International Journal of Intellectual Discourse (IJID)
ISSN: 2636-4832 Volume 4, Issue 3. September, 2021

Financial implications and challenges of flood disaster management in Nigeria: Evidence from the activities of National Emergency Management Agency in FCT Abuja

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Abstract

Flood disaster management aims to reduce, or avoid the potential losses from flood hazards, assure prompt and appropriate assistance to victims of disaster, and achieve rapid and effective recovery. It is against this background that this paper examined Financial Implications and Challenges of Flood Disaster Management in Nigeria by drawing evidence from FCT, Abuja. Qualitative and quantitative descriptive research design were adopted. The study made use of secondary data from the National Emergency Management Agency, Abuja. Descriptive statistics were used to analyze the data, while utilizing structural-functionalism theory as a theoretical framework of analysis. The findings indicated that flood disaster is only second to road crashes in ranking of highest emergency situations recorded in FCT. The results also disclosed the major humanitarian services of NEMA to include the distribution of relief materials and school enrolment of Internally Displaced Persons. The results showed that the activities of NEMA are heavily financial demanding gulping N1,368,034,743 in 2018, N1,687,626,057 in 2019 and N961,492,487, respectively, in FCT alone. The findings also show that, on the other hand, the activities of the agency have faced challenges such as inadequate funding, poor logistics, lack of proper maintenance of infrastructure and equipment, improper vulnerability assessment, and inadequate and ineffective legal and regulatory framework. Based on the findings, the study recommends adequate funding, use of other means of transportation, and more public enlightenment.

Keyword: National Emergency Management Agency, financial implications, flood disaster management.

1. Introduction

Globally, Nations are becoming more vulnerable to environmental threats posed by climate change and human activities. One of such threat is flood which is a disaster that endangers the well-being of citizens. Flooding always damage properties, disrupt economic, social and environmental activities and prevent agricultural productivity. It also generates Internally Displaced Persons (IDPs), spread water borne diseases such as cholera and typhoid, and ultimately lead to loss of lives. In order to protect citizens

from the consequences of flood, governments develop Flood Disaster Management (FDM) mechanisms to preserves their territory.

In Nigeria, flood disasters are a recurring phenomenon that has resulted in loss of lives, destruction of property and disruption of economic activities with attendant consequences on its territory. The lead agency for managing disasters is the National Emergency Management Agency (NEMA) was established through Decree No 12 of 1999. The mission of NEMA is to coordinate resources towards effective prevention, preparedness, mitigation and responses to disaster in Nigeria. Every year, NEMA gets rainfall predictions and flood possibilities in the country from the Nigerian Meteorological Agency (NIMET). The objective is to allow NEMA and its partners plan and prepare towards the effective implementation of FDM in order to ensure low casualty rate and minimum destruction of property, infrastructure and farmlands (Oruonye, 2013). In addition, the FGN and state government spend 15 per cent of their annual budget on NEMA and SEMA operations (Daka, 2017). Similarly, NEMA is into partnership with the EU on FDM and the development of strategic national disaster management framework to address FDM. For instance, the 2012 Nigeria floods began in early July 2012, and killed 363 people and displaced over million people as of 5 November 2012. About 30 of Nigeria's 36 states were affected by the floods (Ayuba, 2013). The floods were termed as the worst in 40 years and affected an estimated total of seven million people. The estimated damages and losses caused by the floods were worth ₦2.6 trillion (NEMA, 2017). In 2017, flood disasters affected 34 of the 36 states and the Federal Capital Territory (FCT) and this caused over 141 deaths and 265 injuries in the country. About 1.4 million people in Nigeria were affected by flood disaster in Nigeria (International Federation of Red Cross and Red Crescent Societies, 2018). Hence, the Federal Government of Nigeria (FGN) through the National Emergency Management Agency (NEMA) has been making effort towards FDM in Nigeria. Against this background the paper examines the role of NEMA in FDM in Nigeria (Olugbenroet. et. al, 2012). The space boundary would focus on NEMA and flood prone states in the Rivers Niger and Benue axes in Nigeria. These are Kebbi, Niger, Kwara, Kogi, Anambra, Rivers, Bayelsa and Delta States which are on the River Niger axis and Adamawa, Taraba and Benue States on the River Benue axis. The structural functionalist theory was adopted for the paper, the relationship between NEMA and FDM in Nigeria was presented. The impact, challenges and the ways for improving NEMA in FDM were also presented. (Ajani, 2012; Adebayo and Oruonye, 2013; Daka, 2017)

2. Literature Review and Theoretical Framework

2.1 Literature Review

This section contains a brief literature review focused on the conceptual framework of the variables of concern.

2.1.1 Conceptual Clarification of Disaster Management

The Red Cross and Red Crescent societies define disaster management as the organisation and management of resources and responsibilities for dealing with all humanitarian aspects of emergencies in order to lessen the impact of disasters (International Federation of Red Cross and Red Crescent, 2017). Disaster management covers prevention, preparedness, relief and recovery.

Disaster Prevention: Disaster prevention also known as mitigation is activity designed to provide permanent protection from disasters (Nweke, Ngonadi, and Ezenwajiaku, 2015). Not all disasters, particularly natural disasters, can be prevented, but the risk of loss of life and injury can be mitigated with good evacuation plans, environmental planning and design standards. It offers guiding principles, priorities for action, and practical means for achieving disaster resilience for vulnerable communities.

Disaster Preparedness: Disaster preparedness involves activities designed to minimise loss of life and damage. This could be achieved by moving out people and property from a threatened location and by facilitating timely and effective rescue, relief and rehabilitation. Preparedness is the main way of reducing the impact of disasters (Olugbenro, Ayodeji and Onyinyechukwu 2017).

Disaster Relief: Disaster relief is a coordinated multi-agency response to reduce the impact of a disaster and its long-term results. It addresses immediate threats presented by disaster. These threats include rescue, relocation, providing food and water, preventing disease and disability, repairing vital services such as telecommunications and transport, providing temporary shelter and emergency health care (Okoli, 2014; Ajani 2012; NEMA, 2012)

Disaster Recovery: Once emergency needs have been met and the initial crisis is over, the people affected and the communities that support them are still vulnerable. Recovery activities include rebuilding infrastructure, health care and rehabilitation (Ajani 2012).

2.1.2 National Disaster Management Agency

National Disaster Management Agency is the agency responsible for the coordination and integration of all activities necessary to build, sustain and improve the capability to prepare for, protect against, respond to and recover from threatening or actual natural or human-induced disasters. It is a multijurisdictional, multi-sectoral, multi-disciplinary and multi-resource initiative. NEMA has the responsibility and capability for managing all types of emergencies and disasters by coordinating the actions of numerous agencies (Center for Policy Research, 1979). This includes all four phases of disaster or emergency activity of mitigation, preparedness, response, and recovery. It cuts across all risks: attack, human- induced and natural, in a federal-state-local partnership (Center for Policy Research1979). For instance, Ojo (2004), referred to these phases as parts: Pre- Disaster phase (consisting prevention, mitigation, preparedness and early- warning); and Post-disaster Recovery Phase (consisting disaster impact, response, which is also search and rescue, recovery and development. The involvement of different actors and stakeholders in disaster management requires the existence of a coordination and collaboration mechanism. The National Emergency Management Agency (NEMA) provides this mechanism that serves as a regulatory guideline for effective and efficient disaster management in Nigeria. The Agency defines measurable, flexible and adaptable coordinating structures, and aligns key roles and responsibilities of disaster management stakeholders across the nation. It describes specific authorities and best practices for managing disasters, and explains a paradigm shift in disaster management beyond mere response and

recovery. Also, it offers a holistic approach to disaster management and provide a coherent, transparent and inclusive policy for disaster management in Nigeria (NEMA, 2014).

2.1.3 Flood Disaster Management (FDM)

FDM is a broad concept which has been defined by different scholars in various ways. However, the Red Cross and Red Crescent Society, (2017) views FDM as the organisation and management of resources and responsibilities for dealing with all humanitarian aspects of emergencies, in particular preparedness, response and recovery in order to lessen the impact of disasters. Adedayo, (2015) sees FDM as a range of activities designed to manage or maintain control over disaster or any emergency situations and provide helps for those at risk to avoid or recover from effects of disaster. It deals with the emergency situation before, during and after disaster occurrence. The UNISDR. (2017) defines FDM as the systematic process of using administrative, directive, organisational and operational skills and capacities to implement strategies, policies and improve coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster.

2.2 Theoretical Framework

The Structural Functionalism Theory would be used to guide this study because the Theory seeks to explain the interaction between components of a society and the mechanism to address any deviation and restore normalcy. The Theory was propounded by Talcott Parsons and it views society as a system of functional and interconnected units or structures that work together in harmony to produce a state of stability and order for the whole (Parsons, 1975). The Theory emphasizes that each institution has a vital function to perform to ensure system survival, overall well-being and survival of the organization. Every structure or component in a system must work optimally for the good of the organization. It shows the inter- relationships that exist among the different organizations and institutions in the society. These relationships are aimed at ensuring that stability is maintained and that equilibrium is restored even after the system has been disrupted. When one institution in the society changes, other institutions accommodate that change by also adjusting. Notwithstanding the views of the critics, this study draws relevance from the structural functionalism theory (Parsons, 1975). Efficient FDM requires an analysis of the entire system. Risk assessment lies on the human activities and on the environment in order to optimise the protection of lives and property. The structural functionalism theory thus presents a means for studying NEMA in FDM in Nigeria.

3. Methodology

The study is an applied and qualitative research and made use of secondary data. It adopted explanatory method of data analysis while utilizing structural-functionalism theory as a theoretical framework of analysis.

4. Data Presentation Using Explanatory Method

4.1 The Role of National Emergency Management Agency in Flood Disaster Management in Nigeria

Table 4.1 NEMAs humanitarian services in regards to emergency management and response

S/N	Humanitarian Services Provided by NEMA	Frequency	Percentage
1.	Distribution of relief materials	82	58.6%
2.	Relocation of affected communities	02	1.4%
3.	School enrolment of internally displaced persons	52	37.1%
4.	Empowerment programs for affected individuals	04	2.9%
	TOTAL	140	100%

Source: FCT NEMA Yearly Statistics, 2021

Table shows NEMA's humanitarian services in regards to emergency management and response in the federal capital territory. On the humanitarian services, 58.6% of the outing activities indicated that NEMA distributed relief materials to affected communities or individuals during emergency. 37.1% shows that it engaged in school enrolments program for internally displaced persons, 2.9% for empowerment program and 1.4% for relocation of affected communities. When an emergency occurs, urgent action is needed so that the situation does not become worse. The kind of relief needed in an emergency depends very much on the immediate goal of the affected people. Their most immediate needs during or soon after the event are food, medical assistance, rescue, shelter etc. After the direct dangers of the disaster have passed, the focus of victims shifts to rebuilding. Sometimes, damage may already have been done and all that the emergency management agency does is to offer palliatives and try to contain the situation.

The evolution of Flood Disaster Management in Nigeria could be traced back to the colonial era for the protection of lives, properties and the provision of humanitarian services during emergencies. This was as a result of years of flood disaster in the country that resulted to loss of lives and property worth millions of Naira with adverse effects on the economy and environment of the country. Following the magnitude of the flood disaster of 1975 it became imperative for the government to establish a response body that would take care of disaster related issues in order to reduce the effects and mitigate its reoccurrence. Thus, the government established the National Emergency Relief Agency (NERA) by Decree 48 of 1976. NERA was tasked with the collecting and distributing relief materials to disaster victims. However, the function of NERA was very limited in scope hence it hampered the efforts of NERA in FDM in Nigeria. In attempt to make NERA more effective the government in 1993 expanded its scope of FDM to include prevention, mitigation, response and recovery. Therefore, Decree 119 of 1993 thus raised the Status of the

Agency to an independent body under the Presidency, with the functions of formulating general policies and guidelines relating to FDM in Nigeria (NEMA, 2016). However, having realized the weakness in FDM the government in 1997 amended the decree setting up NERA and changes the name to National Emergency Management Agency (NEMA) in Nigeria. As a result, NEMA was established through Act 12 as amended by Act 50 of 1999 to manage all issues related to disasters in Nigeria. (Nweke, Ngonadi, and Ezenwajiaku, 2015; Olugbenro, Ayodeji and Onyinyechukwu, 2017; Okoli, 2014; Ajani, 2012; NEMA, (2012).

The establishment of NEMA ushered in a new dawn in FDM from the previously narrow practice of relief distribution. Bracing up to the challenges of its given mandates, efforts were continuously made in putting together the necessary structures and sustained refocusing of programmes towards efficient and effective FDM. NEMA efforts shifted from disaster response to mitigation and risk reduction towards effective FDM (NEMA, 2016).

Table 4.2: Type of Emergency Prevalent in the FCT

S/N	Type of Emergency prevalent in FCT	Frequency	Percentage
1.	Road crash	127	58.2%
2.	Gas explosion	02	1%
3.	Collapsed building	12	5.8%
4.	Bomb blast	05	2.4%
5.	Flood	40	19.2%
6.	Fire outbreak	09	4.3%
7.	Health Challenge	17	8.2%
8.	Earth tremor	02	1.0%
	Total	**215**	**100%**

Source: FCT NEMA yearly statistics, 2021

Table 4.2 shows the type of emergency prevalent in the FCT as recorded by FCT NEMA, road crash 58.2%, gas explosion 1.0%, and building collapse 5.8%, bomb blast 2.4%, flood19.2%, fire outbreak 4.3%, health challenge 8.2% and earth tremor 1.0%.This shows that aside road crashes, flood disaster is the most prevalent and dominant type of emergency in the FCT.

Where flood disasters are efficiently controlled and managed, there would be reduction in associated dangers, risks and damages to environment as well as decrease in the losses to lives and

property. This situation would equally negatively affect economic, environmental and human securities. There is therefore, a direct relationship between National Emergency Management Agency and Flood Disaster Management.

4.2 Financial Implications and Impact of National Emergency Management in Nigeria

Table 4.3 Budgetary Allocations for NEMA Activities

Year	Budget from Personnel cost	Overhead Cost	Capital	Total Budget
2018	N133,246,706	N644,245,692	N590,542,345	N1,368,034,743
2019	N147,583,614	N846,900,098	N370,777,345	N1,687,626,057
2020	N147,583,614	N715,020,200	N98,888,678	N961,492,487

Source: FCT NEMA yearly statistics, 2021

The cost of floating the activities of NEMA is humongous as evidenced in Table 4.3 above. The total budget for 2021 alone isN961,492,487 with bulk of the allocation going into overhead cost (N715,020,200).

Table 4.4 Institutional Challenges of National Emergency Management Agency in FDM in Nigeria

S/N	Institutional Challenges of NEMA in FCT	Frequency	Percentage
1.	Lack of proper maintenance of infrastructure and equipment	71	50.7%
2.	Lack of adequate Warning System	9	6.4%
3.	Lack of proper mobilization of citizenry to manage disaster	30	21.4%
4.	Improper vulnerability assessment of likely disaster areas	5	3.6%
5.	Inadequate and ineffective legal and regulatory framework	15	10.7%
6.	Improper planning and uncoordinated management of risk reduction	10	7.1%
	TOTAL	140	100%

Source: FCT NEMA yearly statistics, 2021

Table 4.5 highlights institutional challenges that the organization is facing in regards to emergency management and response.

S/N	Operational Challenges of NEMA in FCT	Frequency	Percentage
1.	Insufficient funding	68	48.6%
2.	Dearth of Skilled Emergency Personnel	10	7.1%
3.	Inadequate search and rescue equipment	40	28.6%
4.	Inadequate means of water transportation	15	10.7%
5.	Wrong address from the caller	7	5%
	TOTAL	140	100%

Table 4.5 Operational Challenges of NEMA in FCT

Source: FCT NEMA yearly statistics, 2021

The operational challenges faced by FCT NEMA in emergency management and response are shown in Table 4.6. Evidence above shows that the two major challenges of NEMA in FCT are inadequate funding and inadequate search and rescue equipment. Cumbersome institutional framework is inimical to the collaboration and cooperation required between NEMA and MDAs as well as among the international partners involved in managing and maintaining FDM in Nigeria. Mohammed, (2019) stated that this has led to lack of synergy between NEMA and other relevant agencies saddled with the responsibilities of FDM in Nigeria. This has been fuelled by competition between NEMA, Ministry of Environment, Federal Ministry Water Resources, Federal Ministry Works & Housing, Federal Ministry of Power, Nigeria Meteorological Agency and other relevant agencies for visibility and lean resources available for FDM in Nigeria. This seriously undermines joint operations necessary to conduct smooth FDM by NEMA and other relevant agencies in Nigeria.

Low manpower development is a challenge for an effective and efficient FDM in Nigeria. John (2019) posits that according to the UN Assessment Report on NEMA in Nigeria (2017), only few personnel are knowledgeable in the appropriate techniques of monitoring urban growth, data analysis, ICT, flood gauge reading, and necessary skills on technical engineering details in FDM. There is also limited manpower for the conduct of post disaster damage and needs assessments. At the state level, the manpower available is grossly inadequate.

4.5 Ways of improving National Emergency Management Agency for Effective Flood Disaster Management in Nigeria

Presidential Committee on Flood Relief and Rehabilitation (PCFRR) was established on 11 October 2012. It was aimed at streamlining and coordinating the multiple post-disaster activities across all states affected by the massive floods in Nigeria. According to NEMA, (2017) the Committee was to control funds raised from the donors to provide relief materials, and come up with a shelter

strategy, and ensure reconstruction of damaged infrastructures such as roads, bridges, and electric poles among others. The PCFRR was also tasked to interface with state governments, private and international partners to mobilize assistance and ensure coherence in the use of the support for the vulnerable flood victims. The Committee successfully mobilized resources and raised funds. The FGN released ₦9.7 billion for the provision of food and seedlings, and ₦2.5 billion for disease control. In collaboration with the affected state, local community, and UN Habitat for Humanity, the PCFRR has come up with a shelter strategy which outlines approach to reconstruction works in all the 23 states affected by the floods (FGN, 2016). The PCFRR successfully completed the relief phase in less than 6 months; and successfully rehabilitated and resettled over 395,000 victim households. This positively impacted to the post-disaster NEMA phase in FDM. The project also helps to cushion the devastating effects of floods on the victims thereby reducing the risks of disasters through effective NEMA in FDM. Thus, presents a good way for improving the effectiveness of the FGN post-flood disaster interventions programmes to improve FDM in Nigeria.

Government Construction of Buffer Dams at Kashimbilla and Dasin-Hausa for Flood Control of Lagdo Dam and Lake Nyos which are 2 water bodies in Cameroon that are potential threats to Nigeria in event of possible collapse or release of excess water. Following the commissioning Lagdo Dam in 1983, there was an understanding for Nigeria to build a buffer Dam in Dasin Hausa, Adamawa state. Similarly, the scientific predictions in 1986 possible collapse of the Lake Nyos necessitated the need for a buffer dam at Kashimbilla, Taraba state to cushion the impact of the anticipated flood. The FGN therefore conceived and approved the proposal to commence Kashimbilla Multipurpose Dam Project (KMDP) in Takum Local Government Area in 2007. The KMDP is primarily a proactive step by the FGN aimed at preventing an ecological disaster that Science predicted would happen in future when the structurally weak volcanic Lake Nyos inevitably collapses. According to (Babatunde, 2017), the devastating floods from the dam collapse would likely affect more than 6 states in the country particularly along the tributaries of the River Katsina-Ala flood plain. Hence, the completion and sustained maintenance of the Kashimbilla Dam and Dasin Hausa Dam as buffer dams is a good way for improving NEMA in FDM in Nigeria.

Public awareness is high as different awareness-raising tools were introduced to the local communities as FDM in order to enhance people's coping capacity. These efforts were derived in effective early warning, sound institutional synergy, and good training as well as grassroots community engagements (Daka, 2017). This underlines the need for a well-coordinated public awareness campaign.

The revamping of the National Water Management Scheme would overcome the challenge of poor waste management in Nigeria. This will enhance the existing waste management agencies and establish more in rural areas. It would also reduce accumulation of solid waste and their indiscriminate disposal methods, which would ultimately reduce the rampant blockages and siltation of water ways or channels. This will in turn improve the effectiveness of the drainage channels for efficient NEMA thereby reducing the potential for floods for enhanced FDM.

The regulation of water resources management would address the challenge

of improper water resources management. This would check the incessant release of water from the dams and water works which have constituted flood disasters in the past. A regulation which stipulates the protection of lives and properties as paramount in the immediate environment drive could serve as caution. This could include a standard volume of water that could necessitate a release of water and a stipulated time frame to announce the intended release.

The enforcement of urban planning and environmental protection laws could mitigate the challenge of unwholesome activities. In order to ensure a nuisance-free environment which constitute for effective and efficient FDM, it would be necessary to begin the enforcement of environmental regulations, orders and laws. This could go a long way in checking the environment filled with nuisance and sternly frown at indiscriminate waste disposal and illegal constructions which constitute impediment to effective FDM.

5. Conclusion and Recommendations

5.1 Conclusion

The paper observed that despite several efforts by the FGN towards the effective operations of NEMA in FDM, several gaps still exist. It was realised that the SFT was suitable for the theoretical framework and hence was adopted for the study. It observed that the cumbersome institutional framework had resulted in coordination gaps among relevant agencies concerned with NEMA in Nigeria. In addition, low manpower development and unwholesome human activities hampers against measures of flood control, causing operational deficit. Its impacts is in the areas of public health, food security, education and infrastructure with in Nigeria. The study noted that all these effects emanated from the inefficiency of NEMA in FDM. In spite of these challenges, there are ways for improving NEMA in FDM in Nigeria. This include PCFRR, NEWMAP and Government Drive on Construction of Buffer Dams at Kashimbilla and Dashin-Hausa for Flood Control.

5.2 Recommendations

This was an applied study using qualitative and explanatory methods leading to applied recommendations from the findings. Hence, it is recommended that:

a. The federal and other state governments in Nigeria should develop a similar FDM preparedness plan that will help to develop and speedily implement effective response and recovery measures.
b. There should be vulnerability analysis and greater understanding of both household-level and macro-response options that are available should be employed to decrease the exposure to climate risk.
c. There should be efficient collaborative measures that could minimise the risk areas and the potentially vulnerable communities.
d. NEMA should promote human capital development through training of its staff and request for review of urban planning and environmental laws.
e. NEMA should collaborate with Federal Ministry of Water Resources to enforce water resource management standards.
f. The Federal Ministry of Environment should develop modalities for proper regulation

of all environmental, urban planning and waste management regulatory laws.

g. There should be inter-agency collaboration. All agencies, stakeholders and institutions should put both human and material resources together to achieve swift response. The good response time would be achieved through proper stakeholder coordination and liaison.

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