culture of measuring success by expenditure rather than by outcomes

These deficiencies are not a failure of intent — they reflect the absence of a unified national

architecture. The absence of a single authoritative system has allowed duplication, leakage, and the persistence of beneficiary lists that bear no relationship to verified need.

3. The Federal–State–Local Government Coordination Gap

The three tiers of government have historically operated in parallel rather than in concert. Federal programmes have been designed without adequate anchoring in state systems; states have duplicated rather than aligned with federal registries; and Local Government Areas have functioned as passive distribution points rather than active poverty delivery platforms.

The consequence is a structural accountability gap: it is presently impossible to determine, at the national level, which household is enrolled in which programme, at what cost, and with what outcome. OHOPRS closes this gap by establishing a single, interoperable national architecture.

4. The Fundamental Misconception: Relief Is Not Poverty Reduction

Relief interventions save lives and reduce acute suffering. They are irreplaceable in crisis. However, a response model organised around relief cannot deliver poverty exits. Relief addresses symptoms; poverty reduction requires structural change in access to services, markets, finance, and social protection.

The Ministry's mandate includes both — but the balance must shift. Humanitarian response must increasingly serve as the entry point into a pathway architecture, not a terminal intervention.

5. The Emergence of “Affluent Poverty”

A significant proportion of Nigerians who are formally classified as non-poor nonetheless lack access to basic public goods. Citizens who earn income are compelled to pay privately for healthcare, water, security, and transport — costs that consume the income gains that should otherwise lift them out of vulnerability. Income growth, in the absence of functional public systems, does not build resilience or dignity.

This Ministry recognises 'affluent poverty' — economic activity without social inclusion — as a structural condition that conventional income-based poverty metrics do not capture. The OHOPRS framework is designed to address this dimension through multidimensional targeting and access-based graduation criteria.

6. Why a Different Response Is Required

The scale, complexity, and structural nature of Nigeria's poverty challenge require a response that is:

- Unified — operating through a single national architecture rather than parallel systems;
- Data-driven — anchored in verified registries and real-time monitoring;
- Locally delivered — with Local Government Areas as the frontline platform;
- Outcome-oriented — measuring success by household exits from poverty, not by programme expenditure; and
- Sequenced — moving beneficiaries progressively from humanitarian support through social protection to economic empowerment.

SECTION II: MINISTERIAL STRATEGIC VISION



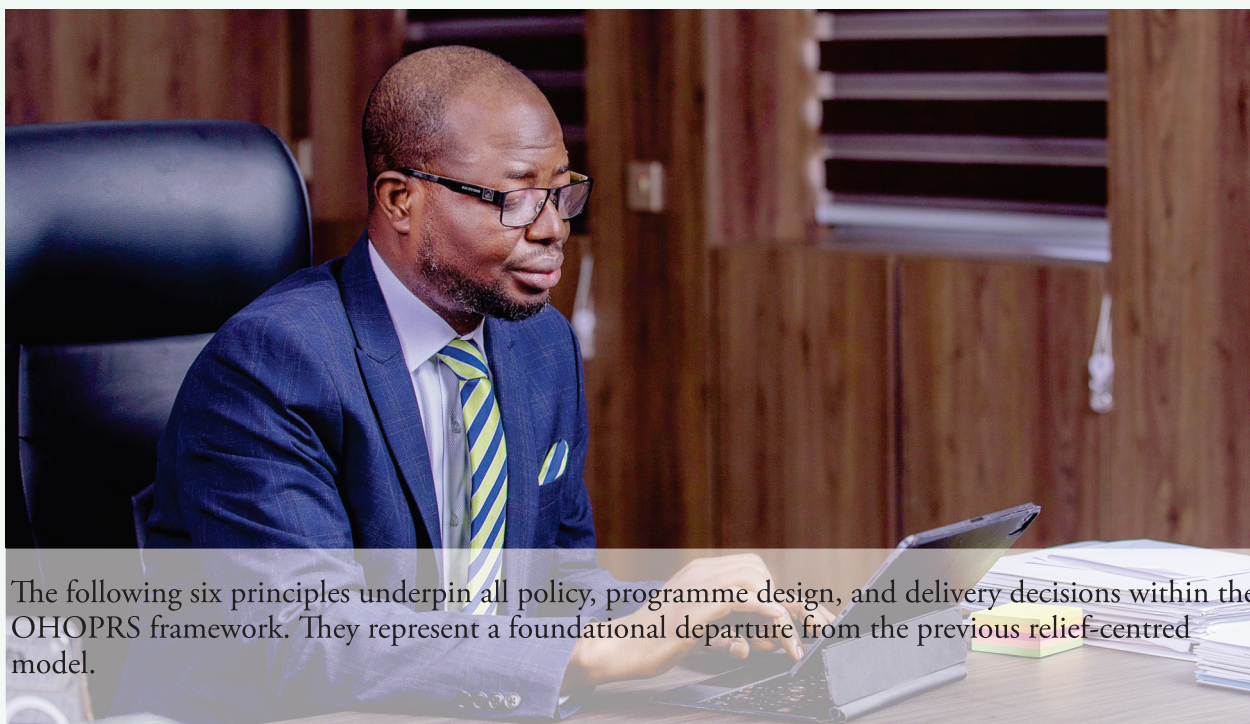
VISION

The Federal Ministry of Humanitarian Affairs and Poverty Reduction will, within this ministerial tenure, transform Nigeria's poverty response from a fragmented, relief-centred system into a unified, accountable, and outcome-focused national architecture in which every citizen's journey from vulnerability to self-reliance is systematically tracked, supported, and verified.

*"Relief keeps people alive.
Poverty reduction gives people a
future.
This Ministry exists to build the
systems that make that future
permanent."*

The Ministry's strategic vision is operationalised through the OHOPRS framework, six strategic pillars, and a governance reset anchored in clear Federal–State–Local role clarity, verified data, and measurable exit outcomes.

SECTION III: GUIDING PRINCIPLES



The following six principles underpin all policy, programme design, and delivery decisions within the OHOPRS framework. They represent a foundational departure from the previous relief-centred model.

Principle 1 — Multidimensional Poverty Lens: Poverty Is a Lack of Access

The lens of intervention must shift from mere income transfer to multidimensional access — encompassing healthcare, education, infrastructure, markets, and digital connectivity. A household that earns income but cannot access these systems remains in poverty.

Principle 2 — Local Government as the Frontline Battlefield

Poverty is experienced at the community level; therefore, its solution must be delivered at the community level. Local Government Areas are not peripheral actors — they are the primary frontline platforms through which poverty reduction must be operationalised.

Principle 3 — One Response, One System

The current proliferation of parallel programmes, registries, and frameworks across MDAs must give way to a single, harmonised national humanitarian and poverty response system. Coordination eliminates duplication, strengthens accountability, and maximises impact.

Principle 4 — Exit, Not Endless Assistance

Every programme must be designed with a defined entry point and graduation pathway. Support should move beneficiaries from dependency to self-reliance. Assistance without a structured exit pathway is not poverty reduction — it is perpetual management of vulnerability.

Principle 5 — Data Before Distribution

No resource should be allocated without verified targeting grounded in accurate beneficiary data. The OHOPRS National Data Centre and unified registries serve as the single source of truth for all targeting, monitoring, and accountability decisions.

Principle 6 — Partnership as Strategy

No single tier of government or agency can solve poverty alone. The alignment of global financing, private sector participation, development partner support, and civil society engagement under one unified national results framework is both a strategic necessity and a force multiplier.

SECTION IV: NATIONAL OPERATING MODEL



The One Humanitarian, One Poverty Response System (OHOPRS) is Nigeria's integrated national architecture for poverty reduction. Underpinned by the principle that every citizen's journey from vulnerability to prosperity must be systematically tracked and supported, OHOPRS operationalises poverty reduction through four integrated national registries:

- Unified National Social Register (UNSR) — the foundational population-level database of vulnerability;
- Unified National Beneficiaries Register (UNBR) — tracking active programme enrolment;
- Unified National Exit Register (UNER) — recording and verifying household graduation from poverty; and

- Unified National Growth Register (UNGR) — tracking economic participation and livelihood progression.

System Enablers

The four registries are powered by three core technological and governance enablers:

- The OHOPRS National Data Centre — the central repository and integration hub;
- AI-enabled targeting and monitoring — ensuring precision, reducing leakage, and scoring exit readiness; and
- Real-time LGA-level dashboards — enabling accountability and evidence-based decision-making at every tier of government.

LEGAL AND EXECUTIVE INSTRUMENTS

The operationalisation of OHOPRS requires formalisation through the following instruments, currently under preparation:

- A Federal Executive Council (FEC) Memorandum establishing OHOPRS as the unified national poverty response architecture, with mandate over cross-MDA data integration and registry harmonisation;
- A Presidential Executive Order directing all relevant Ministries, Departments, and Agencies to integrate their beneficiary databases into the OHOPRS National Data Centre within a defined transition period;
- Ministerial Performance Compacts between the Ministry and co-implementing MDAs, specifying data-sharing obligations, programme alignment requirements, and outcome metrics;
- State-Federal Coordination Agreements establishing the terms of sub-national participation in OHOPRS, including co-financing, data submission, and Local Government support; and
- A National Poverty Results Framework, to be submitted to the National Economic Council (NEC) for endorsement, providing the statutory basis for vertical and horizontal coordination across all tiers of government.



SECTION V: STRATEGIC PILLARS & IMPLEMENTATION ROADMAP

PILLAR 1: SYSTEMS & GOVERNANCE RESET (0–6 Months)

Objective:

Establish the legal, institutional, and coordination architecture that authorises and operationalises OHOPRS across all tiers of government.

Key Actions:

- Secure FEC approval of the OHOPRS Framework Memorandum;
- Obtain NEC endorsement of the National Poverty Results Framework;
- Issue Presidential Executive Order on MDA data integration;
- Execute Ministerial Performance Compacts with co-implementing MDAs; and
- Launch the Minister-led National Coordination Forum, aligning MDAs, States, and Agencies under one results framework.

Key Deliverables:

- FEC-approved OHOPRS mandate;
- NEC-endorsed coordination framework;
- Signed Ministerial Performance Compacts; and
- Operational national coordination forum.



PILLAR 2: DATA, REGISTRIES & DIGITAL INFRASTRUCTURE (0–12 Months)

Objective:

Establish a single, verified, interoperable national data architecture that underpins all targeting, programme delivery, and graduation decisions.

Key Actions:

- Build and operationalise the OHOPRS National Data Centre;
- Harmonise existing registries (NSR, NASSP, NASSCO) into the Unified National Social Register;
- Activate the Unified National Beneficiaries Register and Unified National Exit Register;
- Deploy AI-enabled targeting and exit-readiness scoring; and
- Roll out real-time LGA-level poverty dashboards across all 774 LGAs.

Key Deliverables:

- Operational OHOPRS National Data Centre;
- Unified National Social Register — verified and live;
- Functional Unified National Exit Register; and
- LGA dashboard deployment.



PILLAR 3: REFORM OF EMPOWERMENT & SOCIAL PROGRAMMES **(3–12 Months)**

Objective:

Convert government programmes from distribution-oriented interventions into household transformation engines with defined graduation pathways and verifiable exits.

Nigeria's shift from temporary relief to permanent household transformation is embodied in the following programme reforms:

Old Model: Palliatives

Old Model: Palliatives

Temporary relief. Success measured by disbursement. No exit pathway. No accountability for household outcomes

New Model: Pathways

Household transformation engines. Success measured by verified exits. Structured graduation linked to social protection and empowerment

Key Actions:

- Reform the GEEP framework — repositioning it as a structured micro-enterprise and empowerment ladder;
- Reform NSIPA and associated programmes — linking all social assistance to clear, time-bound graduation pathways;
- National rollout of HOPE 360;
- National rollout of RH-DCPEP; and
- Track and report all household exits via the Unified National Exit Register (UNER).

Key Deliverables:

- Reformed GEEP and NSIPA frameworks;
- HOPE 360 national rollout;
- RH-DCPEP national rollout; and
- Verified household exit data active in UNER.



PILLAR 4: LOCAL GOVERNMENT POVERTY DELIVERY MODEL (6–18 Months)

Objective:

Transform LGAs from passive distribution points into active frontline delivery platforms for poverty reduction, equipped with the capacity, data, and mandate to identify, serve, and graduate beneficiaries at the community level.

Key Actions:

- Establish functional poverty desks in all 774 LGAs within the implementation window;
- Deploy LGA-level technical teams trained on OHOPRS systems and graduation protocols;
- Empower States to resource and oversee LGA delivery;
- Introduce LGA Performance Scorecards tied to poverty reduction outcomes; and
- Publish Annual LGA Poverty Rankings to drive accountability.

Key Deliverables:

- Functional poverty desks nationwide;
- Published Annual LGA Poverty Rankings; and
- Improved local service access metrics.



PILLAR 5: HUMANITARIAN–DEVELOPMENT –PEACE NEXUS (Ongoing)

Objective:

Ensure that every humanitarian response feeds directly into recovery, stability, and long-term development, thereby reducing chronic dependence on emergency assistance.

Key Actions:

- Embed anticipatory action mechanisms triggered by forecasted shocks to prevent crises;
- Link immediate relief to early recovery programmes and sustainable income-generating activities;
- Transition Internally Displaced Persons (IDPs) toward permanent, durable solutions; and
- Ensure that every humanitarian response effort feeds directly into long-term national stability.

Key Deliverables:

- Measurable reduction in humanitarian caseloads over time;
- Durable solutions pathways established for IDP populations; and
- Increased community resilience indicators



PILLAR 6: PARTNERSHIPS, FINANCING & GLOBAL LEADERSHIP **(Ongoing)**

Objective:

Position Nigeria as Africa's pre-eminent poverty reduction reference point, while securing the financial architecture for sustainable programme delivery through results-based financing, development partner alignment, private sector engagement, and continental leadership.

Key Actions:

- Secure NEC recognition of poverty reduction as a primary macroeconomic priority;
- Launch a Minister-led coordination forum to align MDAs, States, and Agencies under one results framework;
- Pursue results-based financing arrangements with multilateral and bilateral development partners;
- Establish continental leadership through bilateral and multilateral engagement; and
- Develop an exportable Nigerian poverty reduction model for continental adoption.

Key Deliverables:

- Continental leadership role formalised;
- Increased results-based financing secured; and
- An exportable Nigerian poverty reduction model.

Note on Financing Architecture

A detailed financing framework — including programme cost envelopes, results-based financing structures, and development partner co-financing arrangements — is under preparation and will be published as a companion volume to this Blueprint

SECTION VI: FEDERAL–STATE–LOCAL ROLE CLARITY

A critical prerequisite for the success of OHOPRS is the elimination of role ambiguity across the three tiers of government. This section defines the responsibilities of each tier within a coordinated, accountable framework.

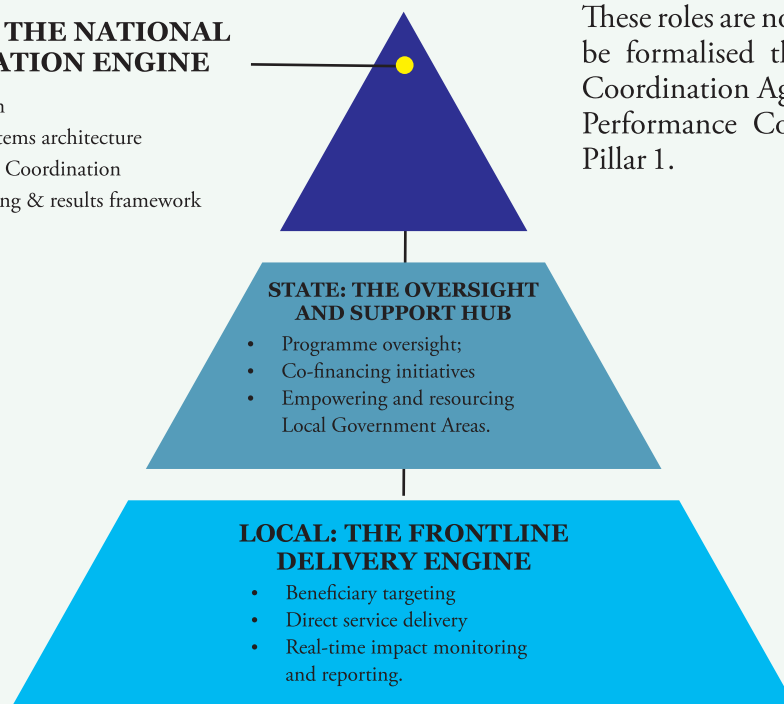
The goal is to eliminate fragmentation, strengthen accountability, and ensure that poverty reduction efforts are efficient, coordinated, and effective across all tiers of government.

NIGERIA'S POVERTY RESPONSE: CLEAR ROLE FOR REAL RESULTS

FEDERAL: THE NATIONAL COORDINATION ENGINE

- Policy Design
- National Systems architecture
- Inter-Agency Coordination
- Core Financing & results framework

These roles are not aspirational — they will be formalised through the State-Federal Coordination Agreements and Ministerial Performance Compacts described under Pillar 1.

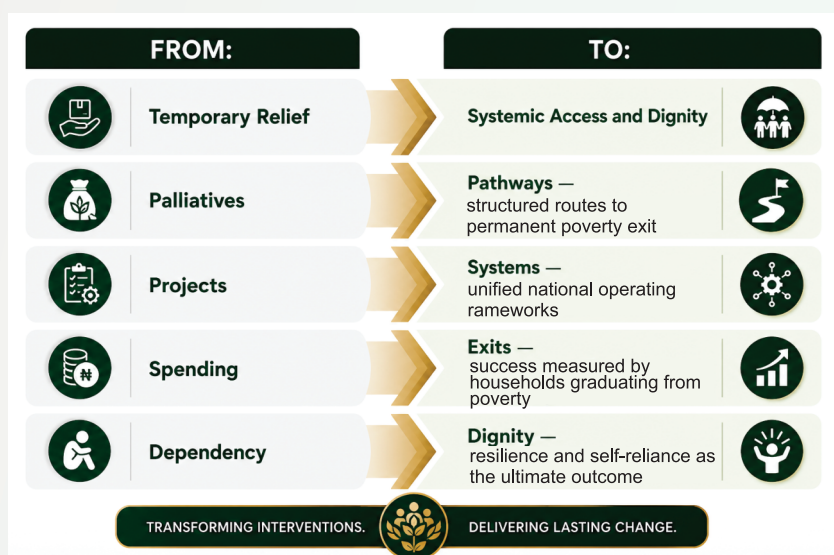


SECTION VII: COMMUNICATION & NARRATIVE RESET

Effective reform requires not only structural change but also a deliberate shift in how poverty and the government's role in addressing it are communicated publicly. The following narrative transformation underpins all ministerial communications.

Core Message:

Poverty is not primarily defined by how much money one has — it is defined by how much access one has. Systemic deprivation, not individual income alone, is the central challenge.



SECTION VIII: LEGACY OUTCOMES

The Legacy: Nigeria's Poverty Transformation

The following legacy outcomes define the standard against which the success of this ministerial tenure will be measured. These are not aspirational statements — they are binding commitments embedded in the OHOPRS framework and the National Poverty Results Framework.



Unified National Poverty System Institutionalised

Transitioning from fragmented programmes to a single, data-driven national response architecture under OHOPRS.



Millions of Households Exited From Poverty

Moving citizens from temporary dependency to permanent economic dignity and self-reliance, with each exit verified through the Unified National Exit Register



Temporary
Dependency



Permanent
Economic Dignity



LGAs Functioning as Delivery Engines

Empowering all 774 Local Government Areas as the primary frontline platforms for service delivery and poverty exit, with functional poverty desks and published performance rankings



Nigeria: Africa's Poverty Reduction Model

Establishing Nigeria as the continental reference point for successful humanitarian and poverty reform — with an exportable model available for adoption by partner countries



Ministry Positioned Within Economic Governance

Embedding the Ministry as a central actor in national economic planning, decision-making, and fiscal architecture, including through NEC representation and results-based financing frameworks

ANNEX 1: IMPLEMENTATION FRAMEWORKS

Status: Forthcoming

Detailed implementation frameworks — including pillar-level workplans, activity timelines, responsible agencies, and output indicators — are under preparation and will be issued as a companion annex to this Blueprint. This Annex will provide the operational layer beneath each of the six strategic pillars, enabling programme managers, state coordinators, and development partners to plan and monitor delivery against agreed milestones

ANNEX 2: CONSOLIDATED RISK ANALYSIS

Status: Forthcoming

A consolidated risk register — covering political, institutional, data integrity, financing, and implementation risks associated with OHOPRS and the six strategic pillars — is under preparation. The risk analysis will include risk ratings, mitigation strategies, responsible owners, and escalation protocols, and will be reviewed quarterly by the Ministry's Senior Management Team.

TABLE OF ACRONYM

FEC	Federal Executive Council
GEEP	Government Enterprise and Empowerment Programme
HDP Nexus	Humanitarian–Development–Peace Nexus
HoPE-CT	Harmonised Programme for Enhanced Cash Transfer
HOECC	Humanitarian Operations and Emergency Coordination Centre
IDPs	Internally Displaced Persons
LGA	Local Government Area
MDA	Ministry, Department, or Agency
NBS	National Bureau of Statistics
NEC	National Economic Council
NEMA	National Emergency Management Agency
NIDCOM	Nigerians in Diaspora Commission
NASSCO	National Social SafetyNets Coordinating Office
NASSP	National Social SafetyNets Project
NSR	National Social Register
NSIPA	National Social Investment Programme Agency
NPIL	National Poverty Intelligence Lab
OHOPRS	One Humanitarian, One Poverty Response System
RH-DCPEP	Renewed Hope Digital and Creative Poverty Exit Programme
RHDSI	Renewed Hope Digital Skills Initiative
UNBR	Unified National Beneficiaries Register
UNER	Unified National Exit Register
UNGR	Unified National Growth Register
UNSR	Unified National Social Register
VSLAs	Village Savings and Loan Associations

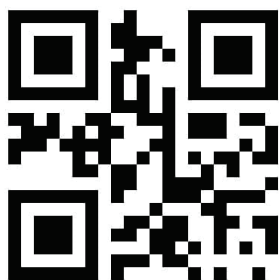


DEFINING STATEMENT

"Relief keeps people alive.
Poverty reduction gives people a future.
This Ministry exists to build the systems that
make that future permanent."



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